



## **VILLAGE OF DOBBS FERRY BOARD OF TRUSTEES AGENDA**

**MEETING DATE:** JULY 14, 2020

**AGENDA ITEM SECTION:** PUBIC HEARING

**AGENDA ITEM NO. :** 1

**AGENDA ITEM:** CONTINUATION OF PUBLIC HEARING TO CONSIDER THE APPLICATION OF 115 BROADWAY/ST. CABRINI TO ADD A NEW PARKING LOT ON THEIR PROPERTY

**ITEM BACKUP DOCUMENTATION:**

1. LETTER DATED JULY 8, 2020 FROM RALPH P. PERAGINE, P.E./SENIOR PROJECT ENGINEER TO MAYOR VINCENT ROSSILLO AND THE BOARD OF TRUSTEES



7 Skyline Drive, Hawthorne, NY 10532  
Tel: (914) 592-4040 www.pderesults.com



July 8, 2020

Mayor Vincent Rossillo  
and Members of the Village Board of Trustees  
Village of Dobbs Ferry  
112 Main Street  
Dobbs Ferry, NY 10522

RE: Cabrini of Westchester – Application for Site Plan Approval – Parking Lot (25 Spaces)  
Additional Supplemental Responses to BFJ Planning’s Letter Dated May 19, 2020  
115 Broadway, Dobbs Ferry, New York

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Mayor Vincent Rossillo and Members of the Village Board of Trustees:

This letter is a supplemental submission in furtherance of our letter dated June 15, 2020 (the “PDE June 15, 2020 Letter”). Specifically, this correspondence provides further analysis regarding geocoding and it provides additional responses to the Board’s comments from its June 23, 2020 meeting regarding alternative parking locations along the private road.

**Additional Responses to BFJ’s Comments Regarding Geocoding**

Geocoding is the process of giving longitude and latitude values to the street addresses of each and every Cabrini employee. The geocoded locations are used to create a spatial map showing the location of the place of residence for each employee on the main and evening shifts at Cabrini. The geocoded address can then be utilized to derive routes and travel distances from the employee’s residence to Cabrini. The data can also be utilized to create a map with the relative location of the employee’s place of residence to other employees and to provide the relative location of the employee’s place of residence to available public transportation options, e.g., train stations and bus stops.

While the primary purpose of geocoding is to present employees with the potential opportunity for ridesharing, carpooling and the use of public transportation, it does not provide any guarantees that employees will take advantage of the potential opportunities presented to them. It also does not account for differences in shift employee’s schedules, or an employee’s day care needs, access to public transit, second jobs, etc. Indeed, as noted in the Applicant’s June 19, 2020 correspondence to this Board (which enclosed the PDE June 15, 2020 Letter), we have explored several parking and traffic management strategies (commonly referred to as a Traffic Demand Management Plan or “TDM”) for employees and visitors in addition to the existing Westchester County Ride Share program and the shared parking efforts already employed by Cabrini utilizing results from a Parking Survey conducted by Cabrini about employees utilizing public transit. This Parking Survey was circulated to Cabrini employees on June 3, 2019, a summary of which is enclosed as **Exhibit 1**. Many survey respondents highlighted concerns about carpooling and public transit.

Additionally, in these trying times amidst the COVID-19 pandemic, for this Board's consideration we also enclose a copy of the letter from the Cabrini's President and CEO that more fully details the process that Cabrini employees must follow upon arrival to Cabrini each day in light of the COVID-19 pandemic, as well as the further complications it creates for any such ride-sharing or public transportation options. *See Exhibit 2.* Indeed, the BFJ Report also confirms that the nature of Cabrini's essential services will not allow Cabrini employees to work remotely and that:

“[s]ome essential employees who normally would use public transportation may now commute by private car due to the social distance requirements and the possibility that a car may have become available in the household.” *See BFJ Letter, at Page 7.*

For the reasons stated in our prior memoranda and more fully detailed herein and in the enclosed Exhibits, TDM methodologies, if they could be successfully implemented for a nursing home use, are not a short-term solution to the immediate and real parking demand that currently exists. The deficit in parking on the Cabrini site is immediate and real – and given the Applicant's efforts to survey employees and their locations, and understanding the reasons for their responses included therein, it is respectfully submitted that geocoding would not reduce the parking demand for Cabrini's essential services.

#### **Additional Responses to BFJ's Visual and Aesthetic Assessment**

The aesthetic appearance of the nursing home grounds is just as important to Cabrini nursing home as the aesthetic appearance of the nursing home from Broadway is to the Village. The Village continues to highlight that the aesthetic appearance of the proposed parking area from Broadway is their primary concern. Notwithstanding the Village's Zoning Code permits the proposed parking area in the location proposed, the Applicant has spared no expense in responding to the Village's comments about the aesthetics of the parking area. As you know, our reports to the Planning Board and Village Board included details such as 3D modeling and site sections from Broadway looking into the property that shows the parking area set down the hill from Broadway. Collectively, our reports confirm that the proposed parking area would not have any potentially significant environmental impacts on the views looking into the property and towards the Hudson River.

At the same time, it is respectfully submitted that *the Village should recognize that the Cabrini residents view the nursing home as their home.* Cabrini is not merely an office building or warehouse facility. Many residents living at Cabrini will spend their final days at Cabrini's facilities and many rarely leave the grounds of the property. The nursing home becomes their entire world and their living environment, and the Village is proposing to locate parking in a less effective location that would result in many of Cabrini's residents seeing parked cars instead of green space including the statue of Mother Cabrini in middle of the landscaped island at the drop off area.

The aesthetic appearance of the nursing home grounds is just, if not more important, to Cabrini and their efforts to be sensitive and responsive to long-term human needs and well-being, both physical and emotional, of their residents. Over the years, Cabrini has given the outdoor spaces

along the existing building frontage a homelike feel, rather than an institutional appearance to provide residents access to a garden and the outdoors. Cabrini's goal in creating the green spaces and garden areas along the building frontage was to create a residential exterior appearance and a therapeutic homelike environment. It is also a major factor in a nursing home's public image and is an important marketing tool for both residents' families and staff. The recommendation to construct perpendicular parking along the existing building frontage would be a direct contradiction to the efforts made by Cabrini in creating green spaces and garden areas, or a parklike environment, for the enjoyment of its residents and guests.

Further, Cabrini performed a visual assessment of the BFJ Planning Alternate 3. This alternative creates a significant impact on the parklike environment that Cabrini has created along the entire building frontage and the view as shown from a resident's room at Cabrini, which details are more fully demonstrated in the photos enclosed in **Exhibits 3A and 3B**. In addition, this proposed alternative would be visible from Broadway as demonstrated in the photos presented in **Exhibit 3C**. BFJ Planning recommended Alternates 3, 4, 5 and 7 parking areas identified on PDE Exhibit A (the "PDE June 15, 2020 Letter"), notwithstanding other traffic and pedestrian impacts, would impede significantly on the parklike environment that Cabrini has created along the entire building frontage.

Cabrini has considered and reviewed many alternatives both on their own and in response to suggestions made by the Village and their consultants. Cabrini's proposed parking area has been sited such that it is located several feet below the elevation of Broadway; maintains the existing trees as a natural buffer along the southerly property line; and includes a landscape plan to further screen the new parking area from both Broadway and Cabrini's entrance driveway. Cabrini believes that the parking area, as proposed, takes into consideration the aesthetic appearance of the nursing home from the perspective of its residents and guests, and ensures that there are no potentially significant environmental impacts to views of the property and the Hudson River from Broadway.

### **Supplemental Responses to BFJ's Alternative Parking Analyses**

#### **BFJ Planning Alternates 1, 2 and 6**

BFJ Planning recommended alternative parking areas that are identified on PDE Exhibit A (the "PDE June 15, 2020 Letter") as BFJ Planning Alternates 1, 2 and 6. As was noted in our letter dated June 15, 2020, these parking alternatives do not conform to the applicable provision of §300-48.C(4) of the Village Code, which requires a maximum grade of 5% in parking areas. Therefore, BFJ Planning Alternates 1, 2 and 6 are not viable parking alternatives.

#### **BFJ Planning Alternates 3, 4, 5 and 7**

BFJ Planning also recommended alternative parking areas that are identified on PDE Exhibit A (the "PDE June 15, 2020 Letter") as BFJ Planning Alternates 3, 4, 5 and 7 are proposed as perpendicular parking along a private road/street.

As noted previously (the “PDE June 15, 2020 Letter”), the private road was designed and constructed to provide emergency vehicle and fire access with limited interference for these emergency vehicles and is currently posted as “No Stopping Any Time”. As noted in previous PDE memoranda to the Village, the road along the building frontage is the primary means of access to fire apparatus and the road should not be obstructed in any manner, including the parking of vehicles, unless authorized by the Fire Code Official. (Ref: Fire Code of NYS §503.4).

In addition, the AASHTO publication entitled “A Policy on Geometric Design of Highways and Streets” (Chapter 4.20) advises that “on street parking generally decreases through traffic-capacity, impedes traffic flow, and increases crash potential”. The total street capacity is effectively reduced when parking is accommodated on a street due to the stream friction (conflicts) between parked and moving vehicles. Vehicles moving in and out of the proposed parking spaces in these alternative locations would interfere with the operation the adjacent traffic lanes in both directions.

Additionally, the physical location of the parked vehicles in the alternative locations also present an obstacle to vehicle turning movements. This would be most significant at the existing drop off area at the front entrance to Cabrini where BFJ Planning’s Alternates 4 and 7 are proposed, which would result in turning movement conflicts between vehicles entering or exiting the turnaround and vehicles entering or exiting a parking space.

The most important factor for parking along a street is sight distance. The sight distance required for the driver to observe someone at the existing pedestrian crosswalk and the sight distance a pedestrian must have to observe oncoming vehicles from both directions. When street parking is to be accommodated along a street it is recommend that a driver must be able to see oncoming vehicles, pedestrians, bicycles, etc., in both directions along a road while both entering and exiting a parking space.

BFJ Planning Alternate 3 is in close proximity to an existing crosswalk and BFJ Planning Alternates 4 and 5 would “straddle” either side of an existing crosswalk. The vehicles closest to the crosswalk would result in an impediment the required vehicle and pedestrian sight distance. At a minimum, parking should be located no closer than 15 to 20 feet from a crosswalk and possibly further subject to the results of a sight distance analysis. BFJ Planning Alternate 5 is proposed along the outer curvature of the existing private road with a road slope of approximately 5%.

With perpendicular parking, sight distance is extremely limited for a parked vehicle. The adjacent parked vehicles are an obstruction to the driver’s sight distance. Vehicles backing out of a perpendicular parking space need to back out a minimum of 12 to 14 feet to obtain adequate horizontal sight distance. At this point, the vehicle is now effectively blocking access to all vehicles traveling in either direction along the road. Vertical changes in grade along the road, such as BFJ Planning Alternate 5, may have a further impact on sight distance considerations.

### **Conclusions**

As was confirmed in BFJ Planning's Report and affirmed by BFJ Planning at the Village Board's June 23, 2020 meeting – the deficit, demand and need for parking on the Cabrini site is immediate and real. The demand is there, and Cabrini's proposed parking area is designed in conformance with the Village's Zoning Code requirements for off-street parking.

Provided the above, and as is confirmed in our analysis, the Cabrini proposed parking area on the Site Plan Approval drawings, which has been refined throughout the Village's review process to its current form, represents the best possible alternative to address the confirmed and immediate need for additional parking at the Cabrini site.

We respectfully request that the Village Board of Trustees vote to close the Public Hearing on this Application, and in light of the detailed submissions provided by Cabrini over the last year that address the Village's comments that the Village Board approve the Site Plan Application for Cabrini's proposed off-street parking area.

If you have any questions or need additional information, please do not hesitate to contact us.

Very truly yours,

**Provident Design Engineering, PLLC**



Ralph P. Peragine, P.E.  
Senior Project Manager

### **Exhibits**

Exhibit 1: Cabrini Parking Survey Summary dated June 3, 2019

Exhibit 2: Letter from the Cabrini's President and CEO

Exhibit 3: Visual Assessment of BFJ Alternatives

Cc: P. Krauskasky – CEO/President Cabrini of Westchester  
T. Palmer – Cuddy + Feder LLP

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**Exhibit 1**

**Cabrini Parking Survey Summary dated June 3, 2019**

## **Parking Survey Summary**

**June 3, 2019**

Cabrini of Westchester distributed a survey regarding parking on the premises to its 425 employees on May 15, 2019. Of the 425 surveys, 106 were returned as of today that is 25% which is a good rate of return. Of the 106 returns, 49 were received from the day shift employees, 42 from the evening shift, and 15 from the night shift. It was decided to only include the day shift results in this summary insofar as the parking challenges are on the day shift.

On a typical weekday Cabrini has 188 employees on site on the day shift. Cabrini has a total of 190 legitimate parking spaces for all populations: employees, visitors, volunteers, students, non-employee practitioners, e.g. doctors and the like, contractors such as plumbers, electricians, vendors, etc.

Of the 49 day shift respondents (25%), 44 responded that they drive to work. Extrapolating we could draw the conclusion that of 100%, there are 176 that drive to work.

On May 30<sup>th</sup>, a typical day, 111 separate visitors signed in during the "day-shift" hours. In addition 14 volunteers signed in during the same time period. Visitors and employees stay on site for a various time segments unlike employees who remain on site eight hours or more.

Among the responses to the survey, 16 employees on the day shift indicated they would be willing to car pool, while the remainder were not willing, citing numerous legitimate reasons why carpooling would not work for them including going to another job, child care, non-traditional work hours, and not residing near other employees. In response to the interest in carpooling, Cabrini will initiate an exchange of information among those who are interested in carpooling to and from work in order to reduce both traffic in the village and to reduce the number of parking spaces.

Among the responses to using public transportation, only 2 of the 49 currently use it. The remaining responded that they would not use public transportation because it adds further time to their already lengthy day, poor connections, lack of service where they reside, and needing to get somewhere else quickly after work, etc.





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**Exhibit 2**

**Letter from the Cabrini's President and CEO**



We love caring for people.

July 8, 2020

Mayor Vincent Rossillo  
and Members of the Village Board of Trustees  
Village of Dobbs Ferry  
112 Main Street  
Dobbs Ferry, New York 10522

Dear Mayor Rossillo and Members of the Village Board of Trustees,

As this Board is aware, at the request of the Village's Planning Board, approximately a year ago St. Cabrini Nursing Home conducted a Parking Survey of its employees to determine who drove to work, who shared rides and who took public transportation. This Parking Survey was also used to determine who might be interested in ride sharing and public transportation as an alternative to driving. That Parking Survey, a summary of which is attached to this letter, was submitted to the Planning Board on June 6, 2019.

Subsequent to the Parking Survey, we also invited and met with NY Ride share and Westchester County to promote ride sharing to Cabrini, and the use of public transportation and bicycling to our employees. At that time we learned from our employees that there are a number of reasons that employees drive rather than use an alternative like ride-sharing or public transit, which included but are not limited to: child care responsibilities after work, a second job, rotating work days and shifts, long distances (Rockland, Connecticut, the Bronx) from Cabrini and more. The bottom line was that employees drive to save time, to address other pressing responsibilities in their lives and to be sure of a dependable form of transportation is available.

Now after more than a year after we conducted the Parking Survey at the Village's request, and having the opportunity to speak with our employees daily about their commutes in these difficult times, I must add one additional reason to the already long list of reasons that Cabrini employees drive rather than opt for ride sharing or other forms of public transportation: the COVID-19 pandemic. For those of you on the Village Board that are unaware of many ways that COVID-19 has impacted the daily operations at Cabrini, for the safety of residents and employees alike, you should understand that each employee that presently arrives after using public transit arrives in gloves and masks. Every day upon arrival, outside the doors of Cabrini, these employees must remove their masks and gloves, as well as other external protective clothing. Compared to those who drive, they are beleaguered, and sometimes in tears from the issues they have suffered in transit to Cabrini.

As noted above, the Planning Board previously suggested incentivizing that additional employees utilize public transit or ride sharing, much like the Board of Trustees did at its last meeting (on June 23rd) where the Board of Trustees suggested using the "carrot and stick approach". In reality however, how an employee gets to work does not come under any job description or set of rules; other than that they come to work on time, which is a requirement given the residents Cabrini serves. Meeting employees at the front door of Cabrini each day when they arrive for screening to enter the building has convinced me that no person who has the basic use of a car will choose public transportation – with or without incentives and regardless of the "geolocations" of other Cabrini employees.

Additionally, as a not-for-profit, Cabrini works very hard to ensure that its employees are pleased with their employment, as well as its rewards and benefits. This is particularly difficult in these trying times amidst the

COVID-19 pandemic. Our Parking Survey and our parking consultant's reports have confirmed the demand for more parking at Cabrini, and the hazards that the lack of additional parking presents. This includes the needs of Cabrini employees – who are providers of essential services in this community and to the residents at Cabrini – and how these employees get to and from work.

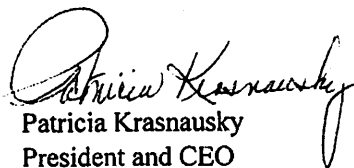
Given the above, the purpose of this letter is to help the Village Board understand that Cabrini does everything it can to treat its employees with the same respect, dignity and compassion that it provides to its residents and patients in the nursing home. Therefore, any further exploration of ways and means beyond the multitude of alternatives we have already explored to reduce employee use of parking on its site would be a misuse of resources; time, energy, and financial.

One separate but equally as important issue, the Village's Parking Consultant made a recommendation to consider perpendicular parking on the front lawn of the nursing home and the circular drive at the front door of the facilities. For the benefit of the Board, and as many of you may recall, prior to 2006 Cabrini already had a parking lot in front of the residence building that was visible from Broadway, which Cabrini relocated to the rear of the building in order to construct the lovely park-like setting at significant expense to Cabrini, which you see today. This was done on the belief that those who reside in the nursing home, often for years, would enjoy the green park more, with or without visitors, as well as the view from the entire frontage of the building without seeing a parking lot in the area. While those who face to the rear of the building have the enjoyment of a river view, those on the front deserve something equally as peaceful and aesthetically inviting.

An additional significant concern is the Village Consultant's recommendation to remove the circular drive, which would require the removal of the image of Mother Cabrini from the center of it. This is the only image of Mother Cabrini on the campus and is a treasured symbol of her purchase of this site in 1914, and its continued use for one hundred and sixteen (116) years for her mission: "to bring God's love to the world". Over the years this mission has included caring for children and orphans, and now elders. Once again, parked cars in that area instead of the lovely and welcoming green area seen by visitors from the ground and from every front window by residents, is an undesirable sight, whereas Cabrini's proposed parking location has no impact on the enjoyment of those we serve or to passersby along Broadway.

On behalf of Cabrini, we ask the Village Board to consider all of Cabrini's efforts to address the Village's comments and to support Cabrini's mission in the Village. We respectfully request that the Village Board approve Cabrini's proposed parking location so we can continue to provide these essential services in the community while meeting the confirmed demands of Cabrini's facilities.

Sincerely,

  
Patricia Krasnausky  
President and CEO

Enclosure: Parking Survey

## **Parking Survey Summary**

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**Exhibit 3**

**Visual Assessment of BFJ Alternatives**

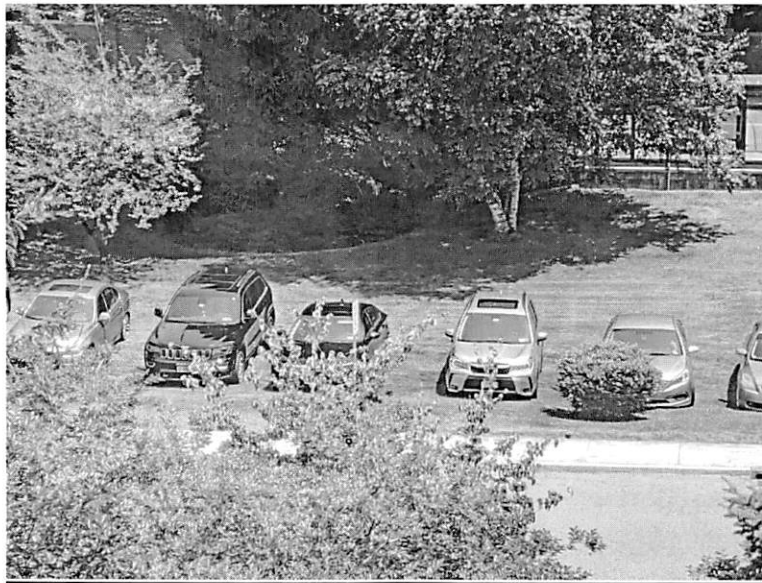
**Exhibit 3A**

**Views from the Coy Pond Sitting Area/Park**



**Exhibit 3B**

**Views taken from a resident room and other 2nd floor rooms**





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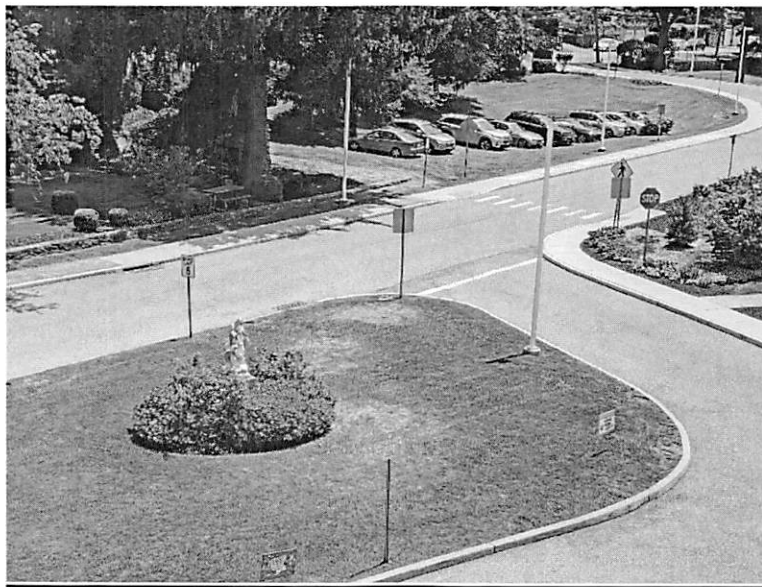




Exhibit 3C

Views Walking North on Broadway

