

VI. ALTERNATIVES

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A. No Action

There are two potential No Action alternatives for the Proposed Action. The first would simply be no development on the site, with the buildings remaining in their existing condition. The second No Action alternative would involve redevelopment of the site within the context of the existing R-80 zoning.

No Development

The future without the proposed project would see the RPC Campus remain unchanged from its current state with continuing deterioration of the physical structures. The undeveloped land would remain as is, including the open spaces, such as the Broadacres Golf Course.

The buildings on site would deteriorate from their current condition, including buildings already in a state of disrepair. All buildings on the Project Site are vacant, with the exception of seven single family homes along Blaisdell Road that are currently rented to emergency services volunteers. According to the Rockland Psychiatric Center Security Assessment for Newly Acquired Property (“RPC Security Assessment”), many of the buildings have environmental concerns relating to asbestos and mold. These health hazards would remain on-site without the proposed project or other mitigation measures. In addition, the RPC Security Assessment and interviews with the Town of Orangetown Police Department identified instances of break-ins and vandalism to several existing buildings as security concerns. Other security issues include falling hazards, tunnels, and overgrown vegetation reducing the visibility for patrols.

Development with Existing Zoning

With the current R-80 zoning, approximately 36 single-family homes on large lots (80,000 square feet minimum) could be constructed in the Project Site. If the site were sold to a private single family developer, the Town would receive revenue for the sale of land and taxes from each of the single family homes. The single family development would, however, result in additional school age children for the Pearl River School District. The costs to educate the estimated 53 students¹ would utilize most of the school revenues generated by the 36 homes (per pupil school costs are approximately \$17,900 per year²). If the zoning were not changed, development of the Project Site would not likely be able to include affordable or volunteer housing due to the large lot sizes. Also, a walkable community would not be feasible with the large lots.

Presently, the Project Site is mostly vacant and Town-owned, and thereby, does not generate any revenue for the Town. The Town is currently responsible for maintaining

¹ Based on multiplier of 1.47 from “Residential Demographics Multipliers” by Rutgers University, Center for Urban Policy Research, 2006, for single family, detached, 5 bedroom home valued at more than \$748,500.

² See Chapter III.I.2, Fiscal Impacts.

and policing the vacant site. If the Project Site remains as is, the Town will continue to spend money on the site without receiving income or other benefits in return, other than the existing six volunteer housing units.

Benefits of the Proposed Action include replacing the seven volunteer housing units with 20 new volunteer housing units, the provision of 32 affordable age-restricted housing units, an estimated net annual Town tax revenue surplus of \$1,335,940, and an estimated annual surplus of approximately \$3,097,659 in school tax revenue. In addition, the sale of the land to the selected Developer would amount to \$24 million in revenues to the Town (the Town paid \$5.95 million for 348 acres in 2003). In the No Action alternative, the Town would not receive this revenue. Table IV-2 compares anticipated impacts of this alternative with the Proposed Action and other alternatives.

B. Removal of Existing Buildings with No Development

This alternative considers the use of the Project Site as open space with all of the existing buildings demolished. The primary benefit of this alternative would be the creation of approximately 80 acres of additional open space for the Town of Orangetown. The primary adverse impact of this alternative would be the significant costs to the Town to demolish the buildings, remediate the site, landscape and/or construct new recreation facilities, and maintain the open space after completion. The Town would also lose the opportunity for additional volunteer housing and age-restricted affordable housing, as well as additional tax revenue from residential uses, which are all components of the Proposed Action.

A Phase II Investigations and Recommended Site Remediation Report was prepared by Lawler, Matusky & Skelly Engineers LLP in August 2002. According to this report, the approximate cost of asbestos remediation and demolition for the northern portion of the Project Site at that time was \$14,570,677. The approximate cost of the asbestos remediation for the portion of the Project Site along Blaisdell Road is \$1,244,981 (this estimate also includes remediation of the Director's House and associated structures on Old Orangeburg Road). This would amount to a total of almost \$16 million for the Town of Orangetown to demolish and remediate the Project Site. Additional costs for park development would be required under this alternative. (The recently constructed Town recreation fields on Old Orangeburg Road were developed at a cost of approximately \$225,700 per acre. Applying the cost to the 77.64-acre Project Site, not including the existing 65-acre Broadacres Golf Course, would result in an approximate cost of \$17.5 million for development of the site as open space and recreation.) This would result in an approximate cost of \$33.5 million for demolition and construction of new open space and recreation. In addition, the Town would not receive \$24 million from the proposed sale of the land or the projected tax revenues. The cost for the post demolition/remediation of the property for a purely passive recreation area, i.e., grading, seeding and planting, would obviously be less than \$17.5 million. However, after discussion with the Town Supervisor and review of the Comprehensive Plan, it is clear that the Town Board would not have purchased the 350 acres only to redevelop it as park land.

C. Other Land Development Considerations

This alternative estimates and compares the anticipated impacts if portions of the golf course were not utilized for the Project and the area adjacent to Lake Tappan was utilized instead (alternative development area is shown as “Vacant Town-Owned Potential Open Space or Limited Redevelopment Site on Exhibit III.A-4, RPC Campus Land Use). The Alternative C site contains approximately 24.1 acres of developable land, not including wetlands on the site. This site could produce approximately 40 senior housing units more than the Proposed Action, or a total of 583 units. Access to the Alternative C site would be limited and would have to connect to 3rd Avenue either through State-owned land or through a wetland. Limited access to the site could also impact access for emergency services. Views of the RPC Campus from Lake Tappan would be altered from views of open space to views of residential development. While a benefit of this alternative would be no impacts or development on Broadacres Golf Course, another significant impact would be the lack of a buffer between the age-restricted residential development in the north central portion of the site and Rockland Psychiatric Center. The area proposed to receive the relocated portion of the golf course would remain as is, with several vacant buildings. The golf course would also not be upgraded with a new irrigation system.

This site, however, is located adjacent to Lake Tappan which could provide open space and recreation benefits. Additional units would likely be age-restricted, thereby not increasing the number of school children generated, and further benefitting the school district with additional tax revenue, as with the Proposed Action.

Table VI-2 below compares the potential impacts and benefits of this alternative with other alternatives and the Proposed Action.

D. Other Zoning Approaches

The proposed RPC-H District provides a density of 8 units per acre; it allows a variety of housing options, requires that 95 percent of the housing units be age-restricted, and requires the inclusion of affordable housing. The 575 housing units considered in this DGEIS would conform to the proposed new zoning: 478 townhouse/condominium age-restricted units; 32 age-restricted, affordable units; 33 age-restricted single family homes; 12 market rate single family homes; and 20 housing units for community volunteers. This development is less than the 618 housing units that could be developed on the Project Site based on the maximum density in the proposed RPC-H District.

Residential development on the Project Site could potentially be accommodated through the use of a combination of new and existing zoning districts. Chapter IIIA, Land Use and Zoning, of this DGEIS, describes several of the existing zoning districts in the Town (see Table IIIA-3 and Table VI-1 below). None of the existing zoning districts in the Town permit the density of 8 units per acre, which would be necessary to achieve the 575 housing units on the site. The PAC (Planned Adult Community) floating zone permits a maximum of 5 units per acre, including a bonus of one unit per acre for the provision of affordable units. The R-15 and RG Districts permit, as a Conditional Use by the

Planning Board, a maximum of 5 units per acre for attached or detached single-family units for adults age 50 and over. The maximum parcel size for this use is 7 acres. The MFR (Multifamily Residence) permits a maximum density of 6 units per acre, depending on unit size. For example, 6 units per acre is permitted for 1 bedroom units, 4.8 units per acre is permitted for units with 2 bedrooms, and 4 units per acre is permitted for units with 3 or more bedrooms. The RG, CS, CC, CO and MFR Zoning Districts only on land owned by the Town of Orangetown at the time of application, also permit, as a Special Permit Use by the Town Board, Senior Citizen Housing with a density of 30 units per acre. This housing, however, is all affordable, all one bedroom, and for persons ages 62 and over, or 55 and over if physically handicapped. Because none of the Town’s existing zoning districts permits a density of 8 units per acre, except the RG, CS, CC, CO and MFR Senior Citizen Housing Districts which permit 30 units per acre but only for all affordable units, the Town’s existing districts would not be able to accommodate the Conceptual Plan.

**Table VI-1
Density Comparison between Existing and Proposed Zoning Districts**

	PAC	R-15 and RG	MFR	RG and MFR Senior Citizen Housing	RPC-H
Primary Use	Active Adult housing, mixed unit type	Single family homes	Multifamily units	Multifamily units, all affordable	Active Adult housing, mixed unit type
Maximum Density (units per acre)	4, or 5 with affordable housing bonus	5	6 (less density if more than one bedroom proposed)	30	8

The Town of Orangetown Comprehensive Plan (2003) suggests the use of non-traditional zoning techniques on the RPC Campus such as “...cluster zoning, planned unit development, and incentive zoning...”. Cluster zoning is a zoning mechanism that permits housing development on smaller lots than would otherwise be permitted in a given district, with the goal of “clustering” the housing in certain areas in order to preserve open space and environmentally sensitive areas on other portions of the site. Cluster zoning could be utilized on the Project Site in conjunction with an existing zoning district. However, none of the existing zoning districts permit a mix of housing types, except the PAC floating zone. While the PAC floating zone permits a range of housing types, it does not require affordable housing and the maximum density is 5 units per acre, including a bonus for the option of affordable housing. The MFR, Multifamily Residence, District permits multifamily development, but does not permit single or two-family detached housing units. Cluster zoning also does not typically result in the provision of affordable units.

Incentive zoning is used to achieve a stated municipal purpose, such as the provision of senior or affordable housing in an existing zoning district. Typically, an incentive is given to the builder in the form of additional density or relief from various bulk regulations, in exchange for the provision of the established goal (i.e., affordable housing). Incentive zoning is voluntary and so does not guarantee that the developer will

partake. Incentive zoning is also typically attached to an existing district. As described above, none of the existing zoning districts in the Town permit a mix of housing types as illustrated in the Conceptual Plan. Incentive zoning could be utilized to generate affordable housing on the site, but because incentive zoning is voluntary, affordable housing would not be guaranteed on the site.

Planned Unit Development (PUD) is a zoning technique that typically promotes a mix of uses in a planned community. The purpose of a PUD is to create a full community with a range of housing types, community services, open space, and easily accessible commercial uses. The Proposed Action includes the rezoning of portions of the Project Site to a new district, the RPC-H District. The RPC-H District permits Planned Residential Developments (PRD) containing a mixture of housing types, including single family detached, single family attached and multifamily housing, primarily for persons 55 years of age and older. The PRD is a specific type of PUD that allows varying types of housing within a walkable community setting including open space. The RPC-H District provides the variety in housing types and housing prices, as well as the design flexibility to promote a walkable community, as is illustrated in the Conceptual Plan.

E. Alternative Design Treatment

In one of the initial planning concepts, the Developer included a small commercial area on Convent Road as part of the proposed Concept Plan. Although no longer part of the proposed development, this alternative analyzes that convenience retail component along Convent Road. The proposed RPC-H District permits, as a conditional use by the Planning Board, facilities primarily designed to serve the needs of the age-restricted housing component of the Planned Residential Development (PRD), such as convenience retail shops, personal service uses, professional offices and health related facilities. Conditions of the use include: the need for such uses must be demonstrated and description of operational and management characteristics of such uses must be provided; the aggregate amount of floor area for all such uses shall not exceed 3 percent of the floor area for all other uses in the PRD development; and, such facilities shall be incorporated within the proposed PRD development and shall be shown on the required Conceptual Plan that is submitted to the Town Board for approval.

The inclusion of convenience retail and other uses along Convent Road would add a land use to the RPC Campus that is currently not available on the site. However, retail and service uses are already located on the northern side of Convent Road. The existing retail and service uses on Convent Road are currently underutilized. It is anticipated that the proposed age-restricted community on the Project Site will help revitalize this small commercial area by providing a steady clientele within walking distance. Including a new retail component on the Project Site would provide competition to the existing retail and service uses and would not likely help revitalize those uses. A retail component was originally part of the Developer's Conceptual Plan, however, it was deemed more appropriate to try to revitalize the existing commercial uses on Convent Road.

A new retail component along Convent Road would potentially impact community character by adding storefronts and parking lots along the southern side of Convent Road. This side of Convent Road currently has a large fence and vegetative buffer between the roadway and the existing uses. The proposed age-restricted community would retain the vegetative buffer along Convent Road. Additional retail could also increase traffic on Convent Road.

A benefit of a retail component on Convent Road would include additional taxes for the Town, the generation of no school children, and the creation of jobs. The Proposed Action, without the inclusion of a retail component, is also anticipated to create additional taxes and have no significant impacts to the Pearl River School District. Moreover, the project would likely benefit existing commercial uses in this same area, several of which are underutilized.

F. Alternative Alignments

Alternative road alignments within the RPC site have been considered as part of this GEIS, including the potential use of Old Orangeburg Road and the possible realignment of 3rd Avenue.

As part of the proposed development, 3rd Avenue will provide the north-south access route for the proposed development to Veterans Memorial Highway. These vehicles will travel along portions of 3rd Avenue within the RPC property. The configuration of 3rd Avenue should encourage drivers to travel south to Veterans Memorial Highway and not use local streets to the north and at the same time, minimize conflicts with the RPC facilities and other users of the RPC Campus.

Existing 3rd Avenue is approximately 20-22 feet in width. This width does not meet current Town of Orangetown requirements for a suburban type street. However, maintaining this reduced lane width is a traffic calming technique in that a narrow street does not encourage high speeds. Maintaining the existing lane width, in conjunction with posting 25 MPH speed, would help to control potential speeding along 3rd Avenue.

The existing intersection of 3rd Avenue and Oak Street currently has limited traffic control. Cars traveling south tend to cut the corner on the pavement of the adjacent parking lot. An alternate to the existing intersection configuration is to create a 3-way stop at the intersection. Two alternate configurations are shown on Exhibit VI-1. The 3-way stop will serve to not only reduce speeding in the north-south direction, but also control traffic and reduce conflicts with traffic on Oak Street from the Broadacres Golf Course and the RPC facility. Both alternates would require construction on portions of the RPC Campus outside of the development parcel and obtaining appropriate easements for the construction and determination of subsequent maintenance responsibility of the intersection.

The Nathan S. Kline Institute in the southern portion of the RPC Campus, along 3rd Avenue, currently has a parking lot on the western side of the road. This requires pedestrians to cross 3rd Avenue to access the building. Also, there are existing handicap spaces along 3rd Avenue which require cars to back into the road. The vehicles entering the building drop-off area and pedestrians crossing 3rd Avenue from the parking lot will create potential conflicts with the vehicles from the proposed development traveling on 3rd Avenue.

To minimize the potential conflicts, an alternate road alignment for 3rd Avenue is shown on Exhibit VI-2. This would realign 3rd Avenue to the west away from the existing buildings. The parking lot would be relocated between the realigned road and the building. This would allow all pedestrian movement from the parking lot to the building without crossing 3rd Avenue. Also, the handicap parking spaces would be within the relocated parking lot, eliminating backing out into 3rd Avenue. The entrance to the building drop-off would be reconfigured to provide a tee intersection with realigned 3rd Avenue. This alternate would require construction on portions of the RPC Campus outside of the development parcel and the need to obtain appropriate easements for the construction and determination of subsequent maintenance responsibility of the roadway.

The proposed design of the southern development area will realign Blaisdell Road to form a 4-way intersection with Old Orangeburg Road and 3rd Avenue. This will be established as a 4-way stop.

The conceptual design for alternate alignments have been developed using the existing road widths. Like the entire existing 3rd Avenue, these alternatives will not meet Town road standards with respect to width. However, this can have a beneficial effect on the RPC facilities, in particular the Nathan Klein facility, as the reduced width would serve as a traffic calming measure for through traffic from the proposed residential development.

G. Non-Residential Uses

The Rockland Psychiatric Center Redevelopment Plan (Saccardi & Schiff, Inc, April 2004) recommended the following uses on the Town-owned portions of the RPC Campus: recreation and open space; housing; and, economic development uses. The types of economic development uses noted in the Redevelopment Plan included research and development, offices, and other similar uses, provided that such uses have limited peak-hour traffic characteristics. Economic development use was suggested, along with age-restricted housing, in the Redevelopment Plan because it can be a “low-impact use” and would further the objectives of the Redevelopment Plan including development of the property with a mix of uses, increasing the Town’s tax base, and minimizing adverse impacts to the local school district. Research and development and office uses would be compatible with the existing uses of the Rockland Psychiatric Center, the Nathan S. Kline Institute (psychiatric research) and recreation facilities. The potential reuse of the site with low impact office and research and development uses is evaluated below.

In order to accommodate commercial use on the site, a new zoning district RPC-Research and Development (RPC-R&D) could be created or the existing Laboratory-Office District (LO) could be utilized. The LO District permits various governmental uses, emergency service facilities, and other public buildings; schools of general instruction; executive conference lecture facilities; business/professional office; and research, experiment, and testing labs subject to performance standards procedures and additional use requirements. Uses by Special Permit of the Town Board include: airports and heliports; high-tension transmission lines, accessory poles and towers; and railroad/public utility rights-of-way. Conditional Uses by the Planning Board include public utility substations and pump stations; telephone exchanges; elevated standpipe and water tanks; manufacture of prototype products; satellite dish antennas; and child day-care centers. Utilizing the LO District regulations, approximately 1,286,762 square feet of schools, business/professional offices, and/or research, experiment, and testing labs could be constructed on the Project Site (73.85 acres x 0.40 FAR x 43,560 square feet per acre). This calculation does not include portions of the Project Site that are currently used as the golf course or the western side of Blaisdell Road which does not have an area that could conform to the bulk regulations. The impacts of 1.3 million square feet of development would include the generation of significant tax dollars and jobs and an increase of approximately 2,015 AM Peak and 1,937 PM Peak traffic trips on Veterans Memorial Highway and Convent Road (source: "Trip Generation" by the Institute of Transportation Engineers, 7th Edition, trip generation rate for General Office Building).

In January 2005, the Town of Orangetown Town Board sent a Request for Proposals (RFP) to selected developers for redevelopment of the Town-owned portions of the RPC Campus. After receiving proposals, the Town Board encouraged the three finalists to submit plans for commercial development including shops, office, and/or corporations. However, none of the developers submitted viable plans for commercial use, stating there was no market for such uses. There is no evidence to indicate that the market for these uses has significantly improved since 2005.

Potential impacts and benefits of this alternative are compared with the Proposed Action and other alternatives in Table IV-2 below.

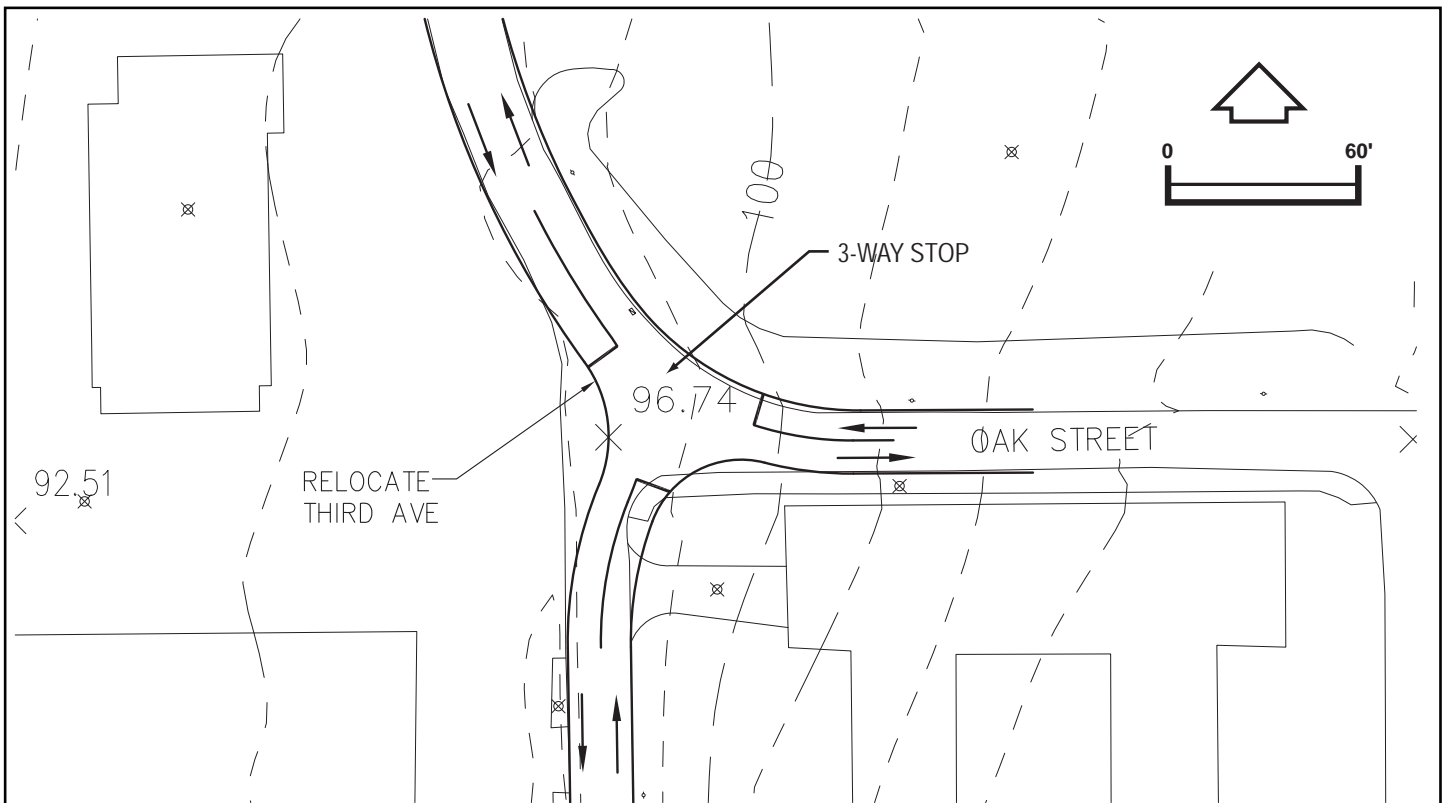
**Table IV-2
Alternatives Comparison**

	Proposed Action	Existing R-80 Zoning	Alt. C Land Plan	Commercial Development
Amount of Development	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.
Land Use	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.
Community Character/ Visual	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.
Natural Resources	±.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.
Community Facilities	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.
Recreation	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.
Fiscal Impacts	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.

Alternatives

Traffic and Transportation¹	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
Population	±1,113 new residents.	±160 new residents, assuming 5 bedroom houses.	±1,188 new residents.	No new residents.
Affordable Housing	Includes 32 age-restricted units and 20 for volunteers.	No affordable housing would be constructed.	Could include same as Proposed Action.	Not permitted.

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



ALTERNATIVE 1



ALTERNATIVE 2

Exhibit VI-1
**THIRD AVENUE/OAK STREET
 ALTERNATE INTERSECTION
 ALIGNMENTS**

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

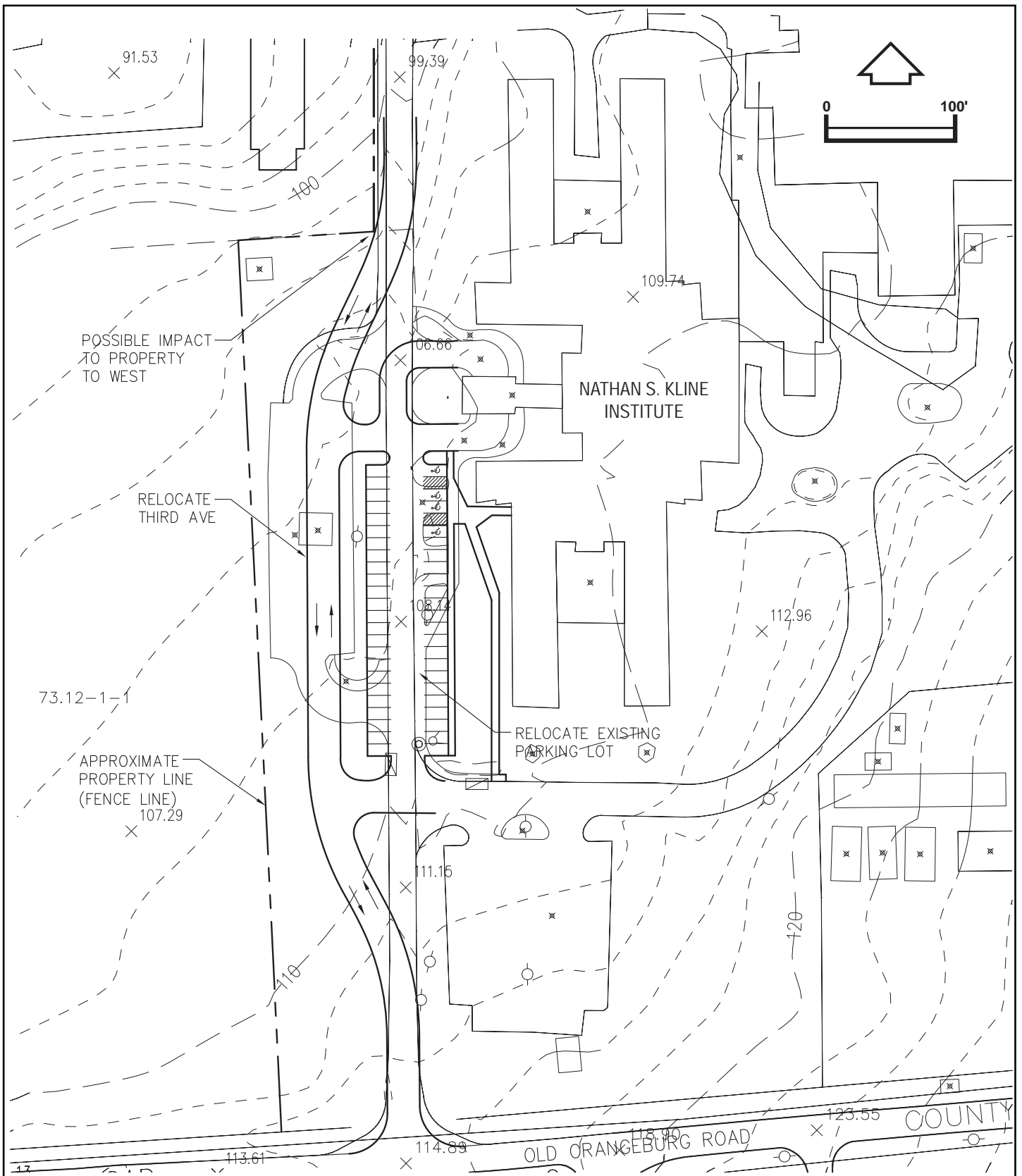


Exhibit VI-2

**ALTERNATE
THIRD AVENUE ALIGNMENT**

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