

## F. Community Services

### 1. Introduction

This section provides an analysis examining the potential effect on the provision of public or publicly-funded community services such as police, fire and emergency services, recreation facilities, and schools (see Exhibit III.F-1 for locations).

### 2. Police Protection

#### a. Existing Conditions

Police services for the site are provided by the New York State Police and the Dutchess County Sheriff's Office. The Town of Dover does not have its own law enforcement department.

Troop K of the New York State Police (~~Owen—Troop K is headquartered in Salt Point~~) has a zone station on Route 22, in the northern most portion of the Town. This station covers the Towns of Patterson, Pawling, Dover, Amenia, Northeast and Copake. Typically two to four officers patrol the area per shift.

The Dutchess County Sheriff's Office serves the entire County and employs approximately 550 persons. The nearest Sheriff's Office substation is located in the Town of Amenia and is responsible for patrolling the Towns of Amenia, Dover and Pawling. This substation currently has six deputies that are spread out over three shifts. Deputies are only located at the substation at the beginning and end of a shift, or if an arrest is being processed. Deputies spend the majority of their shifts on patrols. At times, deputies from the Village of Pawling and Town of Beekman substations are on patrol in the area. The Sheriff's Office reports that in 2007, 5,268 calls for service were handled. In 2008, calls for service increased to 7,237; an increase of approximately 37 percent.

Similar information was requested from the State Police in a letter dated February 20, 2009, but no response has been received. All community services would receive copies of the accepted DEIS, and would have the opportunity to prepare a response to the information presented herein.

Since its closure in 1994, the former HVPC campus has been targeted by vandals and trespassers. Dover Knolls Development secured the buildings and funded daily security patrols since taking ownership of the property in 2003. However, they also allow the public continued use of the two roads through the campus, making it impossible to secure the site completely. Over the past five years, the property has continued to be abused by illegal dumping, vandalism, trespassers and break-ins. All these incidents have required the use of the sheriffs and/or troopers for incident filings and arrests.

#### b. Future without the Project

As noted above, calls for service to the Dutchess County Sheriff's Office increased approximately 37 percent from 2007 to 2008. The Sheriff's Office anticipates an increase in calls for service without the proposed development.

**b.c.** Potential Impacts

The Project would increase resident, employee and visitor population for the site and the Town. This increase could result in the potential for incremental demand for police services. During discussions with representatives of the Sheriff's Office and State Police, neither anticipated that the Proposed Action would generate a significant increase in calls for service or criminal activity. Both departments anticipate that the Project could result in increases in: traffic (see Section III.J for more details); traffic violations (such as speeding); the incidence of small break-ins; car and house alarms; and lock-outs. The police also expect that the Project would greatly reduce the numerous nuisance calls related to dumping and trespassing that they currently receive.

The Sheriff's Office and State Police also noted the potential risk of theft of construction materials and equipment from the Project site during the construction phases. Both the Dutchess County Sheriff's Department and the New York State Police anticipate being able to serve the Proposed Action without significant additional staffing or equipment.

As noted above, deputies spend most of their shifts on patrols. The Sheriff's Department estimates that average response times to the Project Site would generally be six to eight minutes.

**e.d.** Mitigation Measures

The Project would employ a private security force that would serve both the residential and commercial components and generally monitor the Project site during construction and operation. Currently, a security force patrols the site daily. Once construction and demolition activities commence, the security force would have an increased presence. The need for continued security presence on-site would be assessed post-construction. Residential units would be equipped with alarm systems. The Applicant would provide the initial funding for the security force, with responsibility eventually being shifted to the Home Owner's Association (HOA).

## 3. Fire Protection

## a. Existing Conditions

Fire protection service in the Town of Dover is provided by the J.H. Ketcham Hose Company, an all-volunteer fire department. The fire department has two firehouses: one located on Route 22 in Dover Plains and one on Route 55 in Wingdale. The fire department has approximately 200 volunteers that operate three engines, one rescue/pumper, one quint, two utility trucks, two ambulances, and two staff automobiles. The J.H. Ketcham Hose Company has been able to meet its current demands for service, but does experience difficulties with day-time staffing due to the fact that many of the volunteers commute to jobs outside of the community that are at too great a distance to respond to calls. The fire department operates by contract for the Town, and has been budgeted \$562,697 for the 2009 fiscal year.

A letter requesting additional information was submitted to the Fire Company on January 28, 2009. No response from the Fire Company had been received. All community services would receive copies of the accepted DEIS, and would have the opportunity to prepare a response to the information presented herein.

b. Future without the Project

Without the Project, service levels resulting from activity on the Project Site would likely remain similar to existing levels.

b-c. Potential Impacts

As described previously, at full buildout the Project would introduce a new residential population of approximately 3,701; an increase of approximately 43 percent of the Town estimated 2000 population of 8,565. Assuming a roughly proportionate increase in call demand, it is anticipated that the Project could increase the number of additional annual service calls by up to ~~43~~ percent.

Given that the department's station in Wingdale is less than one mile from the center of the Project site, response time to the proposed development can be expected to be minimal. The new proposed construction would generally range from approximately two to four stories in height. This building scale is consistent with other structures in Town and would not be expected to present building types or heights that could not be managed by the capabilities of the existing equipment. The Project would also remove the 10-story Sullivan Tower, which would eliminate the potential for high-rise firefighting. It is recognized that the increase in calls would place additional pressure on the fire department.

As detailed in Section III.G, at full build-out the project would be anticipated to generate annual property tax revenue of approximately \$280,000 for the fire district, which could be used to offset increased service costs or capital replacement needs. This would represent an approximately 50% increase in the 2009 levy for the fire district. The proportionate increase in revenue would exceed the proportionate increase in service population and could be used to offset potential increased capital costs should the increase in call volumes shorten the apparatus replacement schedule.

The fire department has also noted that many of the existing hydrants on the site are not working. The Project would involve installation of a new water service distribution, which would include new hydrants at a spacing consistent with contemporary engineering practice. The new commercial and multifamily buildings would also be sprinklered in order to provide additional fire protection.

e-d. Mitigation Measures

Given the proximity of the fire house, code safety requirements, and the ability of existing equipment to service the types of buildings proposed, the Project would not be

expected to create significant impediments for firefighting. It is recognized that the potential for additional daytime calls would further pressure volunteer staffing. However, the development would generate a substantial increase in property tax revenue, which could be utilized to offset incremental increased costs for the fire department. It is also noted that the Project would greatly increase housing availability, particularly for young and retired households and add a significant amount of jobs in the community. The availability of new housing opportunities and jobs may assist potential volunteers to remain in the community and increase the amount of potential volunteering for community services such as the fire department.

#### 4. Emergency Services

##### a. Existing Conditions

Emergency medical services in the Town of Dover are provided by the Northern Dutchess Paramedics (NDP) and the J.H. Ketcham Fire Company. NDP provides coverage during the daytime hours (5 am to 5 pm), while the fire department provides services during the night-time hours (5pm to 5 am). NDP offers on-call services when required during the fire departments 5 pm to 5 am coverage.

NDP provides ambulatory and emergency services to approximately 50 municipalities in Dutchess and Columbia Counties in New York and Litchfield County in Connecticut. NDP employs more than 120 persons and operates a fleet of approximately 30 vehicles. In recent years, NDP has expanded its services to include basic life support services, advanced life support, inter-facility transportation, and ambulette transportation.

The Town is covered by two NDP operating districts: District 3, headquartered in Dover Plains, and District 2, headquartered on Route 22 in the Town of Northeast. This operating district is covered by one life support vehicle staffed by two Emergency Medical Technicians per shift. NDP estimates a response time to the Project Site of approximately 12 minutes. The fire department currently has two ambulances; one vehicle per firehouse.

Without the pProject, continued growth in the Town in the future would be anticipated to increase service call levels for the emergency service providers.

##### b. Future without the Project

Without the proposed development, call volumes would not likely increase due to activity on the Project Site. NDP indicated in a recent interview that calls for service are not projected to increase significantly in the future from local growth not included in the Proposed Action.

##### b.c. Potential Impacts

The increase in population from the proposed development would likely result in an approximately proportionate increase in the demand for emergency services of approximately 432%. As described above, the substantial increase in revenue to the

Town could be utilized to augment the NDP and J.H. Ketcham contracts in order to pay for incremental increased service costs.

A portion of the Project's residential units (approximately 35 percent) are proposed to be age-restricted for households with members 55 years of age or older. Some of these may be more senior households, as in any balanced community. However, the age-restricted units are not specifically proposed or designed as supportive care facilities. As a result, the units would not be expected to result in concentrations of the frail elderly who may have more acute emergency and hospitalization needs.

The scoping document also requests consideration of the potential for re-use of the existing on-site hospital. The Applicant performed some initial outreach after purchasing the property and received no indications of interest and is not aware of any institutions interested in reusing a facility the size of Sullivan Tower. The Harlem Valley Partnership marketed the hospital immediately after the state closed its operations and gave tours of the building before its deterioration to several medical groups who claimed the building was too large and not built to the codes required of medical facilities today, making the costs for reuse prohibitive.

Also, as detailed in Section III-H, many of the on-site buildings, including Sullivan Tower, have deteriorated substantially, increasing the cost for reuse. However, the Project would provide significant quantities of new commercial space in the new Town Center that could be used to accommodate smaller medical offices that could provide health care services to Town residents.

#### e.d. Mitigation Measures

Communities throughout the county are struggling with staffing and funding for emergency services as volunteer ambulance corps are disappearing. If staffing the department's volunteer nighttime emergency services shifts continues to be problematic, the Town would have to evaluate whether additional staffing is necessary to serve the potential service demands from the Project, as well as other growth in the area. The additional tax revenue from the Project could be utilized to help pay the costs for expanding NDP service. It is noted that the fire department's identified difficulty with volunteer staffing during the daytime hours is not unique to the Town of Dover and is a common condition throughout the region. This issue reflects changes in employment, household characteristics, and commuting patterns, and is not a factor that can necessarily be attributable to development projects.

The Project would greatly increase housing availability, particularly for young and retired households and create job opportunities in the community. This availability of housing and employment may allow potential volunteers to remain in the community and increase the amount of potential volunteering for community services such as the fire department.

## 5. Parks, Recreation and Library

### a. Parks and Recreation

#### Existing Conditions

The Town of Dover includes a wide array of park and recreation facilities, which are owned and operated by various entities, including the local, State and federal governments, as well as not-for-profit organizations.

The Town of Dover currently operates three recreational facilities. The largest is Boyce Park which consists of 199 acres off of Route 55 in Wingdale. The park includes: a pavilion; a playground area; horseshoe pits; basketball courts; two ball fields; tennis courts; a skateboard park; a trap shooting area; a horse ring; and a small pond used for ice skating in the winter. The J.H. Ketcham Memorial Pool on Maple Lane in Dover Plains includes a pool and ball fields and offers seasonal programs. The Stone Church is a 58.5 acre public preserve that offers opportunities for hiking, picnicking and other outdoor activities and is located in Dover Plains on the west side of Route 22.

The Dutchess County Parks Division operates five recreational facilities: Bowdoin Park in the southwestern part of the County; Wilcox Park in the northern part of the County; Quiet Cove Riverfront Park in the Town of Poughkeepsie; the Harlem Valley Rail Trail, a partially paved trail stretching from the Wassaic train station in the Town of Amenia through the Village of Millerton to the Town of Hillsdale; and Dutchess Stadium, home of the Hudson Valley Renegades minor league baseball team. These facilities provide a variety of active and passive recreational activities.

The New York State Office of Parks, Recreation and Historic Preservation does not operate any facilities in the Town of Dover. The closest facility operated by the State is James Baird State Park, located approximately 15 miles west of the Project site in the Town of Pleasant Valley. The approximately 590-acre park offers opportunities for golfing, boating, hiking and other recreational activities. In addition, the Macedonia Brook State Park is located approximately 13 miles from the site in Kent, Connecticut. This park offers opportunities for camping, hiking, and other outdoor recreational activities.

The Nature Conservancy is a conservation organization working to protect land and water all over the world. Its Eastern New York Chapter owns and maintains three sites in Dover: the Nellie Hill Preserve; the Roger Perry Memorial Preserve; and the Pawling Nature Preserve. The Nellie Hill Preserve consists of 144 acres of open space off of Route 22 in Dover Plains. The Roger Perry Memorial Preserve consists of approximately 117 acres of open space off Sand Hill Road, also in Dover Plains. The Pawling Nature Preserve, located on Quaker Lake Road in Pawling, consists of over 1,000 acres of open space along the Hammersly Ridge and includes a section of the Appalachian Trail. An approximate 300-acre portion of this preserve extends into Dover, just southeast of the Project site. All three of the preserves offer walking trails and opportunities for viewing rare plant, bird, and animal habitats.

The Oblong Land Conservancy recently purchased 106 acres along the Swamp River off Pleasant Ridge Road in Wingdale, just north of the Project site. This property that was once part of the Slocum farm is now the Slocum-Mostachetti Preserve and will soon be

open to the public as another opportunity for hiking trails and observing a variety of wildlife habitats.

The Appalachian Trail (AT) is a national scenic trail that runs through 14 states. The AT extends over 2,000 miles, ranging from Georgia to Maine, in a greenway that totals approximately 250,000 acres. It cuts across the southeastern corner of Dover and runs within a federal easement adjacent to the Project site. As mentioned above, the Appalachian Trail enters Dover at its southern boundary on the Pawling Nature Preserve property and continues northeast on a parcel of land that was once part of the HVPC campus and now serves as a buffer for the AT, located southeast of the Project site. The trail then continues northeast into Connecticut. Mass transit access to the trail is available from the Appalachian Trail Metro-North Station, located south of the Project site in Pawling.

The Great Swamp Critical Environmental Area (CEA) is located within the Project Area, running in a north/south direction through the center of the site. The Deuel Hollow Critical Environmental Area (CEA) is located to the south and east of the Project Site. A section of the Appalachian Trail is present through a portion of the CEA. The CEA's are considered significant because of the ecology and habitats located in the area (also described in Chapter III.C, Geology).

The National Recreation and Park Association recommends a minimum of 6.5 to 10.5 acres of park and recreation space per 1,000 residents.<sup>1</sup> In total, there are approximately 930 (Town and Conservancy land) acres of publicly accessible park and recreation space and preserved open space in the Town of Dover. This equates to approximately 408190 acres of recreational space per 1,000 residents.

#### Potential Impacts

The Project would create a vibrant, mixed-use community, which incorporates a wide array of publicly-accessible recreation and open spaces. These include a series of parks/commons, the great lawn, recreation fields, the Swamp River boat launch, connecting trails to the Appalachian Trail and possibly a restored Smith Hall. The boat launch would offer public access to the Swamp River via Wheeler Road. In addition, the golf course would remain open to membership use for residents, non-residents and guests. The existing running track along Route 22 was built in a wetland that is part of the Great Swamp. The Project proposes restoring the area to its natural state and creating a nature trail with interpretive signage for an additional recreational activity and a walkable link to Boyce Park. In total, the proposed development would increase the Town's park and recreation space by approximately 83 acres, with an additional 492 acres of preserved open space, some of which would be accessible through the 11,142 linear feet of trails on site (see Table F-1).~~550-acres.~~

#### Table F-1 Proposed Recreational and Open Space Amenities

<sup>1</sup> Recreation, Park and Open Space Standards and Guidelines. Edited by Roger A. Lancaster, Director of Research, 1990.

Proposed Amenity	Location	Size	
		Acres	Linear Feet
Golf Course	West Side	68.75	-
Great Lawn	East Side	3.50	-
Boat Launch	West Side	0.25	-
Neighborhood Greens/Squares	All Neighborhoods	9.25	-
Playfield	West Side	1.25	-
Trails	East Side	-	11,142
Dedicated Open Space	Throughout Site	492	-
<b>Total</b>	-	<b>575</b>	<b>11,142</b>

Due to the character of the ~~p~~Project and the variety of available recreation activities, residents would likely fulfill much of their recreational needs on-site. However, some outside recreational facilities would also be utilized. In general, this would not be anticipated to create a significant impact because of the large amount of recreation and open space opportunities currently located within the Town and the significant amount of publicly accessible recreation amenities and preserved open space that would be provided by the Project. ~~since. Indeed, to the contrary,~~ ~~With the increase in Town population for this development, the total amount of publicly accessible parkland and preserved open space would be 175 acres per capita. This far exceeds the recommended standards. The Project would have a positive impact on park and recreation space since, accounting for the increased population, the increase in park and open space would increase from 108 acres per 1,000 residents to 120 acres per 1,000 residents, far exceeding the recommended minimum cited previously.~~

#### Mitigation Measures

The proposed development would generate an additional 550 acres of recreation and open space in the Town. Based on the abundant supply of existing public recreational land and the extensive recreation and open space that would be provided on site, the projected increase in population would not be anticipated to strain parks and recreation resources. In fact, the Project's extensive recreation and open space would increase the Town's inventory of publicly accessible space and the Project would be expected to have a positive impact on parks and recreation. The Project includes extensive recreational facilities available on-site for Project residents and the general public, which would be more than sufficient to meet the parkland reservation requirements of §125-13 of the Town Code, and as a result the Project would not require payment to the Town of Dover Recreation Trust Fund.

#### b. Library

##### Existing Conditions

The Dover Veterans Memorial Library is located at the intersection of Pleasant Ridge Road and Route 22 in Wingdale. The library shares the building with the American Legion. In order to be eligible to register with the Town library, borrowers must be residents of the Town of Dover. The library's collection consists of over 25,000 items, comprised of resources such as books, DVD/VHS's, CD's, audio books, and magazines.

Eight computers are designated for public use, all with internet access. WiFi is also available for use at the library. Through the end of 2007, the library had 5,778 registered borrowers. The library is a member of the Mid-Hudson Library System, which consists of 66 libraries. Registered patrons from any of the 66 libraries may utilize Town library resources through interlibrary loans or by directly visiting the library. Through the end of 2007, the library had approximately 86,200 visitors that checked out 46,800 items. The library staff consists of one full time director, two full time staff members and five part time staff members. Access to the library is available six days a week: Monday through Friday, 10 a.m. to 8 p.m., Saturday 10 a.m. through 4 p.m.

#### Potential Impacts

New pProject residents would be eligible for library cards from the Dover Veterans Memorial Library. Provided residents obtain a library card, they would be able to borrow materials throughout the Mid-Hudson Library System. The proposed community buildings would also include stocked reading rooms and internet access, which may reduce potential impacts on library circulation services. The Applicant is willing to consider coordination and provision of pick-up/drop-off services at the community buildings. In addition, as detailed in Section III.G, the pProject would generate additional tax revenue of approximately \$99,000 annually for the library.

#### Mitigation Measures

In correspondence with the Dover Veterans Memorial Library, the Librarian and Board of Directors estimated that services and materials would need to be expanded by at least 50 percent to meet the needs of the population generated by the Project. While the Applicant agrees that certain services and materials provided by the Library would need to be increased, all aspects of the library would not need to be duplicated. The proposed community would have a number of amenities, including reading rooms, that would likely fulfill many of the residents' recreational and socialization needs. The pProject would also result in the generation of substantial property tax revenue to offset potential incremental service costs. As a result, no additional mitigation is proposed.

### 6. Schools

#### a. Existing Conditions

The Dover Union Free School District is currently broken into four schools and has a 2008-2009 total enrollment of 1,647 students (kindergarten through 12<sup>th</sup> grade). Current facilities consist of the Wingdale Elementary School, the Dover Elementary School, and the Dover Middle and High School.

The Wingdale Elementary School is located just north of the site at the intersection of Route 22 and Pleasant Ridge Road. This school contains kindergarten through 2<sup>nd</sup> grade classes, and has an enrollment of 361 students for the 2008-2009 school year. According to the school district, maximum enrollment capacity at the Wingdale Elementary School is approximately 520 students.

The Dover Elementary School is located in Dover Plains and currently contains grades 3 through 5. Total enrollment for the 2008-2009 school year is 350 students. The school district estimates that maximum enrollment capacity in this school is approximately 500 students.

The Dover Middle and High Schools are both located in a complex on Route 22, between Wingdale and Dover Plains. The middle school consists of grades 6 through 8, and the high school contains grades 9 through 12. Enrollment for the two schools is 936 students. The school district estimates the maximum capacity of the schools is approximately 1,200 students.

The elementary schools feature small scale outdoor recreational/athletic facilities, while the middle and high school facilities include an outdoor track, soccer and football fields, and softball and baseball diamonds.

The Dover Union Free School District commissioned a demographic study in spring 1994 to study enrollment trends from 1993-94 school year to 2002-03. The consultant worked with Dutchess County Department of Planning, Town of Dover Planning Board, local realtors and used other data sources connected to housing growth. The study showed the Dover school was experiencing the same trends as other school districts in Dutchess County which saw declining enrollment in the seventies and early eighties but then saw a slow-but-steady growth. For Dover, enrollment dropped to 1348 students in 1983 and then started to increase again.

The study considered the approvals for new housing construction that included the Reagans Mill and Woodwinds projects and estimated that 50-60 new homes per year were possible. The national birth trends and state data indicated a shift to childbearing at older ages and smaller family size. The study predicted a “bubble” of increased student population would peak in 2000 with declining enrollment to follow and gave three scenarios for total enrollment numbers – low, middle and high. The district used the middle projection data which showed the district peaking at 1867 students in the 1999-2000 school year to design a school building project to increase the district’s classroom capacity to approximately 2,000 students. The building project also included enhancements to the district facilities such as an auditorium, a second gymnasium, science labs and an upgraded library.

Over the past decade, the actual enrollment levels for the School District peaked at 1,872 students during the 2001-2002 school year. Since that time, K – 12 enrollment has decreased each year (except for the 2004-2005 school year when enrollment increased by two students) to 1,647, a loss of approximately 12 percent. Current projections through the 2011-2012 school year indicate a continued decrease of student enrollment to approximately 1,548. In the 2012-2013 school year, enrollment is projected to increase by two students (see Table III.F-24). This overall downward trend is also reflected in the New York State Department of Health data for live births. This report is used to help determine kindergarten enrollment projections and documented a decrease in births in the Town of Dover over the past three years. In 2005, 126 children were born in the school

district, with the number of children decreasing to 110 in 2006 and 102 in 2007. Again these trends are not unique to Dover as small and steady decreases in school enrollments are being documented throughout the region and most of New York State.

**Table III.F-21**  
**Enrollment Trends and Projections**

Year	2000-2001	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007
Enrollment	1,818	1,872	1,821	1,757	1,759	1,714	1,697
Year	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013	
Enrollment	1,662	1,647	1,607	1,580	1,548	1,550	

Source: Dover Union Free School District

The total district budget proposed for the 2008-2009 school year is \$27,584,157. With an estimated district enrollment of 1,647 students, total expenditures per pupil are therefore approximately \$16,748. Program costs account for \$19,932,278 of the total budget, a cost per pupil of approximately \$12,102. The remainder of the budget consists of administrative and capital expenditures. The tax levy for the 2008-2009 district budget accounts for \$15,893,494, or approximately 58 percent of the budget revenues. The total cost paid by the local real estate property tax would therefore be approximately \$9,650 per pupil, and the portion of the program costs paid by the local real estate property tax would be approximately \$6,970 per pupil.

#### b. Potential Impacts

The Project's increase in residential units would be expected to increase student enrollment. The following section evaluates several sources in order to provide an estimate of the potential public schoolchildren generation.

#### *Rutgers University – Residential Demographic Multipliers (New York State)*

Table III.F-2 below provides an estimate of the additional public schoolchildren that may be generated by the Project using recently available data from the Rutgers University Center for Urban Policy Research. The multipliers published by Rutgers University in 2006 are the current industry standard, based on recent demographic data (U.S. Census Bureau Public Use Microdata Sample files) specific to New York State that allows for differentiation by housing type, size, price and tenure variables. The public school children multipliers published by Rutgers University project that, at full buildout, the Project would have 534 public school-aged children.<sup>2</sup> This projection is based on a total dwelling unit count of 1,376, of which 438 would be age-restricted. This increase would not occur all at once, but incrementally as houses are occupied and school children enroll over the 10 year construction period. The anticipated schoolchildren generation from the Project at full buildout would increase the district enrollment by approximately 32 percent.

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

The district currently has excess available capacity of approximately 500 students. However, as described above, the school district projects that enrollment will decrease by approximately 100 students by the 2011-2012 school year. This projection would increase the school district's available enrollment capacity to approximately 600 students, which would be sufficient to accommodate the approximately 534 school children estimated to be generated by the Project.

**Table III.F-32**  
**Public Schoolchildren Generation – Rutgers University Multipliers**

Type of Unit	Number of Units	Public Schoolchildren per Household	Estimated Number of New Pupils
Single-family Detached			
3-br	119	0.64	76.16
4-br	121	1	121
5-br	33	1.23	40.59
Single-family Attached			
2-br	223	0.17	37.91
3-br	161	0.52	83.72
4-br	144	0.86	123.84
Multifamily -- Own			
1-br	13	0.15	1.95
2-br	13	0.09	1.17
Multifamily -- Rent			
2-br	111	0.43	47.73
Total	938		
Total Number of Estimated New Pupils			534.07

Source: Burchell, et al., Residential Demographic Multipliers: Estimates of the Occupants of New Housing for NYS, June 2006, Rutgers University, Center for Urban Policy Research

*Urban Land Institute – Regional and National Demographic Multipliers*

The scoping document indicates that the Urban Land Institute data regarding schoolchildren generation from the *Development Impact Assessment Book (1987)* should be consulted. However, the published multipliers in the ULI data have been superseded by the Rutgers data discussed above. The same authors created both the ULI data and the Rutgers data, and the Rutgers data is essentially a refinement of their previous work. The older ULI multipliers were based on data from housing constructed from 1980 to 1986 and are less sophisticated, having a more generic geographic targeting (i.e. based on northeast region, not New York State), and lacking ability to distinguish between rental and ownership units.

Utilizing the school children multipliers provided in the ULI handbook, the proposed development would generate approximately 628 students (see Table III.F-43).

**Table III.F-43**  
**Public School Children – ULI Multipliers**

Unit Type	Number of Units	Public Schoolchildren per Household	Estimated Number of New Pupils
Single-Family			
3-br	119	0.7792	92.7248
4-br	121	0.8738	105.7298
5-br	33	0.6445	21.2685
Townhouse			
2-br	223	0.1393	31.0639
3-br	87	0.4128	35.9136
4-br	70	0.4128	28.896
Duplex			
3-br	74	1.8872	139.6528
4-br	74	1.8872	139.6528
Lofts			
1-br	13	0	0
2-br	13	0.2698	3.5074
Multi-family Rental			
2-br	111	0.2698	29.9478
Totals:	938		628.3574

*Previous Residential Development in the Town of Dover*

Reagans Mill and Woodwinds are two recent single-family residential developments in the Town of Dover. Country Mills features 110 single-family homes and currently generates approximately 83 students; a rate of .754 students per unit. The Woodwinds development contains 214 single-family homes. The 214 units currently generate 170 students, a rate of .794 school children per unit.

Neither of these two residential developments is comparable to the proposed development. The Reagans Mill and Woodwinds residential developments are conventional single-family home and lot subdivisions, while the proposed development consists of a mixed-use community containing a mix of smaller single-family and multi-family units. Housing type and size (bedroom count) have been found to be associated with statistically significant differences in population and schoolchildren. Therefore, these two communities are not appropriate for comparison to the proposed development for estimates of schoolchildren generation, though it is interesting to note that the multipliers provided by the Rutgers University data for single-family homes are fairly similar to the reported ratios at these two examples. The Rutgers University multipliers for single-family detached homes are 0.64 schoolchildren per household for 3-bedroom units, 1.00 schoolchildren per household for 4-bedroom homes, and 1.27 schoolchildren per household for 5-bedroom homes.

*Dutchess County Projections*

Dutchess County currently utilizes the Rutgers University residential multiplier data for projecting school children generation in new development. See above for the school children generation based on the Rutgers University data.

As described previously, the existing school district facilities have capacity for approximately 500 additional students, with available capacity expected to reach 600 additional students in the 2011-2012 school year. The school district would likely need to add or alter the existing school bus routes to accommodate the proposed development.

Using the per pupil program cost paid by the local property tax estimate of \$6,962, the local cost to educate the ~~p~~Project-generated school children would be approximately \$3,717,708. (The per pupil program cost factors in the Pupil Transportation budget item, so that the total district cost estimate also accounts for potential costs related to addition bussing). This is substantially less than the \$7,161,000 in school district taxes that would be paid by the ~~p~~Project, creating a significant positive fiscal impact of approximately \$3.4 million annually for the public schools. ~~(S~~see Section III.G for revenue projections.)

#### *“Worst-Case Scenario” Projection*

While not proposed as part of the ~~p~~Project, the scoping document requires an evaluation of a “worst-case scenario” that would include no age-restricted units. As stated previously, 938 of the 1,376 dwelling units are not age-restricted. The 438 age-restricted units consist primarily of loft conversions, with single-family homes and townhouses also included. Based on the Rutgers multipliers, if all 1,376 units were non-age-restricted, they could generate approximately 724 schoolchildren. This change would increase the costs to the school district and reduce the annual fiscal surplus that would be enjoyed by the district with the proposed ~~p~~Project but still provide a net fiscal benefit of approximately \$2.1 million. However, this scenario does not reflect the ~~proposed project~~Proposed Action, and the market study indicates significant demand for age-restricted housing.

#### c. Mitigation Measures

The Dover Union Free School District is projected to have sufficient capacity to meet the needs of the public-school-aged children that would be generated from the proposed development. The Project is also estimated to have an estimated annual net fiscal benefit of \$3.4 million for the school district. Therefore, no additional mitigation is proposed.

#### 7. Home Owners Association/Condominium Association

A Homeowners Association (HOA)/Condominium Association, or series of HOAs would be responsible for managing the ~~p~~Project’s common elements, including community buildings, recreation facilities, open space and infrastructure. The two community buildings would be privately owned and operated by the HOA for use by the residents of the Project. The various village greens/commons scattered throughout the proposed development and the great lawn in front of the Administration Building would be owned and operated by the HOA, but accessible to the general public. The HOA would also maintain ownership of the reservoir and trail network. While public usage of the trails would be permitted, limitations

would be in place regarding safety and other considerations. Landscaped and natural open space areas within the residential neighborhoods would also be maintained by the HOA.

Besides Wheeler Road and Hutchinson Avenue, which are proposed for dedication to the Town, the remainder of the roads within the Project sSite, the utilities and the parking facilities would remain in private ownership and be maintained by the HOA. The exception to this would be a portion of the parking at the Metro-North station, which would likely be transferred to Metro-North. Stormwater management basins would also be owned and maintained by the HOA. The security force within the Project sSite would initially be funded by the Applicant, but would eventually be transferred over to the HOA.

#### 8. Town Services

As described in Chapter III.G, Economic Conditions, the Project would result in increased demand for municipal services. The fiscal impacts section accounts for these costs, especially in offices such as the Building Inspector, which would see increased demand for inspections and issuing Certificates of Occupancy. Costs for the Building Inspector would be covered by various permit fees. The Town may elect to procure contractual services during construction for site-monitoring purposes. As with all development, Town fees are structured in a manner to address the costs of services.