

III. IMPACT ANALYSES

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A. Land Use and Zoning

1. Existing Conditions

a. Land Uses On-Site

As previously noted, the RPC Campus includes ±500 acres of land that contain buildings currently and formerly used in the treatment, rehabilitation, and support of children and adults with severe and long term mental illness. The campus was owned by the State of New York until January 2003, when approximately 348 acres were sold to the Town of Orangetown. The portion of the campus that belongs to the Town of Orangetown consists of 28 decommissioned psychiatric center buildings, 5 small barn type structures, the 9-hole Broadacres Golf Course, 1 building being used for out-patient living quarters, a Directors home, childcare center (recently closed), 4 vacant homes along Blaisdell Road which were formerly used as RPC staff housing, 7 homes along Blaisdell Road that are currently being used as volunteer housing, and 2 homes along Blaisdell Road currently being used by the Rockland Paramedics. Many buildings within the RPC Campus have been decommissioned and have fallen into disrepair. The uses of these vacant buildings ranged from housing to storage. Many of the patients formerly living in the decommissioned buildings have been moved to a larger and more centralized location within the current lands of the Rockland Psychiatric Center.

The portion of the campus still owned by the State continues its use as a psychiatric center. The State owned site includes 50 buildings and structures used by RPC (adult inpatient facilities and other various structures), the Nathan S. Kline Institute (a State Office of Mental Health research facility), the Cook/Chill plant (a State Office of Mental Health facility that provides prepared frozen foods to RPC and other State and government institutions and not-for-profit agencies throughout the State), and the Children's Psychiatric Center. New facilities for the Children's Psychiatric Center are currently under construction on 1st Avenue, near the active part of the RPC Campus. The New York State Armory is located adjacent to the southeast portion of the site.

The Broadacres Golf Course is located on land formerly part of the RPC. It is a 9-hole, public golf course located on 65 acres along the Palisades Interstate Parkway and Convent Road. The course was originally opened in 1962, then acquired by the Town of Orangetown and opened to the public in 2004.

The Town of Orangetown also owns and operates several recreation facilities, including soccer and baseball fields, in the southwest section of the RPC Campus, on both sides of Old Orangeburg Road. An additional field and facilities are owned and maintained by the Gaelic Athletic Association. The RPC Campus further includes two churches and one chapel/synagogue.

b. Zoning On-Site

The RPC Campus is located entirely within two zoning districts: RPC-R (Rockland Psychiatric Center – Recreation) District and R-80 (Rural Residence) District.

The RPC-R (Rockland Psychiatric Center – Recreation) 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. The district does not include uses permitted by special permit or conditional uses by the Planning Board. There are 10 additional use regulations associated with the RPC-R District regarding building design, signage for commercial recreation buildings, special setbacks for lots abutting Lake Tappan, a 100-foot buffer along county roads, private swimming pools, extended hours of operations for certain recreational facilities, maximum land coverage (not to exceed 75%), minimum open area (25%), adjustments to site area for environmental constraints, use of shared parking and/or land banking required parking, lighting, and provision of trailways and pedestrian circulation systems.

The R-80 (Rural Residence) District covers most of the Rockland Psychiatric Center Campus. Uses permitted by right include: single-family detached residences; certain commercial agricultural operations; churches and similar places of worship, Sunday-school buildings, parish houses and rectories; libraries and similar community facilities; public parks and playgrounds; schools of general instruction; conversion of a detached, owner-occupied single-family dwelling so as to add 1 additional dwelling unit clearly subordinate to the main 1-family use to occupy not more than 600 square feet; telephone exchange; fire, police and community-owned ambulance stations, government offices and office buildings, town garages, municipal parking lots and similar public buildings and governmental uses.

Special permit uses in the R-80 District include: agency boarding home; agency group home; radio and television towers; airports and heliports; high-tension transmission lines, accessory poles and towers; railroad and public utility rights-of-way; agency community residences; family day-care homes and group-family day-care homes; convalescent and nursing homes and institutions for the aged and children; hospitals and sanatoriums primarily for special medical care; reservoir of 3 acres or more; use of a building in existence on the effective date of the Town Code and located on a lot of no less than 2 acres for a restaurant or the sale of antiques; and, commercial dog kennels, animal hospitals and rental of horses. Conditional uses by the Planning Board include: camps, golf courses and tennis clubs or private swim clubs not less than 5 acres in area, yacht or similar clubs; schools of special instruction; museums and public art galleries; public utility substations and pump stations; elevated standpipes and water tanks; commercial forestry; satellite dish antennas; and, nursery schools. The minimum lot area for single-family detached residences is 80,000 square feet and the maximum Floor Area Ratio (FAR) is 0.10.

c. Land Uses and Zoning in the Surrounding Area

The primary land use in the ½-mile area surrounding the RPC Campus is single-family homes (see Exhibit III.A-1 Existing Land Use). These single-family homes make up a majority of the northern, eastern, and southeastern sections of the surrounding study area. The lot sizes for the residential parcels to the north and south of the RPC Campus are, on average, approximately one-half acre. The lot sizes to the east of the campus on average are approximately one-quarter acre, while a number of the residential parcels to the west of the campus average approximately two acres in size.

Several land uses coexist with the single-family uses, including two- and multi-family homes, high-rise commercial, public/quasi-public, and open space. The high-rise commercial use consists mainly of the Blue Hill Plaza office park, which is located to the southwest of the RPC Campus. The public/quasi-public uses include the still in operation RPC buildings, the Broadacres Golf Course, and the Orangetown Historical Museum.

To the west and southwest of the campus are Lake Tappan and some areas for use by utilities, as well as office/professional, public/quasi-public, and single- and two-family homes, with these latter uses being segregated to the southwest of the campus. Directly west of the campus, on the other side of Lake Tappan, sits the Blue Hill Golf Course.

The zoning districts surrounding the RPC Campus support the current uses. The site is surrounded primarily by residential districts; R-15 District (Medium Density Residence) to the north, RG District (General Residence) to the east, R-22 District (Medium Density Residence) to the south, and R-80 District (Rural Residence) to the west. Within a half mile radius of the RPC Campus, or the study area, there are small commercial nodes to the north, CS District (Community Shopping), and to the east, CO District (Commercial-Office). An area of the LIO District (Light Industrial – Office) is located south of the campus. There are also areas mapped R-40 District (Low Density Residence) and OP District (Office-Park) within the study area. Two areas are mapped with the Planned Adult Community (PAC) floating zone for senior residential developments to the west of the RPC Campus, on Veterans Memorial Highway in Pearl River. See Exhibit III.A-2, Existing Zoning. The surrounding zoning districts are discussed in detail below.

Uses permitted by right in the R-15, R-22, R-40, and RG Districts are the same as those in the R-80 District, except with more limited commercial agricultural operations, as described in the Zoning On-Site section above. Single-family detached residences in the R-15 District have a minimum lot area of 15,000 square feet and a maximum FAR of 0.20. The minimum lot area for single-family detached residences in the R-22 District is 22,500 square feet and the maximum FAR is 0.20. The minimum lot area for single-family detached residences in the R-40 District is 40,000 square feet and the maximum FAR is 0.15. Single-family detached residences in the

RG District have a minimum lot area of 10,000 square feet per dwelling unit and a maximum FAR of 0.30.

Uses permitted by right in the CS District include: churches and similar places of worship, Sunday school buildings, parish houses and rectories; outdoor public telephone booths; fire, police and community owned ambulance stations, government offices and office buildings, town garages, municipal parking lots and similar public buildings and government uses; schools of general instruction; business and professional offices; retail drug, dry-goods and variety, food, hardware, stationery, auto supplies and tobacco stores; restaurants, except fast-food; newsstands; banks, clothing and department stores; home appliance stores; jewelry and art shops; package liquor stores; personal services stores dealing directly with consumers; and karate, physical fitness, dance and photographic studios. Other than fire, police and government buildings which have no minimum lot area or maximum FAR, minimum lot area for all uses is 2,500 square feet and maximum FAR is 1.0.

The LIO District permits by right: fire, police and community-owned ambulance stations, government offices and office buildings, town garages, municipal parking lots and similar public buildings and government uses; schools of general instruction; business/professional office; and, research, experiment, and testing labs subject to performance standards procedures and additional use requirements. Other than fire, police and government buildings, the minimum lot area for all uses is 2 acres and maximum FAR is 0.40. Permitted uses from the R-80 District are subject to R-80 regulations.

The OP District permits by right the same uses as the LIO District. The OP District also permits hotels/conference centers. The maximum FAR for all uses, except fire, police and government buildings, is 0.40. There is no minimum lot area in the OP District.

Uses permitted by right in the CO District are: business, medical and other professional offices; churches, parish houses and rectories; hospitals, clinics, nursing homes and schools of special instruction; fire and police stations; libraries, museums, public art galleries and similar public buildings and government offices; banks; neighborhood or community centers, fraternal halls and similar uses; telephone exchanges; photographic studios, jewelry and art shops. The maximum FAR for all uses, except fire, police and government buildings, is 0.20. Minimum lot size for offices is 15,000 square feet plus 1,500 square feet per office. Minimum lot size for all other uses, excluding fire, police and government buildings, is 30,000 square feet.

2. Anticipated Impacts

a. Consistency with Local and Regional Planning Studies

Rockland County Comprehensive Plan

The Rockland County Comprehensive Plan (“Rockland County: River to Ridge”), completed in 2001, identifies the RPC Campus as an area subject to change with significant potential for new community facilities. The RPC Campus is considered “the largest opportunity for redevelopment in the Town.” The plan also calls for a range of residential densities in well-designed clusters.

The proposed project will include a mix of housing types from single-family detached to age-restricted townhomes. These homes will also be clustered within the RPC Campus to retain open space and maintain the character of the area. The RPC Campus is characterized as a campus setting with connected networks of buildings surrounded by larger tracts of open space.

According to the Plan, the RPC Campus is considered an activity node, or areas that “entail a variety of functional uses that create a center of activity acting as attractions for people and thereby acting as transportation uses in both positive and negative ways.” The Plan also states that the policies for the activity nodes “should strengthen their functions, increase development activity and secure the integrity of these activity centers.”

The Plan outlines the Overall Land Use Strategies for the County, one of which is to “identify portions of Rockland Psychiatric Center and the Letchworth Village Developmental Center appropriate for business development, senior housing, not-for-profit organizational use and public/private recreation such as golf or a multi-purpose recreation center.” This is already being achieved through the utilization of the Broadacres Golf Club as a Town-run recreational facility.

The Plan also recommended that the Town “designate the southwest quadrant for new business development to connect to and expand the upscale Blue Hill business corridor along Veterans Memorial Drive as the premier business center of the County” as well as utilize the golf course through public/private partnership, provide senior housing, and develop a village center with several community functions throughout the rest of the RPC Campus.

Orangetown Comprehensive Plan

The Orangetown Comprehensive Plan was adopted by the Town Board in 2003 and specifically discusses the RPC Campus. The RPC Campus is the first listed among the areas subject to change within Orangetown. The Plan states that open space within the boundaries of the RPC Campus should remain, specifically the land

adjacent to Lake Tappan. Other open space within the campus should be utilized for recreational uses with public access.

In terms of housing, the Comprehensive Plan discusses the possibility of non-traditional zoning techniques in order to “achieve desired residential and open space objectives; this could include cluster zoning, planned unit development, and incentive zoning, among other techniques.” Also mentioned in the Comprehensive Plan is that portions of the RPC Campus should, in the future, be reserved for “development in an open space setting” which would include utilization of Planned Unit Development (PUD) techniques.

The Comprehensive Plan outlines which areas within the RPC Campus should be developed for different uses. The area where the proposed project is located has been categorized as a potential development site. In addition, it is stated that “given the costs associated with the redevelopment of this built-up portion of the property, any reuse should be of a significant magnitude to warrant a major private sector investment.”

The Town’s Comprehensive Plan identifies the RPC Campus as having significant potential for open space and opportunities for active and passive recreation as an open space corridor.

The RPC Campus is an integral part of the Town’s Comprehensive Plan in that, “The property that is currently most significant to Orangeburg and to the Town as a whole is the Rockland Psychiatric Center (RPC)... the RPC site has the potential to impact both the Orangeburg hamlet, the Pearl River School District, and the Town in a number of ways, including but not limited to, population, school enrollment, demographics, and open space.” The Plan also states that “The site must be developed in an environmentally sensitive manner, with both development and open space integrated into the site, potentially through a public-private partnership.”

The Comprehensive Plan anticipates that any development on the RPC Campus and the respective population increase would revitalize the commercial area and “provide viable commercial services to the surrounding area.”

Incorporated in the deed conveying portions of the RPC Campus to the Town is the restriction that at least 216 of the approximately 350 surplus acres must be set aside solely for recreational and municipal purposes for 25 years. It has been suggested that the use of non-traditional zoning techniques or Planned Unit Development approaches could help attain this requirement.

The proposed project is consistent with the Orangetown Comprehensive Plan.

The Rockland Psychiatric Center Redevelopment Plan

The Rockland Psychiatric Center Redevelopment Plan was accepted by the Orangetown Town Board in April 2004. This plan provides redevelopment goals and objectives for the Town-owned portions of the RPC Campus. The Redevelopment Plan specifies a “general goal of preserving open space while simultaneously encouraging low-impact development on appropriate portions of the site.” The Redevelopment Plan’s Land Use Plan highlights the Project Site, except for the golf course, as “Redevelopment Sites: Low Impact Housing and/or Economic Development.” The Redevelopment Plan further recommends three zoning categories: RPC-Recreation (now existing), RPC-Housing (proposed), and RPC-Research and Development. The Town issued Requests for Proposals for redevelopment of the Project Site in 2005. At that time, the responding developers noted that at that time there was not a market for commercial uses. Commercial uses, including research and development could be established elsewhere on the Town-owned portion of the RPC Campus in the future. The Proposed Action is consistent with the Rockland Psychiatric Center Redevelopment Plan.

b. Land Use

The proposed land use types (residential, open space and community facilities) have always existed in some capacity on the Project Site, but within the context of the Rockland Psychiatric Center’s institutional setting. Currently, however, most of the existing buildings within the Project Site are vacant and require substantial and costly renovation and remediation to be usable. The Proposed Action will therefore permit a change in the current land use from institutional uses to residential and open space uses.

These proposed 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 to be retained. Exhibit III.A-4 shows the RPC Campus Land Use. This exhibit includes the existing uses on site, such as recreation facilities, cultural and religious institutions, and the Rockland Psychiatric Center (including the Nathan S. Kline Institute), as well as properties that may be redeveloped in the future (including the Project Site, the Children’s Psychiatric Center and other vacant or underutilized lands). The exhibit illustrates that the RPC Campus is evolving from a campus that formally provided only psychiatric services to a campus that provides a comprehensive mix of beneficial community uses. The various recreational opportunities (golf, baseball and soccer, Gaelic games, open space, Lake Tappan) on the RPC Campus serve a varying population of all ages within the community. The Rockland Psychiatric Center and Nathan S. Kline Institute provide several employment opportunities for the community as well as regional mental health care and research facilities. The DePew House on Blaisdell Road was recently renovated and is used by the Orangetown Museum. The Proposed Action will provide new housing options including age-restricted homes of varying styles and prices to meet the needs of Rockland County’s senior population; market-rate non-age-restricted

homes; and a new multifamily dwelling with affordable rental apartments for community volunteers to serve the people who volunteer in Orangetown's emergency services agencies. Additional properties on the RPC Campus may eventually be redeveloped to include more housing options, economic development and/or open space. This potential is further described in Chapter VII of this DGEIS, Growth Inducement.

The Proposed Action includes age-restricted residential use on land that currently contains three holes for the Broadacres Golf Course. These three holes currently encompass approximately 19 acres. These lands will be reconfigured, and the three holes will be relocated onto approximately 19 acres of previously developed land just south of the proposed age-restricted community.

c. Broadacres Golf Course

Broadacres Golf Course is a nine-hole Town-owned golf course located in the northeast corner of the RPC Campus. The Proposed Action includes moving and reconstructing three holes to just south of the proposed age-restricted community, reconstruction of two additional holes, the construction of a new parking lot, and the installation of an upgraded irrigation system. Although the redesign of the golf course includes moving three holes off of the existing course, all holes will be connected by a series of walking and golf cart paths. It will likely take longer to walk the course, creating additional golf cart users or possibly increasing the length of play. The system of paths will be designed to minimize impacts to walkability and quality of play. Reconstruction of the golf course will take approximately two years. Additional details regarding the proposed reconstruction of the golf course, including potential impacts and lost revenues, is discussed in Chapter III G, Recreation and Senior Services.

d. Proposed Zoning

The Proposed Action includes the creation of a new zoning district, RPC-H District (Rockland Psychiatric Center – Housing), and rezoning portions of the 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 R-80 District to RPC-R District (Rockland Psychiatric Center – Recreation); and approximately 19.07 acres from RPC-R District to the proposed new RPC-H District. See Exhibit III.A-3 Proposed Zoning.

The purpose of the new RPC-H District is to permit redevelopment of portions of the RPC Campus that retains the existing RPC character by encouraging traditional neighborhood design principles, significant open spaces, and higher residential density while providing both market-rate and affordable housing. The legislative intent of the 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 DGEIS.

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. Open space, including golf courses, parks and trails, available to the public would also be permitted in the District. Conditional uses by the Planning Board would 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, such as convenience retail shops, personal service uses, professional offices, and health related facilities, provided the applicant demonstrates the need for such uses and the aggregate amount of floor area for such uses does not exceed 3 percent of the floor area for all other uses in the PRD development.

The maximum density for a PRD development would be 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 would 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. Proposed general bulk regulations and parking requirements for the RPC-H District are shown in the tables below. Other lot and bulk controls are described in the proposed zoning text in Appendix C. Parking requirements are outlined in Table IIIA-2.

**Table IIIA-1
General Bulk Regulations RPC-H District**

For Uses Listed Below	Min. Lot Area (Sq Ft)	Min. Lot Width (feet)	Min. Street Frontage (feet)	Required Front Yard** (feet)	Building Separation (feet)	Required Rear Yard (feet)	Max. Bldg. Height ¹ (feet)
Single Family Fee Simple	5,000	55	35	5 w/projections, 20 w/out projections	6 per side, 15 total	20	40
Single Family Detached	NA	NA	NA	5 w/projections, 15 w/out projections	15	5 to edge of driveway or 20 from street	40
Townhome/ Single-Family Attached	NA	NA	NA	5 w/projections, 15 w/out projections	15	5 to edge of driveway or 20 from street	45
Multifamily	NA	NA	NA	20	20	5 to edge of driveway or 20 from street	55
Clubhouse	NA	NA	NA	5 w/projections, 15 w/out projections	20	5 to edge of pavement for driveways or 20 from street	45

* Excludes spires, cupolas, towers, elevator housing, chimneys and similar features.

** Permits projections for porches (up to 7 feet), stoops, stairs, overhangs, garden, planter boxes, fences (ornamental < 4 feet).

⁽¹⁾ Maximum of three floors of habitable space.

**Table IIIA-2
Minimum Required Off-Street Parking in the RPC-H District**

Minimum Required Off-Street Parking	
1. Non-age-restricted single family units	2 spaces per unit
2. Non-age-restricted multifamily units	1.5 spaces for each bedroom
3. Age-restricted single family attached or detached units, two-family or multifamily housing	1.75 spaces for each dwelling unit, plus 10% of the total required parking for visitors which may be provided along private roads
4. Golf Courses	6 spaces for each hole
5. Indoor recreation facilities	1 space for each 400 s.f. of gross floor area, at least 75% of which must be located off-street
6. Other accessory and conditional uses	As determined by the Planning Board as part of site plan approval

For age-restricted housing, occupancy would be restricted to persons 55 years of age or older, or couples, one of whose members is 55 years of age or older. Persons less than 18 years of age would not be permitted other than for short stay visits of three months or less. The foregoing restrictions would not apply to: 1) one on-site caretaker/administrator, if so proposed as part of the RPC-H application, whose full time job would be the maintenance and/or management of the RPC-H development, and 2) a live-in caregiver for a resident senior citizen. Additionally, households containing one or more handicapped persons would also be eligible provided the owner is otherwise qualified. Restrictions to age and occupancy would be set forth in a covenant recorded in the Rockland County Clerk’s office and would run with the land and bind all owners of the property.

Sales prices for affordable housing units could 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 (HUD) with prospective purchasers of units being subject to certain income and asset restrictions. Resale of the affordable housing units would have the same type of restrictions.

The Town of Orangetown Comprehensive Plan (2003) recommends 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’s recommendation of 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.

e. Other Zoning Considerations

The accepted Scope for this DGEIS identified several zoning issues that were to be investigated related to the potential development of the Project Site. These include potential development under existing R-80 zoning and potential use of the existing Planned Adult Community (PAC) floating zone. The Scope also called for a consideration of spot zoning issues, potential precedent aspects of the proposed zoning, and a comparison between the proposed RPC-H zoning controls and various other zoning districts in Orangetown.

Comparison of Zoning District General Bulk Regulations

The following table provides a comparison of the general bulk regulations for the proposed RPC-H District with various existing districts within the Town.

**Table IIIA-3
Comparison of Zoning District General Bulk Regulations**

District	Maximum Density	Min. Lot Area (sq. ft.)	Min. Lot Width (feet)	Min. Street Frontage (feet)	Min. Yards (feet)			Max. Building Height	Age Restricted / Senior Housing	Affordable	Age Requirement
					Front	Side	Rear				
RPC H – Single-Family Fee Simple	8 units per acre ¹	5,000	55	35	5 w/projections, 20 w/o projections ²	N/A	20	40 feet ^{3,4}	Permitted Use, min. 95% of housing must be age-restricted	Required in overall RPC-H	55+
RPC-H – Single-Family Detached	8 units per acre ¹	N/A	N/A	N/A	5 w/projections, 15 w/o projections ¹	N/A	5 to edge of driveway or 20 from street	40 feet ^{3,4}	Permitted Use, min. 95% of housing must be age-restricted	Required in overall RPC-H	55+
RPC-H – Townhome/ Single-Family Attached	8 units per acre ¹	N/A	N/A	N/A	5 w/projections, 15 w/o projections ²	N/A	5 to edge of driveway or 20 from street	45 feet ^{3,4}	Permitted Use, min. 95% of housing must be age-restricted	Required in overall RPC-H	55+
RPC-H - Multifamily	8 units per acre ¹	N/A	N/A	N/A	20 ²	N/A	5 to edge of driveway or 20 from street	55 feet ^{3,4}	Permitted Use, min. 95% of housing must be age-restricted	Required in overall RPC-H	55+
PAC (Other Sites, Not Within Hamlet Center)	4 units per acre, potential bonus density of 1 unit per acre, 0.35 FAR	10 acres	N/A	100	100	100	100	2 stories or 35 feet	Permitted Use	Optional (1 dwelling unit per acre bonus)	55+
R-80	Approx. ½ unit per acre, .10 FAR	80,000	150	100	50	30	50	8 in. ⁵	N/A	N/A	N/A
R-15, Single-Family Detached	Approx. 3 units per acre, .20 FAR	15,000	100	75	30	20	35	1 ft. ⁵	N/A	N/A	N/A
R-15, Single-Family for Adults (Attached or Detached)	Not more than 5 units per acre, .20 FAR	5 acres, max. parcel size of 7 acres	100	75	30	30	35	8 in. ⁵	Conditional Use by Planning Board	N/A	50+
RG, Single-Family Detached	Approx. 4 units per acre, .30 FAR	10,000	75	50	25	10	25	1 ft., 4 in. ⁵	N/A	N/A	N/A
RG, Single-Family for Adults (Attached or Detached)	Not more than 5 units per acre, .20 FAR	5 acres, max. parcel size of 7 acres	100	75	30	30	35	8 in. ⁵	Conditional Use by Planning Board	N/A	50+
RG, Single-Family Detached (Senior Citizen Housing)	Max. density 30 units per acre ⁶ , .45 FAR	10,000	75	50	25	25	25	1 ft. ⁵	Special Permit Use by Town Board ⁷	Required (all units affordable)	62+, or 55+ if physically handicapped

Land Use and Zoning

MFR, Multifamily Residence	Max. density up to 6 units per acre ⁸ , .40 FAR	40,000	150	100	50	50	50	20 in. less than or equal to 25 feet ⁵	N/A	N/A	N/A
MFR, Multifamily Residence (Senior Citizen Housing)	Max. density 30 units per acre ⁶ , .45 FAR	40,000	150	100	25	25	25	1 ft. ⁵	Special Permit Use by Town Board ⁷	Required (all units affordable)	62+, or 55+ if physically handicapped

- 1 Any Town-owned residential units in the PRD shall be shown on the Conceptual Plan, but shall not be included in the density calculations and age restrictions.
- 2 Permits projection for porches (up to 7 feet), stoops, stairs, overhangs, garden, planter boxes, fences (ornamental <4 feet).
- 3 Excludes spires, cupolas, towers, elevator housing, chimneys and similar features.
- 4 Maximum of three floors of habitable space.
- 5 Maximum height in feet and inches per foot from lot line.
- 6 No dwelling units may contain more than 1 bedroom, with the exception of 1 dwelling unit for a superintendent/manager’s apartment
- 7 Only on land owned by the Town of Orangetown at the time of the application.
- 8 Maximum density shall be as follows, 1 Bedroom Units: 6 units per acre, 7,250 sq. ft. land area per unit; 2 Bedroom Units: 4.8 units per acre, 9,000 sq. ft. land area per unit; 3 or more Bedrooms Unit: 4.0 units per acre, 10,750 sq. ft. land area per unit.

R-80 District

The existing R-80 District permits single-family detached residences on minimum lot sizes of 80,000 square feet. Approximately 36 single-family homes could be constructed on the site under the existing R-80 District (77.64 acres – 15% for roads = 66.04 acres x 43,560 sq. ft. per acre ÷ 80,000 sq. ft. = 36). Development of the site utilizing the existing R-80 District would create a large-lot subdivision with minimal or no public open space. A walkable community would not be feasible with the large lots (at least 80,000 square feet), which would preclude an appropriate setting for a senior community. The large lot sizes prohibit practicable opportunities for affordable housing or volunteer housing, and are not consistent with the higher density that exists on the site. See Chapter VI.A., Alternatives, for additional information on a potential R-80 development on the Project Site.

Planned Adult Community (PAC) Floating Zone

The existing Planned Adult Community (PAC) floating zone would meet some of the goals for redevelopment of the Project Site. The purpose of this floating zone is to encourage the development of a range of housing types and prices for active adults. However, sites located in the R-80 District are not eligible for the PAC floating zone. Also, non-age-restricted housing units are not permitted in the PAC floating zone which would preclude development along Blaisdell Road of non-age-restricted homes and volunteer housing. The PAC floating zone permits a base density of 6 dwelling units per acre for hamlet center sites and redevelopment sites within designated CS Districts. Other sites eligible for the floating zone are permitted a base density of 4 dwelling units per acre. There is a potential bonus density of one dwelling unit per acre for the inclusion of affordable housing, provided that at least 50 percent of said bonus is set aside for affordable housing (§4.66 of the Zoning Code). Since the Project Site is not within a hamlet center, the maximum density permitted if rezoned as PAC would be 5 dwelling units per acre, including the density bonus for affordable housing. The maximum density utilizing the proposed RPC-H District would be 8 dwelling units per acre, not including Town owned housing.

Spot Zoning and Potential Precedent Aspects of the Proposing Zoning

“Spot zoning” and “potential precedent aspects of the proposed zoning” are cited in the GEIS scoping document (Appendix A) as potential concerns. One definition of “spot zoning” according to the American Planning Association is “rezoning a lot or parcel of land to benefit an owner for a use incompatible with surrounding uses and not for the purpose or effect of furthering the comprehensive plan¹.” Spot zoning was also defined in a New York legal case, *Rodgers v. Village of Tarrytown*, 302 N.Y. 115 (1951), which stated as follows: “Defined as the process of singling out a small parcel of land for a use classification totally different from that of the surrounding area, for the benefit of the owner of such property and to the detriment of other owners..., spot zoning is the very antithesis of planned zoning. If, therefore, an

¹ “A Planners Dictionary”, American Planning Association, 2004, p.384.

ordinance is enacted in accordance with a comprehensive zoning plan, it is not spot zoning even though it (1) singles out and effects but one small plot... or (2) creates in the center of the large zone small areas or districts devoted to a different use.”² Based on these definitions, the proposed rezoning is not spot zoning for several reasons. The proposed land uses for the site include a variety of age-restricted, non-age restricted, and volunteer homes, as well as reconfiguration of the existing golf course. These uses are compatible with the surrounding residential communities, the existing functions of the Rockland Psychiatric Center, the golf course and other open space and recreational uses on the RPC Campus. As described above, the Proposed Action is consistent with both the Orangetown Comprehensive Plan and Rockland County Comprehensive Plan. The unique characteristics and history of the large RPC Campus dictate a unique zoning approach. This was recognized previously when the Town rezoned portions of the campus to a new zoning district, RPC-R, that was created specifically to retain and promote open space and recreational facilities on the campus. The creation of a new zoning district that is specific to the site to promote residential redevelopment that is compatible with the adjacent RPC-R District, existing surrounding land uses, existing uses within the campus, and municipal comprehensive plans would, therefore, not constitute spot zoning.

The proposed rezoning could have the potential to set a precedent for rezoning other sections of the RPC Campus. However, rezoning portions of the RPC Campus is envisioned in the Orangetown Comprehensive Plan as a means to encourage different uses on the site, including open space, recreation and residential uses. The campus has already been rezoned in certain areas to RPC-R to promote and accommodate recreational uses and to preclude other types of development in those areas. Retaining the current R-80 District zoning on the site would not further the objectives of the Orangetown Comprehensive Plan and would encourage development that is not appropriate for the densely developed RPC Campus. As shown on Exhibit III.A-4, RPC Campus Land Use, several State and Town owned parcels have been identified for potential future redevelopment. One of the more significant parcels of land that may be redeveloped is the existing Children’s Psychiatric Center property located in the northwest corner of the campus. RPC is currently constructing a new Children’s Psychiatric Center in the eastern portion of the campus closer to its active facilities. No plans for redevelopment of this parcel have been developed at this time.

The proposed rezoning of the Project Site would not impact or set a precedent for zoning in the area surrounding the RPC Campus. The proposed rezoning and the creation of the new RPC-H District are specific only to the unique qualities of the RPC Campus. The new zoning district could not be employed elsewhere in the Town outside of the RPC Campus. The current zoning surrounding the site would likely remain as is, while the potential for redevelopment of existing commercial areas along Convent Road may increase to serve the new residential population. The residential areas would likely remain unchanged.

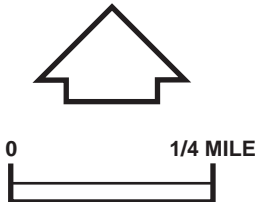
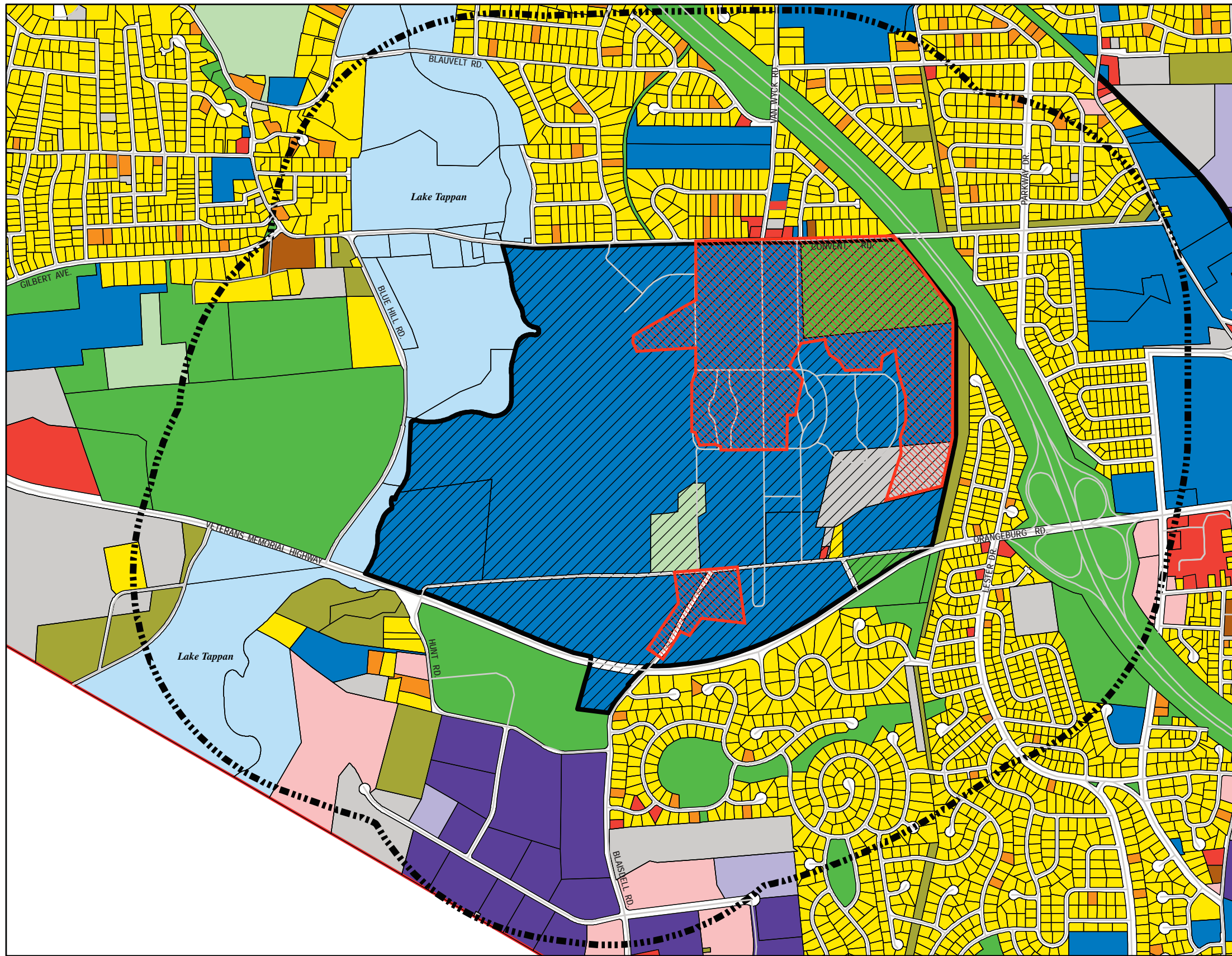
² S. W. Damsky and James A. Coon, “All You Ever Wanted To Know About Zoning,” Fourth Edition, (New York Planning Federation) p. 3-4.

f. Continued Operations of the Rockland Psychiatric Center

It is anticipated that the existing functions of Rockland Psychiatric Center will continue to operate as usual during and after construction of the proposed project. Once completed, the proposed development is expected to have a positive impact on the existing hospital by providing a vibrant residential community instead of blocks of vacant and abandoned buildings. Short term impacts from the proposed development are anticipated due to construction activities. The Town of Orangetown Police Department, which is responsible for patrolling the Town owned portions of the RPC Campus, has stated that security issues on the campus are currently not significant, although there have been reports of break-ins into the abandoned buildings, and are not expected to be significant after construction of the project. See Chapter III.F, Community Facilities, for additional information regarding impacts to the Police Department. The RPC security staff has commented that they anticipate temporary construction impacts. These comments are addressed in Chapter IV, Adverse Impacts that Cannot be Avoided. Other design and engineering concerns are addressed throughout this DGEIS. The proposed golf course design has been devised to create a buffer area between the proposed residential development area and the existing RPC buildings that will remain. However, both the Orangetown Police Department and RPC security staff have commented that new residents on the site should be educated about the functions of the Rockland Psychiatric Center and should know that patients who are discharged are free to walk around the property. Further discussion is included in Chapter III.F., Community Facilities.

g. Mitigation

No significant land use or zoning impacts have been identified and no mitigation is required. During the subsequent site plan approval processes, detailed studies may show the need for mitigation to address the relationship between individual buildings or parking lots and roads. In such cases, the Planning Board could consider modifying the locations of buildings and parking lots or the provision of landscaping to mitigate any additional impacts.



- Half-Mile Radius from Project
- Rockland Psychiatric Center Campus Boundary
- Project Site

ROCKLAND COUNTY GIS CATEGORIES

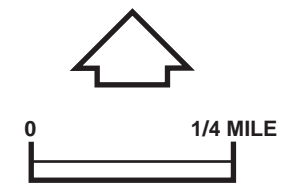
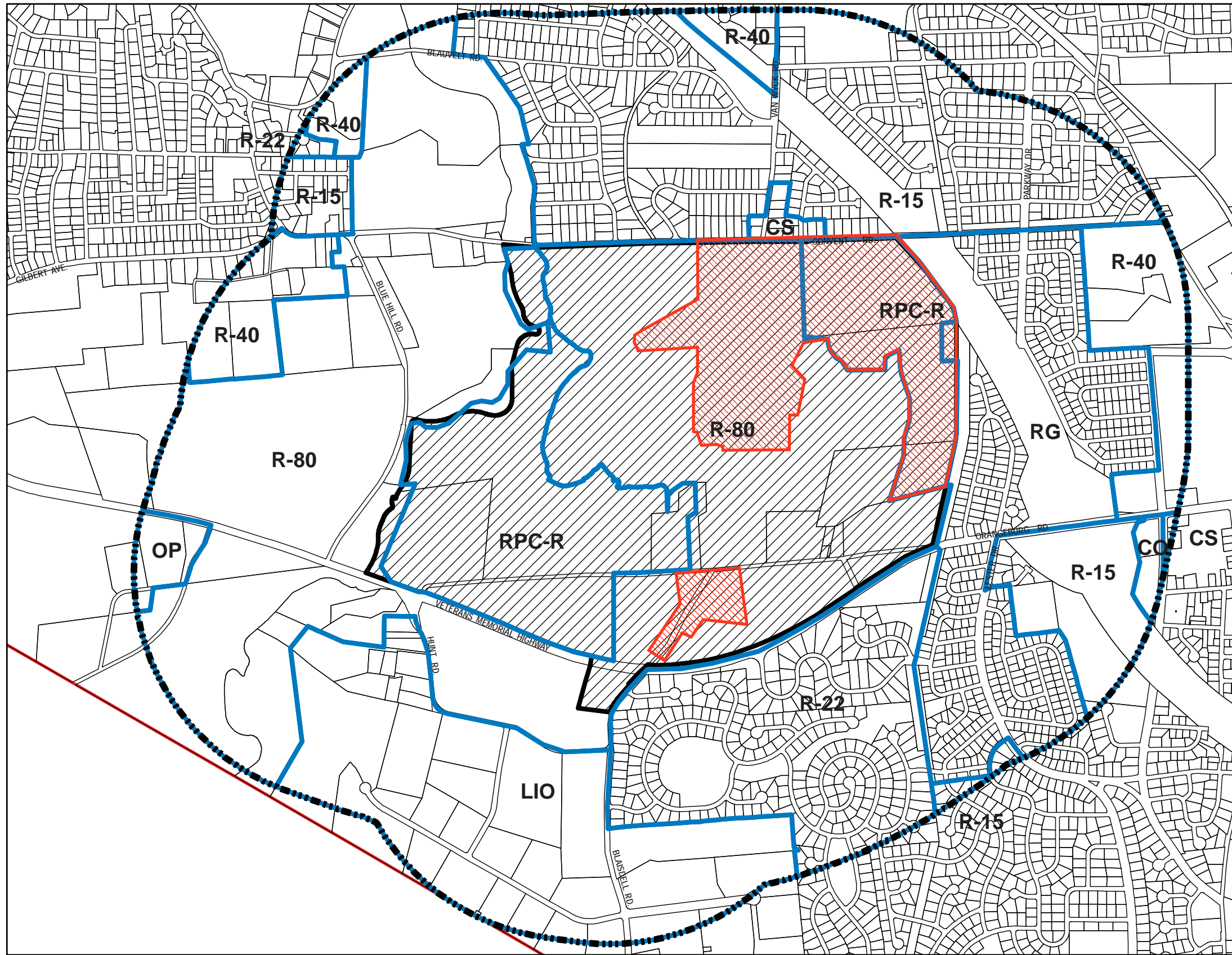
- Single-Family Residential
- Two-Family Residential
- Multi-Family Residential
- Institutional/Quasi-Public
- Public Park/Open Space
- Private Recreation/Private Open Space
- Commercial
- Office/Professional
- Light Industrial
- Heavy Industrial
- Right-of-Way
- Utilities
- Vacant

Exhibit III.A-1
EXISTING LAND USE

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

BASE MAP SOURCE: Rockland County GIS

Saccardi & Schiff, Inc. - Planning and Development Consultants



- ■ ■ ■ Half-Mile Radius from Project
- ▨ Rockland Psychiatric Center Campus Boundary
- Zoning Districts
- ▨ Project Site

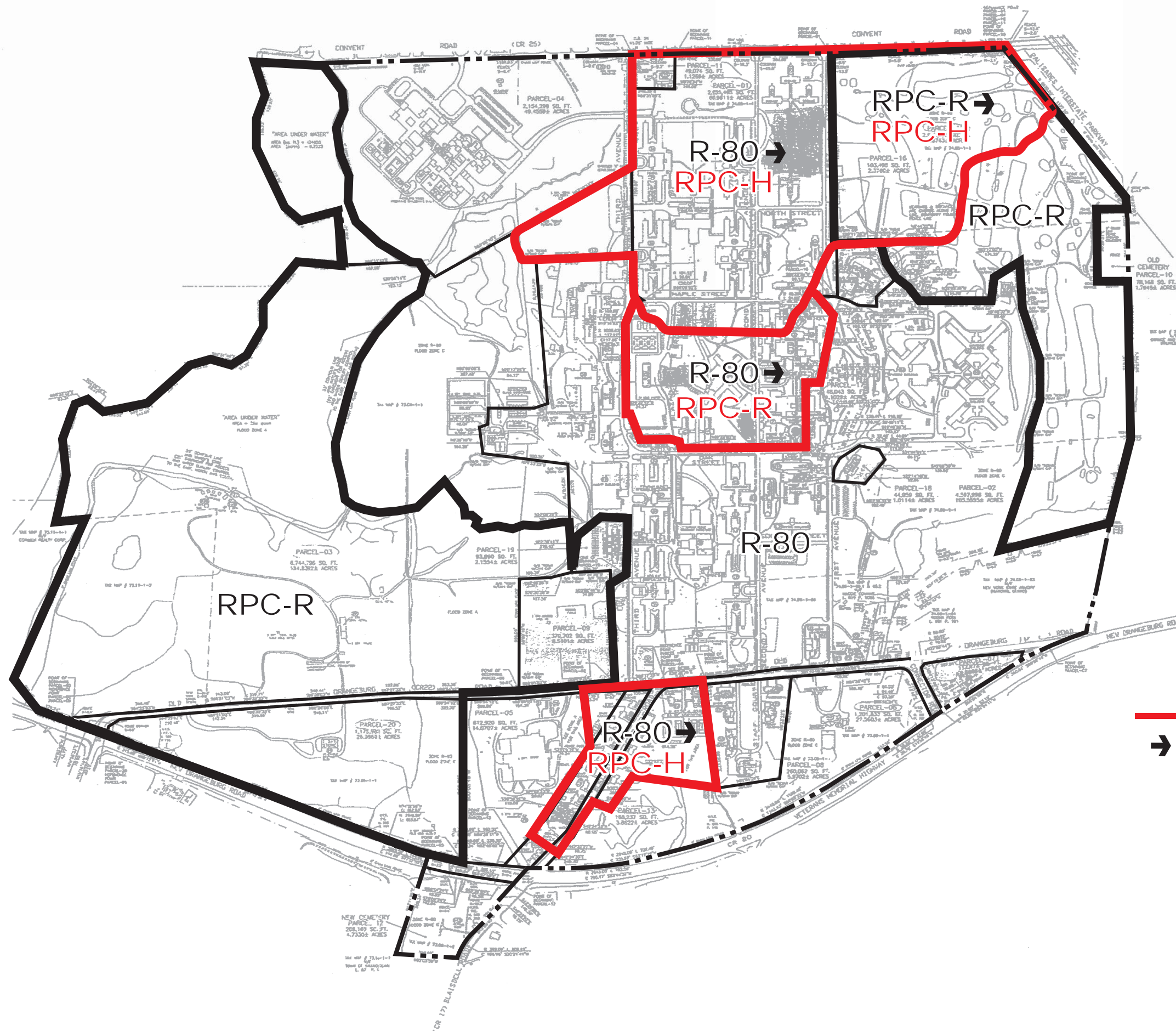
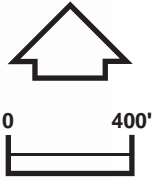
ZONING DISTRICTS

CS	Community Shopping
L10	Light Industrial - Office
R-15	Medium Density Residence - 15,000 S.F.
R-22	Medium Density Residence - 22,000 S.F.
R-40	Low Density Residence - 40,000 S.F.
R-80	Rural Density Residence - 80,000 S.F.
RG	General Residence - 10,000 S.F.
OP	Office-Park
CO	Commercial-Office - 15,000 S.F. +1,500/Office
RPC-R	Rockland Psychiatric Center - Recreation

Exhibit III.A-2
EXISTING ZONING
FOUR SEASONS AT ORANGETOWN
ROCKLAND PSYCHIATRIC CENTER
 Town of Orangetown, New York

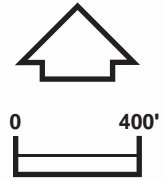
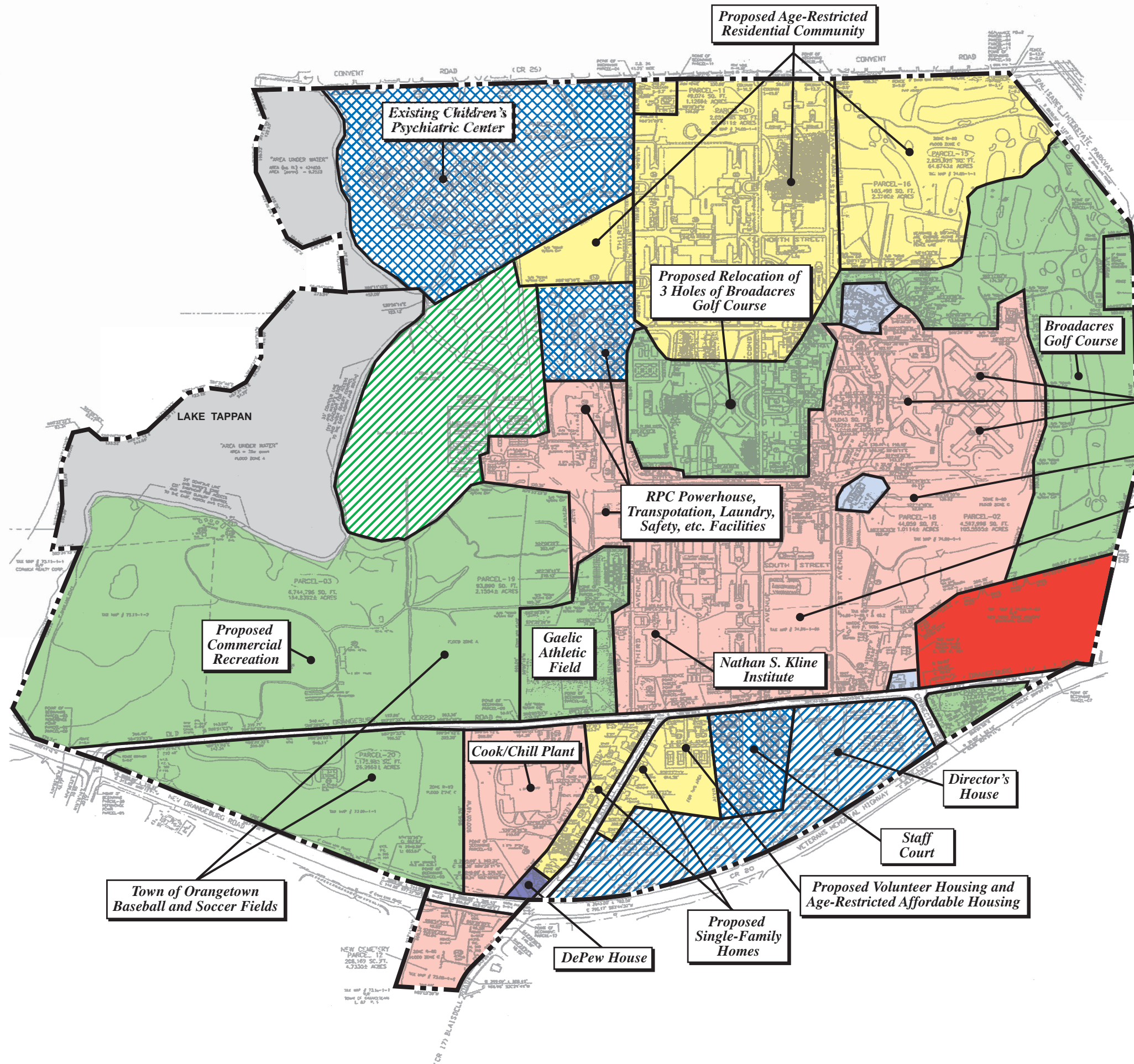
Saccardi & Schiff, Inc. - Planning and Development Consultants

BASE MAP SOURCE: Rockland County GIS



— Proposed Zoning Boundary (approximate)
➔ Indicates Zoning Change

Exhibit III.A-3
PROPOSED ZONING
FOUR SEASONS AT ORANGETOWN
ROCKLAND PSYCHIATRIC CENTER
Town of Orangetown, New York



- Proposed Residential Community
- Rockland Psychiatric Center Facilities
- Recreation/Open Space
- Religious Institution
- Cultural Institution
- New York State Armory
- Vacant Town-Owned Potential Redevelopment Site
- Vacant Town-Owned Potential Open Space or Limited Redevelopment Site
- Potential State-Owned Redevelopment Site

Town of Orangetown
Baseball and Soccer Fields

Exhibit III.A-4

RPC CAMPUS LAND USE

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