

### **3.3 Community Services and Facilities**

As described in Section 3.2, the existing Village of Kiryas Joel is experiencing rapid and sustained population growth which is expected to continue. Population projections indicate a sustained growth which averages 5.6 percent annually. The Village population recorded by the US Census in 2000 was 13,138 which grew to 20,175 persons in 2010, a growth of more than 50 percent over a span of ten years.

Annexation is being proposed by property owners of lands within the Town of Monroe outside of the Village of Kiryas Joel who would like to avail themselves of the services and cultural opportunities that are provided to residents of the Village and not provided in the Town as described further below. (The term “study area” as used herein refers to the proposed annexation territory and the existing Village of Kiryas Joel.)

The Kiryas Joel community was established to support a lifestyle based upon its members’ unique cultural practices compared to the general population living in the Town of Monroe, Orange County and the New York Metropolitan region. Their precepts are centered on family life and religious devotion. Daily life includes three prayer sessions at the local synagogue each day. Use of electronic or mechanical equipment such as elevators is limited; most families do not have television sets. The population is primarily Yiddish speaking, the children are schooled in private religious schools, and on 75 days of the year there is no use of motor vehicles. The population seeks to live as an enclave amid the larger regional population.

The annexation is proposed to consolidate the properties of a number of community members who seek to share the unique community character, services and cultural mores that exist in the Village of Kiryas Joel, including central water and sewer services, public and private schools, public safety and fire protection services, full-time paid EMS, places of worship and mikvahs, daily sanitation pick-up, day care and head start services, pedestrian friendly communities with access to sidewalks, use of Village parks and public transportation, streetlights, municipal water supply for fire protection (hydrants), and affordable housing and health care services with specialty care to accommodate larger families and new mothers, among others.

#### *Benefits of Village Services*

The Village seeks to provide all the necessary services to the community at a level that is commensurate with the values placed on community life in a manner that is in keeping with the cultural traditions and norms of the Hasidic community.

The Village of Kiryas Joel provides many public services to its residents making it a desirable place for the Hasidic community and others to live. The Village has its own water and sewer facilities which are a significant distinguishing benefit for those

residents living in the Village as compared with those Town residents living just outside of the Village.

The Village's water system currently includes 17 groundwater wells, five water tanks, two filter buildings, two pump stations and the provision of fire hydrants every 150 feet throughout the Village. The Village has completed construction on nearly half of a 13-mile pipeline to connect to the NYC Catskill Aqueduct to provide a safer and more reliable source water supply to accommodate the potable water needs of current and future Village residents.

The Village is part of the Orange County Sewer District #1 and has built its own wastewater treatment plant that serves the Village needs. The Village has established an extensive wastewater collection network in place to facilitate treatment at either the Kiryas Joel plant or the Harriman wastewater treatment plant thus assuring adequate capacity for its current and future residents.

Consistent with NYS DEC regulations as an MS4 community, the Village has an extensive stormwater management system including ponds, catch basins, underground pipes, a catch basin cleaning protocol and a MS4 enforcement program.

Based upon religious norms which preclude women from driving and which limit the use of automobiles, along with the large population of children, the Village of Kiryas Joel residents rely heavily on pedestrian movement and on mass transportation services. The Village has constructed six foot wide illuminated sidewalks on both sides of all eleven miles of Village streets. Sidewalks are regularly maintained, snow-plowed and kept free of obstructions year round by the Village public works department.

The Village transportation department operates eight buses and ten bus stop shelters throughout the Village. Transit service within the Village is provided six days a week from 7 a.m. to 9 p.m. Park and Ride facilities are located on Forest Road, Mordche Scher Boulevard and Bakertown Road with a combined capacity to park approximately 200 vehicles.

Municipal sanitation services are provided by five Village owned trucks that provide five pick-ups per week to all homes, in addition to two bulk pick-ups annually.

Additionally, the Village operates a large playground off of Larkin Drive, the Kinder Park, and a senior dining program for its residents.

### 3.3.1 Existing Conditions – Public Safety, Emergency and Health Services

#### *Police Protection - Town of Monroe*

The Town of Monroe does not have a dedicated police department and relies on the NYS Police Troop F and the Orange County Sheriff for all police protection services in the Town and in the Village of Kiryas Joel.

The Town of Monroe is located in Troop F, Zone 2, The nearest NYS Police Barracks is located in Monroe at 369 Nininger Road and County Road 105, where approximately 23 police officers are stationed. Response time to the areas proposed for annexation typically average from five to ten minutes depending upon the location of the call for service.<sup>1</sup> The Orange County Sheriff operates out of Goshen, the station being located at 110 Wells Farm Road. There are currently 84 officers, including Deputies, Sergeants, and Lieutenants providing service throughout the County.

#### *Public Safety Services - Village of Kiryas Joel*

The Village of Kiryas Joel maintains its own Public Safety Department which provides protective services to properties within the 1.1 square mile area that comprises the Village. The Department headquarters is centrally located at 170 Schunnemunk Road. Additionally, the NYS Police Troop F and the Orange County Sheriff provide police protection services in the Village.

As reported by the Village Public Safety Chief, the Village Public Safety Department employs 45 public safety officers who provide 24-hour per day coverage. According to the Director, the department handles approximately 3,500 service calls per year, which occur mostly on weekends and Jewish holidays. With a current (2014) estimated population of 22,634, the Public Safety Department receives less than 0.1 call per month per capita. There are presently 1.99 public safety officers per 1,000 residents.

The Village Public Safety Department equipment includes 10 patrol vehicles, one EMS Command Center, one Emergency Service Unit truck, five emergency generator light towers and 500 metal barricades. The portable light towers and barricades are available for use during public events. The entire Village is part of a 24 hour surveillance system with three monitoring security booths plus a command center.

Typical response time to a priority call for service would be approximately three and a half minutes or up to 8 minutes for non-priority calls depending upon the exact location of the call for assistance.

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<sup>1</sup> Phone Conversation with NYS Trooper Orback, January 21, 2015.

*Fire Protection - Town of Monroe*

The properties proposed for annexation to the Village are located within the Monroe Fire Protection District. Fire protection services to the District are provided by the Monroe Fire Department; the Mombasha Fire Company provides the administrative functions for the District, including budgeting, equipment ordering, fundraising etc. The Department is a 100 percent volunteer fire department serving the Town of Monroe. The majority of the service area consists of a mix of residential and commercial areas.

The Monroe Fire Protection District contains the entire Village of Monroe and part of the unincorporated Town of Monroe and is connected directly to the Orange County 911 emergency notification system. The coverage area is approximately 10 square miles serving a population of about 20,000, according to the Department website. This protection area contains a wide variety of structures including single and multiple family dwellings, strip malls with large grocery and department stores, several elementary schools, and historical landmarks.

The Monroe Fire Department currently operates 3 Engines, 1 Tower Ladder, 1 Heavy Rescue, 1 Dive Rescue Unit, 1 Rescue Boat, 1 Brush unit, 1 ATV vehicle, 1 Chief's and 2 Asst. Chiefs' vehicles. These units are staffed by 65 volunteer members who respond from two stations. In 2012 the Department responded to approximately 780 alarms. These alarms consisted of structural fires, motor vehicle accidents (MVA's), automatic alarms, vehicle fires, brush fires, underwater rescue, mutual aid, and various other calls for assistance. Current response time is estimated to be five to seven minutes, depending upon the location of the fire incident.

At the present time the Monroe Fire Department does not respond to medical calls. This service is provided by the Monroe Ambulance Corps and the Village of Monroe Police Department (within the Village of Monroe).

One aspect of the Monroe Fire Department which has made it unique among area fire departments is its Underwater Dive Team. This specially trained unit has completed many hours of training in search, recovery, and ice rescue operations. In addition to being the only formal dive team located in the area, it is also one of only a few located in Orange County. Due to the numerous bodies of water in Monroe, this team has been an essential part of Monroe's emergency services and has also been a resource for neighboring towns.

*Fire Protection - Village of Kiryas Joel*

The Kiryas Joel Fire Protection District is coterminous with the boundary of the Village of Kiryas Joel. Fire protection is provided in the Village by the Kiryas Joel Fire Department (KJFD) which was established in 2000 as the fourth fire company in the Town of Monroe. The department operates out of the KJFD Headquarters and Training Center which is centrally located within the Village. The KJFD is a legally and properly functioning fire department recognized by NY State and Orange County,

The KJFD Fire Department is staffed by a combination of paid firefighters, paid paramedics and volunteers and provides full 24 hour, 7 day per week coverage. There are 8 paid firefighters and 60 active volunteer firefighters. The department operates three fire engines (pumpers), a ladder truck, a fully equipped rescue truck plus a mini pumper and a command vehicle. The volunteer personnel are not all certified as interior fire fighters due to the cultural norm for men to have beards. The paid fire fighters are SCBA rated interior firefighters to address this limitation.

Current response time for first responders is 90 seconds and for equipment is an average of four to seven minutes. In 2012 the department responded to approximately 1100 calls for service of which approximately 30 percent were fires.<sup>2</sup>

Incidents that the KJFD responds to typically consist of, motor vehicle accidents, automatic alarms, vehicle fires, brush fires, and various other calls for assistance including calls for emergency medical service. The Department is a member of the Orange County Mutual Aid network and is assisted by mutual aid from neighboring fire departments, including the Monroe Fire Department. Since the creation of the KJFD in 2000, the Monroe Fire Department no longer provides Class 1A first response to the Village of Kiryas Joel but is available via a call for mutual aid.<sup>3</sup> The KJFD is connected to the Orange County 911 emergency notification system, and actively provides assistance to the other fire companies in the County.

Although the Village of Kiryas Joel is connected to the County 911 emergency response system residents often times call the KJFD directly. This is done primarily to because the residents speak Yiddish not necessarily understood by the 911 operators. The KJFD has dispatchers who answer calls 24 hours per day, 7 days a week, 365 days per year. Calls for mutual aid would then be made at the discretion of the KJFD as needed

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<sup>2</sup> NYS Office of Fire Prevention & Control; Report 1.2 Summary of Calls; January 1, 2012 to December 31, 2012; 36059 – Kiryas Joel Fire Company.

<sup>3</sup> Phone Conversation with Monroe Fire Department First Assistant Chief, Jon Dolch, February 17, 2015.

*Ambulance & Health Services - Town of Monroe*

Monroe Volunteer Ambulance provides emergency medical care and treatment to the sick and injured persons who call 911 in the Town of Monroe, and provides transportation to the most appropriate local hospital facility, most frequently the Orange Regional Medical Center. Services are paid for on a per use basis by the patient requesting ambulance service.<sup>4</sup>

Monroe Volunteer Ambulance has one dispatch facility located at 100 Ramapo Street, near the intersection of NYS Route 17M and Stage Road. Monroe Volunteer Ambulance operates three (3) Type III ambulances, and one (1) BLS first response vehicle, and on average, responds to over 1400 calls for 911 emergencies per year. Typical response time is estimated to be between five and seven minutes depending upon the location of the call for service.<sup>3</sup>

Monroe Volunteer Ambulance is a member of the Hudson Valley Regional Emergency Medical Services Council (HVREMSCO), as well as the Orange County EMS Council. All medical personnel are certified by the NYS Department of Health at an EMT-Basic level certification or higher. All members are certified to perform CPR Basic Life Support techniques and to use an automated external defibrillator. There is a mutual aid agreement between the Monroe Volunteer Ambulance service and the Kiryas Joel Ambulance service in the event additional services are necessary.

*Ambulance & Health Services - Village of Kiryas Joel*

The sole provider of emergency medical services within the Village is the Kiryas Joel Volunteer Emergency Medical Services (KJEMS) (also known as Kiryas Joel Hatzolah). There are 70 basic volunteer responders and 20 paid on call paramedics who utilize six ambulances to provide emergency medical services. Typical response time is less than two minutes for basic first responders and three minutes for paramedics.

According to a letter dated February 4, 2014, from the KJEMS Administrator (included in Appendix C for reference), the dispatch center is open 24 hours per day and staffed by ambulance volunteers or volunteer dispatchers. Volunteers are on duty 24 hours per day. There is one paramedic on duty at all times and five additional paramedics that are available on very short notice and able to respond to a critical or mass casualty incident. The KJEMS responds to approximately 4,500 emergencies annually, including motor vehicle accidents, acute illness and injuries. KJEMS primarily serves Village of Kiryas Joel residents.

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<sup>4</sup> Phone Call with Rich Lenahan, Captain of the Monroe Volunteer Ambulance. January 28, 2015.

The Village of Kiryas Joel has a mutual aid agreement with surrounding communities. The KJEMS responds to requests for mutual aid on a weekly basis, but would request mutual aid on rare occasions or during a mass casualty incident. KJEMS also responds to calls for service from Kiryas Joel residents regardless of location. Kiryas Joel residents are more likely to call the KJEMS for an ambulance even if the incident is located outside the Village.

Health care is provided to the Village community primarily at the 40,000 square foot Ezras Choilim Health Center. The Center provides doctors offices, outpatient services, maternity, pediatrics and dental services primarily for the Kiryas Joel community. The cultural ties that exist between the population of Kiryas Joel and Williamsburgh Brooklyn are significant. When women in Kiryas Joel are expecting to give birth they often go to New York City for pre-natal care and delivery. The Aishes Chayil Mothers Relief Center in the Village also provides pre- and post-natal services.

The closest hospital to the Village is the recently completed Orange Regional Medical Center which operates approximately 350 beds. KJEMS also works with St. Anthony's Medical Center in Warwick, Good Samaritan Hospital in Suffern which operates approximately 370 beds, and Westchester Medical Center in Valhalla which has a state –of-the-art burn unit and trauma center utilized by the region. These hospitals provide medical, surgical, intensive care, recovery, maternity, pediatrics, and behavioral health services. According to hospital representatives, its physicians represent all of the medical specialties and offer patients the latest in medical care supported by nursing, clinical, and technical staff.

### **3.3.2 Existing Conditions - Other Services**

#### *Public Road Maintenance - Town of Monroe*

There are approximately 40 miles of public roads in the Town of Monroe that are maintained by the Town's Highway Department. The Town's Highway Budget for the Town lands outside the Villages is \$2,094,153 (Townwide Fund DB)<sup>5</sup>; this equates to a cost of close to \$50,000 per mile for road maintenance annually.

#### *Public Road Maintenance - Village of Kiryas Joel*

The Village has approximately 11 miles of roads that are maintained by the Town of Monroe Highway Department under a contract with the Town for which the Village pays approximately \$225,000 annually. The Town Highway Department takes responsibility for repairing, and maintaining the streets in the Village of Kiryas Joel, including removal of snow and ice from the roadways as provided for in the agreement. The agreement does

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<sup>5</sup>2015 Adopted Budget, Town of Monroe.

not cover the maintenance of sidewalks, a service provided by Kiryas Joel Public Works Department.

The term of the current inter-municipal contract is for a period of five years from June 1, 2010 to May 31, 2015, with an option to be extended for a second five year term by the Village. For this service the Village pays the Town an annual fee that ranges from \$216,000 in year one to \$240,000 in year five. Should the contract be extended the cost will increase by \$6,000 annually.

US Census 2013 data indicates that more than 35 percent of the Village work force lives and works within the confines of Kiryas Joel. The community is highly pedestrian oriented. The adult female population does not drive, but instead walk or use the Village's robust transit system to get around. Therefore, the Village's extensive sidewalk system is a very important part of its transportation system and a vital community facility.

*Library Services - Town of Monroe*

The Monroe Free Library (MFL) services the Town of Monroe. The MFL is part of the Ramapo-Catskill Library System that has more than 20 libraries in Orange, Rockland and Sullivan Counties. The Monroe Free Library is at 1465 Orange Turnpike but will be relocating to an updated facility at Mill Pond Road in the near future. The MFL circulates approximately 35,000 books and has programs for digital books and reference materials which are connected to all libraries in the Ramapo Catskill Library System. The library provides community service through its Story Time and other community programs. The MFL is open seven days a week with evening hours Monday through Thursdays.

*Library Services - Village of Kiryas Joel*

There are a number of privately operated library facilities within the Village that serve the Kiryas Joel residents, according to the Village Administrator. Library services provided at MFL are supported by tax revenues paid for by Town outside the Village taxes, however the MFL's charter excludes the Village of Kiryas Joel from the library's service area. As a result the residents of the Village of Kiryas Joel are not entitled to the services provided by the MFL.

*Solid Waste – Town of Monroe*

Municipal sanitation services are provided as a municipal service to Town residents outside of the Village. Pick-ups are twice per week to all homes, in addition to one weekly recycling pick-up with bulk pick-ups annually.



*Solid Waste - Village of Kiryas Joel*

As stated, municipal sanitation services are provided by five Village owned trucks that provide five pick-ups per week to all homes, in addition to two bulk pick-ups annually.

*Orange County – Social Services*

Orange County provides social services to its residents. The Orange County Department of Social Services provides various forms of financial assistance to families and individuals. They are subject to income and resource eligibility levels which must be satisfied by applicants and recipients in order to qualify for assistance.

The mission of the Orange County Department of Social Services is to provide temporary help to eligible individuals and families with social service and financial needs in order to assist them with leading safe, healthy and independent lives.

The Department of Social Services provides and manages a wide range of social welfare programs. While there is overlap, different program areas serve different populations. Management of these programs is conducted under three Department Divisions, explained below.

I. The Human Services Division provides services that enhance the ability of families to live together, enables individuals to remain in their homes, minimizes the risk of abuse or neglect, and provides for specialized care in residential settings when necessary. These services are based on need and generally provided without consideration of income. Human Service programs include Child Protective and Preventive Services, Foster Care, Homefinding and Adoption Services, Court and Generic Intake and Adult Protective and Home Care Services.

II. The Economic Independence Division provides various forms of financial assistance to families and individuals. Programs are subject to income and resource eligibility that must be satisfied to qualify for assistance. Participation in Welfare to Work Programs is also required for employable applicants and recipients. Economic Independence programs include Temporary Assistance, Medicaid, Supplemental Nutrition Assistance Program (SNAP), Managed Care, Child Care and Home Energy Assistance.

III. The Administrative Division facilitates activities for the administrative and fiscal direction for the Department. Activities are carried out under the following units: Accounting, Contract Monitoring, Administrative Support Services, Staff Development, and Information Technology.

The Low-Income Home Energy Assistance Program (HEAP) is a federally funded program that assists eligible households in meeting their home energy needs. This includes financial assistance with paying utility and oil bills for each heating season.

A high percentage of Village of Kiryas Joel residents benefit from government aid programs and Social Services provided through Orange County such as Medicaid, HEAP and SNAP.

*Parks and Open Space*

Orange County operates Gonzaga Park which is located within the study area. Gonzaga Park is a 216-acre parcel of varying topography including steep slopes and rock formations, as well as open space areas and interesting buildings. The park contains a large athletic field used for field sports as well as picnicking and other passive uses. The property also provides access to the Long Path, a hiking trail operated and maintained by the NY-NJ Trail Conference. The Long Path extends from Fort Lee in New Jersey through the Orange County region and continues to Albany, New York. Mapping of the Long Path uses Seven Springs Road in the study area.

**3.3.3 Existing Conditions - Schools**

As described in Section 3.2, the 2010 US Census reports that 41.5 percent of the current population of Kiryas Joel is between the ages of 5 and 19. Based upon the anticipated population growth of 19,663 persons in the region over the next ten years, the school aged population can be expected, therefore to increase by approximately 8,160 students and those students are expected to attend Kiryas Joel private and public schools regardless of the annexation scenario.

The current boundary between the Monroe-Woodbury Central School District (MWSD) and the Kiryas Joel Union Free School District, (KJSD) is coterminous with the municipal boundary between the Village of Kiryas Joel and the Town of Monroe. All of the annexation parcels are located within the MWSD.

The majority of students who reside in the Village of Kiryas Joel attend private parochial schools. Student enrollment in the private schools within the Village is approximately 11,000 students in three school systems. These schools provide a foundation in basic education plus religious teachings but do not provide certain services which are provided by the public school system.

In 1989, the current KJSD was established which provides educational services to special needs students, remedial services as required, books, and transportation. There are approximately 165 full time school age students in the Kiryas Joel public school of

which 101 are Kiryas Joel residents. The remaining students reside in the Monroe Woodbury School district and other districts in the region.

Based upon certain accommodations that are culturally appropriate to the Hasidic population which are provided by this school (e.g. Kosher meals, bilingual Yiddish language services), special needs students who live outside of the Village but within the MWSD may attend the Kiryas Joel public school.

The MWSD pays a per student tuition to the KJSD which varies depending upon the level of services that the student requires.

The Monroe Woodbury School System is also required to pay for text books, computer hardware, software and library books for the non-public student population of approximately 500 students.

NY State Education Law sets forth the method by which school districts may alter their boundaries. At the time the KJSD was formed the boundary between the KJSD and the MWSD was made coterminous with the municipal boundary of Kiryas Joel. By Resolution dated May 13, 2014, the Board of Education of the KJSD indicated its consent to the alteration of district boundaries to be coterminous with the municipal boundaries of the Village of Kiryas Joel, if and when such Village boundaries are amended to include the parcels listed on the annexation petition, consistent with Section 1507 of New York State Education Law. See Appendix I.

*Monroe-Woodbury School District*

The annexation lands are served by the MWSD. The District includes two K-1 elementary schools, three 2-5 elementary schools, one middle school (grades 6, 7 and 8), and one high school.

The MWSD geographically includes the Towns of Monroe, Harriman, much of Woodbury and parts of Tuxedo, Chester and Blooming Grove. The MWSD serves a population of more than 35,000 persons.

According to information provided by the MWSD, enrollments have been moderately declining over the past several years. As of September 2012, a total of 7,156 pupils were enrolled in the District.

Table 3.3-1 below summarizes the current grade distribution and enrollments of the various schools within the District:

<b>Table 3.3-1</b> <b>Monroe-Woodbury Central School District</b> <b>(2012-13 School Year)</b>		
<b>School</b>	<b>Grades Served</b>	<b>2012 Enrollment</b>
Sapphire Elementary School	K-1	360
Smith Clove Elementary School	K-1	588
Pine Tree Elementary	2-5	891
North Main Elementary School	2-5	625
Central Valley Elementary School	2-5	630
Monroe-Woodbury Middle School	6-8	1,731
Monroe-Woodbury High School	9-12	2,331
<b>TOTAL</b>		<b>7,156</b>

*Kiryas Joel Schools*

Hasidic children residing in the Village of Kiryas Joel and the immediate surrounding area including the annexation lands typically attend private parochial schools. Because of the youthful demographic of the community, more than forty percent of the Village population is enrolled in the private schools. There are approximately 11,000 students enrolled in three parochial schools which occupy 20 school buildings.

Each private school is funded mainly through tuition payments and private donations. Families pay tuition on a sliding scale, based upon the number of children a family has in the school and their financial ability to pay, to cover the cost of education at these private schools. The United Talmudical Academy (UTA) for Boys and the UTA for girls, also known as the Bais Rochel School, are located within the Village boundaries. The other two schools are located on property located within the MWSD outside of the Village.

<b>Table 3.3-2</b> <b>Private School Enrollment</b> <b>Village of Kiryas Joel</b>		
<b>School</b>	<b>Grades Served</b>	<b>2013-2014 Enrollment</b>
United Talmudical Academy UTA (Boys)	Pre K-12	2,927
United Talmudical Academy UTA (Girls)	Pre K-12	3,267
BNEI YOEL (Boys)	Pre K-12	933
BNEI YOEL (Girls)	Pre K-12	830
SHERI TORAH (Boys)	Pre K-12	1,539
SHERI TORAH (Girls)	Pre K-12	1,395
<b>TOTAL</b>		<b>10,911</b>

In 1989, the Kiryas Joel Union Free School District (KJSD) was created and began operations in 1990. This public school district provides services for, bus transportation, remedial services, special education services and school lunches for Village residents. This special education school caters to the specific cultural needs of the Hasidic population. Given the specialized services which are provided by this public school, Hasidic families with special needs children who live in the MWSD and other districts in the region, in addition to the families of Kiryas Joel, may send their children to the Kiryas Joel public school, through CSE recommendation for bilingual services.

Current student population in the KJSD public school is approximately 165 full time school age students of which 101 are residents of Kiryas Joel. According to the Superintendent of the KJSD,<sup>6</sup> a tuition payment is made by the MWSD to KJSD which averages \$79,000 per student, annually, dependent upon the needs of the student. It is typical for 6 to 10 special needs students from the MWSD to attend the Kiryas Joel public school each year.

In addition to the grade schools, Kiryas Joel hosts a private college campus of five buildings serving approximately 1,000 undergraduate students, three post-graduate religious kolels (schools), Headstart and Early Headstart programs, and a Workforce Development Center for vocational studies.

### **3.3.4 Potential Impacts – Public Safety, Emergency and Health Services**

As described in section 2.0 and further in section 3.2, an additional 19,663 persons are projected to occupy the study area over the next ten years or so. Without annexation, 7,356 persons are projected to occupy the annexation properties in the Town leaving 12,307 persons to seek housing within the existing Village of Kiryas Joel. With annexation as proposed, and consistent with current development densities being built in the Village, it is projected that all of the projected population of 19,663 persons could be accommodated in the annexation properties.

#### *Public Safety Services*

Planning standards for police protection published by the Urban Land Institute in the Development Impact Assessment Handbook<sup>7</sup> recommend a ratio of two (2) police personnel per 1,000 persons of the population served, which further breaks down to 1.5 police personnel per 1,000 persons for residential uses and 0.5 police personnel per

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<sup>6</sup> Phone conversation with Mr. Joel Petlin, Superintendent of the Kiryas Joel Union Free School District, January 29, 2014.

<sup>7</sup> Burchell, Robert, David Listokin, et.al. "Development Impact Assessment Handbook." Urban Land Institute, Washington, D.C. 1994.

1,000 persons for non-residential uses. Given the typically large size of families in the Kiryas Joel community, these multipliers are overstated compared to the average family size in the whole of Orange County.

Based on the ULI standard, without annexation, the new 7,356 persons projected to reside in the Town of Monroe would increase police staffing needs by about 11 police personnel, which would be New York State police officers in Troop F that currently serves the Town. The provision of additional police services in the Town would need to be funded out of the State's tax revenues. The new population in the Village would require the service of 18 additional Village public safety officers. Since the Village has its own public safety force, the additional tax revenue generated by the increased development in the Village would help to support the increased need for service.

With annexation, Public Safety staffing needs would increase by about 30 Public Safety officers in the Village of Kiryas Joel. The additional tax revenue generated by the parcels annexed would help to offset the increased demand for service in the Village. NY State Police would continue to provide supplementary police services to the expanded Village upon annexation; this increase in services would be funded out of the State's tax revenues.

#### *Fire Protection*

Annexation does not automatically alter the defined service area for fire protection or ambulance service.<sup>8</sup> The KJFD does not currently serve any of the annexation area and the annexation areas would continue to be served by the Monroe Fire Department for primary fire protection until such time as the district boundaries are changed.

As set forth in the ULI Development Impact Assessment Handbook, approximately 1.65 fire department personnel per 1,000 population is recommended to provide adequate fire protection service. Again, this multiplier is overstated for the Kiryas Joel community as compared to Orange County, based upon the large family sizes in Kiryas Joel.

The projected population on the annexation properties, without annexation, would suggest that the Monroe Fire Department would need an additional 12 fire fighters to meet planning standards. The new population in the existing Village would require 20 additional fire fighters in the KJFD. Development associated with the projected growth will generate annual property tax revenues to the respective fire districts to offset the additional demand.

The Monroe Fire Department has indicated its concern about the availability of sufficient water volume and pressure to provide fire protection services to the anticipated higher

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<sup>8</sup> Phone Conversation with First Assistant Chief Jon Dolch, Monroe Fire District, February 17, 2015.

density housing in the annexation area.<sup>9</sup> It also is concerned about the necessary manpower required to respond to additional calls for service. As described in Section 3.2, the additional tax revenue generated by development of the annexation parcels would continue to support the Monroe Fire Department and would help to offset the increased demand for service in the expanded Village. Should the boundary of the fire district be changed to match the new Village boundary, jurisdiction of the KJFD would then include the annexation areas and the resultant tax revenue would accrue to the Village to support the KJFD.

The Village has a state-of-the-art fire and EMS facility and utilizes six fire trucks, as described earlier. As growth continues the Village anticipates construction of additional facilities. In addition, all new multifamily buildings will be built according to the NYS Building Code with full sprinkler systems. To meet the expanded need for fire protection services as a result of growth in the future, should the fire district line be relocated, it is anticipated that an additional emergency services sub-station to dispatch Fire, EMS, and Public Safety trucks and equipment would be built in the Village, and the KJFD would purchase a second ladder truck. Incorporation of the annexation area into the KJFD will serve to reduce the reliance of Yiddish speaking residents on non-Yiddish speaking fire and EMS workers during times of crisis.

With Annexation, and upon full build out of the annexation properties, the Village's assessed value will increase by \$230,157,373. The resulting taxes will to help support the increased need for fire protection services.

#### *Ambulance & Health Services*

Based on planning standards published in the Development Impact Assessment Handbook,<sup>10</sup> approximately 36.5 calls per 1,000 population are made annually for ambulance and health services in American communities.

Without annexation, the development projected in the Town of Monroe would potentially increase demand for EMS by approximately 269 calls annually. In the Village, demand would potentially increase by approximately 449 calls annually.

With annexation, potential increase in demand for EMS would be up to 718 calls annually, on average.

Based on planning standards published in the Development Impact Assessment Handbook, four (4.0) hospital beds will serve 1,000 persons. Based on this standard, the projected population increase associated with study area growth, with or without

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<sup>9</sup> Ibid.

<sup>10</sup> Urban Land Institute, Development Impact Assessment. 1994.

annexation, has the potential to increase the need for beds in hospitals serving the study area by approximately 79 beds. The recent construction of the new Orange Regional Medical Center has capacity to accommodate this growth. It should also be noted that the cultural ties that exist between the population of Kiryas Joel and Williamsburg, Brooklyn are significant. Discussion with the Village Administrator indicates that for major procedures or when the women are giving birth the Hasidic population often utilize the hospitals in New York City.

Given the anticipated population growth in and around the Village of Kiryas Joel over time, the changes in demand for the various emergency services are anticipated to evolve with or without the annexation taking place. With or without annexation, the tax revenues which are generated to the respective municipalities will help to offset the increased need for services that are funded by property taxes.

### **3.3.5 Potential Impacts - Other Public Services**

#### *Road Maintenance*

As discussed, the Village of Kiryas Joel contracts with the Town of Monroe for public road maintenance. Upon annexation, the public town roads in the annexation parcels would become Village roads and would be subject to a renegotiation of the agreement for highway maintenance between the Town and the Village at a rate commensurate with the number of miles of road to be transferred.

#### *Library Facilities*

Residents of the annexation territory, who are predominantly Yiddish speaking and do not utilize the services of the Ramapo Catskill Library System but have access to private libraries in the Village, would continue to be served by the private libraries and would be entitled to any public library services provided by the Village in the future.

#### *Orange County Social Services*

The Orange County Department of Social Services total 2014 Gross Budget of \$240,240,005 exceeds that of any other individual County Department. However, this budget includes funds that are administered by the Department of Social Services but are directly reimbursed by the Federal and State governments. Only 30 percent of all revenue expenses are raised by County property tax revenues.

There will be no difference in the cost or availability of County Services as a result of annexation. The cost of services administered by the County will not be impacted based on whether a home is located in the Town or the Village since, with or without annexation, the properties remain within Orange County. There will be no change to the



social services provided by the County due to annexation and no increase or decrease in their costs as a result of annexation.

As described in Section 3.2, the assessed valuation of the annexation properties is different depending on whether the property is developed in the Town or the Village due to the differences in the types of units that are likely to be built and the permitted density.

This variation in assessed valuation results in a projected \$4,155,887 in County property tax revenue without annexation compared to a projected \$4,604,690 in County property tax revenue with annexation. Of the County Department of Social Services Budget which totals \$240,240,005, only \$114,374,464 is raised from through taxation. Of this amount 30 percent or \$34,312,339 is raised through property taxes. The remaining 70 percent are raised through sales tax revenues.

The population of Kiryas Joel per the 2010 US Census is reported at 20,175 persons, which represents approximately 5.4 percent of the overall Orange County population of 372,813 persons.

Due to modest family incomes and large family sizes, the Village of Kiryas Joel has a high percentage of households that are eligible for Medicaid and other forms of social service assistance programs. An unofficial report from the Department of Social Services indicates that in 2010 of the 109,390 incidences of Social Services provided throughout the County, 21,068 incidences were in the Village of Kiryas Joel and similar amounts were recorded in the cities of Middletown and Newburgh.<sup>11</sup> These numbers, however, do not reflect the types of services received by individual recipients or the relative cost of those services. The County's report explicitly states that the Department's method of developing its tables of estimated social service program costs does not produce accurate results for individual municipalities due to the countywide averaging technique used, the lack of detailed information available for individual cases in the communities, and the variation in levels of service received by individual recipients.

Various programs are funded in varying amounts by the County and also by reimbursement to the County from New York State and Federal funds. The residents of Kiryas Joel do not typically utilize many other available County services such as the Orange County Community College, Orange County Court system, jail facilities, Orange County Sheriff, the County's Valley View Nursing Home, drug prevention and rehabilitation programs, or Orange County Senior Housing. As a result, it would appear that any higher proportionate reliance on Medicaid and SNAP is offset by the lower proportionate use of these other programs so as not to reflect a disproportional reliance on County social services or depletion of Orange County tax resources.

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<sup>11</sup> Orange County Department of Social Services, "Estimated Eligibility Benefits by Municipality Report." Accompanied by Orange County News Release: "County Releases Social Services Data." Orange County, New York, March 2013.

### **3.3.6 Potential Impacts - Schools**

The current boundary between the MWSD and the KJSD is coterminous with the municipal boundary between the Village of Kiryas Joel and the Town of Monroe. All of the annexation parcels are located within the MWSD.

The majority of students who reside in the Village of Kiryas Joel attend private parochial schools. As discussed earlier, the school aged population can be expected to increase by approximately 8,160 students over the next ten years and the majority of those students are expected to attend private religious schools with or without annexation. The private religious schools that serve the Kiryas Joel community have already initiated plans and construction in some instances, to accommodate the anticipated growth.

It should be noted that due to the anticipated cultural background of the increased population, it is not expected that annexation will result in a significant number of new students attending the schools of the MWSD.

The Village of Kiryas Joel and the KJSD have the same boundaries, as established in 1989. Any change to the school district boundary would require action on the part of the boards of education of both the MWSD and the KJSD.

As stated in the May 6, 2014, letter from the KJSD Superintendent (included in Appendix C, Correspondence), "if and when the municipal annexation is approved, the Kiryas Joel Board of Education is prepared to work with the M-W Board to alter our school district boundaries accordingly, consistent with Section 1507 of NY State Education Law." By Resolution dated May 13, 2014, the Board of Education of the KJSD formalized its consent to the alteration of district boundaries to be coterminous with the municipal boundaries of the Village of Kiryas Joel if and when such Village boundaries are amended to include the parcels listed on the annexation petition, consistent with Section 1507 of New York State Education Law. (See Appendix I.) This action would be a separate administrative action and is thus not the subject of this SEQR discussion. However, for informational purposes a discussion of the fiscal implications of this change in school district boundary has been provided in Section 3.2.6.

As discussed fully in Section 3.2.6, a change in the school district boundary would determine to which district the school tax revenue generated by the annexation properties would be paid and which district would be obligated to pay the cost of services for the special education population and the non-public school student costs associated with the annexation properties.

### **3.3.7 Mitigation Measures**

Community services are expected to respond to the growing population under either scenario, as has historically occurred, in accordance with contemporary standards by adding staff, facilities and/or equipment and associated infrastructure. The increase in tax revenue as a result of additional development will serve to offset the cost of an increased need for services.

With or without annexation the increasing population within the Village will create a demand for additional community services in terms of public safety staffing, increased fire protection and increased need for emergency medical facilities. Tax revenues from the increasing assessed valuation in the Village will help to support the anticipated increases in fire protection equipment and facilities, anticipated increases in public safety officers and expansion of emergency medical facilities.

The growing population should provide an ample resource to provide additional volunteers for fire prevention and ambulance services.

At the time site-specific development applications are submitted, mitigation measures may be identified that are appropriate for the individual projects. With regard to fire protection, the Fire Department will have opportunity to review site plan and subdivision applications for fire code compliance and adequate accessibility for fire emergency vehicles.

If and when the Village boundaries are amended to include the parcels listed on the annexation petition,, the Board of Education of the KJSD will consent to the potential for alteration of district boundaries to be coterminous with the municipal boundaries of the Village of Kiryas Joel This would serve to ameliorate some of the impacts to the Monroe-Woodbury School District resulting from annexation.