

II. DESCRIPTION OF PROPOSED ACTION

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A. Location and Setting

The Rockland Psychiatric Center (RPC) is located in the central portion of the Town of Orangetown, NY, in the hamlet of Orangeburg. It has access to two Rockland County roads: Veterans Memorial Highway/Orangeburg Road (“Veterans Memorial Highway”) to the south and Convent Road to the north. For purposes of this study, the entire area of the Rockland Psychiatric Center, both State and Town owned lands, will be identified as the Rockland Psychiatric Center Campus (the “RPC Campus” or “campus”), in contrast to the portion of the RPC Campus where the proposed development under consideration in this DGEIS is proposed, which is identified as the “Project Site.” See Exhibit II-1, Site Location. The RPC Campus is to the east of Lake Tappan and to the west of the Palisades Interstate Parkway. The RPC Campus occupies approximately 550 acres, and encompasses both land and water. Approximately 47 acres of land are subject to water rights, being located beneath Lake Tappan, which is a drinking water source. The remaining acreage consists of both undeveloped land and land with buildings, structures, roadways, and utilities.

The Project Site includes approximately 133 acres located in the northeast corner of the RPC Campus (including Broadacres Golf Course), with frontage on Convent Road, and approximately 10 acres located in the south central portion of the RPC Campus, along Blaisdell Road, with frontage on Old Orangeburg Road and Veterans Memorial Highway. See Exhibit II-2, Project Site. The Project Site is currently owned by the Town of Orangetown.

B. Site and Project History

Until January 2003, the entire RPC Campus was owned by New York State and its various entities or authorities (hereinafter “New York State”), and operated by the New York State Office of Mental Health. Construction of the Rockland Psychiatric Center (RPC) began in 1927 and the facility was officially opened in 1931. The entire campus was used for the purpose of providing mental health care services for both children and adult patients. Until the late 1960s, the campus was generally self-sufficient, with on-site staff and staff housing, its own water supply, a furniture construction department, laundry facilities, farming fields, etc. The Cook/Chill facility, a food preparation and storage facility was constructed in the 1990s on the southern portion of the Campus, on Old Orangeburg Road west of Blaisdell Road. A multifamily housing development for persons with mental illness, privately owned by the non-profit Hospital Guild, was recently constructed on 1st Avenue south of Oak Street. A new Children’s Psychiatric Center facility is currently under construction in the central portion of the RPC Campus, near the continuing operations of the RPC. Since its opening, RPC has served over 93,000 patients, with a peak yearly population of approximately 9,650 persons in 1956.

Beginning in the 1970s, New York State, for a variety of reasons, began to de-institutionalize its in-patient population and declare mental health properties surplus.

This deinstitutionalization resulted in a major downsizing of a number of facilities in New York, including the Long Island Developmental Center, Pilgrim State, Kings County Mental Health Facility, Letchworth Village, Middletown Psychiatric Center, and Harlem Valley Psychiatric Center, among others. In all, approximately half of the State mental health facilities have been either closed or substantially reduced in size.

In accordance with this trend, the State determined to sell much of the vacant or underutilized RPC Campus property (almost 350 acres) that was not needed to support the current and anticipated RPC functions. The State is retaining only portions of the campus for the remaining RPC facility operations (including the adult inpatient facilities, the Cook/Chill plant, Staff Court, and other various structures), the Nathan S. Kline Institute (a NYS Office of Mental Health research facility located on the campus since 1952), and the Children's Psychiatric Center (which was constructed on the northwest portion of the campus in 1969); approximately 50 buildings and structures in all, on approximately 200 acres. The Children's Psychiatric Center is planning to move to a new facility that is currently under construction. Future plans for the existing Children's Psychiatric Center after it closes are unknown at this time.

The Town of Orangetown entered into a contract with New York State to purchase approximately 350 acres of surplus land at the RPC Campus, and this action was subsequently approved by Town residents in a referendum held in November 2002. In January 2003, the Town acquired the surplus land, which included a total of 69 buildings and structures. Pursuant to the deed conveying portions of the RPC Campus to the Town, of the 350 acres purchased by the Town, approximately 216 acres must be set aside solely for recreational and municipal purposes for 25 years. The remaining 134 acres may be used for tax-generating private development.

In the Town of Orangetown's Comprehensive Plan, which was adopted by the Town Board in 2003, and accompanying generic environmental studies, the future use of RPC lands was considered. Open space and recreational uses are indicated as priorities for the Town. Private development was recommended for certain parcels in the northern, northwestern, and southeastern portions of the campus. Uses that would not adversely affect the Pearl River School District were strongly suggested, including senior housing and economic development-type activities. Uses that generate limited peak-hour traffic were also suggested. Since the adoption of the plan, several environmental studies relative to portions of the RPC Campus have been completed, including traffic, wetlands, stormwater management and archaeological studies relative to proposed public and commercial recreation facilities in the western portion of the property. The Town prepared the Rockland Psychiatric Center Redevelopment Plan, which was accepted by the Orangetown Town Board in April 2004.

Also, in 2004, the Town of Orangetown prepared a Request for Qualifications (RFQ) seeking potential developers for residential or commercial development on Town-owned lands of the RPC Campus. The Town received 12 submissions and, after careful review, sent a formal Request for Proposals (RFP) to selected developers. A detailed review process followed from five RFP responses, and K. Hovnanian Companies of New York,

Inc. was selected as the redeveloper of the project described in this DGEIS. For purposes of this DGEIS, K. Hovnanian is identified as the “Developer.”

C. Description of the Proposed Action

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 the Developer, showing 575 mostly age-restricted dwelling units and reconfiguration of the existing Broadacres Golf Course, which occupies the northeastern portion of the campus.

1. Existing and Proposed Zoning

The RPC Campus is currently zoned RPC-R (Rockland Psychiatric Center – Recreation) District and R-80 (Rural Residence) District. The RPC-R District was adopted in 2003 as part of the review and approval of a commercial recreation development in the southwestern portion of the RPC Campus. This district exists only on the Rockland Psychiatric Center campus. The uses permitted by right are public and not-for-profit active recreation, and commercial recreation. Prior to mapping the RPC-R District, the entire RPC Campus was zoned R-80. The R-80 District still covers most of the campus. Uses permitted by right include: single-family detached residences; certain commercial agricultural operations; churches and similar places of worship and accessory uses; various community facilities; public parks and playgrounds; conversion of detached, owner-occupied single-family dwellings; telephone exchange; and various governmental uses. The minimum lot area for single-family detached residences is 80,000 square feet and the maximum Floor Area Ratio (FAR) is 0.10.

As previously noted, the proposed action includes the creation of a new zoning district, the RPC-H District (Rockland Psychiatric Center – Housing), and rezoning portions of the Project Site as follows: approximately 58.57 acres from the R-80 District (Rural Density Residence) to the proposed new RPC-H District; approximately 19.07 acres from the R-80 District to the RPC-R District (Rockland Psychiatric Center – Recreation); and approximately 19.07 acres from the RPC-R District to the proposed new RPC-H District. The proposed zoning changes are illustrated in Exhibit IIIA-3, Proposed Zoning, in Chapter IIIA, Land Use and Zoning. The table below describes existing and proposed Zoning Districts for each parcel. Exhibit II-3 (Project Site Acreage) shows the location and acreage of each Project Site parcel.

**Table II-1
Existing and Proposed Zoning Districts**

Parcel	Existing Zoning	Proposed Zoning	Acres
1a	R-80	RPC-H (Housing)	3.79
1b	R-80	RPC-H (Housing)	5.97
2	R-80	RPC-H (Housing)	48.81
3	RPC-R (Recreation)	RPC-H (Housing)	19.07
4	R-80	RPC-R (Recreation)	19.07
5	RPC-R (Recreation)	RPC-R (Recreation)	45.93
Total			142.64

The purpose of the new RPC-H District is to permit redevelopment of the Project Site in a manner that retains the existing RPC character by encouraging traditional neighborhood design principles and significant open spaces. The legislative intent of the proposed RPC-H District states “Development contemplated in the RPC-H shall be designed as a walkable community primarily for persons 55 years of age or older, that provides opportunities for affordable housing.” The proposed RPC-H District zoning text is included in Appendix C of this GEIS.

The RPC-H District permits 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. Open space, such as golf courses, parks and trails, available to the public are also permitted in the districts created or rezoned. Conditional uses by the Planning Board include: professional offices or home occupations within individual dwelling units in the PRD; and facilities primarily designed to serve the needs of the age-restricted housing component of the PRD.

The maximum density for a PRD development is 8 units per acre. As part of the density calculation not more than 50 percent of any land under water, within a freshwater wetland, subject to flooding or within the 100-year frequency flood-plain would be counted. A minimum of 95 percent of the housing in a PRD must be designated as age-restricted. A maximum of 3 percent of the housing could be non-age-restricted single-family homes, and the total number of non-age restricted single-family homes would not be permitted to exceed 20 units and would have to be designed as a contiguous subdivision along Blaisdell Road. Additional details regarding the proposed RPC-H District are provided in Chapter III.A. Land Use and Zoning and in Appendix C, Draft Amendment to Orangetown Zoning Ordinance Re: RPC Housing.

Following rezoning of the Project Site to RPC-H, the Developer will be required to prepare a detailed site plan for review by the Town Planning Board. The Planning Board may request additional detailed studies focusing on specific engineering issues. Site plan applications are also reviewed by the Town Architecture and Community Appearance Board of Review. See Chapter VIII., Future Site Specific Reviews.

The Town of Orangetown Comprehensive Plan (2003) recommends the use of innovative zoning techniques to foster development on the RPC Campus, such as

clustering or a Planned Unit Development (PUD) approach. The proposed RPC-H District would allow PRDs, which are a specific type of PUD. Allowing PRDs on the site will help achieve the Town Comprehensive Plan recommendation for this site with “Development in an Open Space Setting” by providing a flexible zoning framework that permits a variety of housing types, open space, and recreation with an emphasis on senior housing and traditional neighborhood design principles.

2. Conceptual Plan

The Conceptual Plan, prepared by the Developer, for the Project Site calls for a residential community with 575 dwelling units built on approximately 80 acres. See Exhibit II-4, Conceptual Plan. Overall access to the community will be from Veterans Memorial Highway and Convent Road. 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 in the northern development area. 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 2nd 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 Highway, and three single-family homes are proposed on the east side. Thirteen single-family homes currently exist on Blaisdell Road, seven of which are rented to volunteers of the Orangetown Volunteer Emergency Services Coalition (OVESC), and an additional two homes are used by the Rockland Paramedics for other purposes. These homes will be demolished and replaced with the 12 single-family market-rate homes. Twenty new volunteer units will be constructed on Blaisdell Road. These 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.

Also, 32 age-restricted affordable housing units are proposed near the volunteer housing on Old Orangeburg Road. The sales prices for the affordable units, as per regulations set forth in the proposed RPC-H District, will not exceed 3.3 times 80 percent of the median family income for a family of four based on income data for Rockland County, as established annually by the U.S. Department of Housing and Urban Development. The total number of age-restricted housing units is 543 (511 in the northern section, 32 in the southern section). The RPC-H District requires that a minimum of 95 percent of the housing units, not including those units to be owned by the Town, be age-restricted. Excluding the 20 proposed volunteer units, 98 percent of the proposed housing units are age-restricted.

The Proposed Action further includes the reconfiguration of the existing Broadacres Golf Course. The golf course is owned by the Town and features nine holes on approximately 65 acres. The Conceptual Plan shows moving the three northernmost holes to a location west of the golf course, and 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 the existing psychiatric center uses. The Developer is further proposing to upgrade the entire golf course, including a new irrigation system. Ultimately, the remainder of the golf course may be redesigned. The Town's Blue Hill/Broadacres Golf Operations Advisory Committee will review all plans for the golf course and the Town of Orangetown will have approval authority on the final design of the golf course.

Redevelopment of a portion of the existing golf course for residential use requires authorization from the New York State Legislature for parkland alienation, as per New York law. The approximately 19 acres of parkland (three golf holes), to be acquired for residential development will be replaced with approximately 19 acres for three new golf holes located to the south of the proposed age-restricted residential development. See Chapter III.G, Recreation and Senior Services for additional information.

3. Circulation and Site Access

Access to the Project Site will be from both Veterans Memorial Highway and Convent Road. The three existing access roads from Convent Road into the site will be improved to serve the new development. 3rd Avenue will continue its existing north/south alignment to Old Orangeburg Road with connection to Blaisdell Road and Veterans Memorial Highway. 1st and 2nd Avenues are both currently gated at their intersections with Convent Road to prevent access onto the RPC Campus; however, both of these entrances will be improved and will provide access only to the residential community. 2nd Avenue will form a loop to connect to 3rd Avenue and will discontinue accesses to Oak Street and Old Orangeburg Road. New interior roadways will be constructed, though no new access will be created from Convent Road. Walking paths will be constructed throughout the community to connect to the adjacent Broadacres Golf Course and new Lake Tappan walking paths.

Blaisdell Road and 3rd Avenue will be a through road that will serve the entire development as well as other portions of the RPC Campus. Its intersection with Old Orangeburg Road will be realigned with a four way intersection. See Exhibit II-5, Blaisdell Road Alignment. In lieu of a four way intersection, a roundabout could be utilized at this intersection (see Exhibit II-6 Blaisdell Road Roundabout). A roundabout would provide traffic calming and an attractive landscaped gateway. A roundabout would require additional land, and potentially the relocation or removal of one or two proposed single family homes from Blaisdell Road. The Town might also have to acquire additional property from the State and/or the Gaelic Athletic Association. This type of intersection is feasible from an engineering perspective

given the anticipated future traffic volume. Final design of the roundabout would need to address truck movements for trucks that serve the RPC Cook/Chill facility.

Several improvements along the length of 3rd Avenue have been considered, including potential shifting of the roadway in the vicinity of the Nathan Klein Institute facility. See Chapter VI.F., Alternative Third Avenue Alignments, for a discussion of road alternatives.

D. Public Need and Benefits from the Proposed Action

1. Public Need for the Project

The Proposed Action seeks to provide significant public benefits while protecting the public interest. The proposed residential and recreational uses are consistent with surrounding land uses as well as the Town of Orangetown Comprehensive Plan and other planning studies. The Proposed Action will address the following public needs:

- Provision of age-restricted housing for the fastest growing segment of the population, addressing a critical need for this type of housing.
- Provision of affordable housing units for seniors.
- Provision of additional volunteer homes to be rented to volunteers at affordable rates.
- Reuse of a large portion of the Rockland Psychiatric Center Campus, eliminating blighted conditions and providing a fiscal benefit to the Town of Orangetown.

Need for Age-Restricted Housing

A “Market Study for Town of Orangetown” was prepared in September 2005 by Brecht Associates, Inc., a firm that specializes in senior housing, to determine whether there was a market for senior housing in the Orangetown area. The study used Rockland County as a whole for the Market Area (MA). Following are some of the major conclusions of the 2005 market study:

- The population age 55 to 74 within the MA is projected to increase at a rate of 2.5 percent annually between 2005 and 2010, and is expected to reach 63,073 by 2010. This is the target market for active adult units.
- In 2005, within the MA, an estimated 79.9 percent of the households age 55 to 74 had incomes over \$35,000, and this is projected to increase to 82.7 percent by 2010. Similarly, an estimated 51.6 percent of those age and income qualified households had incomes over \$75,000 in 2005, and this number is projected to increase to 56.6 percent by 2010. These are the two income levels most likely to represent those seniors within the MA that may be seeking active adult housing.
- The older age cohorts of the 55 to 74 age group are projected to show the greatest increase through 2025, with an increase of 1.3 percent in both the age cohort 65 to 69 and the age cohort 70 to 74.

- The Rockland County Office for the Aging projects that there will be about 48,000 residents 65 and older living in Rockland by 2015. That would be 14,000 more senior citizens than were counted in the 2000 census, a 41 percent increase. At the same time, the total number of people living in the county is expected to increase by only 1.7 percent, or 5,000 people.
- In 2005, there was one community offering active adult (55+) units: the Retreat at Airmont, with 144 two-bedroom units (1,303-1,726 square feet), originally priced (2003) between \$264,900 and \$306,900. This community is sold out.
- At the time of the study, there were two planned active adult communities within the Town of Orangetown that have received the necessary approvals to proceed with development. One will have 124 units and the other 11 units. Both projects are in Pearl River. At present, there is one additional senior project in the Town, which will have 116 age-restricted units. These communities are expected to have market rate units and some affordable units. The 500-unit Letchworth Village project in the Town of Haverstraw had received approvals, but the developer withdrew from the project. The Town is currently soliciting new proposals.
- The market share rate for the existing active adult market in 2005 indicates that less than one percent of the qualified households are currently living in active adult units. Although there is no established industry standard for market share as related to active adult units, this finding implies that there is ample opportunity in this market.

The study concluded that there is a need for active adult housing in Orangetown and suggested that up to 90 percent of the people who would move into new senior housing in Orangetown would be current Rockland County residents. The market study, coupled with concern to not overburden the Pearl River School District, was a major factor in the Town's planning and RFP process for the Rockland Psychiatric Center site.

Need for Volunteer and Affordable Senior Housing

The Town of Orangetown Comprehensive Plan states that the rising price of housing may be affecting the ability of emergency services volunteers to live in Orangetown. The Town has a vested interest in retaining existing volunteers and recruiting new volunteers to serve in the Town's volunteer fire departments and ambulance corps. If the Town is unable to maintain volunteer emergency services, it might have to institute paid services, requiring a significant increase in taxes and other revenue or the loss of other vital Town services. Seven homes are currently rented to volunteers of the Orangetown Volunteer Emergency Services Coalition on the RPC Campus, however, additional units are needed by the Town. The Town of Orangetown Comprehensive Plan further states the need for additional affordable housing for seniors. The need for affordable senior housing is also reflected in the Rockland Comprehensive Plan which speculates that "persons between the ages of 55 and 65 are not choosing to remain in the County as they increase in age, due to a lack of attractive or affordable housing options."

2. Benefits of the Proposed Action

The Proposed Action will provide the following social and economic benefits:

Health and Safety

- Demolition and proper disposal of numerous vacant structures currently contaminated with asbestos, lead-based paint, and/or mold.
- Removal or filling of underground tunnels throughout the Project Site that currently pose safety risks to the general public.

Housing

- Provision of approximately 543 age-restricted housing units for seniors.
- Provision of a variety of home styles including single-family, condominiums, and townhouses to create a sense of a natural neighborhood.
- Provision of both market-rate and affordable age-restricted units that appeal to seniors with various income levels.
- Provision of a traditional neighborhood design with open space, sidewalks and trails, and a community center and pool.
- Provision of 20 volunteer housing units to be owned by the Town of Orangetown and rented to volunteers at affordable rates. These housing units will replace the seven existing volunteer homes for a net benefit of 13 volunteer housing units.

Tax Revenues, Jobs and Revenue from the Sale of the Land

- Net annual tax revenue to the Town of Orangetown of approximately \$1,337,012.
- One time revenue of \$24 million to the Town of Orangetown from the sale of the land to the Developer.
- Net annual tax revenue to the Pearl River School District of approximately \$3,100,255.
- Temporary direct employment of approximately 1,149 full-time equivalent construction jobs with associated wages of over \$63.5 million over four years.

E. Project Reviews and Approvals

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

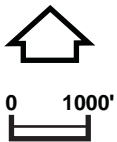
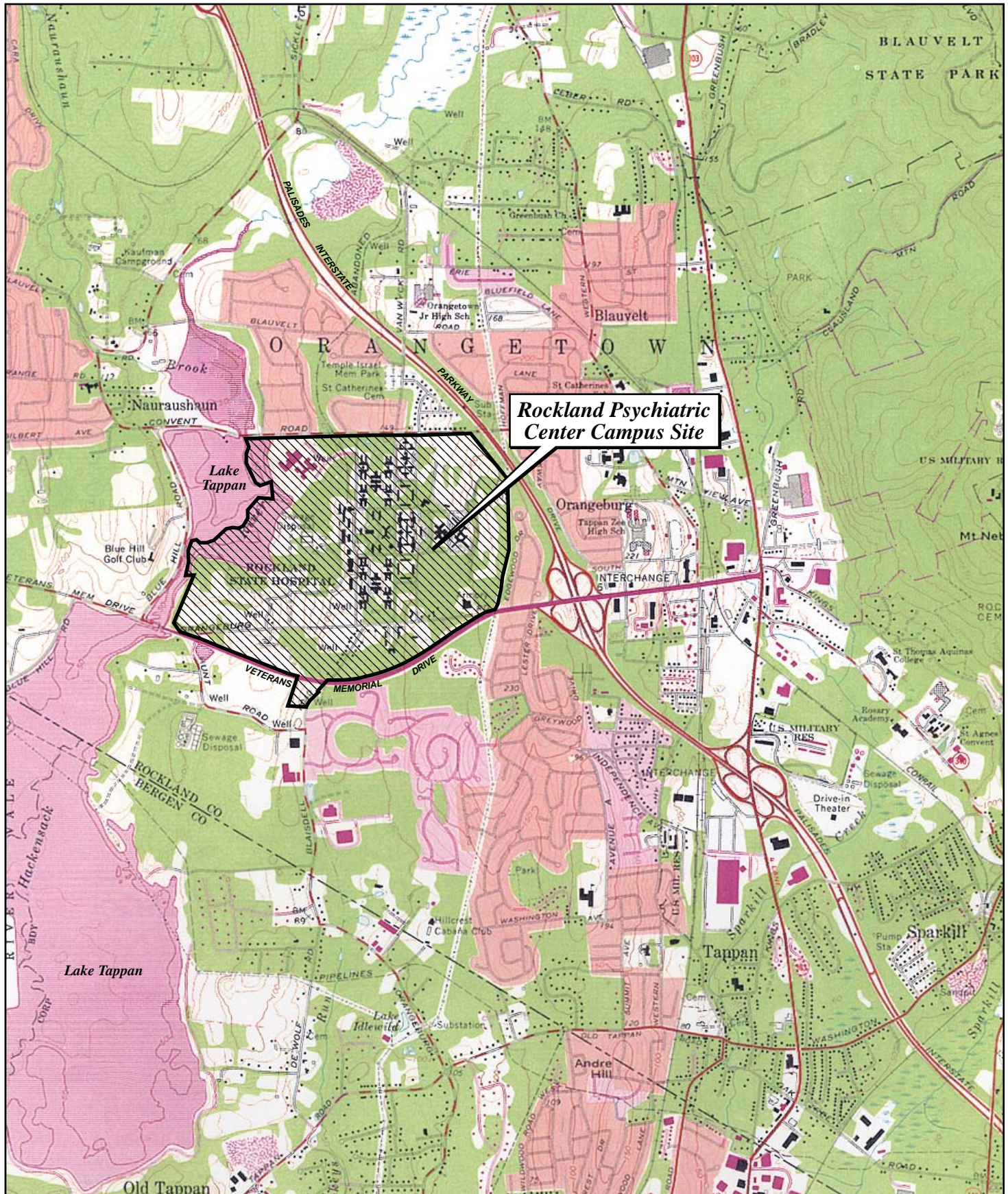
**Table II-1
Required Permits, Reviews and Approvals**

Agency	Permits and Approvals
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

F. Involved and Interested Agencies for DGEIS Distribution

Involved and Interested Agencies

Town of Orangetown Town Board
 Town of Orangetown Planning Board
 Town of Orangetown Architecture and Community Appearance Board of Review
 Town of Orangetown Traffic Advisory Board
 Orangeburg Fire Department
 Rockland County Health Department
 Rockland County Highway Department
 Rockland County Department of Planning
 Rockland County Drainage Agency
 New York State Department of Environmental Conservation
 New York State Office of Parks, Recreation and Historic Preservation
 New York State Office of Mental Health
 Dormitory Authority of the State of New York
 U.S. Army Corps of Engineers
 Rockland Psychiatric Center
 Nathan Kline Institute
 United Water of New York
 Palisades Interstate Parkway Commission
 New Jersey Department of Environmental Conservation

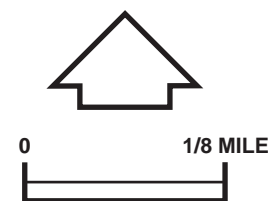


BASE MAP SOURCE: USGS - Nyack, NY-NJ Quadrangle

Exhibit II-1 SITE LOCATION

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

Saccardi & Schiff, Inc. - Planning and Development Consultants



-  Project Site
-  Rockland Psychiatric Center Campus

Exhibit II-2
PROJECT SITE

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

Saccardi & Schiff, Inc. - Planning and Development Consultants



Parcel: 1a =	3.79 Acres
1b =	5.97 Acres
2 =	48.81 Acres
3 =	19.07 Acres
4 =	19.07 Acres
5 =	45.93 Acres
TOTAL =	142.64 Acres

Exhibit II-3
PROJECT SITE ACREAGE
FOUR SEASONS AT ORANGETOWN
ROCKLAND PSYCHIATRIC CENTER
 Town of Orangetown, New York



Exhibit II-4
CONCEPTUAL PLAN

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

Saccardi & Schiff, Inc. - Planning and Development Consultants

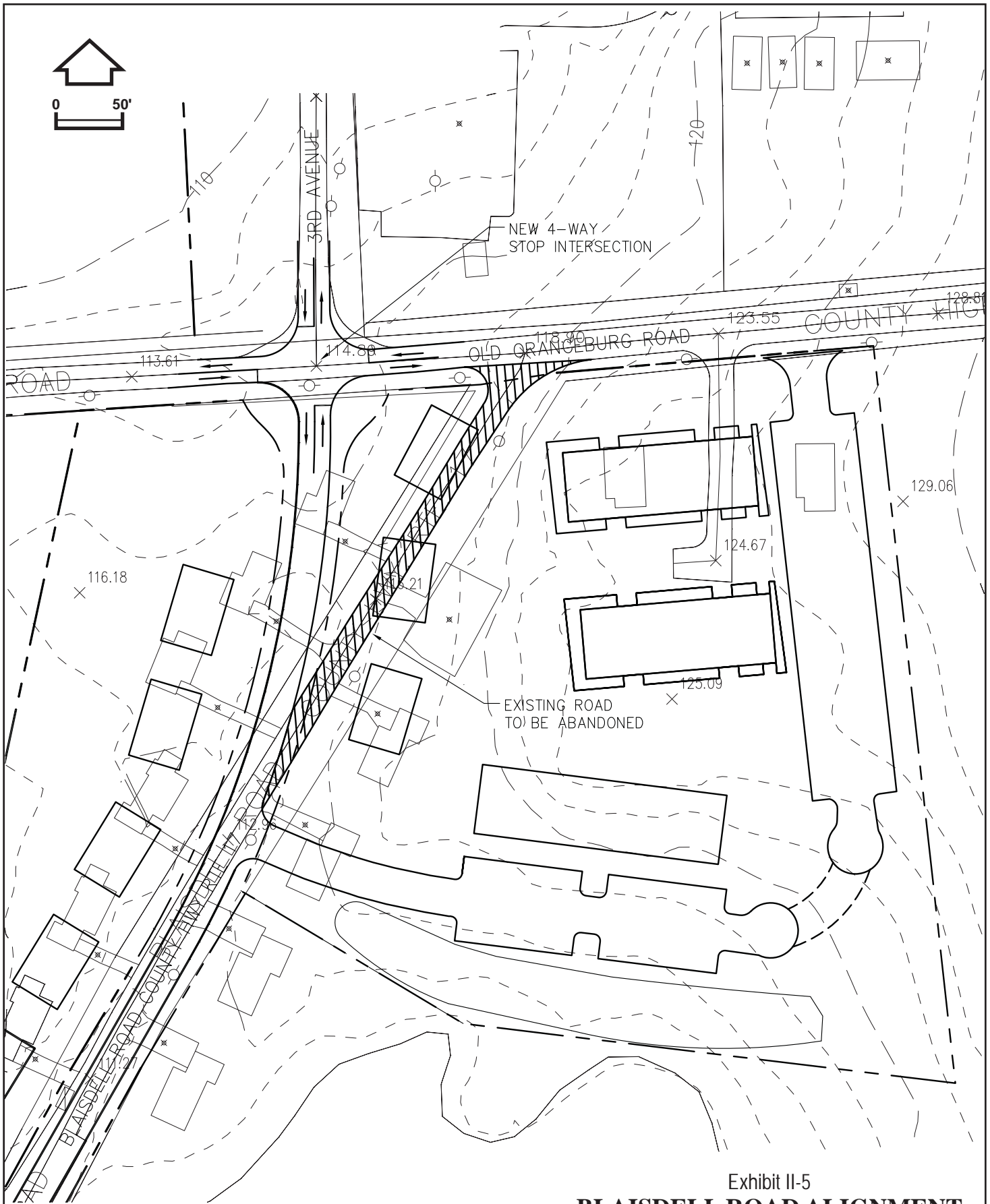


Exhibit II-5
BLAISDELL ROAD ALIGNMENT

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

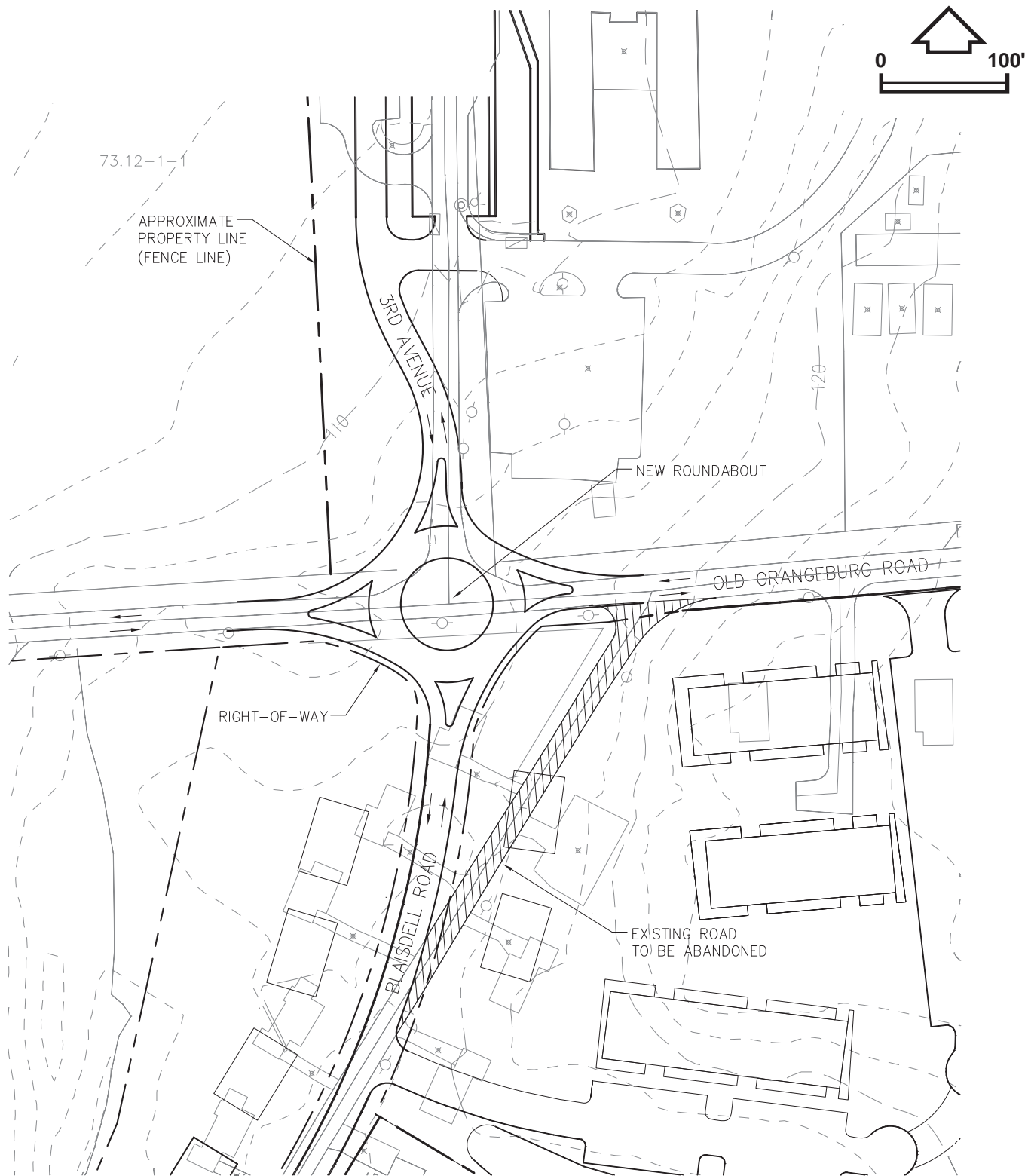


Exhibit II-6

BLAISDELL ROAD ROUNDABOUT

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