



LAURA CURRAN
NASSAU COUNTY EXECUTIVE

2020-21 Nassau County Shared Services and Taxpayer Savings Draft Plan

Prepared by:
The Rockefeller Institute of Government
The Benjamin Center
On Behalf of Nassau County

Rockefeller
Institute of Government



LAURA CURRAN
NASSAU COUNTY EXECUTIVE



OFFICE OF THE COUNTY EXECUTIVE
THEODORE ROOSEVELT EXECUTIVE & LEGISLATIVE BUILDING

November 13, 2020

To: Presiding Officer Nicoletto, Minority Leader Abrahams, Members of the County Legislature and Members of the Shared Services Panel:

It is my pleasure to submit to you Nassau County's (County) draft 2020/2021 Shared Services and Taxpayer Savings Plan (Plan) for your review. This Plan is a continuation of our 2019/2020 Plan, whose implementation was interrupted by the COVID-19 pandemic response. Under the guidance of the Rockefeller Institute of Government, who was retained with bi-partisan support of the Nassau County Legislature, the County has worked to implement 2020 projects and educate local municipalities on shared services opportunities. In speaking with various intergovernmental partners, we continue to identify shared needs in hopes of maximizing and streamlining efforts, as well as identifying cost savings, where possible. I want to personally thank the Rockefeller Institute team for their professionalism and guidance through this worthy process.

The New York State (State) County-Wide Shared Services Initiative was enacted as part of the 2018 State budget to encourage local governments to find cost savings through cooperation and the mutual use of resources. The program tasks local municipalities, led by the County Executive, with developing an annual plan to save property taxes by finding ways to reduce the costs to operate our local governments. As an incentive to work together, the State has set aside \$225M in matching funds for verified net savings achieved across multiple jurisdictions. In 2019, Nassau County and its partner municipalities were awarded New York State matching funds of \$203k for savings initiatives implemented in 2018. The 2020 shared service projects that we were able to make progress on will apply for matching funds in 2021. These include the joint purchase of computer aided dispatch systems and the use of the Nassau County's Police Department's Records Management System by local police departments.

We remain focused on the key initiatives of the 2019/2020 Plan in Nassau County's 2020/2021 Plan:

- Create "Nassau Saves" online portal to expand the use of joint purchasing and the sharing of equipment and personnel
- "Digitize Nassau," a program to develop joint efforts to digitize mandated records
- Shared Information Technology Services
- Enhanced Energy Efficiency Programs
- Expand Joint Waste and Recycling Contracts
- Shared Vehicle Maintenance Facilities and Fueling Stations

Many of the projects outlined in the plan have an anticipated multi-year implementation timeline. With the continued guidance and expertise of the Rockefeller Institute, it is our hope and goal to achieve the plan's 2021 cost savings, plus future recurring cost savings.

Thank you for continued support of our efforts to provide taxpayer savings and improve government efficiencies through intergovernmental cooperation!

Warm regards,

A handwritten signature in blue ink, appearing to read "Laura Curran", is written over a light blue rectangular background.

Laura Curran

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2020-21 Nassau County Shared Services and Taxpayer Savings Plan

Introduction

The New York State County-Wide Shared Services Initiative (CWSSI), enacted in 2017 and amended in 2019, encourages local governments to generate hundreds of millions of dollars in potential cost savings through government collaboration, cooperation, and the mutual use of resources. The initiative requires the chief elected officer in each county to convene a panel of local leaders (the Shared Service Panel) to develop a plan that identifies opportunities for local governments, fire districts, fire protection districts, school districts, Boards of Cooperative Educational Services (BOCES), and special improvement districts to share services and save taxpayer dollars. The CWSSI Law encourages local governments to engage in “multi-year planning [with annual amendments] ... identifying all potential property tax saving actions and a timeline for their undertaking.”¹ The state has appropriated \$225 million in matching funds for local governments that implement their plans and achieve property tax savings.

*Nassau County’s 2019-20 Shared Services and Taxpayer Savings Plan*² (2019-20 Plan) significantly expanded its original 2017 Plan. The county government undertook a wide-reaching planning process that involved surveys and interviews of every chief elected local government leader in the county, often assisted by staff, as well as leaders of interested school districts, BOCES, library districts, and local government associations. Local government leaders from all sectors of Nassau County government used the results of these surveys and interviews as the basis for focused discussions and to develop a practical plan for significant property tax savings.

The 2019-20 Plan identified six initiatives that were projected to produce nearly \$30 million in recurring property tax savings by 2022 (three additional projects were identified but were not accompanied with property tax savings estimates because they were preliminary proposals that required additional development). The 2019-20 Plan also included projects that were earlier identified in the county’s 2017 Plan, but which had not yet been implemented. The primary proposal in the 2017 Plan was the consolidation of Nassau County and city of Long Beach wastewater treatment

services, which was expected to yield an estimated savings of more than \$128 million once completed.

Implementation of the 2019-20 Shared Services Plan and the 2020-21 Shared Services Plan

Nassau County and its local governments recognize that the revenue shortfalls caused by the ongoing COVID-19 crisis at every level of government make it more important than ever to identify opportunities to share services and generate savings across all levels of local government.

Though the crisis required the attention and resources of all Nassau local governments in 2020 to support the response and recovery efforts, the county government—with the assistance of the Rockefeller Institute of Government and the Benjamin Center—made significant efforts to implement its 2019-20 Plan. Nonetheless, many of the 2019 projects remain in initial stages of implementation, and therefore comprises a significant portion of the 2020-21 Shared Services and Taxpayer Savings Plan (2020-21 Plan).

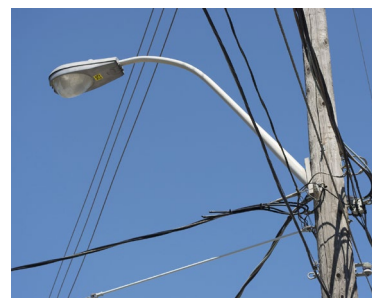
Nassau County estimates its 2020 crisis-related revenue losses at approximately \$385 million, of which \$240 million is lost sales tax revenues. The county executive has proposed to close the projected \$385 million budget gap in 2021 primarily by refinancing some of the county's current debt. Based on the county's estimate of its sales tax revenue loss, we estimate that Nassau County's towns, villages, and cities lost approximately \$15 million in sales tax revenue in 2020 (see [Appendix A](#)).

Despite the anticipated fiscal challenges, Nassau County remains committed to advancing shared services between its municipalities and local government entities to reduce costs and save money. In total, the proposals outlined below are expected to save an estimated \$6.1 million in taxpayer dollars. As demonstrated within this report, the county worked diligently this past year despite the COVID-19 pandemic to implement shared services projects, setting the stage for further implementation in 2021.

PROPOSAL 1

Enhanced Energy Efficiency Programs

The 2019-20 Plan envisioned that the county would undertake a comprehensive survey of local government energy consumption, conducted by the New York Power Authority (NYPA) or a private vendor. This survey would help identify opportunities for energy savings in facilities that are owned or operated by municipalities and interested school, fire, library, and other special districts. To that end, the county scheduled an in-person forum for March 13, 2020, where all interested local government leaders could engage with NYPA and PSEG Long Island to begin to plan and implement joint energy efficiency projects. However, the COVID-19 crisis



forced a delay of the forum until June 25, 2020, when it was conducted virtually, followed by a survey to all participants, which informed the county's efforts.

Currently, Nassau County is pursuing a comprehensive LED streetlight conversion project as 10 municipalities indicated an interest in it. To date, the county, the Rockefeller Institute, and NYPA have conducted outreach with the interested municipalities to retrieve current invoice and inventory information for streetlighting operations to estimate potential cost savings. Thus far, five of the municipalities that indicated interest—the town of North Hempstead and villages of Baxter Estates, Bellerose, North Hills, and Sea Cliff—are working with NYPA on developing cost savings and plans for project implementation. The county is also assessing its inventory of off-street lighting fixtures in parking lots, parks and other county facilities to potentially participate in the LED conversion project.

The county also intends to pursue other energy efficiency projects in 2021 with interested local governments, including several that were presented by NYPA and PSEG Long Island during the forum (e.g., electric vehicle charging stations; distributed energy resources; HVAC upgrades; and, energy efficiency rebate programs).

Estimated savings	2021	2022	Recurring
PROPOSAL 1 ³	\$2.3M	\$3.1M	\$7.1M

PROPOSAL 2

Joint Purchase of a Computer Aided Dispatch (CAD) Systems Including Related Joint Records Management Systems (RMS)

The 2019-20 Plan included the joint purchase of a computer-aided dispatch (CAD) system by the Floral Park Police Department and the Port Washington Police District. A major reason for this purchase was the incompatibility of both departments' current CAD systems with the record management system (RMS) used by the Nassau County Police Department. The 2019-20 Plan did not include an estimated annual and out-year savings for the project because there was not enough project information, including the number of specific participants and system costs, at the time that the plan was submitted. Since then, the Floral Park and Port Washington police agencies have made significant progress in implementing and expanding the scope of the project. On October 6, 2020, the Village of Floral Park and the Port Washington Police District entered into an Intermunicipal Agreement to jointly purchase and operate a CAD system from Spillman Flex, a subsidiary of Motorola Solutions (see [Appendix B](#)). If the Floral Park police department had purchased this system on their own, the aggregate cost would have been \$321,607; however, the joint purchase will cost Floral Park \$186,612, saving property taxpayers \$134,995. Port Washington's system would have cost \$341,237 but the joint purchase will cost Port Washington more than \$245,222, saving their property taxpayers over \$96,014. Overall, the total 2020-21 savings for these municipalities will be \$231,009 (see [Appendix B](#)).



Further, CAD systems are tied to a RMS in all police departments to store, retrieve, retain, archive, and view information, records, or files pertaining to law enforcement operations. These technologies provide tools automating vital processes that enhance day-to-day operations. Police RMS solutions manage the development of records from initial generation to completion, and include common documents such as investigation reports, booking and arrest reports, criminal identification, detention records, and citations and tickets.

The Floral Park Police Department was using an Impact RMS at an annual cost of \$12,000. That system is antiquated, however, and incompatible with the Nassau County Police RMS system, the Nassau County District Attorney's Office software and other applications used by the department. In 2019 alone, the limitations of the Impact RMS resulted in \$41,336 in overtime costs for the Floral Park Police Department (see [Appendix C](#)). The joint purchase of the Spillman Flex CAD system will enable the Floral Park Police Department to access and leverage the Nassau County Police RMS system, saving \$12,000 in annual costs for the outdated system and reducing overtime expenditures. If the Floral Park Police Department purchased this RMS system on its own, it would have cost approximately \$150,000 plus an annual \$2,700 for maintenance. This integration will occur late in 2020 or early in 2021. The Port Washington Police Department will also be migrating to the Nassau County Police RMS in early 2021, which will save its taxpayers \$450,000 in avoided hardware costs and \$8,100 in avoided annual maintenance costs (See [Appendix D](#)).

The police departments of Port Washington, Long Beach, the village of Hempstead, Kensington, and Kings Point are also considering a jointly purchased CAD system and migrating their current records management systems to the Nassau County Police Department System. Before such migration can occur, the departments must understand the cost of migrating current RMS data to the new system, and retain access and control to the data. Until these issues are resolved, precise savings from this effort cannot be estimated. Based on data provided by Spillman Flex and the Floral Park and Nassau County police departments (see [Appendix D](#)), however, we can make certain assumptions and estimate savings for the next several years. We will continue to pursue implementation of this initiative in 2021 and beyond in order to achieve the maximum potential efficiencies.

Estimated savings	2021	2022	Recurring
PROPOSAL 2 ⁴	\$916K	\$893K	\$1.3M

PROPOSAL 3

Digitize Nassau

The 2019-20 Plan called for Nassau County to work with interested local government entities on joint efforts to digitize mandated records and develop joint space for paper record storage. Recurring annual savings from this effort were projected to reach \$1 million by 2022.

As a first step in this process, the Nassau County Clerk entered into a contract in August of this year with the US Imaging Company to convert Nassau's property tax records from microfilm to electronic form and index these records. Under the contract's terms, any political subdivision in New York State or "other entities authorized by law to make such purchases" may participate in any award under this bid. A link to the US Imaging contract can be found on Nassau County's shared services web page (Paragraph 22). This provision allows any local government entity in Nassau County amenable to collaboration to benefit from economies of scale in records conversion and indexing without separately incurring costs of the required competitive bidding process. Based on the initial response to this contract by local government entities, further efforts on this initiative are to be pursued and additional savings are likely to be generated.



Estimated savings ¹⁰	2021	2022	Recurring
PROPOSAL 3 ⁵	\$140K	\$630K	\$1.0M

PROPOSAL 4

Shared Information Technology Services

The 2019-20 Plan envisioned the County working with its interested municipalities, school districts, library districts, and Nassau BOCES to explore the feasibility of centralized licenses for software. Potential areas for collaboration included: GIS software; software that can track various building issues; centralized contracts for IT software, hardware, and consultant services (including GIS consultants); and, hardware/cloud purchases. This proposed effort was also to include county-level coordination to address cybersecurity issues with interested local entities, including exploring the possibility of jointly purchasing insurance to cover losses stemming from cyberattacks. Projected recurring savings from this effort were \$4.3 million by 2022.

The COVID-19 crisis put tremendous pressure on Nassau County's Information Technology (IT) department to develop programs to track COVID-19 cases, allow county employees to work at home, and to develop protocols for workers returning to their offices, among other issues. These higher-priority tasks prevented the department from implementing many of the planned collaborative initiatives. The county intends to begin implementation of them in 2021.



Nassau County's IT department did complete the installation of a dry agent fire suppression system at its data center in November 2020. This system protects the heart of the county's IT operations and assets. The Data Center Server Room, located in a former Grumman facility in the hamlet of Bethpage, covers a total of 10,044 square feet, of which approximately 20 percent is available at minimal or no cost to Nassau County's towns, cities, and villages to serve as their IT disaster recovery location. The county's excess capacity in their secure, temperature-controlled environment is a valuable shared services opportunity that can save municipalities the expense of procuring an outside contract for essential back-up storage facilities. Implementation of this initiative will be pursued in 2021.

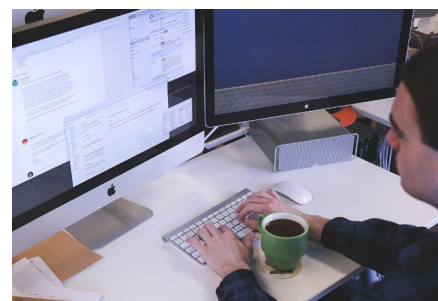
Estimated savings	2021	2022	Recurring
PROPOSAL 4 ⁶	\$600K	\$900K	\$2.1M

PROPOSAL 5

Create the "Nassau Saves" Online Intermunicipal Shared Services Portal and Other Mechanisms to Expand the Use of Joint Purchasing and the Sharing of Equipment and Personnel

The 2019-20 Plan called for the county to create the "Nassau Saves" online portal to give local government entities access to:

- Various centralized contracts for services, personnel, and equipment;
- An inventory of equipment that local governments have available for sharing, and the estimated cost for using that equipment through intermunicipal agreements; and
- Collectively delivered, mandated employment-related training in such areas as safety, ethics, and sexual harassment.



The county was also to explore joint bidding on certain contracts if a group of interested local entities expressed interest in a specific commodity and/or specialty equipment. In addition, the Shared Services Panel expected to leverage the portal to encourage Nassau's municipal entities to explore other opportunities for collaboration and coordination.

As earlier discussed, the immediate demands of the COVID-19 pandemic preempted the efforts and resources of the county's IT department, other county offices, and local government entities, hindering the timely implementation of this project in 2020. The planned first step was to develop an online process and make available all current county government contracts that were already permitted for use by all local governments without further bidding. Unfortunately, these contracts are not available in a form that allows their "piggyback" clauses to be identified electronically. Each

contract must be reviewed in hard copy to determine whether other local governments can use it. The county did not have the resources available to complete this process in 2020 but plans to do so in 2021. The county also plans to create an online process for all of its local government entities to seek joint purchasing partners and share equipment, based on the system that Albany County developed and currently uses under its shared services plan.

Separate from the development of “Nassau Saves” online portal, the county will pursue joint purchases in response to Governor Cuomo’s Executive Order 203 requiring each of the state’s local governments that have a police agency to adopt a policing reform plan by April 1, 2021. Among other initiatives, the Nassau County Police Department intends to develop and implement a police Body-Worn Camera (BWC) program in 2021 to ensure transparency and accountability when officers interact with the community. This program will be developed with input from impacted stakeholders, including the police, the district attorney, and constituents. It will not only require purchasing the camera equipment but extensive officer training and secure storage of video evidence for a defined amount of time. Once a vendor is selected, the county will make its BWC contract available to city and village police departments. These smaller departments will therefore be able to obtain BWC devices and systems at a much lower cost than if they were to separately procure their own solution. Savings also can be derived from centralized training and shared evidence management systems.

Estimated savings	2021	2022	Recurring
PROPOSAL 5 ⁷	\$1.0M	\$2.1M	\$4.2M

PROPOSAL 6

Expand Joint Waste and Recycling Contracts

The 2019-20 Plan called for interested local government entities to work together to jointly purchase waste and recycling services at a lower cost than currently paid. This effort also was to explore whether greater shared use of transfer stations would lower each participating municipality’s costs. Nassau’s three towns were to lead this effort.

The following local government entities indicated an interest in pursuing this initiative:

- Within the town of North Hempstead, the villages of Flower Hill, Floral Park, Manorhaven, and the city of Glen Cove, as well as the Nassau BOCES.
- Within the town of Oyster Bay, the villages of Centre Island and Sea Cliff, and the city of Glen Cove, as well as Nassau BOCES.
- Within the town of Hempstead, the village of Hempstead, Nassau BOCES, and the Hewlett-Woodmere, Malverne, West Hempstead, and Merrick school districts.



To implement this project, the county formed a working group of representatives from all three towns as well as staff from the County Shared Services Department, the Rockefeller Institute of Government, and the Benjamin Center. The group identified the school districts and schools within each of the town of North Hempstead's five sanitation districts and the school districts and schools within the town of Oyster Bay's Solid Waste Disposal District to determine their interest in pursuing joint waste and recycling contracts. In addition, the group provided the town of Oyster Bay with the bill jacket prepared for the Governor's Office for Chapter 771 of the Laws of 1985, which created the town of Oyster Bay's Solid Waste Disposal District to assist them in determining whether a village that initially opted out of joining the district might rejoin it and the required procedure to do so.

Unfortunately, as a result of the COVID-19 crisis, municipalities, schools, and BOCES were fully occupied with the need to develop health and safety procedures to reopen, properly implement those procedures, and provide necessary public services, which stalled progress of this initiative. All three towns remain interested in proceeding with this initiative in 2021.

Estimated savings ¹⁸	2021	2022	Recurring
PROPOSAL 6 ⁸	\$908K	\$2.2M	\$4.5M

PROPOSAL 7

Shared Vehicle Maintenance Facilities and Fueling Stations

The 2019-20 Plan called for the county to determine the feasibility of a countywide centralized contract for the maintenance of municipal vehicles. The county also was to identify localities with vehicle maintenance facilities that were willing to provide access to services for other participating governments and develop a model Intergovernmental Agreement that would establish a price structure and provide the administrative details to facilitate these collaborations.



In addition, the county, in collaboration with the Nassau County Village Officials Association, was to designate or develop a network of fueling stations at which any vehicle owned by a participating Nassau County local government entity may be fueled at a price lower than that in the marketplace but at a level that assured coverage of the operating costs of the proprietary government. These stations would be located in places not subject to risk of flooding, and accessible in other emergencies (e.g., heavy snowstorms).

Unfortunately, the ongoing pandemic and the workload demands it has put on the county and its local government entities precluded implementation of this proposal

in 2020. The county and the Nassau County Village Officials Association remain interested in proceeding with the proposed plan in 2021.

Estimated savings	2021	2022	Recurring
PROPOSAL 7 ⁹	\$160K	\$320K	\$480K

PROPOSAL 8

Consolidation of Wastewater Treatment Services of Long Beach and Nassau County

The most significant savings proposal of the county's 2017 Plan was the consolidation of the wastewater treatment services of Long Beach and Nassau County, which was expected to generate an estimated capital savings of more than \$128 million once completed. The 2019-20 Plan anticipated that the design phase of the project would be completed in early 2020 and that construction could start by the end of the year. The annual cost savings over this period was not precisely known when the 2019-20 Plan was implemented, however it is clear it will be significant as the city of Long Beach will not be pursuing its own separate project. Other aspects of this project may be added to future shared services plans. We continue to collect information on the progress of the project to generate a savings estimate.

Shared Services Proposals—Savings Estimates Under Development

The following proposals were included in the 2019-20 Plan but were not developed fully enough to project accurate cost savings estimates. In addition, state legislative action is necessary to begin the implementation of Proposal 9 (below) to better coordinate volunteer ambulance/EMS service in the County.

PROPOSAL 9

Coordinated Effort to Improving Volunteer Ambulance/EMS Service

Unlike in most other counties, volunteer ambulance corps linked to fire districts are not central to emergency medical services in Nassau County. Their role is essential, but not principal. The diversity of organizations makes the system far more complex in Nassau than elsewhere. A recent summary indicates that Nassau County has 62 licensed ambulance providers in 2019, operating a total of 322 ambulances, though not all simultaneously in service. Of these, 232 (72 percent) are operated by entities that can bill for service: the Long Island Jewish Hospital (71), the Nassau County Police Department (48), the North Shore University Hospital Ambulance Service (71), the Nassau University Medical Center (5), municipalities (27), independent providers (10), and one commercial provider.



There is little doubt that collaborations can be developed to increase efficiency and effectiveness of emergency medical services throughout the county. But first, the vitality of the service delivery network that provides almost a third of the response capacity—volunteer ambulance corps linked to fire districts—must be stabilized financially and organizationally. Two important steps at the state level could be taken toward this end: (1) designation in law of emergency medical response as an essential governmental service equivalent in status to police and fire protection; and (2) amending current law to permit fire district-linked ambulance corps to bill insurance companies for the service they provide.

New York State Senator John Brooks (D—Seaford) sponsored legislation (S.3685-B/A.1778-A) that would allow volunteer fire district-based ambulance services to establish fees and charges for services, which can then be billed to insurance companies. The bill passed the state Senate on July 21, 2020, but the State Assembly was unable to act on it before it adjourned. Nassau County will work with Senator Brooks to advance this legislation in 2021.

Nassau County is among the state’s leaders in this area, having already specified a coordinating role for ambulance services by the county government. The Nassau County Police Department Ambulance Bureau, which dates to 1953, is a major element of the emergency medical response network. The county recently recommitted to this bureau by amending its administrative code to specify the responsibility of the Bureau “for the coordination, command, control, and oversight of emergency medical services operations, services and other support operations to ensure the health, safety and welfare of the residents of the county.” It is well situated to be the center of a more systematically organized, more efficient response system once legal and financial steps are taken to assure the viability of the most vulnerable elements of that revised system, including the enactment of S.3685-B or similar legislation.

PROPOSAL 10

Centralized Contracts for Various Insurance Products

The 2019-20 Plan documented that a large number of municipalities are interested in reducing insurance costs through joint purchasing or other mechanisms. Since each municipal entity has a different level of risk, it is difficult to determine if a centralized contract or some other joint effort—such as an insurance consortium—is feasible. While an online portal could make access to such centralized contracts easier, these types of contracts require extensive collaboration among municipalities and affected collective bargaining units before they can be developed and implemented.



The town of Oyster Bay indicated in its 2019 interview interest in pursuing an “Empire Plan for dental and optical insurance.” During the 2019 Joint Purchasing subcommittee meeting, it was noted that most municipalities in Nassau County use Davis Vision as their provider for optical insurance and an overall joint contract might be feasible at the county or state level.



Even if a centralized contract for various types of insurance is not feasible, the process of collaboration still could yield savings by making interested municipalities aware of other providers that could reduce costs. For example, the towns of Oyster Bay and Hempstead recently significantly reduced workers compensation costs by using a new provider that integrates risk management strategies with their insurance product.

In the 2019-20 Plan, Nassau County committed to exploring the feasibility of coordinated insurance plans with interested municipalities, school districts, and Nassau BOCES in such areas as workers compensation, property, casualty, optical, and dental insurance. Due to the extensive amount of time such an effort entails and the demands of the COVID-19 crisis, the county was unable to pursue this initiative in 2020. In 2021, Nassau County will form a working group of interested local government entities to begin its implementation with expected savings in 2022 and beyond.

TABLE 1. Current Proposed Savings Scorecard

Project	2021	2022	Recurring
1. Energy Efficiency	\$2.3M	\$3.1M	\$7.1M
2. Joint CAD and RMS Purchase	\$916K	\$893K	\$1.3M
3. Digitize Nassau	\$140K	\$630K	\$1.0M
4. Shared Information Technology Services	\$600K	\$900K	\$2.1M
5. Nassau Saves Portal and Joint Procurement Services	\$1.0M	\$2.1M	\$4.2M
6. Expand Joint Waste and Recycling Contracts	\$908K	\$2.2M	\$4.5M
7. Shared Vehicle Maintenance and Fueling Stations	\$160K	\$320K	\$480K
8. Consolidated Wastewater Treatment Facility	N/A	N/A	N/A
9. Coordinated Effort to Improve Volunteer Ambulance/EMS Service	N/A	N/A	N/A
10. Centralized Contracts for Various Insurance Products	N/A	N/A	N/A
TOTAL	\$6.1M	\$10.2M	\$20.7M

Numbers may not add up due to rounding.



APPENDICES

Appendix A. Methodology for Determining Nassau County's Cities', Towns' and Villages' Sales Taxes Losses in 2020

Sales tax sharing formula in Nassau County is outlined in Glossary C of *Understanding Local Government Sales Tax in New York State:2020 Update*.¹⁰

Total sales tax rate = 8.65%.

State share = 4%.

County share (before sharing with other municipalities) = 4.65%.

Portion exclusive to Nassau County = 3.5%.

Remainder = 1.125%.

One-third of this remainder shared with cities and towns = .375%.

Remainder = .75%.

One-sixth of this remainder shared with villages = .125%.

Thus, portion of sales tax shared by county = .5%.

Therefore, portion of county sales tax that accrues to county = 8.15%.

This 8.15% was short by estimated foregone county revenue of \$240 million.

This means that total base for tax is \$2,944,785,276 [base = \$240,000,000/.0815].

Estimated loss in non-county share = .005 x base [\$14,723,926].

Nassau*	City Town Village	4.25%	Glen Cove Long Beach	First 3.00%: Retained by County. Additional 0.75%: The County distributes one-third to fund a local government assistance program for the three towns and two cities within the County. The assistance is distributed quarterly, on a per capita basis, based on the most recent decennial census. Villages also receive assistance, in an amount not to exceed one-sixth of the 0.75% remaining after the towns and cities have received their funding. Additional 0.50%: Retained by County.
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Source: All sales tax sharing agreement and arrangement summaries are based on information provided by local officials.

*County tax rate does not include 0.375 percent for the Metropolitan Commuter Transportation District.

Nassau County executive's estimate of total lost county sales tax = \$240,000,000.

Therefore, total sales tax revenue lost in 2020 is \$254.72M. The estimated amount lost to towns, cities, and villages = \$14.72 million.

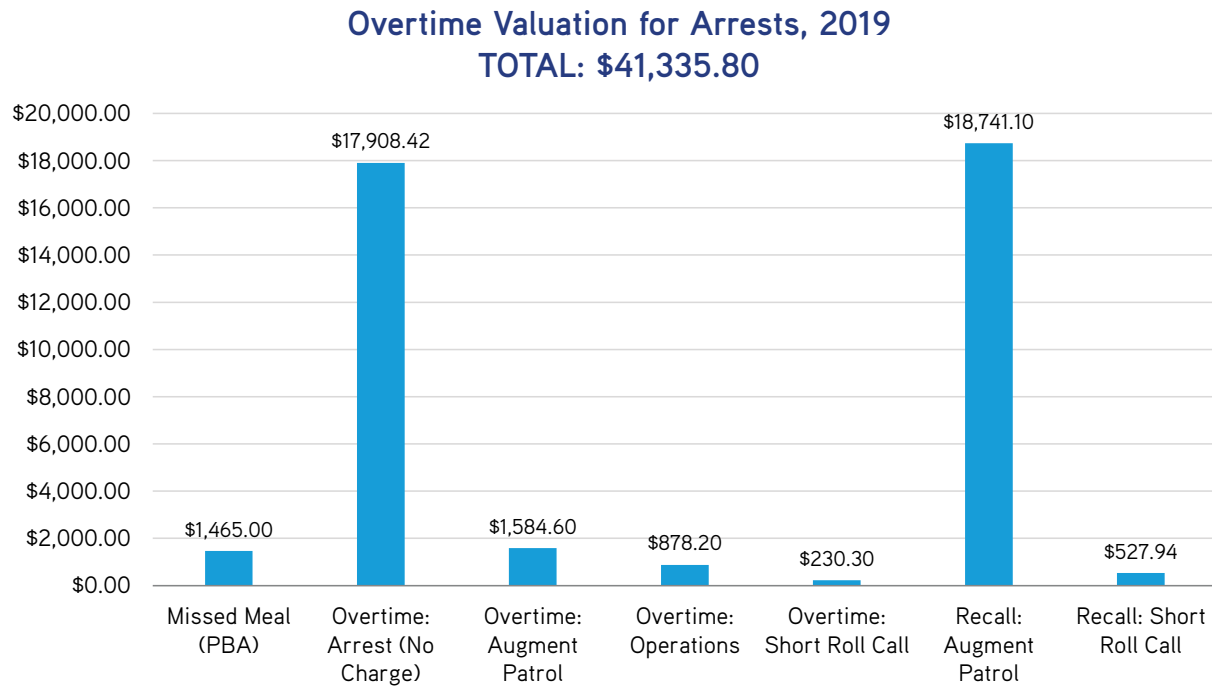
Appendix B. Computer Aided Dispatch System Savings Floral Park and Port Washington Police Departments

Prepared by Spillman Flex

Initial Cost Floral Park	\$321,607.00
• CAD	\$252,020.00
• Hardware	\$69,587.00
Shared Service Cost Floral Park	\$186,612.50
• CAD	\$145,127.00
• Hardware	\$41,485.50
TOTAL SAVINGS FLORAL PARK	\$134,994.50

Initial Cost Port Washington	\$341,237.00
• CAD	\$271,650.00
• Hardware	\$69,587.00
Shared Service Cost Port Washington	\$245,222.50
• CAD	\$203,737.00
• Hardware	\$41,485.50
TOTAL SAVINGS PORT WASHINGTON	\$96,014.50

Appendix C. Floral Park PD Overtime Costs Due to Impact RMS



Appendix D. Potential RMS Savings for Village Police Departments in Nassau County

The information on the following page was provided by Spillman Flex a subsidiary of Motorola Solutions. It depicts each shared agency, their number of employees, and an estimate of what they would pay for an individual Records Management System (RMS). Spillman Flex can also bring these agencies on as shared at no additional cost for a CAD solution, which would qualify them for state matching funds under New York State's Shared Services Initiative. The table below includes estimated RMS values only. These values do not include hardware or third-party system integrations.

Nassau County RMS Participating Agencies

Agency Name	Sworn Officers	Total Employees	Estimated RMS Value	Maintenance
Mineola Aux Police Department	0	5	\$75,000	\$1,350
Kensington Police Department	6	6	\$75,000	\$1,350
Centre Island Police Department	8	8	\$75,000	\$1,350
US Mer. Marine Academy Pol. Department	2	9	\$75,000	\$1,350
Oyster Bay Cove Police Department	11	11	\$100,000	\$1,800
Great Neck Estates Police Department	13	15	\$100,000	\$1,800
Sands Point Police Department	15	20	\$150,000	\$2,700
Lake Success Police Department	21	24	\$150,000	\$2,700
Malverne Police Department	24	25	\$150,000	\$2,700
Kings Point Police Department	24	26	\$150,000	\$2,700
Old Westbury Police Department	26	30	\$150,000	\$2,700
Old Brookville Police Department	26	34	\$150,000	\$2,700
Floral Park Police Department	36	41	\$150,000	\$2,700
Lynbrook Police Department	50	55	\$337,500	\$6,075
Garden City Police Department	50	64	\$337,500	\$6,075
Rockville Centre Police Department	52	65	\$337,500	\$6,075
Port Washington Police Department	63	90	\$450,000	\$8,100
Long Beach Police Department	70	100	\$450,000	\$8,100
Freeport Police Department	99	105	\$450,000	\$8,100
Hempstead Police Department	120	160	\$562,500	\$10,125
Total	716	893	\$4,475,000	\$80,550
Grand Total				\$4,555,550

These estimated savings assume all the police departments will join the Nassau County RMS system. Only Floral Park and Port Washington, however, have agreed to do so. Most of these departments would have to purchase a new CAD system in order to use the County's RMS system. It is assumed that Floral Park will move to the County RMS system in 2020, and, Port Washington and Long Beach in 2021, four departments in 2022, and six other departments will move to this system in the out-years.

Appendix E. Contributions

Contributions to this report were made by Brian Backstrom, Michele Carbonneau, Urška Klančnik, Alexander Morse, and Joseph Popcun of the Rockefeller Institute of Government and Gerlad Benjamin and Thomas Cetrino of the Benjamin Center at SUNY New Paltz. Jim Malatras served as principal investigator for this report.



- 1 General Municipal Law. Article 12-I, p. 3, <https://www.ny.gov/sites/ny.gov/files/atoms/files/2019-21CWSSIGuidanceDocFINAL12.19.2018.pdf>. The 2019 amendments extended the deadline for CWSSI to December 31st.
- 2 *2020 Nassau County Shared Services and Taxpayer Savings Plan*, prepared by the Rockefeller Institute of Government and the Benjamin Center, adopted December 10, 2019, <https://www.nassaucountyny.gov/DocumentCenter/View/27821/2020-Adopted-Nassau-County-Shared-Services-Plan?bidId=>.
- 3 This estimate is based on the total 2019 expenditures for utilities for all of Nassau County's municipalities as reported on the New York State Comptroller's "Open Book New York" website (<http://www.openbooknewyork.com/>). This totaled more than \$237 million, but it includes nonenergy elements. In addition, some of Nassau's municipalities have already achieved significant energy efficiencies. Based on these considerations we reduce the total utility expenditures by one-third for an estimated energy utility total of more than \$158 million. We assume savings of 1.5 percent in 2020, 2 percent in 2021, and 4.5 percent in the out years.
- 4 It is estimated that Floral Park saved \$134,994.50 and Port Washington saved \$96,014.50 in 2020 through the joint purchase of their CAD systems for a total 2020 savings of \$231,009 (see Appendix B). In 2020 Floral Park will also save an additional \$184,700 (\$152,700 RMS purchase and maintenance savings, \$12,000 savings in no longer paying the Impact RMS maintenance costs, and \$20,000 in overtime savings). In 2021 Port Washington will save \$458,100 and Long Beach may save the same amount for a total estimated savings of \$916,200. It is projected four police departments, identified in Appendix D, will join the Nassau RMS system in 2022 for a savings of \$893,350 and six additional departments, equally distributed among department size, will join the Nassau RMS system in the outyears for \$1.3 million in savings. Savings could be greater as some of these police departments would have to purchase a new CAD system to use the Nassau County RMS and could achieve additional savings through a joint purchase, similar to savings achieved by Floral Park and Port Washington in 2020.
- 5 This is an early estimate and does not fully factor in all the potential savings as the number of municipalities that will pursue a joint effort for digitization and storage is not yet known. This is a conservative estimate using the annual savings projected by other counties pursuing similar programs. Tompkins County, which has far fewer local governments and people, is set to achieve savings from an initiative like this. Wayne County (population 91,400, nearly \$100,000 in savings), and Westchester (population 980,000, savings of \$100,000 in year one, \$450,000 in year two, and \$750,000 thereafter) are similarly projecting savings. Taking Tompkins, Wayne, and Westchester Counties' savings, extrapolating them, and adjusting for Nassau's difference in population (Nassau has 40 percent greater population than Westchester and more local government entities, for example) resulted in the current estimate. The actual savings realized could be even greater.
- 6 This is a preliminary estimate based on Westchester's estimate of its savings from a similar proposal (\$1 million in first year, \$1.5 million in the second year and \$3.5 million recurring). Since then, we have learned that Suffolk County, which had a similar proposal as part of its larger portal proposal, only achieved half of its original projected savings. Therefore, the projected savings from the 2019-20 plan are cut in half, yielding \$600,000 savings in 2021, \$900,000 savings in 2022 and \$2.1 million in the out years. The potential results could be greater especially if a significant number of school districts participate. Please note that this estimate is also subject to change based upon the ongoing COVID-19 pandemic, which continues to require the mobilization of county and local government resources to address the dynamic public health condition.

- 7 Using an extremely conservative estimate, and without including school districts, the total 2019 operational spending of each Nassau County municipality (not overall spending), which totaled \$643.18 million, was reduced by 1 percent (\$6.4 million; for a new operational spending total of \$636.75 million) to account for the vehicle maintenance and fueling stations costs that are the basis of the savings in Proposal 7 and discussed in endnote 9. Since then, we have learned that Suffolk County, which had a similar proposal achieved half of its original projected savings. It is anticipated Nassau County will use this service more frequently, therefore, original savings methodology was reduced by one-third. Year-one savings of 0.16 percent overall savings; year-two savings 0.33 percent overall savings; and recurring savings of 0.66 percent thereafter were projected. Out-year spending was not adjusted for inflation, so projected savings may be underestimated. These projections are based on Suffolk County's experience with a similar proposal that achieved about one half of their initial savings estimates. Please note that this estimate is also subject to change based upon the ongoing COVID-19 pandemic, which continues to require the mobilization of county and local government resources to address the dynamic public health condition.
- 8 This conservative estimate is based on the total 2019 expenditures for refuse and garbage and miscellaneous sanitation for the municipalities that indicated an interest in this initiative, including the villages of Centre Island, Flower Hill, Floral Park, Hempstead, Manorhaven, and Sea Cliff; the towns of Hempstead, North Hempstead, and Oyster Bay and Hempstead; and the city of Glen Cove, as reported on the New York State comptroller's "Open Book New York" website (<http://www.openbooknewyork.com>). This totaled \$181,669,416. Please note that this estimate is also subject to change based upon the ongoing COVID-19 pandemic, which continues to require the mobilization of county and local government resources to address the dynamic public health condition.

Based on Suffolk County's experience, which yielded half of its projected shared services savings, estimates for Nassau County were similarly revised and savings of 0.5 percent in 2021, 1.25 percent in 2022, and 2.5 percent in the outyears were projected. The potential savings could even be greater because the cost of interested school districts' waste removal is not included because those data are not available on the comptroller's website. Four school districts and Nassau BOCES indicate an interest in participating in this initiative. Some of the municipalities and school districts that did not respond to the survey also are likely to participate in this initiative, which could significantly increase the estimated savings.

- 9 The Comptroller's data do not isolate expenditures for gasoline/fuel or for vehicle maintenance. We know, however, that such spending is included in the operational spending figure used to estimate the cost savings for the "Nassau Saves" portal. We estimated that fuel and vehicle maintenance is 1 percent of Nassau's municipal operational spending (which was \$643.18 million) or \$6.4 million in total estimated spending for fuel and vehicle maintenance. Suffolk County, which had a similar proposal, yielded half of its projected savings. As a result, this proposal estimates a 2.5 percent savings in 2021, 5 percent savings in 2021, and 7.5 percent savings in the out-years. This savings estimate does not include school districts, which could result in even greater savings. Please note that this estimate is also subject to change based upon the ongoing COVID-19 pandemic, which continues to require the mobilization of county and local government resources to address the dynamic public health condition.
- 10 *Understanding Local Government Sales Tax in New York State: 2020 Update* (Albany: Office of the New York State Comptroller, October 2020), <https://www.osc.state.ny.us/files/local-government/publications/pdf/understanding-local-government-sales-tax-in-nys-2020-update.pdf>.



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