

The Rockland Psychiatric Center Redevelopment Plan¹

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Revised 1/22/13 AYS

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¹ This document revises and updates "The Rockland Psychiatric Center Redevelopment Plan," prepared by Saccardi and Schiff, Inc., accepted by the Town Board of the Town of Orangetown on April 12, 2004.

The Rockland Psychiatric Center Redevelopment Plan

Town land at the Rockland Psychiatric Center (RPC) campus, hereinafter the RPC site, with its varied topography, attractive views, open fields, water frontage, and relatively narrow streets with mature trees, represents an unprecedented development and open space preservation opportunity for the Town. The site's size and proximity to major roadways and New York City give its redevelopment a regional significance. However, the existence of dozens of large, asbestos- and lead-filled vacant buildings, tunnels and other features make redevelopment complex and costly. Redevelopment will entail development of vacant land and the redevelopment of already developed areas, including either demolition of existing buildings or adaptive reuse of those buildings. The Plan maintains that this property can accommodate a mixed use program of open space, indoor and outdoor recreation, and private commercial and residential development.

This Redevelopment Plan is intended to guide development of this large tract of land through the utilization of sound land use and open space principles. This document updates the 2004 Redevelopment Plan commissioned by the Town Board just after purchase of the RPC site in 2003, and written by Saccardi and Schiff after they completed the Town's Comprehensive Plan. The document describes the physical site, provides a brief history of its use as well as previous redevelopment efforts and presents the Town's redevelopment principles and acceptable uses. Our revisions essentially preserve the development concepts of the original Plan, which were arrived at through extensive community input, but include changes at RPC over the last decade. It differs from a master plan in its lack of specificity: no sites in this Plan have been designated for specific uses and no new zoning is proposed because it is premature. It is of sufficient detail to distribute to developers and to the various State agencies we work with to inform them of the Town's goals for the property.

The original 2004 Plan was "accepted," but not formally adopted, by the Town Board on April 12, 2004. This revised Plan is offered for review, discussion and acceptance as an essential step toward redevelopment of the RPC site.

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I. Site History

Town land at the Rockland Psychiatric Center campus is located within the hamlet of Orangeburg in the central portion of the Town of Orangetown, New York. It represents one of the largest developable tracts of land within the metropolitan New York area. The Town land consists of 348 acres which is adjacent to and in some instances surrounds the roughly 200 acres owned by New York State used primarily for the existing Rockland Psychiatric Center Hospital. Town land encompasses both land and water, vacant buildings, wetlands, roads, utilities, forests and open fields, including a golf course. Approximately 35 acres of land are under Lake Tappan which is a reservoir owned by United Water New York.

Boundaries - The overall site is bounded by Orangeburg Road to the south. Lake Tappan, a public drinking water reservoir, forms the western boundary. Convent Road, adjacent to a well-established residential neighborhood and a small commercial area, forms the northern boundary. Another residential neighborhood borders the site on the eastern edge, beyond which is the Palisades Interstate Parkway (PIP). The site has proximate access to the PIP and is a 5 minute drive to the New York State Thruway. The George Washington Bridge connecting Rockland and northern Bergen County to New York City is a 20 minute drive from the site and the Tappan Zee Bridge connecting Rockland to Westchester County is closer still. It is completely within the Pearl River School District. See Map 1: Site Location.

Background

Until 2002, the entire RPC property of 550 acres was owned and operated by New York State, primarily through the New York State Office of Mental Health (OMH). Construction of RPC began in 1927 and the facility was officially opened in 1931. The entire site was utilized for the purpose of providing in-patient mental health services for both children and adults. Until the late 1960s, the facility was generally self-sufficient, with staff housing, its own water supply and power plant, a furniture construction department, two churches, laundry facilities, recreation facilities and agricultural fields all located on site. The last facility built on the RPC campus was the Cook/Chill facility, which was constructed in the 1990s. Since its opening, RPC has served over 93,000 patients, with a peak yearly census of approximately 9,650 in 1956.

Beginning in the 1970s, New York State, for a variety of reasons, began to deinstitutionalize its in-patient population and declare mental health properties surplus, resulting in a major downsizing of a number of mental health facilities including the Long Island Development 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, in 1997, the OMH declared approximately 350 of the 550 acres comprising the RPC facility surplus to its needs. In an effort to sell the property to a private developer, the Empire State Development Corporation issued a request for proposals to private developers. Heartland Development Corporation submitted the highest bid, proposing to construct 5,000 single family homes. The Town Board did not support the proposed density and so refused to rezone the property to accommodate the project. A detailed timeline of the disposition process can be found at the end of this document.

Town Purchase – Eventually, in 2002, the Town of Orangetown, wishing to control redevelopment of the property, entered into a contract with New York State to purchase the 348 acres then being surplussed; this action was subsequently approved by Town residents in a referendum held in November, 2002. On January 22, 2003, the Town acquired the surplus land which included a total of 57 buildings and structures and the nine-hole Broadacres Golf Course. The contract with the State for the purchase of the property included a restriction requiring that by January 22, 2015 the Town designate 216 acres to be set aside for municipal and recreational purposes for a period of at least 25 years measured from the date of closing, i.e., January 22, 2003. The timetable for compliance has since been extended to 2020. (This restriction is further explained in Section VII, in this Plan.) The remaining acreage may be used for tax-generating private development, or for any other lawful purpose.

Town's Comprehensive Plan - The Town's Comprehensive Plan, adopted in 2003, did not provide a detailed vision of the future of the RPC site, but it recommended a mixture of residential, commercial and recreational uses that were further detailed in the 2004 Redevelopment Plan presented here in revised form. The Comprehensive Plan noted the extraordinary value of the RPC site, as well as the need for major private investment to overcome the costs of remediation of abandoned buildings. The possible land uses mentioned in the Comprehensive Plan (senior housing, commercial offices, etc.) reveal an implicit prioritization of open space, clean ratables, minimal peak-hour traffic and low impact on school population.

Initial Redevelopment Process – Upon purchasing the site in 2003, the Town Board immediately prepared the 2004 Redevelopment Plan outlining the general development goals and acceptable uses for the property and sought development proposals. A Request-for-Qualifications was issued to developers to establish financial capacity and experience. The eleven firms that responded were then invited to submit a response to a Request-for-Proposals for the purchase of Town land. Five proposals were received; none of the five proposed commercial, office or light industrial, other than as ancillary to residential. Four of the five proposed active adult housing and one proposed a continuing care retirement community. The Town Board conducted an extensive review and analysis of the proposals and site visits of completed projects by the proposers. The Board also solicited input from a citizens' advisory committee comprised of representatives of the Pearl

River School District, business community, immediate residential neighbors, the Pearl River Chamber and others.

K. Hovnanian Proposal - The Town Board unanimously selected K. Hovnanian of New York. K. Hovnanian of New York proposed the development of 490 units (townhomes and flats) for active adults, 20 single family homes for active adults, 13 non-age-restricted single family homes, 20 non-age-restricted rental units for local emergency workers, and 32 units of affordable housing for seniors. K. Hovnanian agreed to remediate and demolish vacant buildings, reconfigure and reconstruct the Broadacres Golf Course as a buffer between the new housing and existing hospital and build a path around the eastern side of Lake Tappan. The agreement was for the Town to sell 80 acres to K. Hovnanian for approximately \$24m.

During the subsequent environmental review process in 2009, the market for active adult housing declined and, in early 2010, K. Hovnanian withdrew from the project. The Town owns the analyses conducted for the environmental review of this project. (At the time K. Hovnanian withdrew, the Draft Environmental Impact Statement was largely complete; public hearings had been conducted, and the Town Board, as Lead Agency, was in the process of preparing a Findings Statement.)

RPC Today

Since the Town purchased the property, there has been limited new development on the campus.

In 2003-4, the Town constructed baseball, soccer fields and parking facilities on approximately 46 acres in partnership with local sports leagues. The sports leagues paid for their club houses and other amenities and continue to maintain the facilities. Soccer fields and a parking area are located in the southwestern portion of the property between Old Orangeburg Road and Orangeburg Road. Baseball fields are sited along Old Orangeburg Road; parking for those fields is located to the rear and is accessed by Third Avenue. In each complex, a concession building was erected. In conjunction with the planning for these fields, the Town conducted wetlands, storm water, traffic and archaeological studies.

The Gaelic Athletic Association (GAA) purchased 8.5 acres plus an adjacent two story former Hospital building from New York State. Its property is located on the corner of Old Orangeburg Road and Third Avenue. The GAA has since built fields for Gaelic football.

The Rockland Hospital Guild purchased property from New York State and built a residential complex for people with mental illness on 5 acres at the corner of First Avenue and Old Orangeburg Road. This private non-profit agency provides housing and support services for its clients.

The Town has refurbished the 18th century Dutch sandstone house known as the DePew House at the corner of Blaisdell Road and Orangeburg Road. Now known as the Orangetown Historical Museum and Archives, the building houses the Museum's archives and offices.

In 2004, the Town sold and rezoned the 17 acre parcel adjacent to the Town's baseball fields to a private developer, STEJ, with the expectation that it would construct an indoor recreational facility within three years. The property presently remains undeveloped although the owner installed a gravity sanitary sewer line and force main in 2005. As a part of this sale, the Town consented to a restrictive covenant prohibiting competing indoor recreational facility development on the remaining Town-owned lands for a period of time of 25 years after issuance of a certificate of occupancy for its proposed recreational facility. (The Town is presently exploring whether the covenant may be voided in light of the developer's failure to develop the property.)

The OMH has vacated, but not yet surplused or sold, two important sites: the Rockland Children's Psychiatric Center ("RCPC") site on Convent Road, and the remaining buildings at Staff Court on Old Orangeburg Road. NYS is currently leasing RCPC to temporary users.

See Map 2: Current Public and Private Land Uses at RPC.

Future State Plans - The State's plans at RPC reflect changes and closures of other state psychiatric facilities in the region. The State plans to retain about 200 acres of land and buildings for its current RPC facility functions, including the adult inpatient high-rise buildings, the Cook/Chill plant, the new Children's Psychiatric Center and other structures. The State intends to further consolidate functions on the campus and to relocate them as necessary to the eastern part of the campus. The Nathan S. Kline Institute, a NYS OMH research institution located on 27.5 acres since 1952, will remain on the campus.

Surplus NYS Lands: There are currently three properties the State has either vacated, or is expected to vacate, and surplus: the former Children's Psychiatric Center (RCPC), the power plant and nearby maintenance buildings, and the six-acre Staff Court site. Declaring property to be surplus then opens the process for purchase by the Town or private parties. The Town Board has formally indicated its interest in purchasing these properties if reasonable terms can be reached with the State of New York, and the State has expressed a willingness to work collaboratively with the Town to achieve a mutually acceptable development plan.

RCPC Site

The former RCPC site consists of approximately 49 acres in the northwestern corner of the campus on the banks of Lake Tappan. Approximately 10 of the 49 acres are underwater. The former RCPC is a 147,000 square foot two-story

building built in 1969. The building is a sprawling complex designed with several residential “pods”, a small auditorium, an indoor swimming pool, a gymnasium, and outdoor tennis courts. It was vacated in 2010 when its functions were moved to a newly constructed building on the other side of the campus on First Avenue. Some residents are interested in using this building for a relocated Town Hall which would allow several of the satellite Town offices to be consolidated in one building. Others see potential for a community center. The State is maintaining this building in working order and leasing it temporarily for a television series.

Power Plant

Just south of the RCPC along Third Avenue is the maintenance complex and the power plant, situated on about 20 acres of land. The seven maintenance buildings are still used by the RPC Hospital and the power plant continues to provide steam heat to the hospital buildings. A new power plant is in design and will be constructed within three years near Building 11 at the corner of Oak St and First Ave, centrally located between Nathan Kline and the main hospital building. The current power plant complex will be vacated once the new power plant is on line. New maintenance facilities will be built to the east of Building 37.

Staff Court

Staff Court is a six-acre parcel with five former residential buildings on the south side of Old Orangeburg Road. It was vacated by the State in early 2012. It is strategically sited because it bisects a 27-acre parcel of Town land that has potential for commercial development due to its proximity to Orangeburg Road. The redevelopment of all 33 acres as a single parcel will require cooperation between the Town and State.

Miscellaneous: It is anticipated that the Catholic Chapel, Our Lady Queen of Peace, will be sold to the New York Archdiocese and remain as an active parish.

II. Existing Site Conditions

Topography - The entire campus slopes gently from east to west, draining in Lake Tappan. While mostly level, the topography of the Town land contains small areas of steep slopes. Of the Town-owned land, approximately 13% contains slopes of 10% or greater and approximately 5% contains slopes of 15% or more. The steepest slopes on Town land occur along Lake Tappan in the southwestern portion of the site where the bank stands over 30 feet above the water. The highest elevation on the site is approximately 250 feet above sea level, which is on the eastern part of the site, and the lowest elevation is approximately 55 feet above sea level, which is located along the shore of Lake Tappan.

Lakefront – Lake Tappan, a public reservoir owned by United Water, forms the western edge of the site. One of the most attractive features of the property is the amount of lakefront that the Town now owns along Lake Tappan. In fact,

although Orangetown is located on the Hudson, there are essentially no Town owned lands on the banks of the Hudson. All of the lands within the Town that touch the shores of the Hudson are within Village boundaries or owned by New York State or by private parties. One of the priorities of residents since the Town purchased the property is to construct a public walking trail along the length of the Lake Tappan waterfront.

In addition to property fronting Lake Tappan, approximately 35 of the 348 acres purchased by the Town are actually underwater.

Wetlands - In two separate investigations in 2003, Lawler, Matusky and Skelly Engineers, LLP (LMS) flagged and surveyed the wetlands on Town-owned property at RPC and submitted a Wetlands Delineation Report. Criteria used for determining wetlands were established by the U.S. Army Corps of Engineers (USACOE) and are based on the presence of wetland vegetation, hydric soils and hydrology (saturated soils).

This survey indicated that there are thirteen areas totaling 34 acres that are classified as wetlands by the USACOE ranging in size from .0198 acres north of Old Orangeburg Road to almost 12 acres directly south of the former Children's Psychiatric Center. The USACOE does not regulate wetlands based on size; any wetland meeting its definition falls within its purview. The USACOE does not require a buffer area.

The NYS Department of Conservation (NYSDEC), which has jurisdiction for wetlands over 12.4 acres, has not mapped any wetlands on this site. Nevertheless, NYSDEC may determine that several wetland areas located on a north/south spine directly south of Parcel 5 are hydrologically connected (see various maps annexed). If NYSDEC makes this determination, then these wetlands will be of sufficient size to fall within its jurisdiction. Any proposed disturbance within these wetlands or within a 100-foot buffer will require a formal review and permit from NYSDEC.

In addition to the wetlands, the area south of the Children's Psychiatric Center is within a 100-year flood plain.

Vegetation - Mature, primarily deciduous trees exist throughout the RPC site, most prominently along the existing roads. Parts of the site are heavily wooded, most notably along Lake Tappan. The understory in these areas consists of barberry, grape vines, poison ivy and invasive species. The fields in the western part of the site have returned to meadow. The previous Draft Generic Environmental Impact Statement did not identify any endangered or threatened plant species.

Streets - Convent Road forms the northern boundary of the site. This is a two-lane County owned road with a speed limit of 30 mph with little shoulder room. Because it is relatively narrow, neighbors do not wish to see substantially more

traffic on the road. Orangeburg Road forms the southern boundary. This is a four-lane road with shoulders and is designed for higher speed: the speed limit is 45 mph. Residents would much prefer that new traffic generated by the redevelopment be directed south to Orangeburg Road.

The street pattern for the Hospital was originally laid out as a grid with three north-south avenues running from Old Orangeburg Road to Convent Road. Four shorter streets run east-west. Currently Second Avenue is closed at Convent Road. First Avenue no longer offers through-access to Convent Road but serves Broadacres Golf Course from Convent Road and the Hospital from Old Orangeburg Road. Although the 20' wide streets are relatively narrow by today's standards, such width discourages speeding through the site. Because of the scale of the streets and mature trees that line them, some consider the street pattern an asset of the site.

The Town owns the parts of the north-south roads on the RPC campus that are in the Town-owned areas: First Avenue from Convent Road south to Maple Street; Second Avenue from Convent Road to Oak Street; and a 500' segment of Third Avenue north of Maple Street. The Town also owns North Street which runs east and west between First and Second Avenues. The State owns the parts of these roads between Orangeburg Rd and the Town-owned lands. Each party has right of way easements on and over the streets owned by the other needed to access its property.

Floodplains – The property is located within the Hackensack River drainage basin. A review of the Flood Insurance Rate Maps for Orangetown indicates that most of the property is located within Zone C. This is defined as a low flood-risk area, meaning there is roughly a .02% chance of a flood occurring annually.

Broadacres Golf Course - The Broadacres Golf Course, acquired as a part of the purchase of the RPC lands, went out of business shortly after the Town purchased the RPC site, and has been operated as a public golf course ever since. Originally built for hospital staff, this nine-hole, 65-acre facility is located in the northeastern part of the campus. The land fronts Convent Road to the north and the Palisades Parkway and high-voltage transmission lines to the east. Separate parking for the course is best accessed from Convent Road via First Avenue. A small clubhouse is situated on the edge of the course near a parking lot that is restricted to hospital patrons only, and there is a maintenance garage nearby. The Town also operates a 27-hole golf course on the opposite side of Lake Tappan

Neighborhood - The area of the RPC site was originally a dairy farm; development has since occurred all around it. To the immediate north along Convent Road is a mix of residential, retail and other commercial uses. It is assumed that redevelopment at the RPC site will spur expansion and updating of these commercial uses. To the north of Convent Road is a well established residential neighborhood of single family homes, many built in the 1960s and later.

Lake Tappan forms the western boundary and on the western side of this reservoir is the 27-hole Town-owned Blue Hill Golf Course.

The southern boundary is formed by County Road 20, Orangeburg Road. To the southeast of this four-lane road is another well-established residential neighborhood of single family homes. To the south and southwest lies Veterans Memorial Park, a municipal park with ball fields and a playground. Immediately south of Veterans Memorial Park is a corporate park with almost twenty light industrial and office buildings.

The Broadacres Golf Course provides the eastern boundary of the RPC site, beyond which is the Palisades Interstate Parkway and another established neighborhood of single family homes.

III. Existing Buildings and Tunnels

Buildings

The majority of the 42 buildings on Town land were built of reinforced concrete with an exterior stucco surface. Exterior walls are two feet thick. Interior partition walls are also reinforced concrete and some are structural load bearing walls. Most of the buildings are two or three stories tall, and many have elevators. All have at least partial if not full basements. Roofs tend to be flat with some hipped areas. Most roofs have asphalt shingles although some still have pan or ceramic tile. These buildings range in size from approximately 12,000 to 118,000 square feet. Many of these buildings were dormitories and have small sleeping rooms. Most of the buildings have been vacant for at least 20 years.

Ten brick residential-scale structures are located along Old Orangeburg Road. Much smaller than the typical concrete buildings, they appear to have been designed as a single complex. They typically have hipped and gabled roofs, basements and attics.

In the northeast quadrant of the property is another group of buildings that were designed as a separate complex. These are one-story structures with pitched roofs, stucco walls and arched windows. Some of them are interconnected, creating formal outdoor spaces.

Finally, there are 13 single family homes located on both sides of Blaisdell Road. These one- and two-story buildings were constructed in the 1950s as housing for staff. Seven are now licensed by the Town for rent to emergency services volunteers; these units are managed by the Orangetown Volunteer Emergency Services Committee.

Four buildings on the RPC campus have particular interest to Town residents. First, Building No. 40 is the former auditorium that could possibly be refurbished for community use for indoor recreation, performances and meetings. It has a very large two-story space with a stage, parquet floors and a balcony. A portion of the finished basement is at grade on the western side of the building. This floor housed bowling lanes and a cafeteria. Second, the one-story "day care center" complex in the northeastern corner of the site has interesting architectural features on the exterior and murals on the interior. Third, the "Director's House" on Old Orangeburg Road is a large Tudor-style home with a slate roof, a sunken garden and horseshoe-shaped drive, which many have suggested might be used as a small conference center. Fourth is the former children's hospital, still owned by NYS, leased to TV company, and located on the lakefront.

Tunnels

A vast network of tunnels connects most if not all of the buildings on the campus. These 4' to 8' wide tunnels were previously used to transport patients and food between the buildings. They also contain many of the utilities that serve the campus. High and low pressure supply piping and a condensate return system for steam heat, and water, sewer, electric lines still run through the tunnels providing utilities to many of the buildings.

Contamination and Site Remediation

The Empire State Development Corporation conducted a Phase 1 Environmental Site Assessment for the RPC site. In this report, it was determined that a number of environmental constraints exist on the site, including PCB transformers, pesticide drums, underground storage tanks, waste oil disposal, floor drain staining, landfill activities, asbestos, lead-based paint, radon, and off-site petroleum spills. Many of these issues have either been addressed and resolved by New York State, are within a building or area owned by the State or have been investigated and determined to be minor.

To understand the extent of these contaminants, the Town had a Phase II Environmental Assessment conducted in 2002. The Phase II report concluded that overall, no serious or previously undetected environmental conditions were found on the Town land. Soil sampling identified some minor contamination, but none exceeding safe levels, except in the vicinity of particular buildings. In these cases, soil samples indicated the presence of lead and other metals at elevated concentrations. If further testing reveals the soils to be hazardous, such soils would need to be remediated.

The Phase II Assessment included testing a limited sampling of buildings for lead paint and asbestos. All buildings tested were found to contain asbestos and lead paint. Asbestos was found in pipe and duct insulation, vinyl asbestos floor tiles, window caulking and roofing. Thus, all buildings will require some remediation regardless of whether the buildings are rehabilitated or demolished. This is also

true of the tunnels where thieves have illegally removed copper piping but left the discarded asbestos pipe insulation.

The 2002 Environmental Assessment estimated the cost for remediating the asbestos at \$16 million. Since that study was completed, subsequent discussion with the contractor who performed the asbestos sampling has indicated that there may be additional asbestos in the ceilings.

Lead paint was also identified inside buildings and in the soil immediately surrounding them. These soils would require additional testing. If buildings are renovated, the lead paint will have to be removed or encapsulated. Lead paint in buildings slated for demolition will most likely be considered part of the construction debris. A full survey of the tunnels and additional buildings for lead and asbestos would be necessary to update cost estimates for remediation.

Groundwater sampling found no chemicals of the type that would present an inhalation problem for users of the property, nor did the sampling reveal any environmental condition that would require remediation for any other reason.

In 1998, the NYS DEC identified a plume containing dry cleaning solvents, including tetrachloroethylene, emanating presumably from the former RPC laundry building. The DEC required a formal site investigation and subsequently installed monitoring wells on State land and on Town land south of the former laundry building.

The DEC issued a Record of Decision (ROD) in 2007 and classified the site, No. 3-44-011, as a Class 2 inactive hazardous waste disposal site. The ROD required a Site Management Plan which consists of annual monitoring of the site at specific locations and the operation of a pump which sends the groundwater to the Town's waste water treatment plant.

Following the ROD, the Town entered into a Declaration with the State which contained deed restrictions relating to Town property immediately to the west of the former RPC laundry facility that will run with the land. In addition to consenting to DEC monitoring of the plume, the Declaration includes the prohibition and refraining from use of groundwater as a source of potable or process water, and the limitation on development of the property to "restricted residential use" as defined by 6 NYCRR 375.1.8 (g) (2) (ii) (which would not preclude commercial or industrial use). Monitoring has shown decreasing levels of contamination.

Building Renovation

The Town has not conducted a formal inspection of the condition of the 54 buildings on the campus. Some of the buildings have been toured for purposes of documenting the presence of asbestos and lead paint. All of the buildings are vacant; most have been so since 1998 or before.

It is assumed that any building to be renovated will require all new building systems: HVAC, electric, roof and windows. Bathrooms and kitchens would presumably need to be entirely replaced. In addition, due to the buildings being vacant for so long and exposed regularly to extremes of hot and cold, the paint in many interiors has peeled off of the walls and ceilings and the wax off of terrazzo floors. All interior surfaces will have to be extensively prepared before painting.

Finally, any plans for building reuse will have to include bringing the buildings into conformance with the Americans with Disabilities Act. Some buildings have elevators; it is unknown whether they meet current ADA standards.

IV. Historic and Archeological Factors

Archaeology – A Phase 1 archaeological survey of approximately 52 acres of Town land bordering Lake Tappan was conducted as part of the environmental studies when the western portion of the property was rezoned by the Town for recreational use. No artifacts were recovered in the excavations and no buildings or foundations discovered there were deemed to be archaeologically significant.

Historic –The State Historic Preservation Office (SHPO) has indicated that the RPC campus is eligible for nomination to the State and National Registers of Historic Places as a district. This was further explored during the environmental review process for the proposed K. Hovnanian development but no determination was made.

Other architecturally or structurally interesting buildings on the RPC site include a group of one-story stucco buildings between First and Second Avenues adjacent to Convent Road. The scale and siting of this complex lends itself to adaptive reuse. This is also true of the Staff Court complex on Old Orangeburg Road. Staff Court consists of five brick buildings of a residential scale that are built around a horse-shoe shaped drive.

The 19th century sandstone house situated on the corner of Blaisdell and Orangeburg Road known as the DePew House was renovated by the Town and now houses the Orangetown Historical Museum and Archives.

V. Utilities

Gas – Gas service, supplied by Orange and Rockland, is available in the roads surrounding the RPC property, i.e., Convent Road and in two locations along Orangeburg Road. It is unknown whether the line in Convent Road is of sufficient size to serve the core area of RPC when it is redeveloped.

Water – The RPC campus is served by both United Water New York (UWNY), a privately owned water supplier owned by Suez-Environment, and a private water system owned and maintained by the OMH. Most of the water lines on the property are owned by the State and are not available for Town or private use. A 12-inch water main owned by UWNY runs in Convent Road to the north; an 8 inch service connection ties into a meter building owned by the OMH on the corner of Third Avenue and Convent Road. A 16-inch UWNY water main runs in Old Orangeburg Road and a 10 inch UWNY service in Blaisdell Road provides water to the Town's single family homes along that street.

There are no water lines serving the Town lands on Lake Tappan or to Broadacres Golf Course (except the golf clubhouse is tied into water and sewer lines). Broadacres irrigates with well water.

Sanitary Sewers – The central portion of the RPC site is currently served by a network of sewer lines that pipe waste to the Orangetown Wastewater Treatment Plant via two pumping stations owned by New York State. One pumping station is located on the western side of the site to the west of the power plant. The second is sited on the southeastern corner of the former Children's Psychiatric Center. There are no sewer lines to the Town lands on Lake Tappan or to Broadacres Golf Course (except the golf clubhouse is tied into sewer lines).

Electric Service – Orange and Rockland (O&R) has a substation at RPC where there are two separate source 13,200 volt service mains. O&R maintains service to the campus via overhead wires running along Convent Road to the north and along Old Orangeburg Road to the south. All of these lines are three phase systems. The main power supply to RPC is from two overhead 3-Phase lines from Convent Road to the Power House on 3rd Avenue where the meters are located. The system inside the RPC is privately owned and maintained. (The Town Code requires that all new utility systems be located underground.)

Single family homes along Blaisdell have individual meters and are served by an overhead line along Blaisdell Road which connects to the line on Old Orangeburg Road.

O&R provides street lighting to some parts of 2nd Avenue, 3rd Avenue and North Street through connections to the Convent Road line.

Heat – An on-site gas burning power plant, owned and operated by the OMH, originally provided heat to all buildings on campus. All Town buildings have had the steam pipes turned off.

Fire Protection – Since the closure of the State's firehouse adjacent to the power plant, the Orangeburg Fire Department has provided fire protection to the RPC campus.

Easements – Upon conveyance of the 348 acres to the Town, the State of New York reserved three types of easements related to the Town-owned property: one access easement; one cemetery easement; and 21 utility easements. These include:

- (i) **Access Easement** – This easement provides permanent access to the State of New York to First Avenue, Third Avenue and Maple Street for purposes of ingress and egress.
- (ii) **Cemetery Easement** – This easement provides permanent public access to the cemetery located offsite southwest of the intersection of Orangeburg Road and Blaisdell Road. The State also has an implied easement to the cemetery abutting Broadacres on its eastern boundary.
- (iii) **Utility Easement** – New York State holds 21 permanent utility easements over Town property. These grant the State access to the specific utilities that exist in the property described by the easement. They permit the State to construct, repair, or operate the utilities including electric, gas, water, steam, sanitary and storm sewer, surface and subsurface drainage and telephone. These utilities are described in the acquisition documents signed by the Town on January 22, 2003.

VI. Existing Zoning

Town land at the RPC Campus is currently zoned R-80 Rural Residential and RPC-Recreation. (See Map 3: Existing Zoning.) The RPC-Recreation district is located in the southwestern part of the property. It is comprised of private and Town-owned lands to the west of Third Avenue on either side of Old Orangeburg Road and includes the Town's baseball and soccer complexes. Two private properties are zoned RPC-R: the 8.5-acre parcel owned by the Gaelic Athletic Association that has been developed into Gaelic football fields and the 17-acre undeveloped parcel to the west of the Town's baseball fields owned by "STEJ". The Broadacres Golf Course and the eastern part of Lake Tappan are zoned RPC-R. This zoning district allows indoor and outdoor private and public recreation, as well as limited retail affiliated with a recreation use such as sporting goods stores and restaurants.

Zoning for the balance of the campus, including all state-owned property, is R-80 Rural Residential which means 2-acre lots. Map 3 illustrates existing zoning.

VII. Municipal Deed Restriction

When the Town purchased the 348 acres from the State of New York in 2003, the deed contained a restriction that required the Town to designate, on or before January 22, 2015, 216 acres for recreation and/or municipal purposes for a period of 25 years measured from the date of conveyance to the Town or the entire property would be

burdened with that restriction. The Board of Empire State Development Corporation voted on September 20, 2012 to extend the date until 2020. The Town Board will determine how and where this restriction will be satisfied or pursue an amendment of the restriction, for example, to a lesser amount of acreage.

To date, approximately 182.5 acres of the Town's 348 acres have been developed (existing sports fields, golf course) or could be set aside (waterfront parks, wetlands, etc.) for municipal and/or recreational purposes, including:

Existing Town athletic fields	46 acres
Broadacres Golf Course	65 acres
Land underwater owned by the Town	35 acres
Off-site parcel left undeveloped	6.5 acres
Various wetlands*	30 acres

TOTAL 182.5 acres

* Wetlands likely will remain undisturbed, and could be protected by a 100 foot buffer, but the Town may include them in a sale of adjacent, buildable lands, to private developers or, alternatively, maintain wetlands as Town-owned, depending on which alternative better advances the balanced development of the overall site.

This calculation does not include the proposed but undeveloped private recreational facilities owned by STEJ (17 acres) and the GAA (8.5 acres). While both are recreational in nature, and can only be used as such under current zoning, technically, neither can be considered part of the Town's fulfillment of the 216 acre "municipal use" requirement.

This scenario leaves the Town roughly 165.5 acres (348-182.5 acres) for private redevelopment with a mixture of uses.

VIII. Parameters of Acceptable Land Use

This Plan is intended to guide and control the future development of the Town-owned property on the RPC site, with a general goal of creating community benefits such as open space while promoting economic development that brings site remediation, tax ratables, jobs and services. This goal was stated for the RPC site in the Town Comprehensive Plan, as well. In order to further this general goal, this Redevelopment Plan has the following specific objectives:

1. Basic Goals

- a. Pay off all Town debt on RPC site, eliminate the Broadacres Golf course deficit, and fund various public improvements.
- b. Remove or remediate all vacant buildings and replace with a mix of commercial, residential, municipal and recreational development.
- c. Boost the commercial tax base, create jobs and economic multipliers.
- d. Avoid overwhelming local schools with new students.

- e. Direct traffic toward Veterans Drive, avoid excessive traffic.
 - f. Create a large waterfront park and associated public amenities.
 - g. Maintain commitment to affordable housing for seniors and emergency volunteers.
 - h. Improve and consolidate municipal office facilities.
2. Public Parks/Private Recreation
- a. Town wants substantial parkland and public access to waterfront, ideally a linear park from Veterans Drive to Convent Rd, with paved walking paths along the lake (like Rockland Lake), parking, bathrooms, picnic pavilion, fishing piers and other park features. Possible sports fields as well.
 - b. Town is willing to sell Broadacres golf course land for mixed use development if necessary to the redevelopment process or for a private golf course as part of the redevelopment of the RPC site. In either case the Town seeks to eliminate the golf deficit from its budget.
 - c. Town seeks a large indoor recreation facility, preferably under private management.
3. Economic Development – Town's goal is for investors to remediate abandoned buildings and create high-tax-paying development that meets the following basic criteria:
- a. Commercial uses - Town wants a mix of clean, high-ratable commercial development such as already permitted in the Town (ie, no heavy industry, no big box retail).
 - b. Residential – Town will accept a mix of housing that does not overwhelm the Pearl River School District with new students, or burden the tax base with need for other new services. The Town has a commitment to affordable housing for seniors and emergency services volunteers and workers.
 - c. Traffic – Town seeks to limit impact on Convent Rd and Swanekin Rd; focus new truck and car traffic on access from Veteran's Highway
4. Municipal Facilities –
- a. Town would consider selling its current Town Hall/Police building and its Building Dept. in order to help fund new municipal office building(s) at RPC.
 - i. New town buildings could be located between existing psych hospital and new development to create a buffer.
 - ii. Town is interested in municipal reuse potential of old children's hospital.
5. Design and Site-Planning Goals
- a. To preserve and enhance access to and the views of Lake Tappan where practicable, while, at the same time, preserving the water quality of the Lake.
 - b. To preserve open space on the site to the extent practicable and to maintain the open space character of the site as viewed from surrounding roadways and within the site itself.
 - c. To preserve existing mature specimen trees which line the streets whenever possible.

- d. To minimize the visual impacts of development and redevelopment to the extent practicable through the careful placement and massing of buildings and parking areas, and through landscaping, architectural and aesthetic means.
- e. To provide for adequate on-site circulation and to minimize and/or mitigate off-site traffic impacts while directing traffic to Orangeburg Road wherever possible.
- f. To work with local not-for-profit organizations to the extent their needs can be addressed, including provision of recreation and housing (e.g., for emergency services providers).
- g. To encourage redevelopment of the site according to the highest standards for design, construction and environmental impact that incorporates sustainability and green building principles, good site planning and sets a new standard of building and site design for the Town.
- h. To encourage pedestrian-friendly site design, connectivity to the larger site and neighborhood, inclusion of neighborhood retail as appropriate, a variety of dwelling types, and design differentiation of public and private space.
- i. To ensure that new buildings and site improvements, including parking and loading areas, are attractively designed, taking multiple vantage points into account, respecting views from existing and future uses as seen from vehicular and pedestrian circulation systems and to consider adaptive reuse of existing buildings.

This Redevelopment Plan envisions a wide range of land uses compatible with existing and surrounding uses, which rules out high-density housing, heavy industry, "big box" regional retail, and large-scale tax-exempt development. Additionally, the Plan includes significant public parklands in the vicinity of Lake Tappan. These preliminary concepts are illustrated on Map 5: Conceptual Land Use Plan. Here are a few examples of land uses that might work:

- Data centers
- Municipal facilities
- Health care facilities including offices, labs, and clinics
- Housing including affordable housing for seniors, volunteers and emergency service workers, continuing care retirement facility and housing above retail
- Corporate headquarters, research and development, office space
- Conference center, banquet facility, spa and/or hotel
- Film/TV production, sound studios, stages
- Neighborhood retail
- Movie theater
- Incubator or accelerator industrial space.
- Indoor sports facilities
- Fenced-in dog park, spray park, community garden, community center, picnic pavilion

Potential Land Use and Development Scenarios

There are countless ways to imagine the redevelopment of Town land at RPC, but certain ideas keep reappearing, such as the waterfront park concept, the redevelopment of Broadacres Golf Course, and the concentration of high-traffic development near Veterans Highway.

Waterfront Park Land Concept - One of the most important features of the Town land at RPC is its proximity to Lake Tappan. Although a portion of the Town is located on the banks of the Hudson River, outside of the River Villages, public access to the Hudson is limited. Potential access to Lake Tappan is what makes the Town land on the Lake so appealing. Since the Town purchased the RPC site in 2003, residents have expressed interest in having access to Lake Tappan, usually specified as a public walking trail along the Lake.

The concept for the public walking trail with appropriate “bump-outs” of larger areas for picnicking and recreation is illustrated on Map #5: Conceptual Land Use Plan. The trail could run along the entire eastern perimeter of the Lake from Convent Road to Orangeburg Road, sited next to the water’s edge where the topography permits. Three sites along the trail appear appropriate for expanded recreational space: the children’s hospital area, parcel 5 in the middle, and the former Scout Camp in Parcel 1. Parking access at the first two locations, and an access road from the baseball fields to the Scout Camp, may make sense.

Generally the discussion of access to Lake Tappan has been limited to allowing the public to walk on a trail along Lake Tappan, but the concept of access could be broadened. UWNY currently allows people who apply for a permit access to property surrounding the Lake for birding and fishing. The New York State Department of Environmental Conservation, which regulates the New York City drinking water reservoirs, also allows fishing from non-motorized boats on its reservoirs. It is worth exploring with UWNY other activities such as boating that could be allowed on the Lake.

Broadacres Golf Course – It may or may not be necessary to include lands currently used for golf in the redevelopment of the “core” area. It depends whether this valuable land is needed to offset the costs of remediation and development of the land with vacant buildings on it. In any case, the Town needs to eliminate the golf deficit from its budget, while acknowledging that the golf course may have value to redevelopment as a buffer from the NYS hospital. It may make sense to seek a short-term private management of the golf course while the Town pursues an overall redevelopment plan.

Early Sale of Town Lands Along Veterans Highway - While the obvious priority is to obtain redevelopment of the “core” area of abandoned buildings, if suitable proposals are not forthcoming pursuant to an RFP it may serve the Town’s interest to advance redevelopment of peripheral areas along Veterans Highway including the Staff Court/Triangle area and/or the Lot 1 area by Lake Tappan. This would make sense if sale of these lands were sufficient to pay off the Town’s RPC debt and did not compromise the development potential of the “core” area in some way.

Table 1: Portions of Parcels Anticipated to be Retained by the Town & Proposed Uses

Area (See Map 4)	Proposed Uses
Waterfront part of Parcel #1	Public access trail along Lake Tappan and possible use of former Scout Camp for picnic area that would bookend the south end of trail system along Lake Tappan.
Waterfront part of Parcel #5	Public access trail along Lake Tappan. Further possible use of the field for picnic pavilion, sports, recreation and/or fairgrounds if not sold for private development.
Parcel #7 – Broadacres Golf	Retain part or all of current golf course for recreational purposes, with balance of land contributing to redevelopment of adjacent areas.
Existing soccer and baseball fields	This hub of recreational facilities can function as a gateway to the waterfront trail and park system and the overall development.

Table 2: Parcels to be Sold to Private Developers and Proposed Uses

Parcel	Proposed Uses
1	Lake-oriented development: low impact residential or commercial (leave acreage for waterfront trail and possible picnic area at old Scout Camp).
2	Possibly on both sides of Blaisdell Road. Residential, possibly affordable, retail or open space. Housing for EMS volunteers needs to be accommodated.*
3	Commercial, office or light industrial development uses with open space buffer along Orangeburg Road, potential reuse of buildings
4	Open space for protection of wetlands
5	Lake-oriented development, low-impact residential or research & development with minimal adverse visual impacts (leave space for trail along Lake Tappan or retain most of site for recreation)
6	A combination of office, light industrial, retail, residential and municipal use, potential reuse of buildings
7	All or part used for Commercial, office or light industrial uses such as data center and/or residential use. NYS alienation of parkland necessary.

**Table 3: Parcels Anticipated to be Surplused by New York State
and Proposed Uses**

Parcel	Proposed Uses
8	Staff Court - Commercial, office or light industrial uses combined with Parcel 3
9	Former Children's Hospital -- Public park on lakefront with remainder for Lake-oriented development, potential low-impact residential or research & development with minimal adverse visual impacts and trail along Lake Tappan. Note: Town interest in municipal use of building.
10	Power plant complex could be developed similarly to Parcel 6: office, limited retail or residential. Will provide access to Parcel 5.

*Any redevelopment plan will need to address building new housing to replace the Town's existing emergency services housing on Blaisdell Road. The number and type of replacement units will be determined by the Town Board based on discussions with Orangetown's Volunteer Emergency Services Committee and prospective developers.

It is presumed that much of the acreage now zoned R-80 will be rezoned once new uses are proposed. New zoning districts would be created and mapped in response to developers' specific proposals and to protect assets of the site including views of Lake Tappan, mature trees, etc. New zoning districts may include:

RPC – Housing (RPC-H)
 RPC – Commercial (RPC-C)
 RPC – Light Industrial (RPC-LI)

See Map 4: Development Sites

IX. Proposed Time Schedule for the Effectuation of the Plan

This Plan shall take effect immediately upon approval by the Town Board of the Town of Orangetown.

X. Procedure for Changing the Approved Plan

The Town Board of the Town of Orangetown shall be responsible for changing or amending the approved Redevelopment Plan. If the Town Board wishes to amend or change the approved Redevelopment Plan, at least one public hearing regarding the

matter shall be held, and the Town Board shall refer the amendment or change to the Town Planning Board for a report recommendation in a manner similar to the initial approval process for this Plan.

RPC Timeline

- 1997** New York State held public hearings on disposition of surplus property at Rockland Psychiatric Center.
- 1998** Town hired Kasler Associates and Craig Whitaker Architects to prepare "Options for Reuse" study of RPC. Report recommended senior and active adult housing and office use.
- 1999** Empire State Development Corporation issued Request for Proposals to private developers for RPC.
- 2000** Winning bidder, Heartland Associates, proposed 5,000 single family homes; Town Board indicated they would rezone property to allow that density.
- 2002** LMS (now HDR Engineers) prepared Phase 2 Environmental Assessment of property.

Residents voted 73% to 27% to authorize Town Board to purchase 348 acres including Broadacres Golf Course for \$5.95m to preserve open space, and provide recreational and economic development opportunities.

- 2003** Town Board purchased 348 acres from NYS OMH.
Town Board contracted for wetlands survey.
Town Board began planning for reuse of Blaisdell single family homes for rental housing for emergency workers.
Town hired BH+A to design an aquatic facility and community center.
- 2004** Town Board approved RPC Redevelopment Plan prepared by Saccardi & Schiff that outlines general redevelopment goals for property.
Town Board issued Request-for-Qualifications for interested developers; reviewed eleven responses, interviewed nine teams and short-listed five for next stage.
Town began design of baseball fields.
Referendum passed that rejected construction of an aquatic facility and community center.
- 2005** Town issued Request-for-Proposals to qualified developers which included office, research and development, hotels, conference centers and senior housing as acceptable uses.
Four teams submitted proposals for active adult housing; one for a CCRC (continuing care retirement community).

Town Board interviewed teams, conducted site visits; narrowed field to three.
Town began design of soccer fields at RPC.

- 2006** Town Board announced K. Hovnanian as the preferred developer and began negotiation of pre-development agreement and contract.
- 2007** Town Board entered into Developers' Agreement and Contract for Sale with K. Hovnanian of New York for the construction of 575 active adult homes on 80 acres, reconfiguration of Broadacres Golf Course, and remediation and demolition of vacant buildings for \$26.2 m; unit count and purchase price were subject to adjustment during SEQR and site plan review process.
Town prepared zoning language, began environmental review process
- 2008** Town Board held public hearings and adopted final scoping for Generic Environmental Impact Statement (GEIS).
New baseball fields were dedicated.
- 2009** Town Board accepted draft GEIS and began public review.
New soccer fields were dedicated.
- 2010** K. Hovnanian withdrew from the contract citing the declining housing market.
- 2012** Town Board recommenced planning process for redevelopment:
- Town Board considers current economy, Pfizer downsizing and other new information on RPC at New Direction Workshop Meeting
 - Empire State Development Corporation voted to extend deadline for Town of Orangetown to designate 216 acres for municipal use from January 2015 to January 2020
 - Town applied to Mid-Hudson Economic Development Council/NYS for Priority Project and Consolidated Funding award for Master Planning Services for Town land at RPC Campus
 - Rockland Psychiatric Center 2004 Redevelopment Plan updated
 - Town Board interviewed 5 real estate consulting firms to provide consulting services for redevelopment strategy
 - Commissioner of New York State Office of General Services Arline Destito announces that Town of Orangetown will participate in disposition process for State lands at RPC
 - REDC includes Town parcels at RPC in promoting economic development in Rockland County to developers and investors

Table 4: Acreage of Town Parcels at RPC

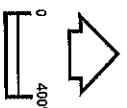
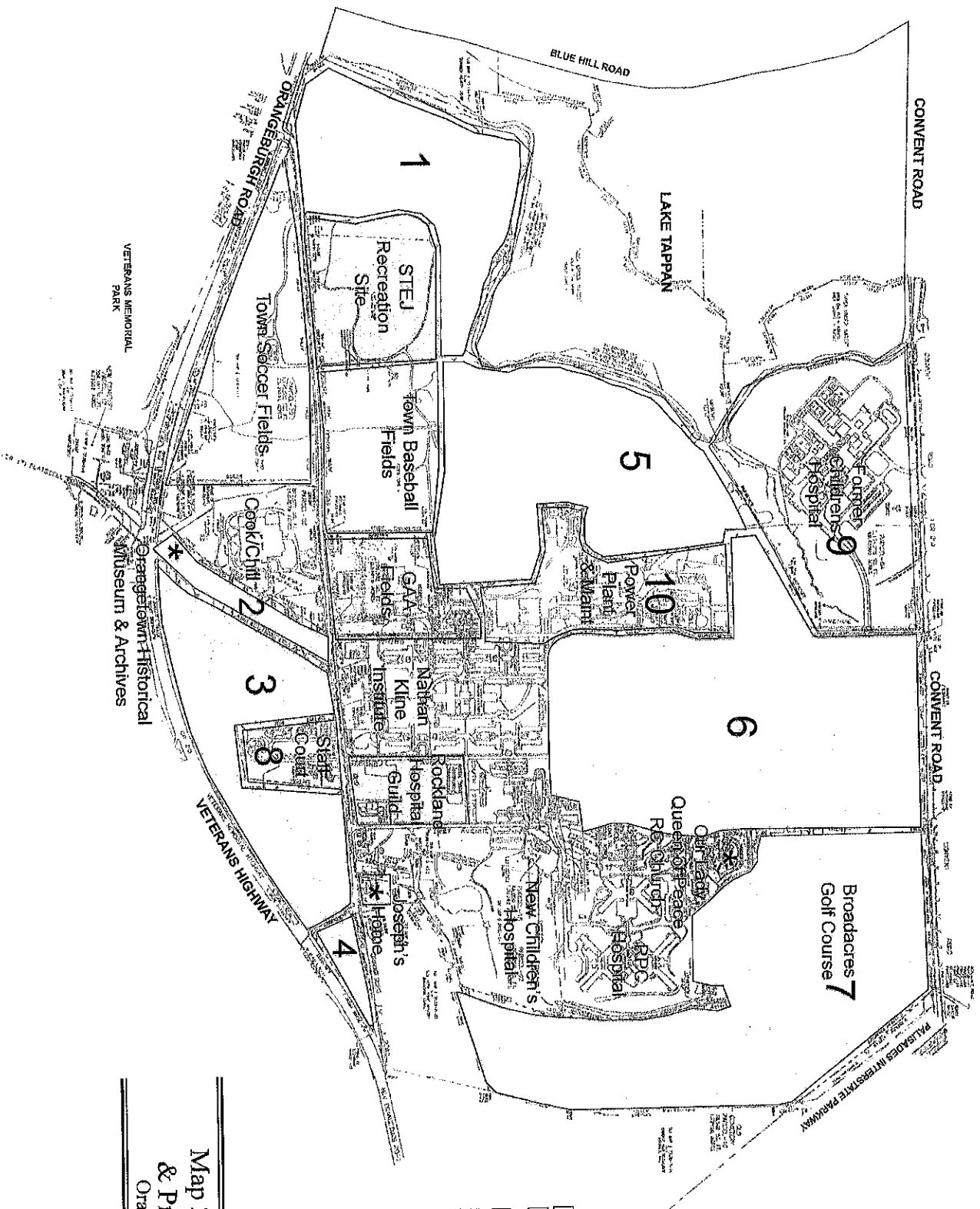
Parcel 1 – Southwestern most parcel on Lake Tappan	23.37
1a Waterfront trail	8.90
Parcel 2 - Blasidell – western side**	3.86
Parcel 3 - Triangle including wetlands, excluding Staff Court	27.59
Parcel 4 – Land east of “Connector” Road	2.59
Parcel 5 - Overlooking Lake Tappan including Northern and Southern wetlands	45.34
Parcel 6 – “Core” – including acreage west of Third Avenue	65.49
Parcel 7 – Broadacres Golf Course	64.87
Soccer Fields including wetlands*	26.99
Baseball Fields including wetlands*	16.36
Baseball Parking lot*	2.37
Town Land underwater*	34.80
Offsite Parcel	6.54
Total Town Land Acreage	329.07
Parcel Sold to STEJ	16.90
Total Acreage from 2003 Purchase (348)	345.97
 Northern Wetlands including 100’ buffer	12.43
Southern Wetlands including 100’ buffer	17.69

Source of Numbers

* Takeoffs by Tom Edattel, DEME

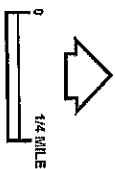
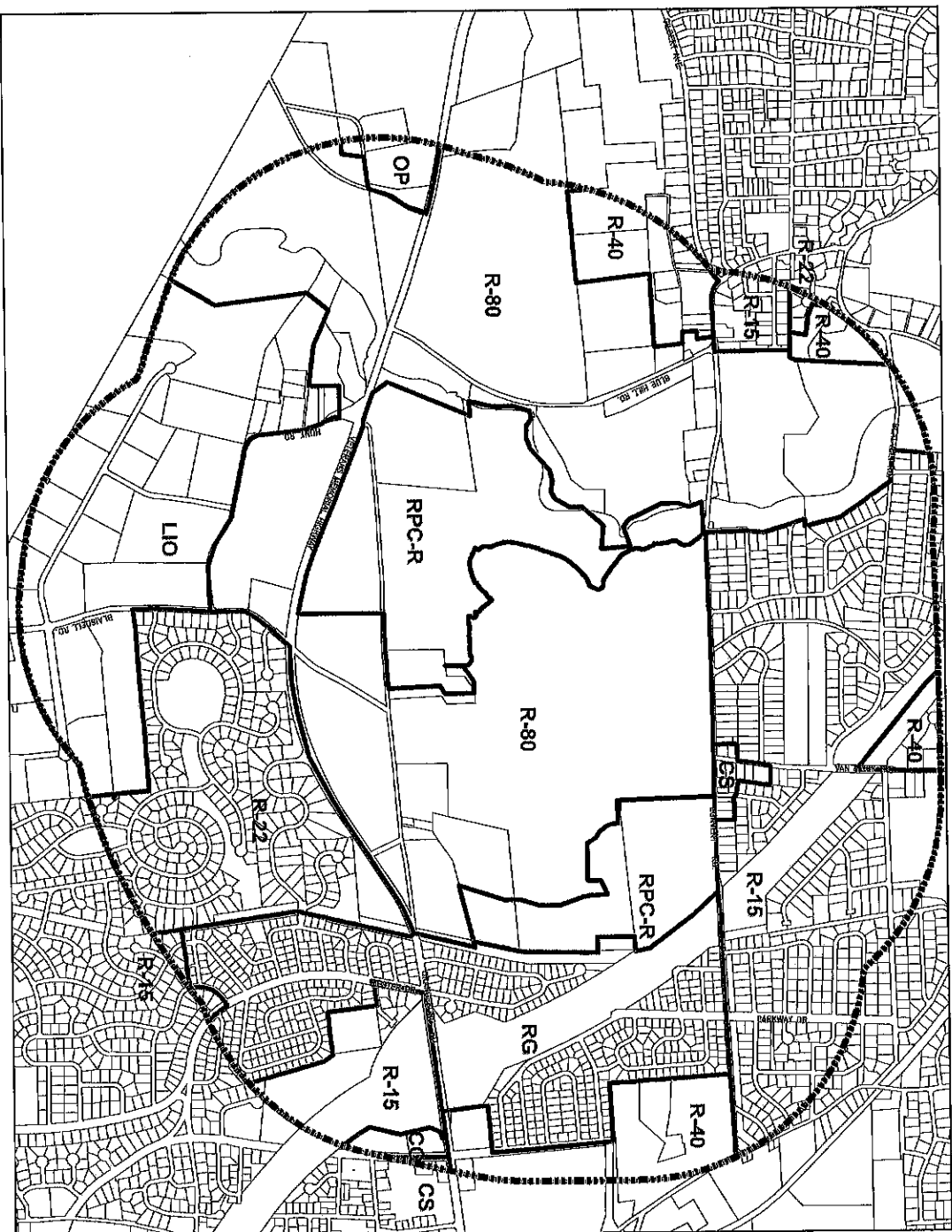
** Surveyed by CMJ

***LMS Wetlands Delineation Report, 2003



- ☐ Town-Owned Acreage
- ☐ State-Owned Acreage
- ☐ State-Owned Acreage (To be supplied)
- ☐ Private-Owned Acreage

Map 2: Current Public
& Private Land Uses
Orangetown, New York

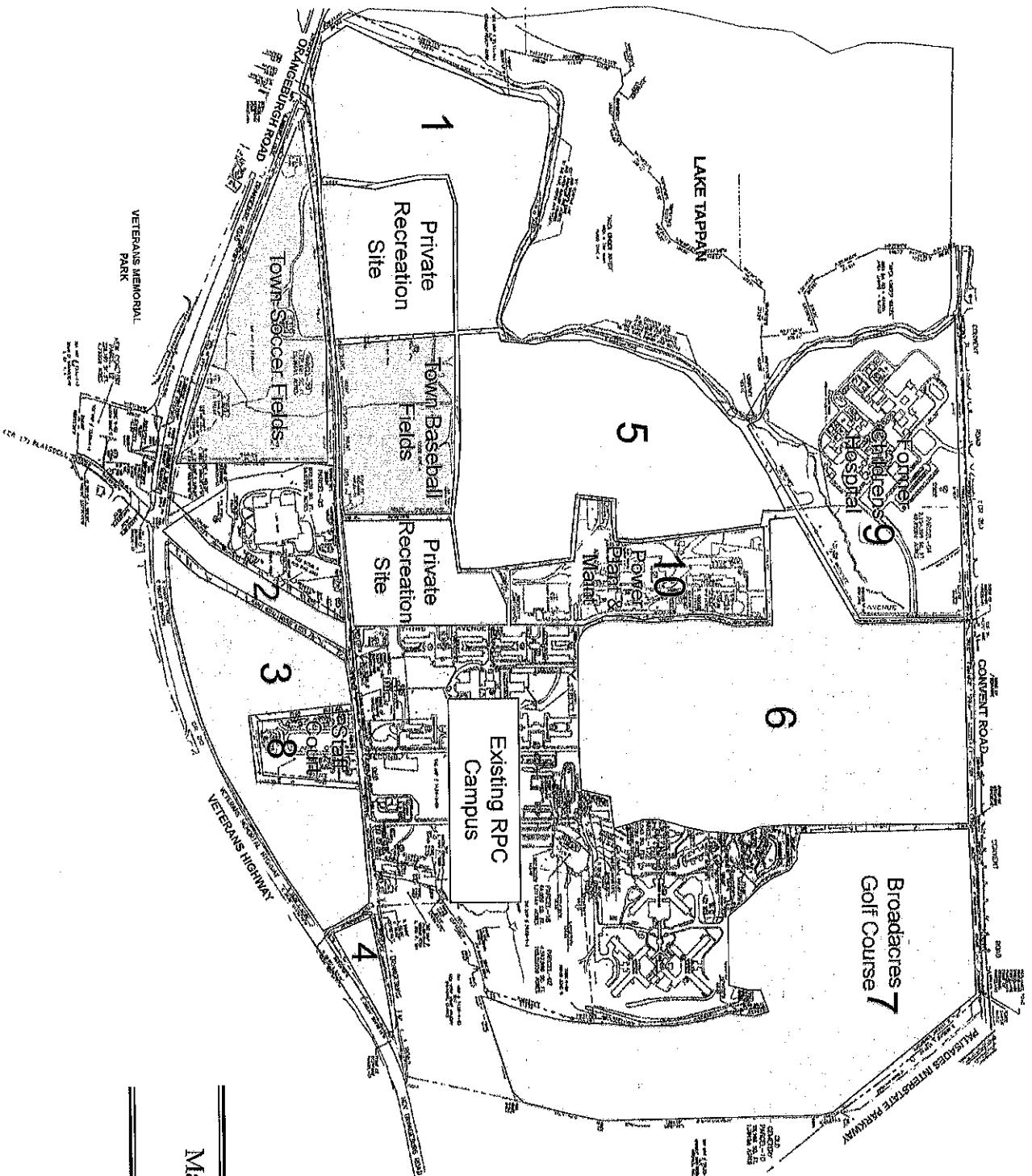


- Half-Mile Radius from Project
- Zoning Districts

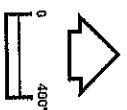
ZONING DISTRICTS

- 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

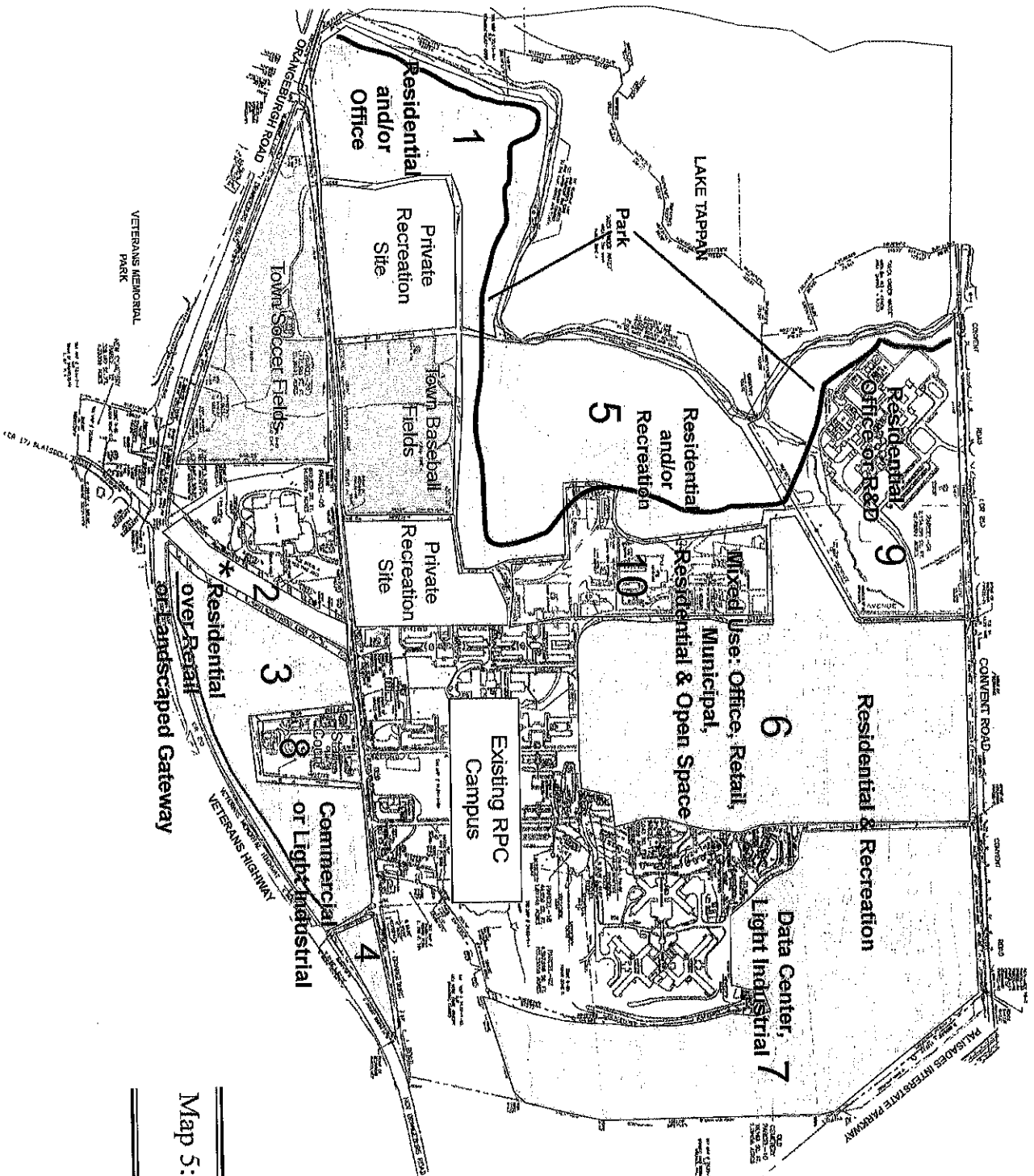
Map 3: Site Zoning
Orangetown, New York



- Town-Owned Acreage**
- 1 = 23 acres
 - 2 = 4 acres
 - 3 = 28 acres
 - 4 = 3 acres
 - 5 = 45 acres
 - 6 = 66 acres
 - 7 = 65 acres
- State-Owned Acreage**
- 8 = 6 acres
 - 9 = 50 acres
 - 10 = 20 acres



Map 4: Development Sites
Orangetown, New York



- 1 = 23 acres
 2 = 4 acres
 3 = 28 acres
 4 = 3 acres
 5 = 45 acres
 6 = 66 acres
 7 = 65 acres
 8 = 6 acres
 9 = 50 acres
 10 = 20 acres
- State-Owned Acreage
 8 = 6 acres
 9 = 50 acres
 10 = 20 acres

Map 5: Conceptual Land Use Plan
Orangetown, New York