BFJ Planning

MEMORANDUM

To:	Mayor Peter Scherer; Village Administrator Eric Morrissey; Village Attorney Jennifer Gray
From:	Susan Favate, AICP, PP, Principal
Subject:	A-1 District Zoning Moratorium Analysis
Date:	May 4, 2023

Following up on the Village Board meeting on March 27, 2023, this memo addresses comments on the assumptions in the determination of an incremental buildout range, as well as the extent to which recently completed/pending downtown developments have been factored into the analysis. As a reminder, our basic charge in this zoning moratorium study was to provide the Village with a clear understanding of 1) what development potential remains under the existing regulations, 2) how that potential compares with the potential in pre-2017 zoning, and 3) whether any zoning mitigation measures are needed to address community concerns about impacts to public safety, infrastructure, traffic, and schools.

Background: 2017 Master Plan

The current A-1 zoning provisions, specifically development incentives on mixed-use development, implemented recommendations of the Master Plan on diversity of housing choices, expansion of the tax base, revitalization of Pleasantville's business districts, attract visitors, and promote strong aesthetics. The revisions involved the following changes to the A-1 (Central Business) zoning district:

- Multifamily residential permitted as-of-right on upper stories. Previously, a special permit was required. The changes made ground-floor residential uses still subject to a special permit.
- Reduction in required land area per residential unit to 500 square feet (or 425 square feet if needed to utilize FAR bonuses, see below). Previously, the regulations required a graduated land area of 1,000 square feet to 2,000 square feet per unit based on number of bedrooms.
- Creation of floor area ratio (FAR) incentives for consideration by the Planning Commission:
    - Exemption of ground-floor active uses from the calculation of FAR.
    - Inclusion of municipally owned land adjacent to the property in lot area for the purposes of calculating FAR, if the property owner maintains it as public access or open space.
    - FAR bonus of up to 15% for meeting design guidelines for mixed-use development.
- Increase in allowable height from 3 stories/36 feet to 4 stories/48 feet within a designated area (bounded by Memorial Plaza to the east, Manville Road to the north, Cooley Street to the west and Bedford Road to the south). Further, buildings fronting Memorial Plaza were permitted building heights of up to 52 feet.
- Reduction in multifamily parking ratios to reflect the transit-oriented nature of the A-1 district.

Buildout Analysis and Incremental Buildout

Based on discussion with the Village, a total of 10 "soft sites" were identified in the A-1 district – vacant or significantly under-built sites where development could reasonably be expected to occur under the current zoning, whether from market pressures or known interest by the property owner. These sites are identified on Figure 1.

The soft sites represent individual properties, or collections of properties, that are "underbuilt" (i.e. buildings are below maximum permitted height and/or the lots have significant areas of open land or surface parking), and exhibit one or more of the following characteristics:

- Large lot size,
- Common ownership or two or more individual properties,
- One or more properties are on the market, or
- There is known development interest by the property owner.

Of the 10 sites, only one – the property located at 444 Bedford Road – is the subject of an actual development application. Many of the remaining sites would require property acquisition to assemble a viable development parcel. All of the sites have existing development, including several sites with occupied residential units.

Table 1, below, summarizes the results of the build-out analysis, showing the total development potential, both under existing and pre-2017 zoning, for the 10 soft sites. As shown, the analysis found that the net difference in development potential across the sites was an additional 252 units.

Table 1: Summary Table: Total Build-Out Potential Under Pre-2017 vs. Existing Zoning

	Pre-2017 Zoning	Existing Zoning	Net Difference
Number of Units	178	430	+252
Residential Building Area	196,699 sf	464,422 sf	+267,723 sf
Non-Residential Building Area	49,174 sf	82,513 sf	+33,339 sf
Total Building Area	245,873 sf	546,935 sf	+301,062 sf

Any buildout analysis is a theoretical exercise and not indicative of specific development that will actually be built. Every site has unique characteristics that could limit the viability of future development, which may not necessarily be reflected in a build-out analysis. These include topography, ownership constraints, existing tenants, contamination, road access, and many other factors.

This particular buildout analysis has been designed to be conservative, in several ways:

- The analysis assumes that every site is developed to its maximum height, FAR, and building coverage, including taking advantage of all available density bonuses. In reality, this level of development is unlikely to occur due to site constraints and individual needs of each property owner. Only one of the recently developed downtown sites, 70 Memorial Plaza, has utilized all FAR bonuses. The other development built after the 2017 zoning changes (52 Depew Street) did

not make use of any incentives, and the current proposal for 444 Bedford Road utilizes only the 15% FAR bonus for compliance with design guidelines. The developments at 39 Washington Avenue and 98 Washington Avenue were approved prior to the zoning changes and thus could not take advantage of any density bonuses.

- Under the existing zoning, none of the 10 soft sites can be developed to their full potential without the use of structured parking. The buildout analysis looked at the parking requirements for each site, based on a uniform development program, and the ability of each site to meet these requirements through surface parking alone. Under existing zoning, the land available on the sites for surface parking results in parking deficits ranging from 25 spaces to 113 spaces, meaning that the parking cannot be accommodated without the use of structured/underground parking.[1] Structured parking is most feasible on large sites where the number of units yielded makes the infrastructure cost feasible. On smaller sites, especially those with limited road access (i.e. not corner lots), structured parking is far less financially viable.
- The net unit count determined under the buildout analysis does not deduct the existing residential units on the soft sites. A total of 20 residential units exist across these sites. Thus, in actuality, the true net would be 232 units; however, the higher number was used to be conservative.

Because of these factors, as well as the high degree of variability in the development potential of the soft sites and the fact that many of them require property acquisition to be developable, we previously recommended that a range of 20% to 25% of the total build-out ("incremental buildout") could be anticipated in the next 10 years. This assumption would result in 50 units to 63 units of the total of 252 potential units projected for the identified soft sites.

Comments raised at the Village Board meeting questioned the 20%-25% assumption, given the pace of development that has occurred in downtown Pleasantville in the past 10 years and the fact that the 444 Bedford Road proposal alone represents 36 units. We believe the incremental buildout is a reasonable assumption, based on the fact that there are few remaining single large parcels in the A-1 district, and those that are left present significant development challenges. In addition, the 444 Bedford Road proposal has not been approved by the Village, and it would therefore be inappropriate to assume it as a given.

Nevertheless, to respond to these concerns, we have adjusted our impacts analysis to reflect several recent, pending, or potential developments, and to take an even more conservative approach to the determination of incremental buildout. The detailed results of these changes are discussed below.

[1] The buildout analysis for 444 Bedford Road did not assess the ability to accommodate parking with surface spaces, as the development proposal for that site incorporates structured parking.

Figure 1: Buildout Analysis Soft Sites

Recently Completed and Potential Development

Several residential or mixed-use developments have been constructed within the past 10 years but have not all been fully occupied. These developments were generally not incorporated in the buildout analysis for the A-1 moratorium study, as they were previously assessed through the SEQR process, and, as completed projects, were no longer viewed as "potential" development.[2] The following sites, totaling 204 units, fall into this category:

- **98 Washington Avenue** - 14-unit affordable housing development with a small retail space on the ground floor and 19 parking spaces. The Planning Commission approved the project in November 2015, including adoption of a Negative Declaration. Building is not occupied.
- **101 Washington Avenue** – 14-unit apartment building with 27 parking spaces. The Planning Commission approved the project in June 2014, including adoption of a Negative Declaration. Fully occupied.
- **39 Washington Avenue (Washington Lofts)** - 23-unit, 35,543-square-foot mixed-use building with 105 parking spaces, on a site formerly occupied by a 17,000-square-foot commercial building. The Planning Commission adopted a Negative Declaration on the development in February 2017. Fully occupied.
- **70 Memorial Plaza** – 79-unit, 110,300-square-foot mixed-use building with 150 parking spaces, on a 1.08-acre site formerly occupied by several small commercial buildings. The Planning Commission adopted a Negative Declaration on the development in July 2019. Construction nearing completion, leasing anticipated to begin in the fourth quarter of 2023.
- **52 Depew Street** – 74-unit residential building with 110 parking spaces, on a 1.04-acre former auto service facility site. The Planning Commission adopted a Negative Declaration on the development in November 2019. Construction complete and building is about 50% leased.

It is important to note that the potential environmental impacts for each of the above developments were fully analyzed in the SEQR review, and it would be inappropriate to re-open that process. However, in order to provide full context of the development picture in downtown Pleasantville, we have added the respective impacts for each development, derived from previously completed SEQR documentation or our own impacts analysis where documentation was not available.

We have also added two potential development sites for inclusion in the impacts analysis. The first is a prospective office building on the Village-owned parking lot off Cooley Street. The owner of the 70 Memorial Plaza site has shared a concept for a 34,200-square-foot, three-story office building with one deck of at-grade parking, totaling 41 spaces. All of these spaces would be public parking, via a permanent easement to the Village. The developer has indicated the intent to utilize parking at 70 Memorial Plaza to serve the prospective office building; this arrangement would require either a variance from the Zoning Board of Appeals or a parking waiver from the Planning Commission.

The second potential development site is the former Manville Estate/Bank of NY site on Campus Drive. In an analysis conducted for the Village in 2021, BFJ estimated this site could accommodate up to eight single-family homes and 80 townhouses. It is important to note that the townhouse portion of this analysis

[2] These sites were incorporated fully in the water demand analysis, in the BFJ memo dated March 23, 2023.

is only possible with a rezoning of the current Campus Office (CO) district, which does not currently permit residential uses. The single-family homes are permitted under the RRR zoning for that portion of the site. Development of these residential uses would require a property subdivision as well as significant infrastructure work (road construction and extensions, grading, and utilities).

No formal proposal has been submitted for either the potential office building off Cooley Street or the Campus Drive site.

Lastly, in an effort to be even more conservative in the assumption of incremental buildout, we have doubled the estimated range of additional residential units that could be anticipated within the next 10 years, up to 50% of the total buildout. This would result in a total of up to 126 units to be assessed in the impacts analysis. These changes are reflected in the revised analysis of impacts that follows.

Traffic

For the approved development sites, we used trip generation numbers from the SEQR analysis for 70 Memorial Plaza and 52 Depew Street (formerly known as 1 Vanderbilt Avenue). Prior traffic analysis for the three Washington Avenue sites was not available. Based on BFJ's experience and industry best practices, each of these three would be classified as transit-oriented developments (TODs), as they are less than half a mile from the Pleasantville train station. This factor – and their location within a relatively dense, mixed-use downtown – means that a significant number of trips would be made on foot and, to a lesser degree, by transit or bicycle. Based on traffic generation data published by the Institute of Transportation Engineers (ITE) *Trip Generation Manual* for this type of environment, we project that these sites would each generate 0.33 vehicle trips per unit in the maximum AM or PM peak hour.

For the build-out analysis of future development, all 10 of the soft sites would be considered TODs. We estimate that sites 1 and 2 (closest to the station) would generate 0.27 vehicle trips per unit in each peak hour, while the remaining sites would generate 0.33 vehicle trips per unit in each peak hour.[3]

As shown in Table 2 and illustrated in Figure 2, based on the incremental additional units for all 10 soft sites, we project that the total additional traffic generation in the downtown resulting from the 2017 zoning change was approximately 78 trips in each peak hour. Of course, this number assumes that all 10 sites are fully developed; if we assumed that only 50% of the build-out would be developed, the trip generation would be up to about 39 trips in each peak hour. Also, additional vehicle trips would be generated at multiple locations and would tend to spread outward from the Village center.

Adding the traffic estimates from approved developments as well as the two speculative developments, the total peak hour generation would be about 262 trips. It is important to note that the trip generation rates in Table 2 represent the generation within either the weekday morning or evening peak hour – whichever is higher – for each site in question. Because the peak hour may differ by site, the total peak hour generation across all sites may not be experienced at the same time of day.

[3] The traffic peak hour represents the one-hour period during which the greatest volume of traffic uses the site in question. This hour may vary by site according to actual traffic volumes, and is typically either the heaviest morning or evening commutation period or a weekend midday period depending on the site use.

Table 2: Traffic Generation for Approved, Potential, and Buildout Analysis Soft Sites

Approved Development Sites				
Site		**Number of Units**	**Estimated Trip Generation Per Unit**	**Maximum Peak Hour Traffic Generation**
98 Washington Avenue		14	0.33	4.62
39 Washington Avenue		23	0.33	7.59
101 Washington Avenue		14	0.33	4.62
70 Memorial Plaza		79	0.27	22
52 Depew Street		74	N/A*	45
			Subtotal	83.83
Buildout Analysis Soft Sites				
Site		**Incremental Increase in Units**	**Estimated Trip Generation Per Unit**	**Maximum Peak Hour Traffic Generation**
1	Memorial Plaza and Manville Road	78	0.27	21.06
2	Cooley Street and Bedford Road	15	0.27	4.05
3	Cooley Street and Thomas Street	29	0.33	9.57
4	Bedford Road	34	0.33	11.22
5	Marble Avenue	14	0.33	4.62
6	17-19 Marble Avenue	15	0.33	4.95
7	Tutor Time Property	15	0.33	4.95
8	Landmark at 444 Proposal	21	0.33	6.93
9	Bedford Road and Tompkins Avenue	15	0.33	4.95
10	Washington Avenue and Manville Road	16	0.33	5.28
			Subtotal	77.58
Additional Potential Development				
Site		**Number of Units**	**Estimated Trip Generation Per Unit**	**Maximum Peak Hour Traffic Generation**
Office Building at Cooley Street		34,200 sf	1.52 per 1,000 sf	51.98
Campus Drive/Manville Road		8 single family homes/80 townhouses**	0.94/0.51	48.32
			Subtotal	100.3
			TOTAL	261.71

*The traffic study for 52 Depew did not provide the specific trip generation rate per unit, but noted that the rate used was for low-rise (1-2 floors) multifamily housing and did not take any credits for transit proximity or existing traffic. This results in a very conservative analysis.

**Townhouse development is not possible without a zoning change.

Sources: 70 Memorial Plaza Traffic/Parking Study, AKRF, September 26, 2018; Updated Traffic Impact Study for Proposed Residential Development, 1 Vanderbilt Avenue, Provident Design Engineering, May 20, 2019; ITE Trip Generation Manual, 11th Edition; BFJ Planning.

Figure 2: Trip Generation for Buildout Analysis Soft Sites

Traffic counts conducted by the State Department of Transportation (NYSDOT) are available, via the New York State Traffic Viewer, for several roads in downtown Pleasantville. As of 2019, the most recent counts available, NYSDOT estimates daily traffic volumes of 5,460 vehicles on Manville Road (CR 117) and 6,789 vehicles on Bedford Road (CR 27). In addition, average daily traffic was estimated at 10,377 vehicles for Marble Avenue and 2,131 vehicles for Wheeler Avenue. Traffic analysis conducted as part of the 2017 zoning changes noted that average daily traffic (as of 2014) was 5,000 vehicles on Manville Road, 7,500 vehicles on Bedford Road, and 11,000 vehicles on Marble Avenue. (Data for Wheeler Avenue was apparently not available at that time). Thus, traffic has actually decreased on Bedford Road and Marble Avenue, and increased slightly on Manville Road.

We conclude that the added traffic loads on the soft sites from the 2017 zoning are minor and have not significantly affected downtown traffic conditions. Given the high likelihood that not all 10 sites will ultimately be built out and the speculative nature of the Cooley Street office and Campus Drive residential development (i.e., no proposals have been submitted), we submit that the total traffic picture from approved and prospective development does not create significant issues of concern for the downtown. This assumption is based on the following factors:

- All sites in the above table have previously been developed, meaning they generated some level of traffic. This is especially true of all the soft sites, which contain active businesses and/or residences. Such existing traffic would be captured within the DOT traffic counts.
- Some approved developments in the above table (e.g. 101 Washington Avenue) were likely at least partially occupied as of the 2019 DOT counts, meaning they have already been reflected.
- The estimated trip generation from the potential office site is likely overstated, as it does not consider the proximity to the train station and instead assumes traffic comparable to a typical auto-oriented suburban office.
- The DOT traffic counts pre-date the pandemic, and current commuter traffic is likely well below these numbers. With significant portions of the regional workforce continuing to work remotely at least part of the time, we believe vehicular traffic to and from the train station will remain below pre-Covid levels for the foreseeable future.

School-Aged Children

As shown in Table 3, most of the residential units in the incremental build-out would be one- and two-bedroom apartments. The residential program shown is the same that was used in the build-out analysis consistently across the soft sites.[4] With this bedroom mix, proximity to transit and downtown setting, potential residential units are likely to attract singles, couples and empty-nesters, all of whom have relatively few school-aged children.

Table 3: Incremental Increase in Units by Bedroom Mix, Existing vs. Pre-2017 Zoning

Residential Program		**Bedroom Mix Based on Incremental Build-Out Analysis**
		126 units
Studio	10%	13
1-Bedroom	35%	44
2-Bedroom	50%	63
3-Bedroom	5%	6

Note: All unit calculations rounded to the nearest whole number.

The Rutgers University Center for Urban Policy Research first published its demographic multipliers in 2006, in a study titled, *Residential Demographic Multipliers - Estimates of the Occupants of New Housing*. The report, long regarded as the industry standard for school-aged children analysis, presents information on demographic multipliers, including the average number of people, average number of school-aged children, and average number of public school children found in newly built housing units of different types and sizes. The demographic fields are differentiated by housing type, size, price, and tenure.

In 2006, the researchers acknowledged that their multipliers tended to overstate the number of new school age children in new developments. The Rutgers University Center for Real Estate updated the 2006 study in 2018 when it published *School Age Children in Rental Units in New Jersey: Results from a Survey of Developers and Property Managers*. One objective of this update was to provide more realistic multipliers for multifamily developments. We use the updated 2018 multipliers in this analysis.

The data and analysis from the 2018 Rutgers study show that there are three main variables which can be used to accurately predict the number of school-aged children:

1. Distribution of the number of bedrooms in a unit for market-rate and affordable developments,
2. Type of the development (high-rise, mid-rise, or low-rise), and
3. Expected household income of market rate residents.

Table 4 shows the school age generation rates from the 2018 Rutgers study for affordable units, and market rate units. The Rutgers study breaks market rate units into household incomes of future tenants and the residential density of the building (low-rise, mid-rise, and high-rise). All potential developments in the A-1 district would be 3-4 stories and are therefore considered a mid-rise development. Tenants of market-rate units are expected to have household incomes over $100,000.

[4] Except for the Landmark at 444 site, which used the development application (44% one-bedrooms and 56% two-bedrooms). This program, with no studio apartments, is likely not representative of most potential new development, as it appears to be driven largely by the re-use of the existing building. Also, it is noted that three-bedroom units are not permitted in the A-1 zoning; however, a small portion of three-bedroom units were assumed, to be conservative for the school-children and water analysis.

Table 4: Standard School-Aged Children Multipliers Based on Bedroom Mix, Building Type, and Household Income

Unit Size	Affordable	Market Rate Units – Average Household Income						
		<$50k		$50k - $100k		>$100k		
	All Units	High-rise / Mid-rise	Low-rise	High-rise / Mid-rise	Low-rise	High-rise	Mid-rise	Low-rise
Studio/1-BR	0.103	0.026	0.114	0.016	0.076	0.040	0.013	0.019
2-BR	0.721	0.436	0.126	0.134	0.567	0.022	0.089	0.282
3-BR+	1.089	1.000	1.379	0.176	0.630	0.043	0.239	0.618

Source: School Age Children in Rental Units in New Jersey: Results from a Survey of Developers and Property Managers. Rutgers Center for Real Estate – White Paper Series. Davis, Frame, Ladall and Tantleff. July 2018.

In general, the number of school age children increases with increases in the number of bedrooms in a unit, decreases with increases in household income, and decreases with the increase in residential density of the overall building. To reflect these trends, and in order to produce a conservative estimate, we have increased the number of children projected to live in the 13 affordable units (10% of 126 units) by 50%, since affordable units tend to produce a higher number of school-aged children than market-rate units. Table 5 shows the school age children generation rates of multifamily units for the bedroom mix proposed for the up to 126 incremental build-out units. As shown, up to 16 total students would be projected from the 2017 zoning change.

Table 5: Projected Number of School-Aged Children for Buildout Sites

Unit Type	Multi-Family (Market Rate)			Multi-Family (Affordable)				Total
	Multi-Family units	Multiplier (SAC/Unit)	School Age Children	Affordable Units	Multiplier (SAC/Unit)	School Age Children	Adjusted School Age Children	School Age Children
Studio (10%)	11	0.013	0.143	1	0.103	0.103	0.155	0.298
1-Bed (35%)	40	0.013	0.52	5	0.103	0.515	0.77	1.29
2-Bed (50%)	57	0.089	5.073	7	0.721	5.047	7.57	12.64
3-Bed (5%)	5	0.239	1.195	0	1.089	0	0	1.195
Total Units	*113*		*6.931*	*13*			*8.50*	
Total Projected Number of School Children (rounded up)								**16**

Source: School Age Children in Rental Units in New Jersey: Results from a Survey of Developers and Property Managers. Rutgers Center for Real Estate – White Paper Series. Davis, Frame, Ladall and Tantleff. July 2018.

Actual school-children generation data were obtained from the Pleasantville Union Free School District for recently constructed and occupied residential developments in and near the downtown. As shown in Table 6, the experience of downtown multifamily development in Pleasantville results in fairly comparable school-children generation rates as those predicted by the Rutgers multipliers.[5] Using the higher of the two locally derived multipliers, 0.14 for the 101 Washington Avenue development, would result in a total public school children generation of 18 students from the 126 incremental build-out units.

Table 6: Actual School-Children Generation from Pleasantville Residential Developments

Site	Total Units	School-Children	Local Multiplier
39 Washington Avenue	23	1	0.04
101 Washington Avenue	14	2	0.14
Toll Brothers (Washington Avenue)	68	25	0.37

Source: Pleasantville Union Free School District; Village of Pleasantville Building Department

Table 7 summarizes the estimated generation of public school-aged children from the incremental buildout units as well as prospective development and approved development that has not yet been occupied and incorporated into current district enrollments.

Table 7: School-Children Generation for Approved, Potential, and Buildout Analysis Soft Sites

Approved Development Sites			
Site	**Number of Units**	**Local Multiplier**	**Estimated School Children**
98 Washington Avenue	14	0.14	2
70 Memorial Plaza	79	0.14	12
52 Depew Street	74	0.14	11
		Subtotal	25
Buildout Analysis Soft Sites			
Number of Units		**Local Multiplier**	**Estimated School Children**
126 across all 10 buildout sites		0.14	18
		Subtotal	18
Additional Potential Development			
Site	**Number of Units**	**Local Multiplier**	**Estimated School Children**
Campus Drive/Manville Road***	8 single family homes	0.846*	7
	80 townhouses	0.37**	30
		Subtotal	37
		TOTAL	80

Source: Pleasantville Union Free School District; *Rutgers Center for Urban Policy Research.*

** From the 2006 Rutgers University study, as the 2018 updates did not incorporate single-family housing. Multiplier is for a 4-5 bedroom attached home with an above-median price.*

********Multiplier is the same as determined for the Toll Brothers project.*

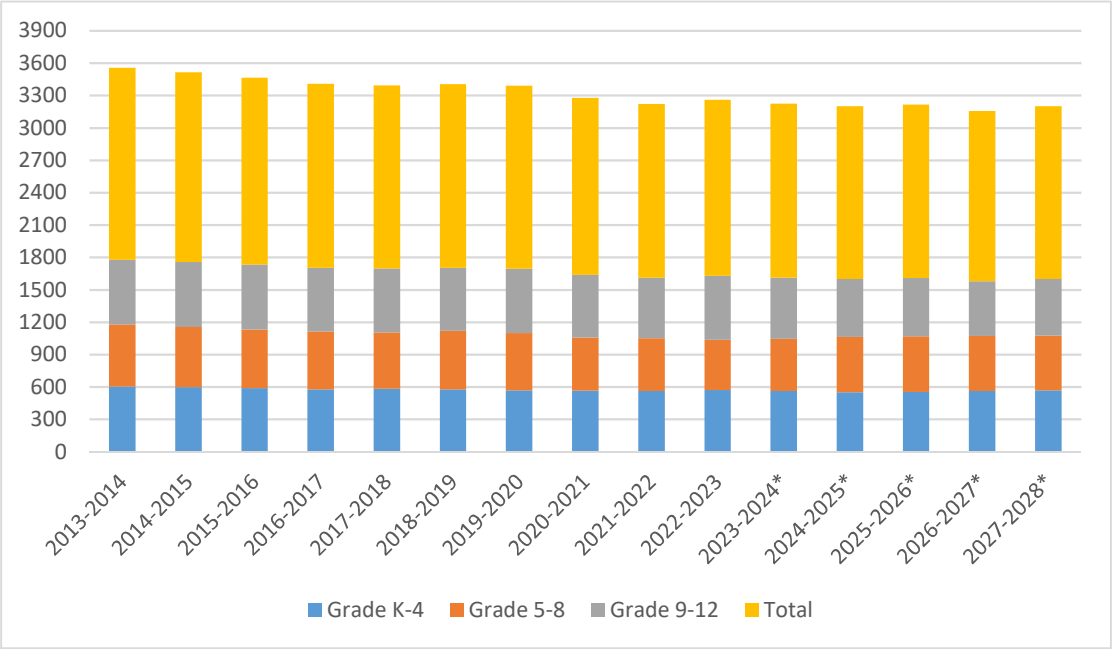
*********Townhouse development is not possible without a zoning change.*

[5] The Toll Brothers development is not comparable to potential multifamily developments in the A-1 district, as townhomes have higher school-children generation rates due to different bedroom mixes and other factors.

According to data provided by the School District, in the past 10 years, enrollment has fallen from a high of 1,778 students in the 2013-2014 school year to 1,630 students in the 2022-2023 school year. This represents a fairly consistent decline throughout grade levels, with the pandemic years seeing marked decreases in the middle and high school grades. Projections through the 2027-2028 school year indicate a continued reduction in the district's enrollment, as the upper grades will remain well below their peaks.

Based on the above, it can be assumed that the addition of 18 public school children would not create any significant adverse impact on the school district's ability to adequately serve the community. Including both approved (but not yet occupied) development and the prospective development at Campus Drive, a total of 80 school children would not cause the district to exceed its recent peak enrollment.

Chart 1: Pleasantville Union Free School District Actual/Projected Enrollment, 2013-2014 to 2027-2028



Source: Pleasantville Union Free School District, February 2023

Utilities

The New York State Department of Environmental Conservation (NYSDEC) Division of Water provides design standards for calculating the amount of waste water generated by a specific use in gallons per day (GPD). The waste water generated is generally equal to the amount of drinking water used; therefore, the value for the total anticipated waste water generated is the same as the value for the total anticipated water consumption (demand).

To calculate residential water demand, the number of units is multiplied by the number of each bedroom unit type. The total number of bedrooms is multiplied by the appropriate number of gallons/bedroom/day from the 2014 NYSDEC Design Standards for Intermediate-Sized Wastewater Treatment Systems.

For non-residential water demand, we assumed a combination of commercial uses. The build-out analysis estimated a 70%/30% retail/restaurant split for ground-floor uses as a reasonable assumption for likely usage. However, for the water demand analysis, to be even more conservative given that restaurants have greater demand than retail, we assumed that 50% of nonresidential ground area would be restaurant use.

This amount across the soft sites totaled 41,258 square feet (vs. 24,754 square feet if restaurant space were one-third of ground-floor area). The analysis then took 50% of this total restaurant area, or 20,629 square feet, to determine the restaurant area from the incremental buildout.

Water demand from restaurants is based on the number of seats. To determine the appropriate number, BFJ used an online seat calculator to determine the number of seats based on the patron area. The online seat calculator assumes that the front of house available square footage (where customers are seated) accounts for 60% of the restaurant's total square footage. This front of house square footage would total 12,377 square feet (60% of 10,315), and is then divided by the amount of square footage required per seat based on the restaurant format. BFJ assumed that restaurants would be either fine dining or counter service, both of which require 18 square feet per seat. Thus, the incremental front of house square footage of 6,189 square feet would translate to about 688 seats.

For non-restaurant square footage, we assumed that all of this space would consist of beauty salons, as this type of commercial use generates a very high demand for water as compared with a typical shop that may have one bathroom for employees. Thus, it is a very conservative assumption. Water demand for this use is based on the number of stations with a sink. According to an industry source on salon planning, a typical salon may use 20% of its square footage for back-of-house operations (break room, offices, etc.) and 15% for retail/front desk space, leaving 65% of the area for salon operations. Typical salons use about 150 square feet for each station. Based on the total incremental build-out non-restaurant commercial area of 20,629 square feet (same as the restaurant area), the area available for salon operations would be 13,409 square feet, resulting in a total of 89 hair care stations.

Table 8, below, provides an overview of the projected total average daily water demand generated by the incremental build-out (residential and non-residential), totaling 63,990 GPD.

Table 8: Water Demand from Incremental Build-Out

Residential Program					
Residential Program		**Bedroom Mix Based on Incremental Build-Out Analysis**	**Number of Bedrooms**	**Gallons Per Bedroom Per day**	**Flow (GPD)**
Studio	10%	13	13	110	1,430
1-Bedroom	35%	44	44	110	4,840
2-Bedroom	50%	63	126	110	13,860
3-Bedroom	5%	6	18	110	1,980
SUBTOTAL		**126**	**201**		**22,110**
Restaurant Program					
Unit Type			**Number of Seats**	**Gallons Per Day**	**Flow (GPD)**
Per Seat			688	35	24,080
Commercial Program (Hair Salon)					
Unit Type			**Number of Stations**	**Gallons Per Day**	**Flow (GPD)**
Per Station			89	200	17,800
				TOTAL	**63,990**

Source: NYSDEC Design Standards for Intermediate-Sized Wastewater Treatment System, 2014;
https://foodbevhosp.com/2020/02/05/seating-calculator/

In October 2021, BFJ Planning conducted a water demand analysis on behalf of the Village, looking at the impacts from known development in the pipeline (70 Memorial Plaza, 52 Depew Street, 39 Washington Avenue, and 98 Washington Avenue), as well as a redevelopment of the Bank of NY/Manville Estate site. When removing the two Washington Avenue sites, which are complete and should be accounted in actual consumption totals, that analysis found a potential water demand of 62,220 GPD, or about 1.93 million gallons per month. When adding that amount to demand from a potential office building at the Cooley Street lot (3,540 GPD, assuming 15 GPD per employee and 228 employees[6]) and the 63,990 GPD, or 1.98 million gallons per month, determined above and the Village's median historical monthly water consumption (23.36 MG from 2018-2022), the result is a total estimated monthly water consumption of 27.38 MG.

Table 9: Projected Water Demand from Potential Development Projects and Incremental Build-Out

		Total Water Consumption (in GPD)	Days Per Month	Total Water Consumption (in MG) per Month
Median Historical Village Water Consumption				23.36
Projected Water Consumption from Known/Potential Projects in Pipeline	Residential	53,240	31	1.65
	Restaurant	8,960	31	0.28
	Office	3,420	31	0.11
	Total	**65,620**		**2.04**
Projected Water Consumption from Incremental Build-Out Analysis	Residential	22,110	31	0.68
	Restaurant/Salon	41,880	31	1.30
	Total	**63,990**		**1.98**
TOTAL ESTIMATED WATER CONSUMPTION				**27.38**

Source: BFJ Planning, October 2021 and March 2023

The 1.98 million gallons per month in additional water demand resulting from the incremental build-out analysis represents about 8.5% of the Village's historical median. Given the extremely conservative nature of the water demand assumptions, and the fact that the 2021 Water Demand Analysis already assessed the potential for further downtown redevelopment, we find that the potential impact on water demand from the incremental build-out does not materially change the Village's overall water supply picture.

When comparing the total monthly anticipated water consumption (27.38 MG) with the projected NYC Allocation (2020 = 27.80 MG, 2030 = 29.64 MG, 2040 = 30.37 MG, and 2050 = 30.38 MG), the Village's total monthly anticipated water consumption will be less than the NYC Allocation.[7] Thus, the Village would have sufficient capacity – even with additional development at the Bank of NY/Manville Estate site which has not been proposed – to meet annual water demand both currently and in the future.

However, the combination of incremental build-out in the A-1 district and other known and potential development in the pipeline does bring the anticipated water consumption closer to the NYC Allocation number for 2020. And, because the allocation number is based on the most recent Decennial Census, and

[6] Assuming 150 square feet per employee and a 34,200-square-foot building.

[7] See *Pleasantville Water Demand Analysis* by BFJ Planning, October 22, 2021, for detail on the calculation of the projected New York City water allocation. Of note, the allocation projections for 2030 and beyond include additional population from projects under construction at the time (70 Memorial Plaza, 39 Washington Avenue, 52 Depew Street, and 98 Washington Avenue).

is not updated during the 10-year period between census counts, it will tend to lag the actual population. This could pressure the water system in the short-term (through 2030) as additional population consumes more water but has not been accounted for in the water allocation.

Public Safety

Police

The Pleasantville Police Department provided data on calls for service over a 10-year period, from 2012 to 2022, as shown in

Table **10**. The average response time is less than three minutes.

The department's reporting system is not able to differentiate calls by type of use (i.e. residential vs. non-residential) or by type of housing (i.e. single-family vs. multifamily). However, the proportion of police calls to multifamily housing can be extrapolated based on the Village's total number of housing units and the portion that are other than single-family.

According to the U.S. Census Bureau's American Community Survey 5-Year Estimates for 2017-2021, Pleasantville had 2,576 total housing units, of which about 65%, were single-family (either attached or detached) and or about 35% were multifamily. The estimated number of police calls to multifamily units are presented in

Table **10** according to this constant ratio.[8] As shown, the number of police calls has fluctuated significantly over the 10-year period, but has generally fallen in a range of about 4,300 to 5,000 calls per year. Based on these numbers and the proportion of multifamily units, that would translate to a range of about 1,500 to 1,800 calls per year to multifamily units.

This estimation of calls to multifamily units is likely an overcount, for two reasons. First, the table below assumes that all police calls during the 10-year period were to residential uses. That is clearly not the case, but in the absence of more refined data, it was a conservative assumption. Secondly, the multifamily estimation assumes that calls to multifamily units occur at the same ratio as the proportion of multifamily units to overall residential units. Because single-family units have generally larger households than multifamily units, it is more likely that single-family units generate a higher rate of calls, simply by virtue of having more people. Again, this assumption is conservative, with the effect of assuming a higher-than-likely proportion of police calls going to multifamily units.

The 126 units of the incremental build-out would represent an increase of about 14% to Pleasantville's multifamily housing stock. Assuming that this increase would translate to a comparable rise in police calls, we conclude that the Village's Police Department could accommodate such an increase in calls. As shown in the table above, the year-to-year fluctuation of calls has often been significant, and the department has adapted accordingly. When adding calls from the 204 multifamily units that have already been constructed but are not yet fully occupied, the increase in police calls would clearly be higher; however, as call data extends through 2022, some of this development is likely already accounted for.

[8] Note that the Census Bureau categorizes fee-simple townhomes as single-family. Thus, the Toll Brothers project is not reflected in the multifamily column. It is not known if the Pleasantville Police Department would classify this development as multifamily.

Table 10: Village of Pleasantville Police Calls, 2012-2022

Year	Number of Total Calls	Calls to Multifamily Units
2012	3,929	1,375
2013	4,234	1,482
2014	4,367	1,528
2015	4,346	1,521
2016	6,420	2,247
2017	5,013	1,755
2018	4,795	1,678
2019	4,876	1,707
2020	5,095	1,783
2021	4,394	1,538
2022	4,335	1,517

Source: Village of Pleasantville Police Department,2023; Westchester County Department of Planning, 2017

Fire

The Pleasantville Fire District provided data on calls for service over a 10-year period, from 2012 to 2022, as shown in Table 11. The average response time is less than two minutes.

Unlike the Police Department data, the call totals provided by the Fire District were classified by usage type, and therefore the calls to multifamily units represent data provided directly by the Fire District. As shown in the table below, multifamily calls have generally represented less than 5% of the total district calls. It is also noted that the fire district extends beyond the Village's borders, so call data may reflect events outside of Pleasantville.

Using the highest annual increase in multifamily calls (5.2%, in 2021), the 126 units of the incremental build-out would generate an additional 7 calls (rounded up) for the Pleasantville Fire District. This number is not significant given the total call volume, annual fluctuations, and data from more recent years. Calls to recently approved development would generate an additional 11 estimated calls; however, as with police call data, the fire district data through 2022 likely already reflects some of this development.

Table 11: Pleasantville Fire District Calls, 2012-2022

Year	Number of Total Calls	Calls to Multifamily Units	Percentage of Total Calls
2012	387	15	3.9%
2013	353	7	2.0%
2014	380	5	1.3%
2015	448	8	1.8%
2016	449	11	2.5%
2017	452	8	1.8%
2018	505	21	4.2%
2019	471	12	2.5%
2020	412	19	4.6%
2021	401	21	5.2%
2022	424	17	4.0%

Source: Pleasantville Fire District, 2023

Note: It is not known if the Pleasantville Fire District considers the Toll Brothers development to be multifamily.

Emergency Medical Services

The Pleasantville Volunteer Ambulance Corps (PVAC) provided response data from 2019-2022. Data for earlier periods were not available, as the electronic records began in November 2018 and paper records were lost due to flooding. As shown in Table 12, total calls have generally ranged from about 1,200-1,300 per year. Two-thirds or more of these calls have been to single-family residences; calls to multifamily residences were typically about 10% of total calls, about 10-15 calls per month.

Based on these numbers, we anticipate the addition of 126 new multifamily units would have a minor impact on ambulance calls, adding under 20 calls per year to the total. Calls from approved development would increase impacts, but much of that development is likely already part of the 2022 data, as shown by the increase in multifamily calls. PVAC reports that its response times range from 4 to 10 minutes.

Table 12: Pleasantville Ambulance Corps Calls, 2019-2022

	2019	2020	2021	2022
Single-Family	1,007	697	795	823
Multi-Family	67	112	105	130
Commercial/Office	60	72	N/A	N/A
Residential Facility	112	139	N/A	N/A
Other	52	88	N/A	N/A
Total	1,298	1,108	1,157	1,246

Source: Pleasantville Volunteer Ambulance Corps, 2023.

Note: Data includes the Village of Pleasantville and portion of Town of Mount Pleasant within the PVAC service area.

**Calls by type were unavailable for 2021 and 2022 due to missing data in April of those years. Single-family and multifamily calls were assumed based their proportion of total calls in April 2019 and April 2020: 75% for single-family and 10% for multifamily.*

****The Census Bureau categorizes attached townhomes as single-family. It is not known what classification PVAC uses.

Fiscal Impacts

While future development under the incremental build-out would result in a number of impacts on public facilities and infrastructure as described above, it would also generate positive economic impacts in the form of local business income, taxes, and job creation.

Using the model created by the National Association of Home Builders (NAHB)[9] that estimates the economic benefit of residential construction, it is estimated that the one-year metropolitan area impacts resulting from the construction of 297 market-rate rental apartments[10] in a typical metro area include:

- $34.73 million in local income,
- $10.75 million in local business income,
- $23.98 million in local wages and salaries,
- $6.57 million in taxes and other revenue for local governments[11], and
- 478 local jobs.

[9] National Association of Home Builders, 2015. "The Economic Impact of Home Building in a Typical Local Area: Income, Jobs and Taxes Generated."

[10] This represents the 126 incremental build-out units and 204 approved units, minus the 10% affordable set-aside.

[11] Represents local government revenue from all sources: taxes, fees, fines, revenue from government-owned enterprises, etc.

These are local impacts, representing income and jobs for residents of the metro area, and taxes (and other sources of revenue, including permit fees) for all local jurisdictions within the metro area. They also include both the direct and indirect impact of the construction activity itself, and the impact of local residents who earn money from the construction activity spending part of it in the area.

The additional annually recurring impacts of building 297 market-rate rental apartments in a typical metro area include:

- $7.84 million in local income,
- $1.85 million in local business income,
- $5.99 million in local wages and salaries,
- $1.50 million in taxes and other revenue for local governments, and
- 131 local jobs.

These are ongoing, annual local impacts that result from the new residential units being occupied, and the occupants spending at local businesses and otherwise participating in the local economy year after year. In order to fully capture the impact residential construction has on a community, it is important to account for the ongoing benefits as well as the one-time effects.

Summary and Conclusions

The above analysis addresses the impacts on traffic, generation of school-aged children, water and sewer demand, public safety (police, fire, and EMS) and fiscal conditions, from the 2017 adoption of development incentives in the A-1 district, as well as the impacts of approved and potential. The analysis is highly conservative and takes a "worst-case" approach. In the case of traffic, school-aged children, and public safety, the analysis shows that the additional potential incremental development from the rezoning results in manageable effects. In the case of water and sewer demand, the additional potential development does not alter the overall water situation; the Village will likely continue to exceed its NYCDEP-allocated amount of water in the summer months, as it currently does. There will need to be further coordination with NYCDEP on increasing the allocation. Regarding fiscal impacts, potential additional development would generate local business income, taxes, and job creation that should more than cover any negative impacts on municipal services or the school district.

In our professional opinion, we do not believe that the 2017 zoning has created significant adverse impacts with respect to any of the above factors. However, we understand that there are community concerns about the appropriateness of density and building design and materials, which were not addressed in the impacts analysis. To address these concerns, the Village could consider any of the following:

- Eliminate the FAR bonus on counting municipally owned land that the property owner intends to manage for public use. This incentive was used at the 70 Memorial Plaza site but is unlikely to apply at many additional sites in the A-1 district and probably is not needed.

- Eliminate the FAR bonus on providing active ground-floor uses, as the underlying zoning already serves to promote this development pattern. It is noted that the 444 Bedford Road proposal does not make use of this bonus.

- Eliminate the required land area per unit. Pre-2017, there were graduated land area requirements based on the number of bedrooms; this was the primary limiting factor to development and resulted in sites being unable to achieve the allowable FAR of 2.0. The current requirement is 500

square feet, but developers are permitted a reduction to 425 square feet if needed to take advantage of all FAR bonuses.

The build-out analysis found that the sites were not able to go down to 425 square feet without exceeding other requirements (e.g. FAR and building coverage). Further, the reduction to 425 square feet would not be needed if FAR bonuses are eliminated. Additional analysis found that the build-out sites are not able to achieve less than 600-700 square feet per unit without exceeding 2.0 FAR.

- Either eliminate the FAR bonus on meeting design guidelines, or retain the bonus but revise the guidelines so that they are more comprehensive on quality of building materials and massing.

If all FAR bonuses were removed from the A-1 district, allowable FAR were retained at 2.0, and the land area requirement were removed, the resulting impact would generally be a reduction in potential residential density compared with current zoning, but potential density would still be higher than with the pre-2017 zoning. Table 13, below, shows the total impact of this potential change: a reduction in unit potential from 430 total units under current zoning to 376 units with the changes. This development potential is 252 units and 198 units, respectively, from the pre-2017 development potential of 178 units.

Table 13: Potential Residential Units for Pre-2017 Zoning, Existing Zoning, and Elimination of FAR Bonuses/Land Area Requirement

	Pre-2017 Zoning	**Existing Zoning**	**With Elimination of FAR Bonuses & Land Area Requirement**
Memorial Plaza & Manville Road	45	123	100
Cooley Street & Bedford Road	9	24	19
Cooley Street & Thomas Street	16	45	36
Bedford Road	20	54	43
Marble Avenue	14	28	28*
17-19 Marble Avenue	14	29	29*
Tutor Time Property	15	30	30*
Landmark at 444 Proposal**	15	36	30
Bedford Road & Tompkins Avenue	14	29	29*
Washington Avenue & Manville Road	16	32	32*
TOTAL	**178**	**430**	**376**

** These sites are not able to fully utilize FAR bonuses under existing zoning because doing so would exceed allowable building coverage. Thus, building coverage is the limiting factor under both current zoning and with elimination of FAR bonuses and the land area requirement. This results in the same number of potential units under both scenarios.*

*** The Landmark at 444 developer proposal uses adaptive reuse of the existing building, which is a pre-existing nonconforming 5-story building. Thus, the existing zoning scenario results in a building area (and residential units) well above what would be allowable under new construction, even without using all available FAR bonuses. Given that its lot area is comparable to other sites where building coverage is the limiting development factor, it is likely that new construction on this site would be able to achieve the same number of units under both the existing zoning scenario and with elimination of FAR bonuses and the land area requirement (30 units).*