

## **Chapter 3: Community Services**

---

### **A. PROPOSED ZONING ACTION (GENERIC ANALYSIS)**

The evaluation of schools, emergency services, recreational facilities, and solid waste was prepared with data researched at Town Hall as well as data received from response to information requests and with publically available information as noted.

#### **EXISTING CONDITIONS**

##### *SCHOOLS*

The Proposed MOD Zoning District is located within the Lakeland Central School District. The Lakeland Central School District is the largest suburban school district in Westchester County and encompasses six different towns and parts of neighboring Putnam County. The district is comprised of five elementary schools serving students in kindergarten through fifth grade, one middle school for the sixth through eighth graders, and two high schools. The total student population is approximately 6,000 students.

##### *EMERGENCY SERVICES*

###### *Police*

Police Services are provided in the Town of Cortlandt by a combination of the Westchester County Police and the New York State Police via long-term service agreements with the Town of Cortlandt. The New York State Police Zone 3, Troop K is headquartered (near the Cortlandt Train Station in Crugers) has primary police enforcement duties. Additional patrol services are also provided by the Westchester County Police from the north command police precinct located at the Cortlandt Town Hall. The New York State Police also maintain a sub-station at the Cortlandt Town Center located on Route 6. Parking enforcement and animal control are provided by the Town of Cortlandt's Code Enforcement division of the Department of Technical Services.

###### *Fire Protection*

The MOD Zoning Area is located within the Lake Mohegan Fire District in the Town of Cortlandt. The district is approximately 40 square miles and covers portions of the Town of Cortlandt and the Town of Yorktown. The Mohegan Volunteer Fire Association provides fire protection services within the Mohegan Fire District. The MVFA has a combination of career and volunteer firefighters. Currently the MVFA has approximately 150 volunteer firefighters and 5 rescue engines, 2 aerial ladders, 1 rescue vehicle, 4 utility vehicles, 3 chiefs vehicles, 1 fire-police vehicle and 1 small rescue boat. MVFA also has 2 fire safety prevention trailers. Mohegan Fire District responds to approximately 1,000 fire calls a year in both Yorktown and Cortlandt.

*Hospitals and Ambulance Services*

Hospitals

New York Presbyterian-Hudson Valley Hospital (NYPH) is located within the Proposed MOD Zoning Area and is its largest existing land use. The NYPH Campus is approximately 27 acres and contains a 128-bed hospital that employs approximately 1,200 staff and offers a wide range of inpatient services as well as ambulatory surgical services, including<sup>1</sup>:

- A comprehensive cancer program that focuses on individual patient needs. Critical services – medical oncology, surgical oncology, radiation oncology and chemotherapy - are centrally located for the patient’s convenience.
- A cardiac care program focused on managing, educating and preventing heart disease. Numerous cardiac conditions are diagnosed and treated, including inherited heart defects, heart rhythm disturbances, narrowed or blocked arteries, congestive heart failure and heart valve disease. The hospital also offers on-site cardiopulmonary rehabilitation.
- A “No Wait” Emergency Department; also recognized by the American Heart Association/American Stroke Association with the designation of Target: Stroke Honor Roll Elite for excellence in stroke care.
- Innovative services for digestive disease such as endoscopic ultrasound (EUS) and endoscopic retrograde cholangiopancreatography (ERCP). Availability of other minimally invasive procedures to diagnose and treat GI issues.
- Obstetrical Services, recognized by Baby Friendly USA and the World Health Organization for excellence in maternity care and breastfeeding support. All mothers are provided with private rooms and options for individualized birth plans.
- A Level II Neonatal Intensive Care Unit.
- Radiology and Women’s Imaging offering a full range of current technology, including angiography, both 64-slice and low-dose CT scan, bone densitometry, nuclear medicine imaging, MRI, PET scan, and interventional radiology. The hospital also offers advanced breast imaging services, such as digital mammography, ultrasound guided mammography, and breast ultrasound.
- The Institute for Wound Care and Hyperbaric Medicine, which offers a multidisciplinary approach to fit each patient’s needs.
- A Surgery Center offering minimally invasive surgery.

---

<sup>1</sup> New York Presbyterian Hospital website accessed on July 21, 2019. <https://www.nyp.org/hudsonvalley/services>

- A multi-site Center for Rehabilitation, providing physical and occupational therapy with specialties in hand, sports, vestibular, scoliosis management, lymphedema, and pelvic floor therapy.
- Convenient locations for primary and specialty care in Cortlandt Manor, Cold Spring, Croton and Putnam Valley. Selected diagnostic and rehabilitative services are available in Cold Spring and Croton.
- Community Outreach programs and initiatives that include the hospital's Chef Peter X. Kelly Teaching Kitchen and where community residents, from middle-schoolers to seniors, can take cooking classes to promote healthy eating; an on-site organic garden, and a bi-monthly Farmers Market May through November. A monthly education program includes physician lectures at the hospital and throughout the community.

#### Ambulance Services

The MOD Zoning Area is located within the Mohegan Emergency Medical Services district. The Mohegan Volunteer Fire Association Volunteer Ambulance Corps (MVFA-VAC) which includes both volunteer and contracted staffing services which provide basic life support and emergency medical services for the study area. The MVFA-VAC operates 3 ambulances, a utility vehicle and an injury prevention unit trailer.

In addition to the basic life support services provided by the MVFA-VAC, advanced life support services (paramedics) are provided by Cortlandt Regional Paramedics (CRP). The CRP are headquartered on the property of the New York Presbyterian-Hudson Valley Hospital. CRP provides paramedic services to the City of Peekskill, Town of Cortlandt and Village of Buchanan, the Lake Mohegan Fire District and Verplanck Fire Districts as part of taxing districts entitled "Cortlandt Ambulance Districts #1, #2 and #3 as well as the City of Peekskill".

The MVFA-VAC and CRP responds to approximately 1,400 EMS calls in the Cortlandt portion of Mohegan annually.

#### *Recreational*

There are no existing recreational areas within the MOD Zoning Area.

#### *Solid Waste*

The removal and disposal of garbage, refuse and rubbish in the Town of Cortlandt, New York, is under the jurisdiction of the Department of Environmental Services (DES). DES makes and publishes regulations concerning the days and time of collection for garbage, combustible rubbish and refuse, the location and number of containers and any and all other regulations pertaining to the collection and disposal of wastes for Town residents. In general, all institutional, commercial and multi-family residential solid waste is collected by a private carter.

#### **FUTURE WITHOUT THE PROPOSED ACTION (NO-BUILD CONDITION)**

In the Future Without the Proposed Action, no significant changes to school, police, fire, ambulance, healthcare, recreational and solid waste services or facilities are expected to occur within the MOD Zoning Area.

**PROBABLE IMPACTS OF THE PROPOSED ZONING (BUILD CONDITION)**

The adoption and implementation of the Proposed MOD Zoning by the Town of Cortlandt will not in and of itself impact the Town’s municipal services because it does not directly authorize any particular development project. Any projects seeking to utilize the MOD Zoning would have to undergo a site-specific SEQR review before approval by the Town Board. The Proposed MOD Zoning Action could potentially induce growth in the MOD Zoning Area which could affect community services as a result of the potential for new residents, workers, school children, and visitors to the MOD. The following is an analysis of the potential for impacts to community services based on a full build-out of the MOD Zoning.

*SCHOOLS*

The Proposed MOD Zoning would allow for up to 400 new residential bedrooms in the MOD. No more than 15 percent of the total number of dwelling units may have more than one (1) bedroom. Any new development proposed under MOD Zoning would be required to complete a site specific SEQR analysis to identify the project’s potential for specific impacts on community services. However, based on the number of bedrooms proposed to be permitted in the MOD it is anticipated that a small number of new school children could be generated. A commonly-used resource for projecting school-age children is the Residential Demographic Multipliers for New York State (prepared by Rutgers University Center for Urban Policy Research in 2006)<sup>2</sup>. The Rutgers model produces estimates of public school-age children based on housing type (rental vs. owner-occupied), size (number of bedrooms) and price.

**Table 3-1** provides an estimate of a theoretical build-out in the Proposed MOD Zoning Area that maximizes the permitted bedroom count. Based on this analysis, the estimated number of children per unit type that could be potentially generated if all 400 bedrooms are constructed within the MOD is 29 children. The generation of approximately 29 public school-age children will result in an average increase of approximately one (2.3) students per grade.

**Table 3-1**  
**Estimated Number of Public School-Age Children Generated from MOD Zoning**

Type of Unit	Number of Units	Multiplier <sup>3</sup>	Public School-Aged Children
1 Bedroom	280	0.07	19.6
2 Bedroom	60	.16	9.6
Total	400	--	29.2
<b>Total (Rounded)</b>	--	--	<b>29</b>

As discussed in Chapter 14, “*Economic Conditions*,” it is anticipated that property tax revenues from any project with a residential component proposed within the MOD would offset the additional costs associated with educating new school children. Further, since the 2010-2011

<sup>2</sup> Residential Demographic Multipliers: Estimates of the Occupants of New Housing, Burchell, Listokin, Dolphin, Rutgers University, Center for Urban Policy Research, June 2006.

<sup>3</sup> Rutgers Multipliers, Table 3--1 New York, School Age Children in Public School (PSAC). June 2006. Rental units in buildings with 5+ units, 1-bedroom rents more than \$1,000; 2-bedroom rents more than \$1,100.

school year, the Lakeland School District has been experiencing declining enrollment. Therefore, the adoption of the Proposed MOD Zoning would not be expected to result in any significant adverse impacts to schools.

### *EMERGENCY SERVICES*

#### *Police*

The Proposed MOD Zoning is not anticipated to adversely impact police services within the MOD Zoning Area or the Town of Cortlandt, as the adoption of the Proposed MOD Zoning will not in and of itself directly authorize any particular development project. The New York State Police did not respond to requests for information related to police protection and traffic enforcement in the vicinity of the MOD Zoning Area. Generally, it is anticipated that any new development will increase the need for police services incrementally. Any project seeking to utilize MOD Zoning would have to undergo a site-specific SEQR review process before approval by the Town Board where the need for additional police department services related to specific development can be addressed.

As part of the Proposed Action, two sites within the MOD (Evergreen Manor and Gyrodyne) are seeking MOD Designation and site plan/subdivision approval (MOD Development Plan). If both of the projects proposed as part of the MOD Development Plan are approved, the following MOD densities would remain available for future development under MOD Zoning:

- Medical Office/Uses —85,000 sf
- Commercial/Retail—34,000 sf

For purposes of this DGEIS, a theoretical build out under the MOD Zoning would include the proposed MOD Development Plan (the proposed build out of both the Evergreen Manor and Gyrodyne sites) and the remaining MOD Zoning density leftover if both Evergreen Manor and Gyrodyne are approved as proposed.

Since the proposed MOD Development Plan would maximize the number of residential units permitted in the MOD, the number of residents generated by the MOD Development Plan would be the same as the number of residents generated under the MOD full build-out (all units at full occupancy would house approximately 718 residents based on information provided by the Applicants). The 718 incremental residents would represent an approximate 1.7 percent growth from current 2013–2017 ACS population estimates for the Town (See Chapter 14, “*Economic Conditions*”).

Police protection is not funded through a special tax district and is not included in the Town general budget since the Town of Cortlandt does not have its own police service and contracts with Westchester County and New York State Police departments to provide police services in Town. Based on the fiscal analysis presented in Chapter 14, “*Economic Conditions*,” approximately \$499,364 and \$81,661 would accrue to Westchester County and the Town of Cortlandt respectively, which could be used to offset any additional cost for police protection that may result from the Proposed Action.

*Fire Protection*

The Proposed MOD Zoning is not anticipated to adversely impact fire services within the MOD Zoning Area as the adoption of the MOD will not in and of itself directly authorize any particular development project. Generally, it is expected that any new development will increase the need for fire services incrementally, and that senior developments may rely on these services more than family housing development. However, it is anticipated that many of the senior units constructed under the Proposed Action will be occupied by seniors already residing in the Town of Cortlandt, in this case the need for fire services will not so much increase as shift in location.

The Fire Department did not directly respond to requests for information related to fire protection in the vicinity of the MOD Zoning Area. However, it should be noted that the Fire Advisory Board will review all site plans as part of the required site plan approval. At a minimum, the FAB will require new development projects to demonstrate fire truck access to all sides of the building. The largest fire truck the department owns is a 40 foot aerial ladder truck. Any proposed MOD projects should be designed to allow for this truck to maneuver safely around the site and have space for its outriggers. All MOD project would also be required to meet the requirement set forth in the fire code.

As discussed in Chapter 14, “*Economic Conditions*,” the project is expected to generate additional tax revenues that would be paid to the Mohegan Fire District. Additional costs are expected to be more than offset by the estimated \$242,166 in property tax revenue that the Mohegan Fire District would receive as a result of development associated with the Proposed Zoning Action.

*Hospitals and Ambulance Services*

Hospitals

The intent of the proposed MOD is to centralize medical services in the Town of Cortlandt around the New York Presbyterian-Hudson Valley Hospital (NYPH) as the anchor. The proposed MOD Zoning is expected to support the NYPH campus by permitting uses are complementary to the existing hospital center. In addition, the Proposed MOD Zoning would provide NYPH additional flexibility to expand medical uses on the site.

The Proposed Action is not anticipated to adversely impact health care services in the Town of Cortlandt as it does not directly authorize a specific development. Generally, it is expected that any new development will increase the need for health care services incrementally, and that assisted living and senior housing may rely on these services more than other forms of development. However, it is anticipated that NYPH Hospital will be able to meet any incremental increase in the health care needs resulting from the adoption of the Proposed MOD Zoning.

Ambulance Services

The Mohegan Volunteer Fire Association Volunteer Ambulance Corps (MVFA-VAC) indicated that the Proposed MOD Zoning Area is a busy corridor and expressed concern over the fact that generally any new development will increase the need for ambulance services incrementally, and that seniors may rely on ambulance services more than family housing development. However, it is anticipated that many of the senior units constructed under the Proposed Action will be occupied by seniors already residing in the Town of Cortlandt, in this case the need for ambulance services may not so much increase as shift in location.

The Proposed Zoning Action would generate additional residents, workers, and visitors who may require emergency medical services (EMS). The costs associated with an increased demand for EMS would not be substantial, as EMS service already exists in the area and the incremental demand for EMS services would not require substantial new investment. The incremental costs associated with EMS service are expected to be more than offset by the \$14,005 in additional tax revenues collected by the Ambulance district as a result of development associated with the Proposed Action.

#### *Recreational*

The Proposed MOD Zoning is not anticipated to adversely impact recreation in the Town of Cortlandt as it does not directly authorize a specific development. Generally, it is expected that any new development will increase the need for recreation services. The Proposed MOD Zoning would require MOD projects to either propose new public recreation areas or pay a recreation fee as required under § 265-11 of the Town of Cortlandt Subdivision Ordinance. Further, all projects proposed under MOD Zoning would be required to complete a site-specific SEQR analysis to identify the potential for specific impacts on recreational services.

#### *Solid Waste*

The Proposed MOD Zoning is not anticipated to adversely impact the disposal of solid waste in the Town of Cortlandt as it does not directly authorize a specific development. All private development projects proposed as part of the MOD would be required to contract with a licensed private carter for the removal of refuse and recyclable materials. It is expected that the private carting service would utilize a waste disposal facility that has capacity to accept waste. Therefore, the Proposed Zoning would not have a significant adverse impact as a result of solid waste.

### **MITIGATION**

The Proposed MOD Zoning would require all buildings within the MOD to provide adequate water for firematic protection in the form of onsite storage tanks. In addition, the Proposed MOD Zoning would require MOD projects to either propose new public recreation areas or pay a recreation fee as required under § 265-11 of the Town of Cortlandt Subdivision Ordinance. All projects proposed under MOD Zoning would be required to complete a site-specific SEQR analysis to identify the potential for specific impacts on community facilities. If significant adverse impacts are identified mitigation to avoid or lessen project impacts on community services would be required.

## **B. PROBABLE IMPACTS OF MOD DEVELOPMENT PLAN**

### **SCHOOLS**

#### *EVERGREEN*

##### *Public School Children Estimate*

The Evergreen Manor project proposes 166 rental apartments with a mix of 152 1-bedroom units, and 14 2-bedroom units. Utilizing Rutgers University Residential Demographic Multipliers, the Project will generate approximately 13 public school-age children. **Table 3-2** indicates the estimated number of children per unit type that could be potentially generated by the Project. The

generation of approximately 13 public school-age children will result in an average increase of approximately one (1.1) student per grade.

**Table 3-2**  
**Estimated Public School-Age Children**

Type of Unit	Number of Units	Multiplier <sup>4</sup>	Public School-Aged Children
1 Bedroom	152	0.07	10.64
2 Bedroom	14	.16	2.24
Total	166	--	12.88
Total (Rounded)	--	--	13.0

School District Enrollment

The Project site is located within the Lakeland Central School District (LCSD). The school district includes five elementary schools (grades K-5), a middle school (grades 6-8) and two high schools (grades 9-12). The 2015-2016 LCSD Kindergarten through 12th Grade enrollment was 5,709 students. School enrollment has declined each year since the 2010-2011 school year. School enrollment has decreased approximately 11% from 6,315 in 2006-2007 to 5,709 in 2015-2016. Student enrollment from 2006-2007 to 2016-2017 is shown in **Table 3-3**. The LCSD Superintendent noted decreased student enrollments in his 2017-2018 Budget Presentation.<sup>5</sup> The estimated 22 public school-age children that could be generated by the Project will account for less than 0.4% of the school district’s current student enrollment.

**Table 3-3**  
**School District Enrollment (Pre-K through 12)<sup>6</sup>**

School Year	Enrollment	% Change
2006-2007	6,315	--
2007-2008	6,326	0.2%
2008-2009	6,339	0.2%
2009-2010	6,354	0.2%
2010-2011	6,282	-1.1%
2011-2012	6,075	-3.4%
2012-2013	6,046	-0.5%
2013-2014	5,967	-1.3%
2014-2015	5,797	-2.9%
2015-2016	5,709	-1.5%
2016-2017	5,633 <sup>7</sup>	-1.4%

<sup>4</sup> Rutgers Multipliers, Table 3--1 New York, School Age Children in Public School (PSAC). June 2006. Rental units in buildings with 5+ units, 1-bedroom rents more than \$1,000; 2-bedroom rents more than \$1,100.

<sup>5</sup> Stone, George. *2017-2018 Proposed Budget*. LCSD Board of Education Meeting, 6 April 2017.

<sup>6</sup> New York State Education Department, New York State Report Card, Lakeland CSD Data, <https://data.nysed.gov>.

<sup>7</sup> *Lakeland at a Glance*. Lakeland Central School District. (2017, September). Retrieved October 31, 2017 from [http://www.lakelandschools.org/district/lakeland\\_at\\_a\\_glance.php](http://www.lakelandschools.org/district/lakeland_at_a_glance.php)

It is anticipated that the estimated 13 students generated by the Project will attend Lincoln Titus Elementary School (405 students), Copper Beech Middle School (1,358 students) and Walter Panas High School (944 students).<sup>8</sup> The Project will generate approximately 8 elementary school students, approximately 2 middle school students and 2 high school students, which will increase the enrollment at each school by 1.9%, 0.2%, and 0.2%, respectively.<sup>9</sup>

School District Costs

The past four LCSD total school budgets<sup>10</sup> have averaged \$161,000,000, or approximately \$28,000 per pupil based on the 2015-2016 enrollment data. Total district expenditures include classroom instruction, transportation, debt service, and administration. The LCSD budget is broken down into three components, Administrative, Program, and Capital. Costs related to administrative salaries and benefits, administrative costs, and capital costs are basically fixed and will not be expected to increase as a result of adding approximately one additional students per grade.

The marginal cost of educating an additional student is less than the overall average cost, because many items in the school budget are not directly affected by the additional students. Although 13 potential additional pupils generated by the Project will not likely result in the need for significant program changes, utilizing the Program component expenditures provides a conservative estimate of costs to educate the additional students. The Program expenditure component has averaged approximately \$21,800 per pupil over the past four budgets, as shown in **Table 3-4**.<sup>11</sup>

**Table 3-4**  
**School Budget - Program Component Expenditures**

School Year	Budget Total	Program Component	% of Total Budget	Program Expenditure/ Pupil
2013-2014	\$160,364,916	\$126,466,626	79%	\$21,194
2014-2015	\$161,174,165	\$127,935,541	79%	\$22,069
2015-2016	\$161,174,165	\$126,458,466	78%	\$22,151
2016-2017	\$161,174,165	\$122,050,909	76%	\$21,667
<i>Average</i>	<i>\$161,971,853</i>	<i>\$125,727,861</i>	<i>78%</i>	<i>\$21,779</i>

According to LCSD budget notices, the property tax levy to support the total budget accounts for approximately 70% of the total revenues to the District.<sup>12</sup> Applying the 70% figure to the cost per

<sup>8</sup> Ibid.

<sup>9</sup> The difference in total students generated and students generated by grade is based on the Rutgers multipliers.

<sup>10</sup> *Focus on Lakeland: Special Budget Edition*. (May 2014 Vol 12; May 2015, Vol 13; May 2016 Vol 14). Lakeland Central School District.

<sup>11</sup> Ibid.

<sup>12</sup> The remaining 30% of the total district revenues are comprised of Fund Balance, State Aid, and other sources (sales tax, tuition).

pupil for the Program component results a cost of approximately \$15,300 per pupil raised by property tax revenue. Therefore, the estimated total cost for the 13-potential public school-age children that could be generated by the Project will be approximately \$198,000.<sup>13</sup>

As discussed in the Fiscal Analysis for the Evergreen Manor Project described in Chapter 14, Economic Conditions, it is estimated that \$1.5 million in property tax revenue will be directed to the LCSD. This represents a net positive benefit for the LCSD of approximately \$1.3 million in revenue.

*GYRODYNE*

Public School Children Estimate

The Gyrodyne Project includes a 200,000 square foot, five-story multi-family residential building, with 200 units, comprised of 20 studio units, 160 one-bedroom units, and 20 two-bedroom units. The new residential development at the Gyrodyne Project Site, like any residential development, has the potential to generate school-age children. A commonly-used resource for projecting school-age children is the Residential Demographic Multipliers for New York State (prepared by Rutgers University Center for Urban Policy Research in 2006)<sup>14</sup>. The Rutgers model produces estimates of public school-age children based on housing type (rental vs. owner-occupied), size (number of bedrooms) and price. For the 200 proposed apartment units at the Gyrodyne Project Site, the Rutgers multipliers estimate approximately 16 potential public school-age children (see **Table 3-5**).

**Table 3-5**  
**Rutgers University Residential Demographic Multipliers<sup>15</sup>**  
**(Housing Category: 5+ Units, For Rent, Highest Price Range)**

Housing			Grade				
Quantity	Type	Rate	All	K-2	3-6	7-9	10-12
180	Studio+1br			0.07	0.02	0.02	0.01
20	2 br		0.16	0.05	0.05	0.04	0.03
			All	K-2	3-6	7-9	10-12
180	Studio+1br	Students	12.6	3.6	3.6	1.8	1.8
20	2 br		3.2	1.0	1.0	0.8	0.6
<b>Total</b>			<b>15.8</b>	<b>4.6</b>	<b>4.6</b>	<b>2.6</b>	<b>2.4</b>

While the Rutgers multipliers are a commonly-used tool for estimating school-children in New York State, the data has several important limitations to consider. First, the data are over a decade

<sup>13</sup> Based on multiplying the property tax levy/per pupil by the number of projected students (13).

<sup>14</sup> Residential Demographic Multipliers: Estimates of the Occupants of New Housing, Burchell, Listokin, Dolphin, Rutgers University, Center for Urban Policy Research, June 2006.

<sup>15</sup> Rutgers Multipliers, Table 3-2, All Public School Children: School-Age Children in Public School (PSAC), June 2006. Rental units in buildings with 5+ units, 1-bedroom rents more than \$1,000; 2-bedroom rents more than \$1,100.

old and therefore do not take current housing and demographic trends into consideration. Secondly, rates represent a statewide generalization of housing across a wide range of urban, suburban and rural environments. New York is rather unique in that it includes many rural communities with less than 100 residents, while also including one of densest, most expensive urban areas in the United States. These geographic/location differences make it difficult to assign accurate price categories for the various housing types. As an example, the highest rental price range in the Rutgers multipliers is \$1,000+ for a one-bedroom unit and \$1,100+ for a two-bedroom unit. These price ranges do not accurately reflect the current housing market in Westchester County. The third major limitation is that the multipliers do not include all unit types (i.e., a multiplier rate has not been developed for studios, which comprise approximately ten percent of the units at the Gyrodyne Project Site).

School District Enrollment

The Gyrodyne Project Site is located within the Lakeland Central School District (LCSD). The school district includes five elementary schools (grades K-5), one middle school (grades 6-8) and two high schools (grades 9-12). The 2016-2017 LCSD Kindergarten through Twelfth Grade enrollment was 5,638 students. School enrollment has declined each year since the 2009-2010 school year. School enrollment has decreased approximately 11% from 6,354 in 2009-2010 to 5,638 in 2016-2017. Student enrollment from 2009-2010 to 2016-2017 is shown in **Table 3-6**.

**Table 3-6**  
**School District Enrollment (K through 12)<sup>16</sup>**

School Year	Enrollment	% Change
2009-2010	6,354	--
2010-2011	6,282	-1.1%
2011-2012	6,075	-3.4%
2012-2013	6,046	-0.5%
2013-2014	5,967	-1.3%
2014-2015	5,797	-2.9%
2015-2016	5,709	-1.5%
2016-2017	5,638	-1.2%

The estimated 16 public school-aged children that could be generated by the Gyrodyne Project would account for less than 0.3% of the school district’s current student enrollment. It is anticipated that these students would attend Lincoln-Titus Elementary School (433 students), Copper Beech Middle School (1,367 students) and Walter Panas High School (940 students).<sup>17</sup> The Project would generate approximately 9 elementary school students, approximately 4 middle school students and 3 high school students.

<sup>16</sup> New York State Education Department, New York State Report Card, Lakeland CSD Data, <https://data.nysed.gov>.

<sup>17</sup> *Lakeland at a Glance*. Lakeland Central School District. [http://www.lakelandschools.org/district/lakeland\\_at\\_a\\_glance.php](http://www.lakelandschools.org/district/lakeland_at_a_glance.php).

School District Costs

The past four LCSD total school budgets<sup>18</sup> have averaged \$161,000,000, or approximately \$28,000 per pupil based on the 2015-2016 enrollment data. Total district expenditures include classroom instruction, transportation, debt service and administration. The LCSD budget is broken down into three components, Administrative, Program and Capital. Costs related to administrative salaries and benefits, administrative costs, and capital costs are basically fixed and would not be expected to increase as the result of an additional student.

The marginal cost of educating an additional student is less than the overall average cost, because many items in the school budget are not directly affected by the additional students. Although 16 potential additional pupils generated by the Project would not likely result in the need for significant program changes, utilizing the Program component expenditures provides a conservative estimate of costs to educate the additional students. The Program expenditure component has averaged approximately \$21,800 per pupil over the past four budgets, as shown in **Table 3-7**.<sup>19</sup>

**Table 3-7**  
**School Budget – Program Component Expenditures**

School Year	Budget Total	Program Component	% of Total Budget	Program Expenditure/Pupil
2013-2014	\$160,364,916	\$126,466,626	79%	\$21,194
2014-2015	\$161,174,165	\$127,935,541	79%	\$22,069
2015-2016	\$161,174,165	\$126,458,466	78%	\$22,151
2016-2017	\$161,174,165	\$122,050,909	76%	\$21,667
<i>Average</i>	<i>\$161,971,853</i>	<i>\$125,727,861</i>	<i>78%</i>	<i>\$21,779</i>

According to LCSD budget notices, the property tax levy to support the total budget accounts for approximately 70% of the total revenues to the District. Applying the 70% figure to the cost per pupil for the Program component results in a cost of approximately \$15,300 per pupil raised by property tax revenue. Therefore, the estimated total cost for the 16 potential public school-age children that could be generated by the Gyrodyne Project would be approximately \$244,800. It is estimated that \$1.5 million in property tax revenue generated by the Gyrodyne Project would be directed to the Lakeland Central School District.<sup>20</sup>

---

<sup>18</sup> *Focus on Lakeland: Special Budget Edition*. (May 2014, Vol. 12; May 2015, Vol. 13; May 2016, Vol. 14). Lakeland Central School District.

<sup>19</sup> Ibid.

<sup>20</sup> Memorandum from Todd J. Poole, 4ward Planning Inc. to Kevin McAndrew, Cameron Engineering, Re: Cortlandt Economic Impact modeling Findings for Proposed Mixed-use Development, January 29, 2018.

## **EMERGENCY SERVICES**

### *Police*

#### MOD Development Plan (Evergreen and Gyrodyne)

The New York State Police and Westchester County Police did not respond to requests for information related to police protection and traffic enforcement in the vicinity of the MOD or potential for adverse impacts. As noted previously, the New York State Police maintain a substation at the Cortlandt Town Center and the Westchester County Police maintain a substation at the Cortlandt Town Hall. Generally, it is anticipated that any new development will increase the need for police services incrementally. The MOD Development Plan would add a total of 366 DUs (380,000 gsf) to the rezoning area; the Evergreen Major Project would include 166 DUs and the Gyrodyne Project would include 200DUs. All units at full occupancy would house approximately 718 residents, based on information provided by the Applicants. The 718 incremental residents would represent an approximate 1.7 percent growth from current 2013–2017 ACS population estimates for the Town (See Chapter 14, “*Economic Conditions*”).

Police protection is not funded through a special tax district and is not included in the Town general budget since the Town of Cortlandt does not have its own police service and contracts with Westchester County and New York State Police departments to provide police services in Town. Based on the fiscal analysis presented in Chapter 14, “*Economic Conditions*,” approximately \$401,757 and \$65,699 would accrue to Westchester County and the Town of Cortlandt respectively, which could be used to offset any additional cost for police protection that may result from the MOD Development Plan.

#### MOD Development Plan (Evergreen and Gyrodyne)

The Mohegan Volunteer Fire Association did not respond to requests for information related to fire protection for the MOD Development Plan. In general, it is anticipated that the proposed MOD Development Plan would generate additional demand for fire protection services as a result of the additional population and development introduced and that senior developments may rely on these services more than family housing development. However, it is anticipated that many of the senior units constructed under the Proposed Action will be occupied by seniors already residing in the Town of Cortlandt, in this case the need for fire services will not so much increase as shift in location.

The costs associated with increased fire protection services are not expected to be substantial as the fire protection infrastructure already exists, and the incremental increase in development is not expected to require additional investment in equipment from the Mohegan Fire District. Additional costs are expected to be more than offset by the estimated \$194,832 in property tax revenue that the Mohegan Fire District would receive as a result of development associated with the MOD Development Plan (see Chapter 14, “*Economic Conditions*.”)

It should be noted that the Fire Advisory Board (FAB) will review all site plans as part of the required site plan approval. At a minimum the FAB will require new development projects to demonstrate fire truck access to all sides of the building. The largest fire truck the department owns is a 40 foot aerial ladder truck. Any proposed MOD projects would be required to demonstrate that this truck would be able to maneuver safely around the site and have space for its outriggers. All projects would also be required to meet the requirement set forth in the fire code.

Evergreen

The Evergreen Manor Project would generate additional demand for fire protection services as a result of the additional population and development introduced. The costs associated with increased fire protection services is not expected to be substantial as the fire protection infrastructure already exists, and the incremental increase in development is not expected to require additional investment in equipment from the Mohegan Fire District. Additional costs are expected to be more than offset by the estimated \$101,718 in property tax revenue that the Mohegan Fire District would receive as a result of development associated with the Evergreen Manor Project.

As shown on the full-size site plan set for the Evergreen Manor Project, (**see Appendix 3, sheet 8.0, Emergency Service Vehicle Maneuvering Plan**), an aerial fire truck will have adequate access within the proposed roadway and parking lots on the Evergreen Manor Project Site to reach each of the proposed buildings.

Gyrodyne

The Gyrodyne Project would generate additional demand for fire protection services as a result of the additional population and development introduced. The costs associated with increased fire protection services is not expected to be substantial as the fire protection infrastructure already exists, and the incremental increase in development is not expected to require additional investment in equipment from the Mohegan Fire District. Additional costs are expected to be more than offset by the estimated \$93,113 in property tax revenue that the Mohegan Fire District would receive as a result of development associated with the Gyrodyne Project.

An emergency access plan was prepared to demonstrate how a fire department apparatus would be able to service the structures located on the Gyrodyne Project Site in order to perform fire protection activities. The fire apparatus selected to be demonstrated on the access exhibit is 52 feet in length, 10 feet wide, and 10.85 feet in height, with a track width of 10 feet. The access plan demonstrates ingress/egress from Route 202/35/Route 202/35/Route 202/35/Crompond Road and using the site's main driveway. There are two existing fire hydrant locations that will remain. The first is located near the northwest corner of the Project Site, on the north side of Route 202/35/Route 202/35/Route 202/35/Crompond Road, and the second existing fire hydrant is located at the northeast corner of the Project Site, adjacent to Route 202/35/Route 202/35/Route 202/35/Crompond Road.

The access plan shows the routing that can be taken by the selected fire apparatus to access the proposed four-story medical office building, while being able to circulate around the surface parking area located on the west side of the building. The plan shows a fire staging area for the medical building located along the west side of the building, just south of Route 202/35/Route 202/35/Route 202/35/Crompond Road. The proposed turf area in this location includes reinforcement in order to be capable of supporting the imposed load of fire apparatus weighing at least 75,000 pounds. The fire department connection for this building is located at the southwest corner of the building, with a proposed fire hydrant located approximately 35 feet away to the west.

To access the five-story multi-family residential building, a fire truck would continue following the main driveway towards the building. Access to the north side of the building could be obtained at this point, while access to the east side of the building can be obtained by proceeding to the parking area located on the east side of the building. The access plan shows how a fire truck would

be able to circulate around the parking area located east of the building and proceed back to the main driveway. The plan shows one fire staging area located in front of the building on the north side, and another staging area located on the east side of the building. There are two proposed fire hydrants located in close proximity to the residential building. One is located at the northwest corner of the building and the other is located at the southeast corner of the building. The fire department connection for this building is located at the northwest corner of the building, within approximately 5 feet of the proposed hydrant location.

### *Hospital and Ambulance Service*

#### Hospital

Both the Evergreen Manor Project Site and the Gyrodyne Project Site are located opposite from the New York Presbyterian Hudson Valley Hospital Campus. As discussed in the Town of Cortlandt's 2016 comprehensive plan, *Envision Cortlandt*, the MOD is specifically proposed to "encourage economic development and provide a range of housing that allow for a continuum of care (aging in place) by centralizing medical services and ancillary uses around the hospital" (p14). It is anticipated that health care services will be readily available to residents, employees and guests of the Evergreen Manor and Gyrodyne Projects within the MOD itself at either the Hospital or the medical offices and labs proposed on the Evergreen Manor and Gyrodyne project sites. Additionally, the proposed restaurant, retail, hotel and residential facilities proposed on the Evergreen Manor and Gyrodyne project sites will provide complementary uses to the existing and proposed health care facilities within the MOD that will be available to residents, employees and guests on those properties.

#### Ambulance

Justin Constable<sup>21</sup>, the Director of Operations for Cortlandt Regional Paramedics, Joe Mayer<sup>22</sup>, the Vice Chair of Mohegan Volunteer Fire Association Board, and Holly M. Haight<sup>23</sup>, Town Fire Inspector and Lieutenant for the Cortlandt Regional Paramedics indicated that the MOD Development Plan would likely result in estimated increase ambulance call volume of 200 to 400 calls per year. After discussion with all of the above, it was recommended that a designated loading area be provided at all buildings for ambulances and emergency service vehicles. In addition, it was requested that consideration be given for a designated parking space for ambulances at the proposed assisted living facility.

The MOD Development Plan would generate additional residents, workers, and visitors who may require emergency medical services (EMS). The costs associated with an increased demand for EMS would not be substantial, as EMS service already exists in the area and the incremental demand for EMS services would not require substantial new investment. As discussed in Chapter 14, "*Economic Conditions*," the incremental costs associated with EMS service are expected to be

---

<sup>21</sup> Meeting with Justin Constable, Director of Operations for Cortlandt Regional Paramedics on April 1, 2019.

<sup>22</sup> Phone conversation with Joe Mayer, Vice Chair of the Mohegan Volunteer Fire Association Board on March 7, 2019.

<sup>23</sup> Meeting with Holly Haight, Town Fire Inspector and Lieutenant for the Cortlandt Regional Paramedics on April 1, 2019.

## Chapter 3: Community Services

more than offset by the \$11,268 in additional tax revenues collected by the Ambulance district as a result of the MOD Development Plan.

### *Recreational*

#### Evergreen Manor

The Evergreen Manor Project Site residential use and assisted and independent living facility will include social and recreational amenity space (fitness center, community rooms) to serve the residents of the proposed development. The Project will also feature walking trails around the southern wetland area will connect to the internal pedestrian circulation network and will be available for residents, employees, and visitors to use. While the Project might generate a minimal number of residents who choose to utilize some Town of Cortlandt recreational services, the facilities proposed on-site will reduce resident demand on Town facilities and services. As discussed in Chapter 14, *Economic Conditions*, the Evergreen Manor Project will also result in a net fiscal benefit to the Town providing an increase of approximately \$7,500 in revenue to the library and \$34,000 to the general Town funds.

#### Gyrodyne

The Grodyne Project will include social and recreational amenity space by providing public access to Orchard Lake and creating opportunities for passive recreation (e.g. walking trails). As part of the project, a multi-purpose parking lot will be constructed that is accessible from Buttonwood Avenue and will allow the community to access Orchard Lake, while also being utilized for valet parking for the primary medical uses during peak business periods. The trails and fixed docks will provide a healthy living component to the development for residents as well as the public, while buffering the neighboring residential properties. Central to the educational component of the Orchard Lake Preserve will be the creation of an amphitheater and environmental education gateway intended to allow groups to conduct instructive activities with school children and local community groups.

In addition, two open space areas are proposed fronting the medical office building; 1) The MOD Green; and 2) the Wellness Plaza. The MOD Green will provide a landscaped open space gathering area, while the wellness plaza will serve as an accessible drop-off area, but can also be closed off during non-peak times to allow for outdoor markets or other community events. The Project will also feature walking trails around the southern wetland area will connect to the internal pedestrian circulation network and will be available for residents, employees, and visitors to use. While the Project could generate a minimal number of residents who choose to utilize Town of Cortlandt recreational services, the facilities proposed on-site will offset the demand by providing additional recreational resources. As discussed in Chapter 14, *Economic Conditions*, the Gyrodyne Project will also result in a net fiscal benefit to the Town providing an increase of approximately \$7,500 in revenue to the library and \$34,000 to the general Town funds.

## *Solid Waste*

### Evergreen Manor

The Applicant will contract with a licensed, private carter for the removal of refuse and recyclable material for the Evergreen Manor Project. Refuse and recycling will be collected from the loading areas or refuse enclosures adjacent to each of the proposed uses, which will be further reviewed during the detailed site plan process. It is estimated that the Evergreen Manor Project will generate approximately 383 tons of refuse and recycling per year.<sup>24</sup> It is anticipated that the private carting service will utilize Wheelabrator Westchester, L.P. waste-to-energy facility in Peekskill, NY for disposal of the collected refuse. Based on data from the New York State Department of Environmental Conservation, Wheelabrator Westchester has capacity to accept the solid waste from the Evergreen Manor Project Site.<sup>25</sup>

Recyclable materials will be source-separated according to the Westchester County Source Separation Law. Medical waste, such as “sharps” (e.g. syringes, needles, lancets, etc) will be sealed and locked in dedicated medical waste storage containers for pickup by a separate medical waste disposal vendor on a regular basis. None of the medical waste will be disposed of in the central trash collection area.

The Evergreen Manor Project would generate additional demand for waste carting services as a result of the additional population introduced. The costs associated with increased refuse collection by the County as a result of the Evergreen Manor Project would not be substantial, as collection in the MOD already exists and the incremental refuse would not require additional capital investment in equipment. Any additional costs would be more than offset by the additional \$18,344 in estimated property tax revenue that the County would receive for refuse collection from the Evergreen Manor Project Site.

### Gyrodyne

The Applicant will contract with a licensed, private carter for the removal of refuse and recyclable material for the Gyrodyne Project. Refuse and recycling will be collected from the loading areas or refuse enclosures adjacent to each of the proposed uses, which will be further reviewed during the detailed site plan process. It is estimated that the Gyrodyne Project will generate approximately 353 tons of refuse and recycling per year.<sup>26</sup> It is anticipated that the private carting service will

---

<sup>24</sup> “Waste Calculator.” Zero Waste, [www.zerowastedesign.org/waste-calculator/](http://www.zerowastedesign.org/waste-calculator/). The Zero Waste Design Guidelines were developed through a process involving the AIA New York Committee on the Environment; Kiss + Cathcart, Architects; ClosedLoops; and the Foodprint Group. The Evergreen Manor Project solid waste was calculated based on the number of employees discussed in Chapter 14, *Economic Conditions* and 286 units at an average of 1.53 occupants per unit (486 residents/286 units).

<sup>25</sup> Wheelabrator Westchester existing annual permit limits 710,000 tons per year with an actual waste quantity of 706,397 tons (2015). New York State Department of Conservation. “2015 Municipal Waste Combustion Facility Capacity Chart.” Retrieved January 4, 2019, from <http://www.dec.ny.gov/chemical/40047.html>.

<sup>26</sup> “Waste Calculator.” Zero Waste, [www.zerowastedesign.org/waste-calculator/](http://www.zerowastedesign.org/waste-calculator/). The Zero Waste Design Guidelines were developed through a process involving the AIA New York Committee on the Environment; Kiss + Cathcart, Architects; ClosedLoops; and the Foodprint Group. The Gyrodyne Project

utilize Wheelabrator Westchester, L.P. waste-to-energy facility in Peekskill, NY for disposal of the collected refuse. Based on data from the New York State Department of Environmental Conservation, Wheelabrator Westchester has capacity to accept the solid waste from the Gyrodyne project Site.

Recyclable materials will be source-separated according to the Westchester County Source Separation Law. Medical waste, such as “sharps” (e.g. syringes, needles, lancets, etc) will be sealed and locked in dedicated medical waste storage containers for pickup by a separate medical waste disposal vendor on a regular basis. None of the medical waste will be disposed of in the central trash collection area.

The Gyrodyne Project would generate additional demand for waste carting services as a result of the additional population introduced. The costs associated with increased refuse collection by the County as a result of the Gyrodyne Project would not be substantial, as collection in the MOD already exists and the incremental refuse would not require additional capital investment in equipment. Any additional costs would be more than offset by the additional \$16,792 in estimated property tax revenue that the County would receive for refuse collection from the Gyrodyne Project Site.

## **C. MITIGATION**

### **EVERGREEN**

As part of the Proposed Evergreen Manor project, a designated loading area be provided at all buildings for ambulances and emergency service vehicles. In addition, the Evergreen project will include recreational amenities as part of the project to offset any new demand on Town recreational services. No significant adverse impacts to Community services were identified from the proposed Evergreen project.

### **GYRODYNE**

As part of the Proposed Gyrodyne project, a designated loading area be provided at all buildings for ambulances and emergency service vehicles. In addition, the Gyrodyne project will provide a number of recreational amenities to the public as part of the project to offset any new demand on Town recreational services. These amenities include the Orchard Lake Preserve, the MOD Green and a wellness plaza. Therefore, no significant adverse impacts to Community services were identified from the proposed Gyrodyne project.

---

solid waste was calculated based on the number of employees discussed in Chapter 14, *Economic Conditions* and 220 units at an average of 1.53 occupants per unit (337 residents/220 units).