

# Pleasantville A-1 District Zoning Moratorium Study

Village Board Meeting  
March 27, 2023



# Study Purpose

- Assess the impact of the 2017 zoning revisions in the A-1 Central Business district on development.
- Provide the Village with a clear understanding of:
  - What development potential remains under the existing regulations.
  - How that compares with development potential pre-2017.
  - Identify any zoning mitigation measures to address community concerns on public safety, infrastructure, and traffic.

# Background: 2017 Zoning Changes

- Implemented Master Plan recommendations to support objectives of:
  - Increasing diversity of housing choices.
  - Expanding the tax base.
  - Revitalizing business districts.
  - Attract visitors for shopping, culture, and leisure.
  - Promote strong aesthetics.



## Master Plan Update

Village of Pleasantville, New York

Adopted January 9, 2017

BEJ Planning

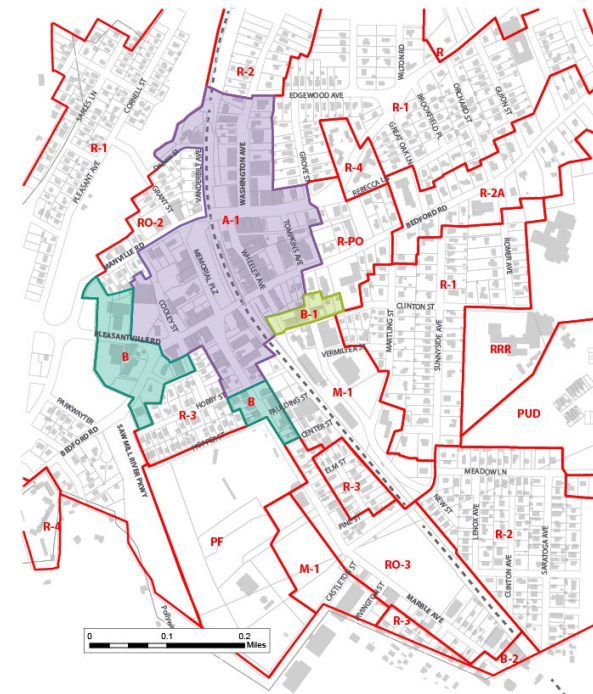
Village of Pleasantville  
80 Wheeler Avenue  
Pleasantville, NY 10570



# Background: 2017 Zoning Changes

## Revisions to A-1 district:

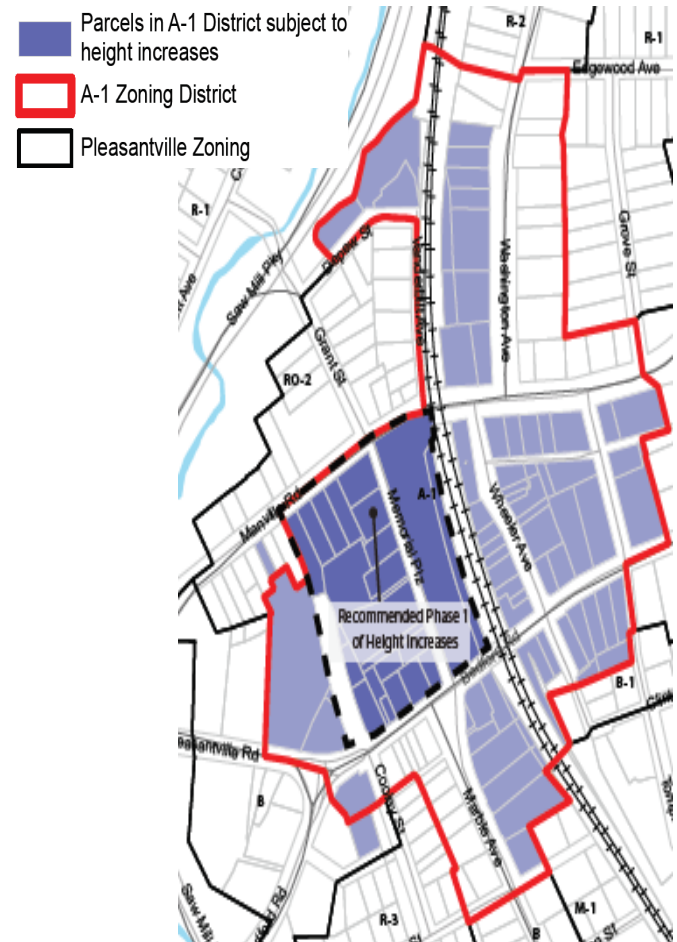
- Permitted multifamily residential as-of-right on upper stories.
- Reduced required land area per residential unit to 500 square feet (or 425 square feet to achieve FAR bonuses).
- Created floor area ratio (FAR) incentives:
  - Exemption of ground-floor active uses from the calculation of FAR.
  - Inclusion of municipally owned land adjacent to the property in lot area for calculating FAR, if the property owner maintains as public access or open space.
  - Bonus of up to 15% for meeting design guidelines for mixed-use development.



# Background: 2017 Zoning Changes

## Revisions to A-1 district:

- Increased allowable height from 3 stories/36 feet to 4 stories/48 feet within a designated area.
  - Buildings fronting Memorial Plaza permitted at heights of up to 52 feet.
- Reduced multifamily parking ratios to reflect transit-oriented nature of A-1 district.



# Study Methodology

## 1. Build-Out Analysis

- Selection of “soft sites” possibly subject to development
- Analysis of current vs. pre-2017 development potential

## 2. Impacts Analysis

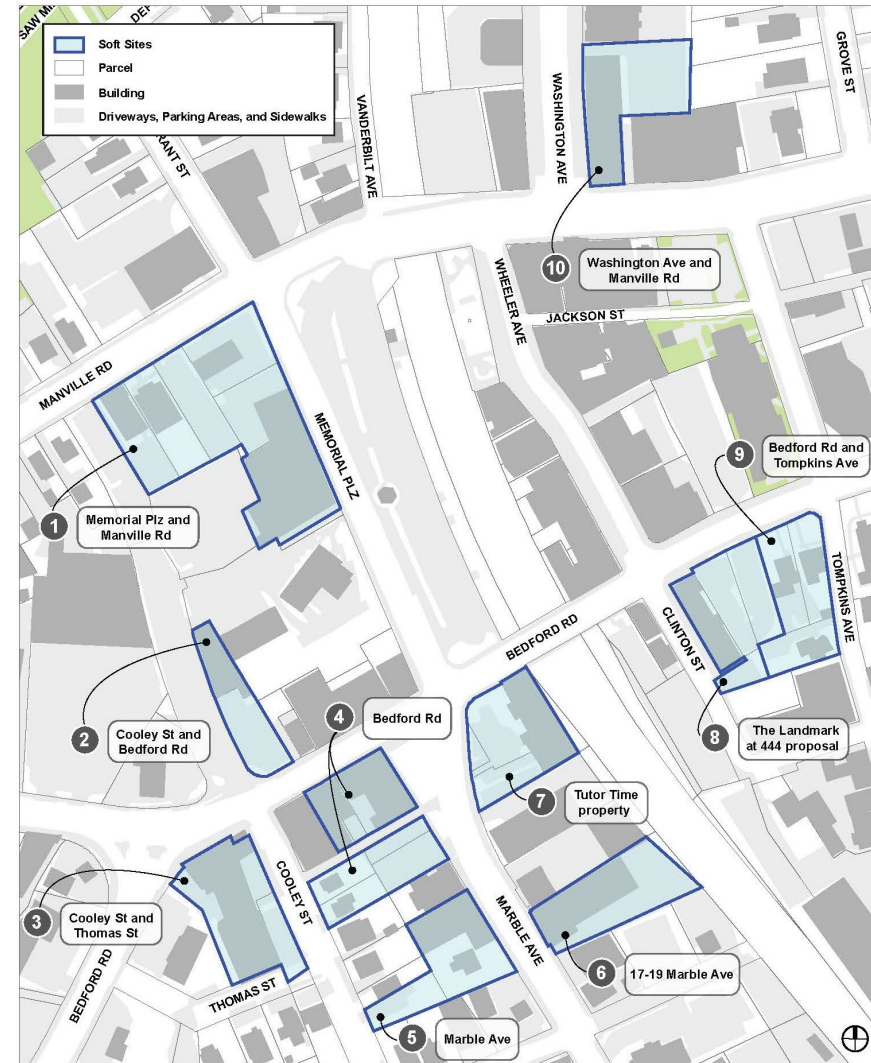
- Assessment of zoning impacts on traffic, generation of school-aged children, public safety, utilities, and taxes

## 3. Potential Mitigation Strategies

- Draft zoning amendments

# Soft Sites Analysis: Overview

- Total of 10 vacant or underbuilt sites where development could reasonably be expected to occur because of:
  - Large lot size
  - Common ownership
  - Properties on the market
  - Potential development interest by owner



# Soft Sites Analysis: Assumptions

- Assumed maximized development of sites, with full utilization of FAR bonuses except for municipal land bonus.
  - Most recent developments haven't used FAR bonuses.
- Generally assumed uniform development pattern:
  - For sites over a half-acre, upper-story residential with ground-floor commercial/residential. For under half-acre, upper-floor residential only.
  - Uniform bedroom mix and sizes based on 70 Memorial Plaza and industry best practices:
    - Studio: 10%, 600 square feet
    - 1-bedroom: 35%, 850 square feet
    - 2-bedroom: 50%, 1,075 square feet
    - 3-bedroom: 5%, 1,400 square feet
  - Parking requirements calculated, but not assumed to be a constraint.



# Soft Sites Analysis: Methodology

- Pre-2017 zoning:
  - Based on graduated land area requirements, determined allowable residential building area to get building footprint, total building size, number of units.
  
- Existing zoning:
  - Began with reduced land area requirement (425 sf per unit), but this isn't achievable, resulted in non-permitted FAR/building coverage.
  - Calculated development potential using FAR bonuses to the extent allowable without exceeding other zoning requirements.
    - Generally resulted in achieving FAR of 2.3 – 2.5
    - Smaller sites couldn't max out FAR bonuses, were limited to FAR 2.0

# Soft Sites Analysis: Results

	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

# Soft Sites Analysis: Incremental Buildout Approach

- Buildout analysis overstates amount of development:
  - Not all sites are currently available.
  - Some sites already have residential uses, these are not factored into build-out numbers.
  - Each site would require waiver of some parking requirements and/or parking structures.
  - Full development can take many years.
- Incremental approach:
  - Assume 20% - 25% of total buildout would be constructed in the next 10 years.
  - Results in an *incremental buildout* of 50 – 63 units.
  - Basis for impacts analysis.

# Impacts Analysis: Traffic

- Uses full buildout numbers (252 units)
- All 10 soft sites considered TOD for trip generation analysis
- Result: 78 trips in each peak hour (AM and PM)

Site	Net Increase in Units	Estimated Trip Generation Per Unit	Traffic Generation
Memorial Plaza & Manville Rd	78	0.27	21.06
Cooley St & Bedford Rd	15	0.27	4.05
Cooley St & Thomas St	29	0.33	9.57
Bedford Rd	34	0.33	11.22
Marble Ave	14	0.33	4.62
17-19 Marble Ave	15	0.33	4.95
Tutor Time Property	15	0.33	4.95
Landmark at 444 Proposal	21	0.33	6.93
Bedford Rd & Tompkins Ave	15	0.33	4.95
Washington Ave & Manville Rd	16	0.33	5.28
<b>TOTAL</b>			<b>77.58</b>



# Impacts Analysis: Traffic

- 2019 average daily traffic volumes from NYSDOT:
  - 5,460 vehicles Manville Road
  - 6,789 vehicles Bedford Road
  - 10,377 vehicles Marble Avenue
  - 2,131 vehicles Wheeler Avenue
- Traffic has decreased since 2017 on Bedford Road and Marble Avenue, increased slightly on Manville Road. (No 2017 data available for Wheeler Avenue).
- Additional traffic loads from 2017 zoning are negligible.

# Impacts Analysis: Schools

- Uses top end of incremental buildout: 63 units.
- Uses updated 2018 Rutgers University multipliers. Key factors affecting school-children generation:
  - Bedroom mix
  - Type of development (low-rise, mid-rise, high-rise)
  - Income of residents (market-rate vs. affordable)
- Assumptions:
  - Low rise (3-4 story) buildings
  - Tenants earning \$100,000+ annually, except for affordable units
  - 10% of units are affordable. Analysis increases number of children projected from affordable units by 50% to be conservative.

# Impacts Analysis: Schools

Result: 9 total projected public school-aged children.

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	
Studio (10%)	5	0.013	0.065	1	0.103	0.103	0.155	0.22
1-Bed (35%)	20	0.013	0.26	2	0.103	0.206	0.309	0.569
2-Bed (50%)	28	0.089	2.492	4	0.721	2.884	4.326	6.818
3-Bed (5%)	3	0.239	0.717	0	1.089	0	0	0.717
Total Units	56		3.534	7			4.79	
Total Projected Number of School Children (rounded up)								9

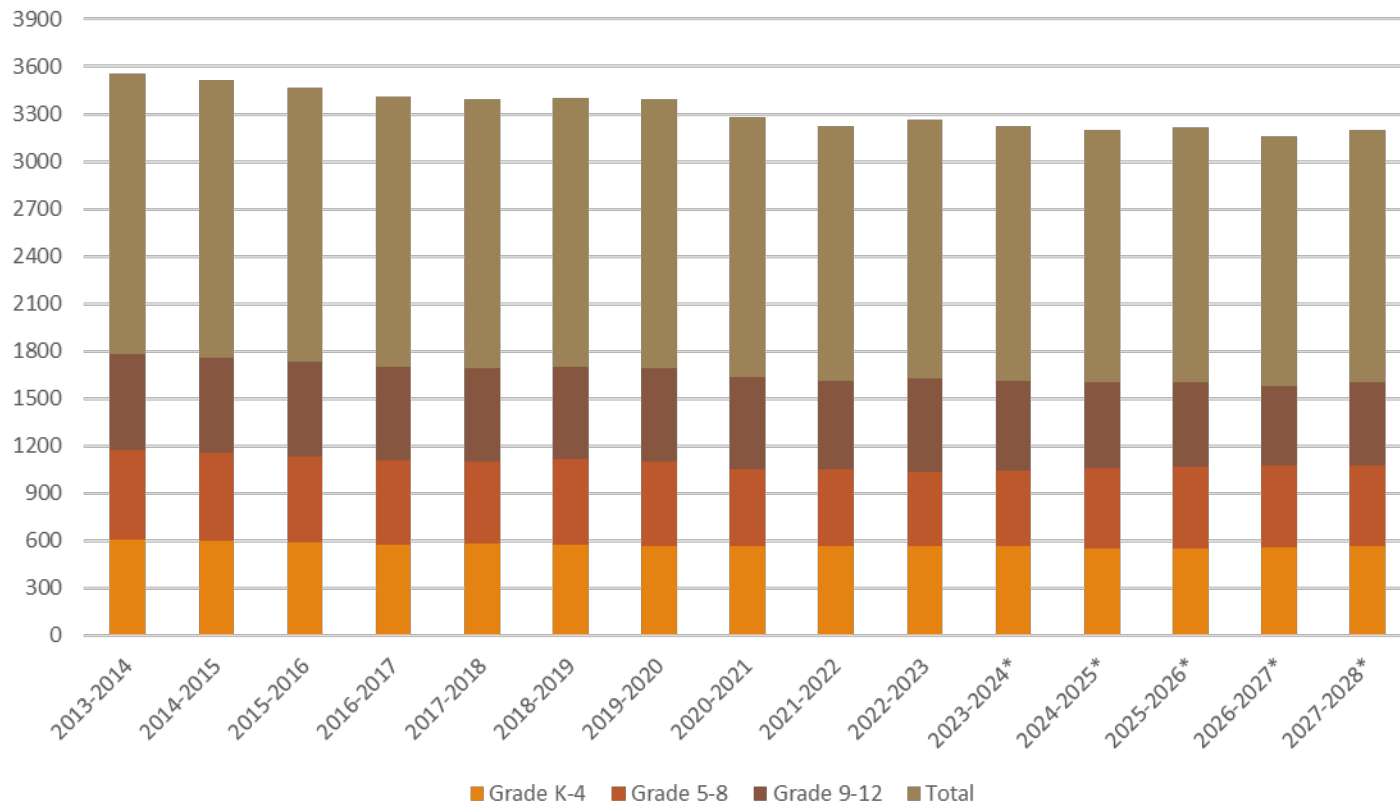
# Impacts Analysis: Schools

- Actual data from existing Pleasantville developments:
  - 39 Washington Avenue: 1
  - 101 Washington Avenue: 2
  - Toll Brothers: 25
- Using multiplier for 101 Washington Avenue also would generate 9 public school children from 63 units.



# Impacts Analysis: Schools

- Pleasantville school district enrollment down from high of **1,778** students in 2013-14 to **1,630** students in 2022-23.
- Projections forecast continued decline in enrollment.



Source: Pleasantville Union Free School District, February 2023

# Impacts Analysis: Utilities (Water and Sewer)

## Assumptions for water demand analysis:

- Use consistent bedroom mix for residential. Demand based on number of units.
- Assume half of commercial space is restaurant, half is hair salon (both more significant water users than standard retail). Demand based on number of seats (restaurants) and stations (hair salons).

# Impacts Analysis: Utilities

Result: 32,150 additional gallons per day, 1.04 million gallons per month

## Residential Program

Residential Program		Bedroom Mix Based on Incremental Build-Out Analysis	Number of Bedrooms	Gallons Per Bedroom Per day	Flow (GPD)
Studio	10%	6	6	110	660
1-Bedroom	35%	22	22	110	2,420
2-Bedroom	50%	32	64	110	7,040
3-Bedroom	5%	3	9	110	990
<b>SUBTOTAL</b>		<b>63</b>	<b>101</b>		<b>11,110</b>

## Restaurant Program

Unit Type	Number of Seats	Gallons Per Day	Flow (GPD)
Per Seat	344	35	12,040

## Commercial Program (Hair Salon)

Unit Type	Number of Stations	Gallons Per Day	Flow (GPD)
Per Station	45	200	9,000

**TOTAL 32,150**

Source: NYSDEC Design Standards for Intermediate-Sized Wastewater Treatment System, 2014;

<https://foodbevhosp.com/2020/02/05/seating-calculator/>;

<https://salonbizsoftware.com/blog/how-to-maximize-your-salons-productivity-per-square-foot/>

# Impacts Analysis: Utilities

- In 2021, BFJ assessed water demand from developments in pipeline and potential development at Campus Drive: 2.53 million gallons per month.
- Median historical Village water consumption: 22.27 million gallons/month.
- Combined effect of potential development would increase to 25.84 MGP.

	Total Water Consumption (in GPD)		Days Per Month	Total Water Consumption (in MG) per Month
Median Historical Village Water Consumption				22.27
Projected Water Consumption from Known/Potential Projects in Pipeline	Residential	58,740	31	1.89
	Commercial	19,810	31	0.64
	Total	78,550		2.53
Projected Water Consumption from Incremental Build-Out Analysis	Residential	11,110	31	0.36
	Commercial	21,040	31	0.68
	Total	32,150		1.04
<b>TOTAL ESTIMATED WATER CONSUMPTION</b>				<b>25.84</b>



# Impacts Analysis: Utilities

- Current and Projected NYC DEP monthly Water Allocation (based on Census population numbers):
  - 2020: 27.80 MG/month
  - 2030: 29.64 MG/month
  - 2040: 30.37 MG/month
  - 2050: 30.38 MG/month
- Potential increase in Village water consumption to 25.84 MG per month could be met with these allocations.
  - Village would likely continue to exceed allocation in summer months.
  - Potential A-1 buildout doesn't change water picture, 2021 analysis recommended mitigation strategies Village should pursue.

# Impacts Analysis: Police

- Obtained call data from 2012-2022. Data not differentiated by use
- Extrapolated calls to multifamily by number of housing units in Village, proportion that are multifamily.
- 63 units represents 7% increase in total multifamily units. We conclude police can handle this level of call increase.

Year	Number of Total Calls	Calls to Multifamily Units (Extrapolated)
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

# Impacts Analysis: Fire

- Obtained call data from 2012-2022.
- Using highest annual percentage of multifamily calls (5.2%), additional 63 residential units would generate 4 calls.
- We conclude fire department can handle this level of call increase.

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

# Impacts Analysis: Ambulance Corps

- Obtained response data from 2019-2022 (earlier data not available).
- Calls to multifamily are about 10% of total, 10-15 per month.
- We conclude 63 additional multifamily units would have minimal impact.

	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



# Impacts Analysis: Fiscal Impacts

- Uses National Association of Home Builders model to estimate local short-term and ongoing economic benefit of residential construction.
- These positive fiscal impacts can be expected to offset additional impacts on local services.

<b>One-Year Impacts of Market-Rate Units (56 units)</b>	<b>Annually Recurring Impacts of Market-Rate Units (56 Units)</b>
<ul style="list-style-type: none"><li>• \$6.55 million in local income</li><li>• \$2.03 million in local business income</li><li>• \$4.52 million in local wages and salaries</li><li>• \$1.24 million in taxes and other revenue for local governments</li><li>• 90 local jobs</li></ul>	<ul style="list-style-type: none"><li>• \$1.48 million in local income</li><li>• \$348,992 in local business income</li><li>• \$1.13 million in local wages and salaries</li><li>• \$281,960 in taxes and other revenue for local governments</li><li>• 25 local jobs</li></ul>

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

# Conclusions and Next Steps

- Analysis found no significant adverse impacts from development potential of 2017 zoning changes on traffic, schools, utilities, or public safety.
- BUT: analysis does not capture community concerns on scale of development, density, or aesthetics.
- The Village Board can consider A-1 zoning revisions that can moderate development potential to address these issues.

# Potential Zoning Changes to Consider

- Eliminate the FAR bonus on counting municipally owned land that the property owner intends to manage for public use.
- Eliminate the FAR bonus on providing active ground-floor uses, as the underlying zoning already serves to promote this development pattern.
- Eliminate the required land area per unit.
- 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.

# Potential Zoning Changes to Consider

- Impact of retaining 2.0 FAR, eliminating land area requirement, and eliminating all FAR bonuses:

	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*
<b>TOTAL</b>	<b>178</b>	<b>430</b>	<b>376</b>

\* 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.