

# **I. EXECUTIVE SUMMARY**

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### **A. Introduction**

The following Draft Generic Environmental Impact Statement (DGEIS) has been prepared for the creation of a new zoning district, the rezoning of approximately 97 acres, and the acceptance of a Conceptual Plan for redevelopment of a portion of former Rockland Psychiatric Center property. The DGEIS is intended to provide a concise description of the proposed project and the project area, identify and evaluate potential adverse environmental impacts, describe mitigation measures to minimize environmental impacts, and evaluate various reasonable alternatives to the proposed project. This DGEIS is submitted to the Town Board of the Town of Orangetown, New York, which has been established as the Lead Agency in this matter, in compliance with the provisions of the State Environmental Quality Review Act (SEQRA).

### **B. Proposed Action**

The Proposed Action involves the redevelopment of approximately 97 acres of Town-owned lands that were formerly part of the Rockland Psychiatric Center (RPC) in the Town of Orangetown. The Proposed Action contains three separate actions: 1) the creation of a new zoning district entitled RPC-Housing (RPC-H); 2) the rezoning of approximately 97 acres of Town-owned land, on the RPC Campus, from its current zoning designation of R-80 or RPC-R to a combination of the new RPC-H District and the existing RPC-R District; and, 3) the acceptance of a Conceptual Plan for the Project Site, prepared by K. Hovnanian Companies of New York, Inc. (the Developer), showing 575 mostly age-restricted dwelling units and realignment of the existing Broadacres Golf Course, which occupies the northeastern portion of the campus. See Exhibit I-1, Conceptual Plan.

Specifically, development in the northeastern section of the site will be an age-restricted residential community with approximately 478 townhouse/condominium units and 33 single-family homes, for a total of 511 age-restricted homes. Overall access to the community will be from Veterans Memorial Highway and Convent Road. The plan shows a compact, walkable neighborhood with pockets of open space for seniors age 55 years and older. A community center and pool, surrounded by open space, are proposed for the southwest corner of Convent Road and 2<sup>nd</sup> Avenue, at one of the entrances to the community. All existing buildings in the Project Site will be demolished.

Development is also proposed in the southern portion of the RPC Campus, along Blaisdell Road and Old Orangeburg Road. Nine single-family homes are proposed on the west side of Blaisdell Road, between Old Orangeburg Road and Veterans Memorial Drive, and three single-family homes are proposed on the east side. Thirteen single-family homes currently exist on Blaisdell Road, of which, seven are rented to volunteers of the Orangetown Volunteer Emergency Services Coalition, two are used by the Rockland Paramedics and four are vacant. These homes will be demolished and replaced with the 12 single-family market-rate homes. Twenty new volunteer units and 32 age-

restricted affordable units will be constructed on Old Orangeburg Road with additional access onto Blaisdell Road. The 20 volunteer units are to be owned by the Town and managed by the Orangetown Housing Authority, the Orangetown Volunteer Emergency Services Coalition or another entity under control of the Town.

The Proposed Action further includes the reconfiguration of the existing Town-owned Broadacres Golf Course. The Conceptual Plan shows moving the three northernmost holes to a location west of the golf course, to the south of the proposed age-restricted residential development. The three new golf holes will be relocated to act as a visual, as well as physical, buffer between the proposed residential uses and existing psychiatric center uses. The Developer is also proposing to upgrade the golf course’s irrigation system. Ultimately, the remainder of the golf course may be redesigned. The Town of Orangetown will have approval authority on the final design of the golf course.

**C. Project Reviews and Approvals**

Although the proposed rezoning and Conceptual Plan approval is limited to just the Town Board, subsequent actions will require project reviews and approvals by other agencies, as noted in the table below. Among others, this includes site plan approval by the Town Planning Board. All necessary Town permits will be obtained (e.g., stormwater, demolition, building, etc.).

**Table I-1  
Required Permits, Reviews and Approvals**

<b>Agency</b>	<b>Permits and Approvals</b>
Town of Orangetown Town Board	Zoning Code amendment Zoning District mapping Concept Plan approval
Town of Orangetown Planning Board	Zoning recommendation Concept Plan recommendation Subsequent Site Plan and Subdivision approval
Town of Orangetown Architecture and Community Appearance Board of Review	Subsequent Site Plan approval Other subsequent design related approvals
Rockland County Health Department	Water and Sewer permits
Rockland County Highway Department	Construction permit (changes to Veterans Memorial Highway)
Rockland County Planning Department	General Municipal Law Review
New York State Department of Environmental Conservation	SPDES Permit for Discharges for Construction Activities, General Permit GP0-08-0001 Protection of Waters permit (if protected stream is disturbed) Water Quality Certification
New York State Office of Parks, Recreation, Historic Preservation (SHPO)	Project Review
New York State Office of Mental Health	Easements for utility construction/maintenance and street improvements
U.S. Army Corps of Engineers	Federal Section 404 Nationwide Permit #29

**D. Summary of Significant Impacts**

The following table summarizes the potential significant environmental impacts of the Proposed Action. Detailed discussions of these impacts are included in Section III of this DGEIS.

**Table I-2  
Summary of Potential Significant Impacts**

	<b>Description of Impacts</b>
<b>Land Use and Zoning</b>	<p><b>Land Use</b> The Conceptual Plan includes the development of 543 age-restricted housing units of various types and prices, 12 non age-restricted single family homes, and 20 volunteer housing units in multifamily dwellings. The Proposed Action would change the current land use from vacant institutional uses to residential and open space uses. The proposed land uses are all present just beyond the borders of the Project Site and are generally consistent and/or compatible with the existing uses of the RPC Campus. The Plan includes the relocation of three golf holes from the adjacent Broadacres Golf Course to provide a buffer between the proposed age-restricted housing and the existing Rockland Psychiatric Center buildings and uses which will remain on the overall site.</p> <p><b>Zoning</b> In order to accommodate the development proposed in the Conceptual Plan, a new zoning district is proposed, RPC-H (RPC-Housing), and rezoning portions of the site as follows: approximately 58.57 acres from R-80 District to RPC-H; 19.07 acres from R-80 District to RPC-R (RPC-Recreation) District; and 19.07 acres from RPC-R District to RPC-H District. The RPC-H District would permit Planned Residential Developments (PRD) containing a mixture of housing types, including single family detached, single family attached, and multifamily, primarily for persons 55 years of age or older. Maximum density for a PRD development would be 8 units per acre. A minimum of 95 percent of housing must be designated as age-restricted and the PRD development must include affordable units. The Town of Orangetown Comprehensive Plan (2003) recommends innovative zoning techniques to foster development on the RPC Campus.</p>
<b>Visual Resources</b>	<p>The Proposed Project would result in the comprehensive redevelopment of the site with a fully-designed residential community that exhibits traditional neighborhood design principles in a suburban setting. The Proposed Project would create a positive visual impact by converting an unused and deteriorating facility that exerts a blighting influence on the community, into a new residential center that provides recreational opportunities and increases housing choices and diversity. The visual character of the Project is consistent with traditional neighborhood design principles and compatible with the site's context.</p>
<b>Natural Environment</b>	<p><b>Topography and Soils</b> Construction of the Proposed Action would require the disturbance of 107 acres of previously developed land. No significant earthwork or rock excavation is anticipated. Limited steep slope disturbance is anticipated.</p> <p><b>Wetlands and Waterbodies</b> The Proposed Action could impact 0.10 acres of USACE regulated wetlands in the southern portion of the site. This would require a NYSDEC Section 401 Water Quality Certification and a USACE Nationwide Permit #29.</p> <p><b>Flora and Fauna</b> No significant decrease in natural wildlife habitat value will result from the proposed development. No state or federally listed threatened or endangered species are found on the site.</p>
<b>Stormwater Management</b>	<p>The Proposed Project will result in an increase of 9.5 acres of impervious area, potentially increasing stormwater runoff. However, the project includes a stormwater management plan designed to provide treatment of stormwater quality and quantity in accordance with NYSDEC regulations. A Stormwater Pollution Prevention Plan would be prepared and implemented on-site.</p>

	Description of Impacts
<b>Utilities</b>	<p><b>Sanitary Sewer</b> The existing sewer system within the Project Site will be abandoned and removed except where needed to continue service to existing RPC facilities. It will be necessary to construct a new pump to service the new development and the existing RPC facility.</p> <p><b>Water</b> The water system serving the existing RPC facilities to remain will be isolated from the water system for the Proposed Project. The system will continue to be a private water system. Redesign of the Broadacres Golf Course will include the construction of a new irrigation pond.</p> <p><b>Gas</b> Some existing gas mains may need to be relocated. The new homes in the northern development area will be served by new mains within the streets, connecting to existing mains in Convent Road.</p> <p><b>Electric</b> An underground electric line, and an overhead electric line may need to be relocated to continue to serve existing RPC facilities. All new electric service will be underground within the proposed development, and will connect to existing facilities.</p> <p><b>Communications</b> Some existing communications and data service will need to be relocated and maintained. All new telephone and cable TV will be from existing facilities and will be underground.</p>
<b>Demographics and Community Facilities</b>	The Project is anticipated to increase the Town's population by approximately 2.3 percent. The population increase will create an increase in calls for service to the Police Department, Fire Department and Ambulance Corp. Age-restricted housing will likely not contribute additional volunteers for these agencies. However, the project includes 20 units specifically designed as volunteer housing. The Proposed Action is anticipated to generate 15 new public school children.
<b>Recreation</b>	No significant impacts are anticipated to recreation, except for Broadacres Golf Course. The Proposed Action includes the relocation of three golf holes, the reconfiguration of two golf holes and the installation of an upgraded irrigation system. The Town will lose revenue during reconstruction of the golf course, however, some of these rounds may be played at the nearby Town-owned Blue Hill Golf Course. Redevelopment of a portion of the existing Broadacres Golf Course for residential use requires authorization from the New York State Legislature for parkland alienation. Potential long-term impacts include course walkability, increased play time, and errant golf balls.
<b>Solid Waste</b>	The proposed residential development would generate approximately 96 tons of solid waste per month. Approximately 10-20 trucks per day would cart construction debris from the site during the construction phase.
<b>Fiscal Impacts</b>	The Proposed Project would result in an estimated total of \$4,672,279 in net annual tax revenue for all taxing jurisdictions, and an estimated total of \$1,934,777 in one-time fees for Rockland County and New York State. The sale of the property will provide the Town of Orangetown with \$24 million. The net annual tax revenue includes \$1,335,940 for the Town and \$3,097,659 for the Pearl River School District, after subtracting anticipated costs.
<b>Traffic and Transportation</b>	Trip volumes would be increased as a result of the Project; 259 trips would be generated in the weekday AM Peak hour, 322 trips in the weekday PM Peak hour.
<b>Air Quality</b>	No significant air quality impacts have been identified.
<b>Cultural Resources</b>	All 58 buildings within the Project Site will be removed. According to the State Office of Parks, Recreation, and Historic Preservation (OPRHP) inventory form, some of the structures are architecturally significant.
<b>Construction</b>	Potential short term impacts related to air quality, noise, traffic and erosion and sedimentation are possible from construction activities. However, these impacts are temporary and not expected to be significant.

## E. Summary of Mitigation Measures

The following table summarizes the proposed mitigation measures associated with the Proposed Action. Detailed discussions of these measures are included in Section III of this DGEIS.

**Table I-3  
Summary of Proposed Mitigation Measures**

	<b>Mitigation Measures</b>
<b>Land Use and Zoning</b>	No significant land use or zoning impacts have been identified and no mitigation is required.
<b>Visual Resources</b>	The creation of a new residential community development with compact clustered neighborhoods would be anticipated to have a positive impact on the overall visual character of the Project Site and the surrounding area. The Proposed Action includes the demolition of deteriorated structures, eliminating a visually unappealing and blighting influence. As part of the site plan review of the project by the Planning Board, a detailed landscape plan will be required.
<b>Natural Environment</b>	<p><b>Topography and Soils</b> A phased construction sequence schedule will limit the acreage of exposed soils at any given time. The proposed Soil Erosion and Sediment Control Plan will minimize downstream erosion. Other best management practices will be employed to control pollutants such as paints, solvents, fuels, temporary sanitary facilities, and solid waste. Demolition debris will be crushed on-site to provide fill and road subbase.</p> <p><b>Wetlands and Waterbodies</b> If Wetland J, which is located east of Blaisdell Road, is impacted, necessary permits from the ACOE and NYSDEC will be obtained and a wetland establishment will be provided elsewhere on the site. A Soil Erosion and Sediment Control Plan will be implemented on-site.</p> <p><b>Flora and Fauna</b> Removal of natural vegetation will be minimized as much as possible. Temporary wildlife displacement during construction is short-term. During construction, orange construction fencing will be used between the areas to be graded and the areas that will be left undisturbed.</p>
<b>Stormwater Management</b>	The proposed development will require construction of a new storm drain system within the project streets to convey the runoff to discharge points west of 3 <sup>rd</sup> Ave. The storm drains will discharge to water quality and quantity control facilities prior to discharge toward Lake Tappan. A Stormwater Pollution Prevention Plan will be prepared and implemented on-site.
<b>Utilities</b>	<p><b>Sanitary Sewer</b> A new pump station will be constructed to serve the new development and existing RPC facility. Appropriate easements will be negotiated with RPC.</p> <p><b>Water</b> Appropriate easements will be prepared to accommodate the final water configuration. Golf course irrigation will continue to come from an on-site reservoir instead of from public supply.</p>
<b>Demographics and Community Facilities</b>	Additional tax revenues would offset impacts from the population increase. Provision of additional volunteer housing will help maintain existing and attract new emergency service volunteers. The relocation of the golf course will provide a buffer between the residential community and existing RPC facilities, alleviating concerns of local law enforcement about interface between new residents and patients.
<b>Recreation</b>	Final Broadacres Golf Course design will mitigate potential impacts to walkability, increased play time and effects of errant golf balls. The Town's golf course advisory committee will review all plans for the golf course. The Town will have approval authority on the final design of the golf course.
<b>Solid Waste</b>	None required.
<b>Fiscal Impacts</b>	None required; significant tax revenues would be generated.

	<b>Mitigation Measures</b>
<b>Traffic and Transportation</b>	Many of the mitigation measures proposed to address potential impacts involve optimizing the traffic signals in this study area by changing signal timings. It is anticipated that constructing turning lanes on Veterans Memorial Highway at the intersection with Blaisdell Road would be needed as well as on the southbound approach of Blaisdell Road. At the intersection of Veterans Memorial Highway with Lester Drive/ Edgewood Road, the construction of a left-turn lane for the eastbound Veterans Memorial Highway approach would provide improved operating conditions and Levels-of-Service. Traffic calming measures are recommended for Swanekin Road.
<b>Air Quality</b>	None required.
<b>Cultural Resources</b>	A memorandum of agreement will be need to be established between the Town and OPRHP to determine the degree of documentation necessary prior to removal of the buildings.
<b>Construction</b>	Potential impacts will be managed through implementation of a Stormwater Pollution Prevention Plan, adherence to State and local construction codes, and the use of best management practices. All hazardous building material will be removed in a controlled manner prior to the building demolition. All remediation activities will be performed and material disposed in accordance with applicable municipal regulations. Best management practices will be utilized to minimize any short term noise, dust or air quality issues due to construction.

**F. Alternatives**

Several alternatives have been evaluated and compared with the Proposed Action. The studied alternatives include:

- Alternative A: No Action
- Alternative B: Removal of Existing Buildings with No Development
- Alternative C: Other Land Development Consideration
- Alternative D: Other Zoning Approaches
- Alternative E: Alternative Design Treatment
- Alternative F: Alternative Third Avenue Alignments
- Alternative G: Non-Residential Uses

See Table I-4 which summarizes impacts from several of these alternatives. Details are provided in Chapter VI of this DGEIS.

**Table I-4  
Alternatives Comparison**

	<b>Proposed Action</b>	<b>Existing R-80 Zoning</b>	<b>Alt. C Land Plan</b>	<b>Commercial Development</b>
<b>Amount of Development</b>	575 housing units, based on RPC-H District, including single family, multifamily, age-restricted, non-age restricted, and volunteer units.	±36 single family homes.	±615 housing units based on max. density in RPC-H District, including single family, multifamily, age-restricted, non-age restricted, and volunteer units.	±1.3 million square feet of business/professional offices, or research/ experiment use, based on max. FAR permitted in the LO District.
<b>Land Use</b>	Compatible with site and surroundings.	Two acres per lot, less dense than surrounding area.	Compatible with site and surroundings.	More intense than surrounding community; compatible with RPC Campus buildings and use.
<b>Community Character/ Visual</b>	Significant benefit to existing vacant institutional buildings, overgrown lots, and blighted conditions.	A single family subdivision would not take advantage of the unique opportunity to develop a cohesive, walkable community on the site.	No buffer between the residential development and RPC would be provided. Vacant Town-owned buildings would remain. May alter views to the site from the Lake.	Views to the site would benefit but not as much as with residential development.
<b>Natural Resources</b>	±.10 acre impact to regulated wetland.	Large lot development would have less impervious surface and less impact on natural features.	Wetlands impacts likely due to site access requirements.	Would likely include additional clearing, more impervious surfaces, and less open space than Proposed Action.
<b>Community Facilities</b>	Limited impacts to school district, mitigated by property tax revenue.	Additional impacts to school district with anticipated ± 53 school age children.	Limited access to the site could hinder emergency services.	No impacts to the school district.
<b>Recreation</b>	Requires reconfiguration of Broadacres Golf Course, but includes improvements to the course valued at \$4 million.	No change in recreation anticipated. No impacts or improvements to Broadacres Golf Course.	Would provide additional access to Lake Tappan and/or provide lakefront recreation. No impacts or improvements to Broadacres Golf Course.	No change in recreation anticipated. No impacts or improvements to Broadacres Golf Course.
<b>Fiscal Impacts</b>	Net Annual Tax Revenue to Town \$1,335,940; Net Annual Tax Revenue to School District \$3,097,659.	36 single family homes would generate less total taxes than Proposed Action.	Similar to Proposed Action.	Significant taxes could be generated.



<b>Traffic and Transportation<sup>1</sup></b>	259 AM Peak trips, 322 PM Peak trips	28 AM Peak trips, 37 PM Peak trips	279 AM Peak trips, 344 Peak PM trips	±2,015 AM Peak trips, ±1,937 PM Peak trips
<b>Population</b>	±1,113 new residents.	±160 new residents, assuming 5 bedroom houses.	±1,188 new residents.	No new residents.
<b>Affordable Housing</b>	Includes 32 age-restricted units and 20 for volunteers.	No affordable housing would be constructed.	Could include same as Proposed Action.	Not permitted.

<sup>1</sup>Based on “Trip Generation” by the Institute of Transportation Engineers, 7<sup>th</sup> Edition.

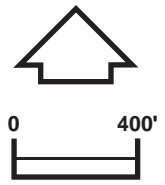
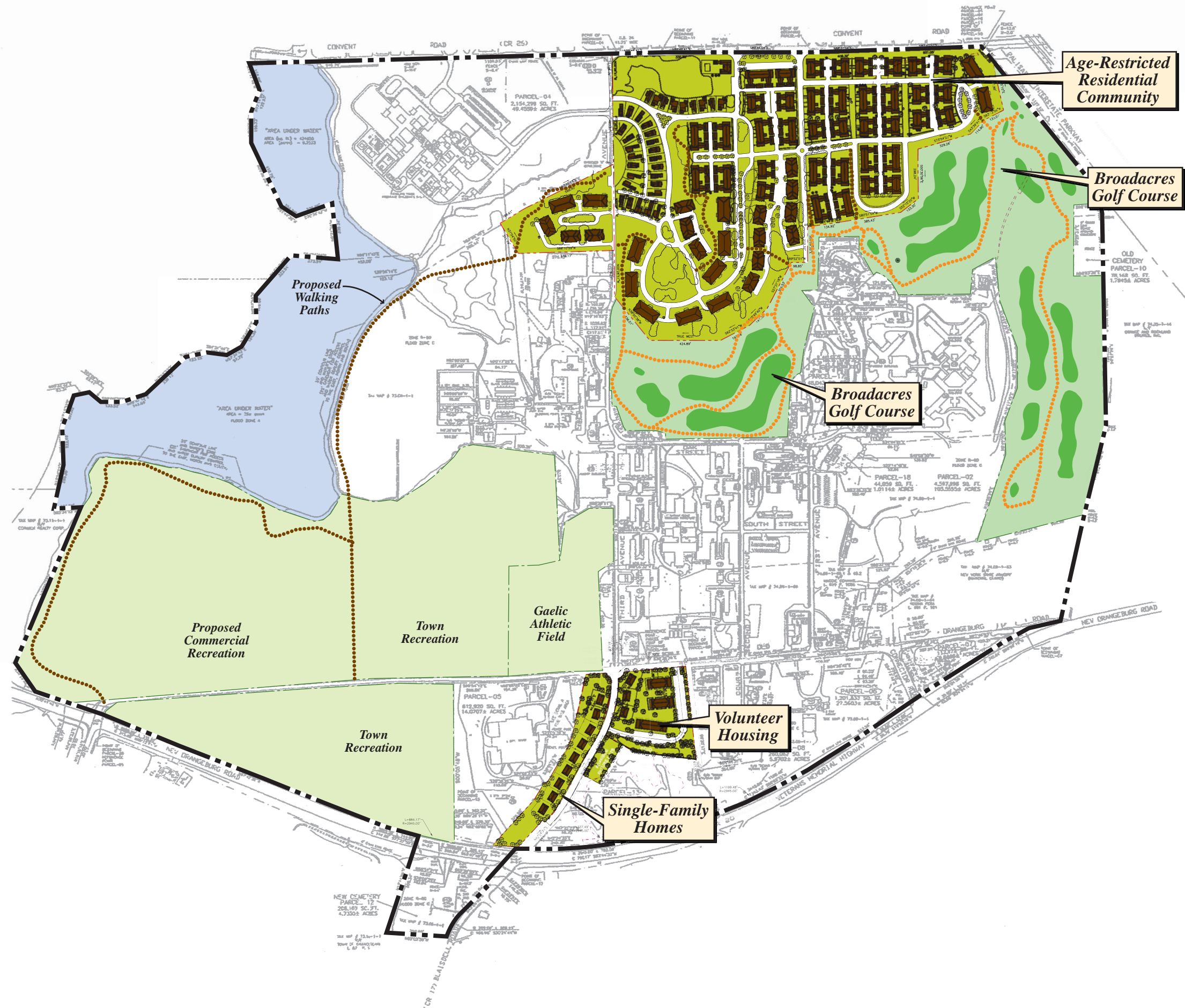


Exhibit I-1  
**CONCEPTUAL PLAN**

**FOUR SEASONS AT ORANGETOWN  
 ROCKLAND PSYCHIATRIC CENTER**  
 Town of Orangetown, New York

*Saccardi & Schiff, Inc. - Planning and Development Consultants*