Pleasantville A-1 District Zoning Moratorium Study

Village Board Meeting
May 8, 2023

BFJ Planning

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 needed to address community concerns on public safety, infrastructure, and traffic.

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
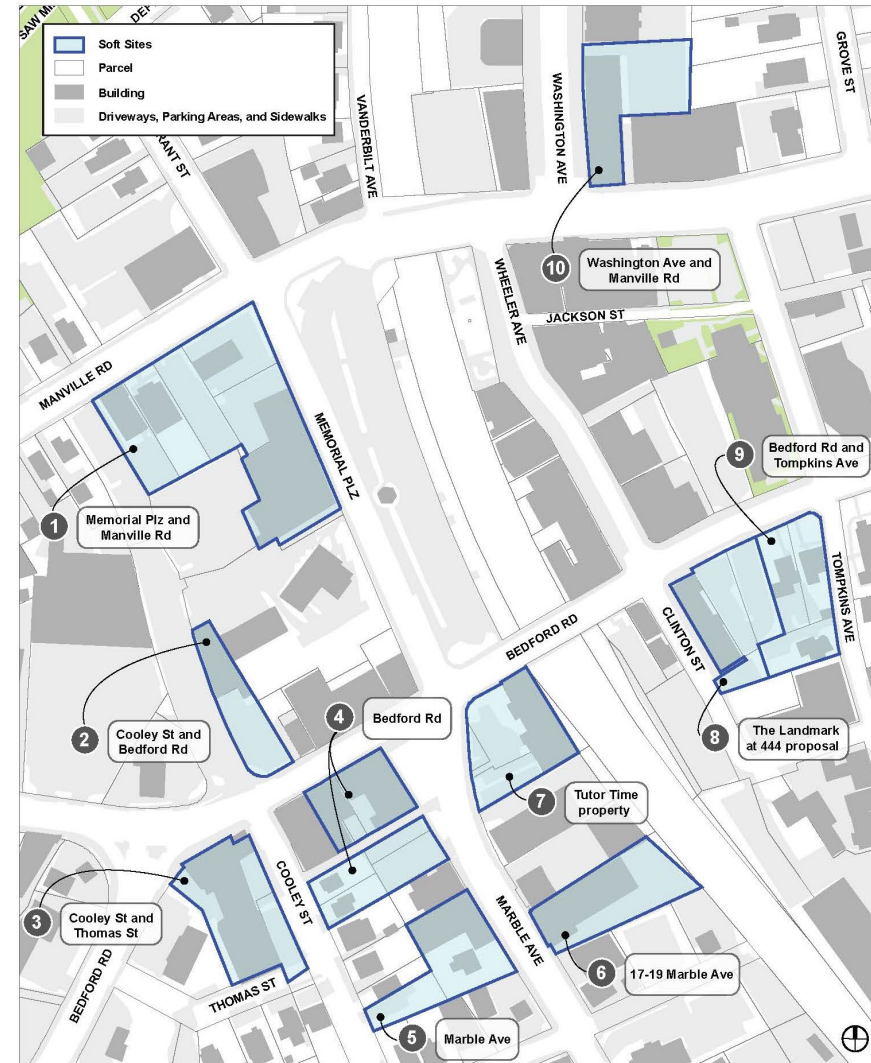
3. **Potential Mitigation Strategies**

    ▪ Draft zoning amendments

Buildout Analysis: Overview

- Total of 10 vacant or underbuilt sites where development could reasonably be expected to occur because of:

  o Large lot size

  o Common ownership

  o Properties on the market

  o Potential development interest by owner

Buildout Analysis: Assumptions

- Generally assumed uniform development pattern, based on site size and bedroom mix.

  o Parking requirements calculated, but not assumed to be a constraint.

- Assumed maximum development of sites, with full utilization of FAR bonuses except for municipal land bonus.

  o For pre-2017 zoning, land area requirements determine allowable residential building area, leads to building footprint, total building size, number of units.

  o For existing zoning, 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

Buildout 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

Buildout Analysis: Highly Conservative

- Most buildout sites require property assemblage and not all properties are currently available.

- Assumes every site is developed to its maximum height, FAR, and building coverage, using all available bonuses.

  o Most recent developments haven't fully used bonuses.

- None of the sites can be developed to full potential without structured parking. Likely not feasible on most small sites.

- Some sites already have residential uses (total of 20 existing units) – these are not factored into buildout numbers.

- Full development can take many years, with fluctuations due to changes in the market.

Buildout Analysis: Initial Incremental Approach

- Initial approach:

    o Assumed 20% - 25% of total buildout would be constructed in the next 10 years.

    o Resulted in an *incremental buildout* of 50 – 63 units.

    o Basis for initial impacts analysis.

- Public feedback questioned this assumption given pace of development in the past 10 years.

    o Doubled incremental buildout assumption to 50%, resulting in 126 units.

    o Also included recently constructed developments (see below).

Buildout Analysis: Revised Incremental Approach

- Additional recent projects with 204 total units now included:

  - 98 Washington Avenue – 14 units, not occupied.

  - 101 Washington Avenue – 14 units, fully occupied.

  - 39 Washington Avenue – 23 units, fully occupied.

  - 70 Memorial Plaza – 79 units, under construction.

  - 52 Depew Street – 74 units, about 50% leased.

- Also included potential development sites that are possible but **NOT** formally proposed:

  - Potential three-story office building at Cooley Street lot – *would require parking variance or waiver*

  - Development of 8 homes and 80 townhouses on former Manville Estate/Bank of NY site on Campus Drive – *would require rezoning*

Impacts Analysis: Traffic

Site	Net Increase in Units	Estimated Trip Generation Per Unit	Peak Hour Traffic Generation
Approved Development Sites			
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
Buildout Analysis Soft Sites			
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
Additional Potential Development			
Cooley Street Office Building*	34,000 sf	1.52 per 1,000 sf	51.98
Campus Drive/Manville Road**	8 homes/80 townhouses	0.94/0.51	48.32
		TOTAL	**261.71**

* Would require sale of Village property and a parking variance or waiver.

** Townhouse development would require a rezoning.

Impacts Analysis: Traffic

- 2019 average daily traffic volumes from NYSDOT:

  - 5,460 vehicles at Manville Road

  - 6,789 vehicles at Bedford Road

  - 10,377 vehicles at Marble Avenue

  - 2,131 vehicles at Wheeler Avenue

- Traffic fell since 2017 on Bedford Road and Marble Avenue, rose slightly on Manville Road. *(No 2017 data for Wheeler Avenue)*

- Added development traffic doesn't create significant impact:

  - All sites were previously developed – not factored into analysis.

  - Some sites were at least partly occupied in 2019 counts.

  - Estimated office trip generation doesn't take TOD into account.

  - DOT counts pre-date pandemic; commuter traffic is down.

Impacts Analysis: Schools

- Uses 126 units for incremental buildout.

- Uses updated 2018 Rutgers University multipliers. Key factors affecting school-children generation:

  o Bedroom mix

  o Type of development (low-rise, mid-rise, high-rise)

  o Income of residents (market-rate vs. affordable)

- Assumptions:

  o Low rise (3-4 story) buildings

  o Tenants earning $100,000+ annually, except for affordable units

  o 10% of units are affordable. Analysis increases number of children projected from affordable units by 50% to be conservative.

Impacts Analysis: Schools

Result: 16 total projected public school-aged children from buildout sites (vs. 9 previously determined).

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

Impacts Analysis: Schools

- Actual data from existing Pleasantville developments:

  o 39 Washington Avenue: 1

  o 101 Washington Avenue: 2

  o Toll Brothers: 25

- Using multiplier for 101 Washington Avenue (0.14) would generate 18 public school children from 126 units.

Impacts Analysis: Schools

Adding recent development not yet occupied plus potential development: results in 80 total projected public school-aged children

Approved Development Sites Not Occupied			
Site	**Number of Units**	**Local Multiplier**	**Estimated School Children**
98 Washington	14	0.14	2
70 Memorial	79	0.14	12
52 Depew	74	0.14	11
		Subtotal	*25*
Buildout Analysis Soft Sites			
126 units across 10 sites		0.14	18
		Subtotal	*18*
Additional Potential Development			
Campus Drive/Manville Road	8 single family homes	0.846	7
	80 townhouses*	0.37	30
		Subtotal	*37*
* Townhouse development would require a rezoning.		**TOTAL**	**80**

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.
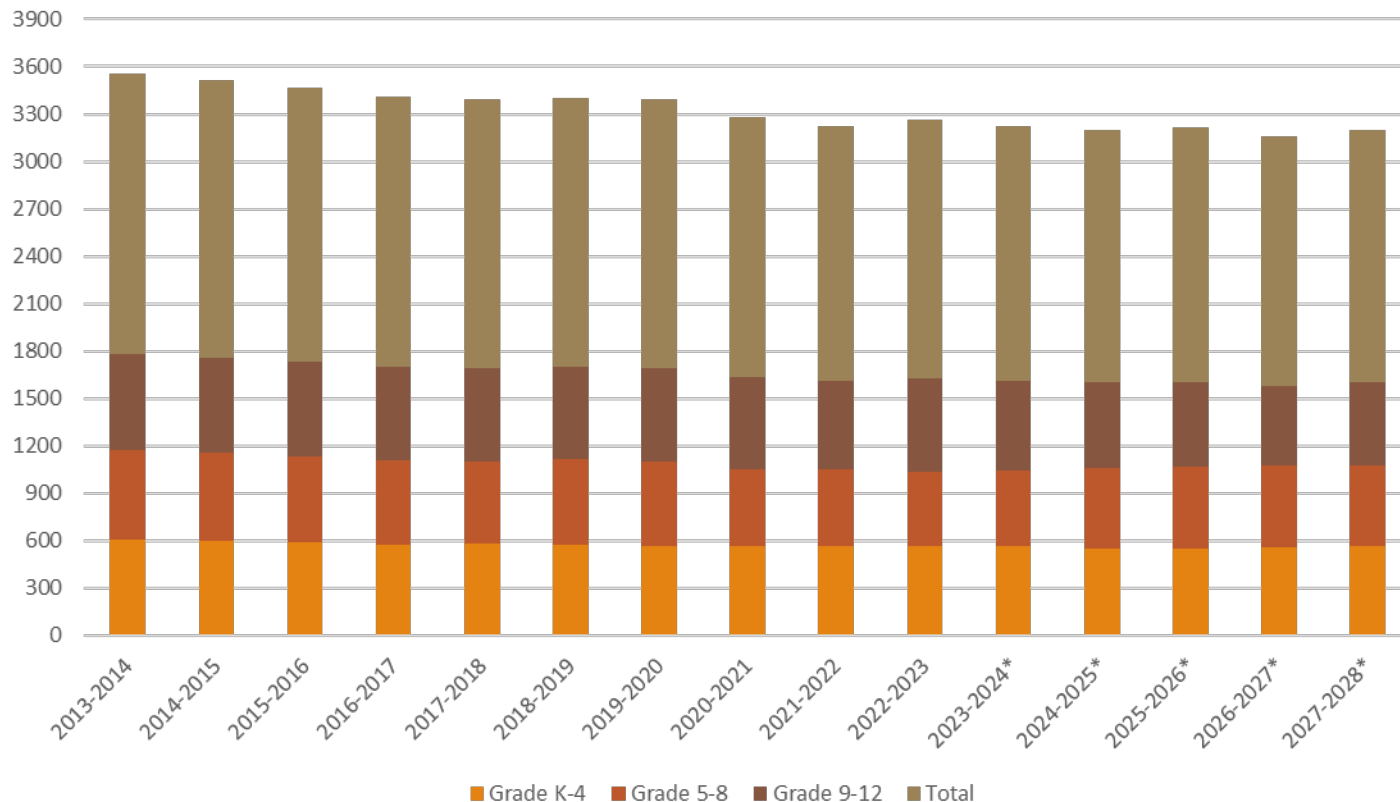
Source: Pleasantville Union Free School District, February 2023

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: 63,990 additional gallons per day, 1.98 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%	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/;
 https://salonbizsoftware.com/blog/how-to-maximize-your-salons-productivity-per-square-foot/

Impacts Analysis: Utilities

- Water demand from approved but not occupied projects plus potential Cooley Street lot/Campus Drive development: 2.04 million gallons/month.

- Median historical Village water consumption: 23.36 million gallons/month.

- Combined effect of potential development would increase to 27.38 MG/month.

		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
	Commercial	12,380	31	0.39
	Total	65,620		2.04
Projected Water Consumption from Incremental Build-Out Analysis	Residential	22,110	31	0.68
	Commercial	41,880	31	1.30
	Total	63,990		1.98
TOTAL ESTIMATED WATER CONSUMPTION				27.38

Source: BFJ Planning, 2021 and 2023

* Includes Cooley Street office building, which would require sale of Village property and a parking variance or waiver, and townhouses at Campus Drive, which would require a rezoning.

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 27.38 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.

- 126 units represents 14% 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 126 residential units would generate 7 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 126 additional multifamily units would have minimal impact, adding less than 20 calls per year.

	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.

One-Year Impacts of Market-Rate Units (297 units)	Annually Recurring Impacts of Market-Rate Units (297 Units)
• $34.75 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 • 478 local jobs	• $7.84 million in local income • $1.85 million in local business income • $5.99 million in local wages and salaries • $1.5 million in taxes and other revenue for local governments • 131 local jobs

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*
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.