

## II. DESCRIPTION OF THE PROPOSED ACTION

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This document is a Draft Environmental Impact Statement (DEIS) prepared for the proposed development of the Knolls of Dover project. The DEIS is intended to provide a concise description of the ~~proposed-p~~Project and the pProject aArea, identify and evaluate potential adverse environmental impacts, describe mitigation measures to minimize environmental impacts, and evaluate various reasonable alternatives to the ~~proposed-p~~Project. This DEIS is submitted in compliance with the provisions of the State Environmental Quality Review Act (SEQRA).

The ~~proposed-p~~Project is a comprehensive redevelopment of the former Harlem Valley Psychiatric Center (HVPC) property and an adjacent parcel (former Dykeman property) in the hamlet of Wingdale, New York, with a mixed-use community centering on an existing train station and exhibiting traditional neighborhood design principles. The development program includes 1,376 dwellings in a wide variety of unit-types, approximately 245,500 square feet of commercial space, and approximately 77,000 square feet of community facility or recreation center space. The Proposed Action being considered under SEQRA includes a comprehensive development plan (conceptual site plan), a phasing plan, and certain changes to the existing zoning of the site. The ~~proposed-p~~Project components are described in detail below.

### A. Project Location and Setting

#### 1. Regional Location

The pProject sSite consists of approximately 937 acres, which includes the former HVPC property and a neighboring parcel. The pProject sSite straddles NYS Route 22 in Wingdale, the southern end of the Town of Dover, which is located approximately half-way between Albany and New York City, and approximately 2.5 miles from the Connecticut border. Exhibits II-1 and II-2 present the site's location in the regional and local context.

#### 2. Tax Map Designations

The proposed pProject sSite consists of four tax parcels designated as 7059-00-555750 (shown on tax maps as 344.79 acres), 7059-00-814768 (5.78 acres), and 7159-00-162702 (502.97 acres), and 7059-00-502949 (83.41 acres). Exhibit II-3 provides a tax map including the pProject sSite and surrounding properties within 500 feet.

#### 3. Adjoining Streets and Access

The primary road access to the site is via NYS Route 22, a major north-south corridor and truck route, which provides a connection to Interstate 684 and more intensely developed areas to the south. In addition to Route 22, the pProject sSite perimeter has frontage onto, and access from, other primary and secondary roads, including NYS Route 55 (as it splits from NYS 22), Pleasant Ridge Road (County Route 21), Hoags Corners Road and Old Pawling Road. The site is also served by an existing internal network of private roads. Wheeler Road, which is owned by the Applicant, runs perpendicular to Route 22, providing the principal east/west access across the site and the only existing transportation link between the two halves of the property. It traverses the entire western

half of the site, intersects with Route 22 adjacent to the Metro North train station, and terminates on the eastern side of the site at Hutchinson Avenue. Hutchinson Avenue, also owned by the Applicant, runs parallel to NYS Route 22, creating a spine through the east side of the property and linking Route 55 in the north to local streets and Route 22 in the south.

The **p**Project **s**Site is also traversed by the Metro-North Harlem line, a commuter rail service, with the Harlem Valley/Wingdale station located in the heart of the **p**Project at the intersection of NYS Route 22 and Wheeler Road. Travel time from the Harlem Valley/Wingdale station to White Plains is just over one hour and express service available during peak travel hours to Grand Central Station in Midtown Manhattan is 1¾ hours. Current weekday rail service consists of 13 southbound trains, including four during the morning peak commute period, and 14 northbound trains, with five during the afternoon peak commute period.

#### 4. Surrounding Land Use

The majority of the land surrounding the **p**Project has a development pattern that is primarily rural and suburban residential, with commercial uses mostly located along NYS Route 22 (see Section III.A for a more detailed description).

To the north, Pleasant Ridge Road/County Route 21 is primarily single-family residential with limited commercial, light industrial/soil mining and farm-related uses sprinkled throughout. Just further north of the homes on Pleasant Ridge Road are several hundred acres of vacant land that include a rod and gun club, a former camp and a nature preserve. The Pleasant Ridge Road and Route 22 intersection north of the site is one of the main intersections in the Town. A small apartment complex, the Dover Veterans Memorial Library and small commercial strip that includes the Wingdale Post Office are located on the west side of the intersection. A diner is located on the other side, with public uses such as the Wingdale Elementary School, Boyce Park, and the J.H. Ketcham Hose Company Station 2 Firehouse just east of the intersection on NYS Route 55.

Along the eastern boundary of the site, there are larger parcels of land on Leather Hill Road and Duell Hollow Road with single-family and some multi-family residential use. In addition, this area includes a 100-acre parcel that was once part of the HVPC, but has since been preserved for the Appalachian Trail. This parcel adjoins several large tracts of vacant land that include a private hunting preserve and a nature preserve.

To the south, there are approximately 100 single and multi-family homes built on the east hillside along Johnson Road and several small associated cul-de-sacs. Single and multi-family residential uses line Hutchinson Avenue as it leaves the **p**Project **s**Site and continues south; becoming a town road that eventually connects to Route 22. The Wingdale Village Park includes approximately 73 mobile homes and fronts onto Route 22. This area has a stronger orientation towards commercial and industrial uses, such as a large auto scrapyards, a rental storage facility, several food service establishments, and a beverage center. More single-family, multi-family, smaller mobile home parks and small strip commercial mix together as Route 22 heads south. Moving west, the area adjoining

the southern border of the pProject sSite includes a portion of the Great Swamp and several parcels of vacant land.

On the western boundary of the site, single and multi-family residential continues along Old Pawling Road and Hoags Corner Road. Over 640 acres of land just west of those homes is owned by a mining company. Some of that land was surface-mined and the property now includes a large underground garnet mining operation.

## 5. Natural Features

### *Wetlands and Streams*

The most significant natural feature is the portion of the Great Swamp that traverses the site along the banks of the Swamp River. The Great Swamp is a Class I DEC wetland. It stretches nearly 20 miles across portions of both Dutchess and Putnam Counties, and is the second largest freshwater wetland system in the state. Several other DEC-regulated wetlands are also present on the site including an elongated corridor running along Route 22 in the northern part of the property, an area adjacent to the on-site reservoir, and smaller wetlands near the property edge in the western portion of the site. The total acreage of these wetlands is approximately 185 acres. During site surveys undertaken by the Town's environmental consultant, it was noted that several wetland areas, including those proximate to the railroad tracks, are in a degraded condition, due to the intensive and extensive uses of the past. The site also includes several streams which flow into the reservoir and wetland areas.

### *Flora and Fauna*

In addition to the wetland areas, several significant habitat or botanical areas of concern have been identified on the site in the detailed surveys undertaken by the Town consultants. These include vernal pools, potential spotted and bog turtle habitat, fens, a botanically important ravine, and marble knolls. These areas, and recommended buffer zones, are shown on Exhibit II-4.

### *Disturbance and Vegetation*

The lower slopes of the hillside on the east side of Route 22 were originally disturbed in 1912 when the state began construction for a prison. Those plans were halted, but the state began construction again in earnest in the 1920's for the Harlem Valley State Hospital, which extended the construction and the disturbance of land to the valley floor. Large sections of the steeper slopes of the east hillside were clear-cut several times during the 1800's in order to provide fuel for the region's iron furnaces. Later, when the HVPC was in full operation, this hillside was used for farming and livestock. Native trees, scrub and invasive species took hold after the farming ended in the 1960's.

Much of the property to the west of Route 22 has been altered or disturbed by previous activities, including the farming that also historically occurred on much of the western property, as well as the grading and landscaping for the golf course. As a result, this side of the site is not heavily treed and consists primarily of scrub, meadow, or grass. The exceptions to this pattern are the Great Swamp, which is a wooded wetland, and a smaller

forested area behind the sewage treatment plant. Portions of the west side continue to be used by a neighboring farmer whose family has planted corn there for over 30 years.

*Topography and Steep Slopes*

As described above, the core of the site has fairly level or mildly sloping terrain. However, directly east of the existing HVPC developed areas, the hill begins to rise more sharply. The upper half of the hill is heavily wooded and has slopes greater than 30%. The area to the west side of Route 22 has a more gently rolling topography.

*Surrounding Natural Features*

The immediately surrounding area also contains several significant natural and recreation features, including the Appalachian Trail, and the Great Swamp and Deuel Hollow Critical Environmental Areas (CEA). The Appalachian Trail passes along a 750-foot-wide easement that borders the property to the east. The Deuel Hollow CEA covers approximately 1,050 acres in the southeastern corner of the Town and follows most of the watershed boundary of Deuel Hollow Brook. A portion of the CEA extends onto the eastern portion of the pProject sSite to include the watershed of the reservoir. As described above, the Great Swamp is a large freshwater wetland complex, which has been identified as a CEA. A portion of the Great Swamp passes through the middle of the pProject sSite.

6. Existing Zoning

The pProject sSite contains land lying in five zoning districts and subject to three overlay zones. The underlying districts include SR-Suburban Residential, CO-Commercial/Industry/Office-Mixed Use, HM-Hamlet Mixed Use, HR-Hamlet Residential, and RU-Rural. The overlay districts are the FP-Floodplain, SC-Stream Corridor, and MC-Mixed Use Institutional Conversion. Essentially, the FP overlay restricts new construction in the 100-year floodplain, the SC overlay requires watercourse setbacks and additional review—scrutiny within 150 feet of the Swamp River and other NYSDEC streams, and the MC overlay was enacted specifically to encourage and facilitate redevelopment of the state-vacated HVPC property. Excluding the 83-acre former Dykeman parcel zoned SR in the northwest corner, the pProject sSite lies within the MC overlay district. In adopting the MC provisions, the Town stated its explicit desire “to attract development to this site because it contains serviceable buildings and water and sewer infrastructure, as well as excellent highway and commuter rail transportation access.” The Town Board further declared that “this overlay district is the most appropriate area of the Town for intensive mixed-use development.” As such, the Code establishes that “the provisions of this overlay district are intended to streamline permitting and allow greater use flexibility.” The MC provisions allow for flexibility in potential uses and permit greater density than in the underlying zones. Any use listed in the zoning code is permissible by right. Total development may be 50% more than would be permitted in the underlying districts, except that land zoned SR is eligible for a density bonus of 100%.

The MC district requires a balance between the amount of residential and commercial development. In addition, the current MC district limits the percentage of residential

units with three or more bedrooms. Exhibit II-5 graphically identifies the zoning districts applicable to the pProject sSite.

## 7. Existing On-Site Development

The former HVPC contained 83 principal and accessory structures totaling approximately 2.15 million square feet of floor area. However, several structures including, garages, barns and the dam gatehouse have since been removed or destroyed. The majority of the buildings were constructed during the 1920's and 1930's, with some earlier construction closer to the turn of the century. Operations at the HVPC peaked in the 1950's with 5,000 patients and 5,000 around-the-clock employees at the site and continued at that level until the state began downsizing the facility in the 1970's. At that time, the NYS Division for Youth (DFY) leased some of the emptied buildings from NYS Office of Mental Health. When the HVPC closed on February 1, 1994, the remaining patients and staff were transferred to other state facilities, creating a 45 million dollar payroll loss for the region. The state decommissioned the majority of the buildings and those buildings have remained vacant for the past fourteen years. DFY moved their operations from the property in March 2004.

After the sale of the property in 2003, uses that had long-standing arrangements with the state and remained after the HVPC closed were continued. These limited arrangements include: the NYS Department of Corrections use of three I-buildings at the southern end of the property for temporary housing of correction officers in training; the semi-public use of the nine-hole golf course managed by the Harlem Valley Golf Club; the use of the Our Lady of Solace Chapel managed by the Archdiocese of New York; and the operations at Haven House, a 25-person community residence run by the NYS Office of Mental Health on a five-acre out parcel on Hutchinson Avenue. The former Director's Residence, now named the Manor House, was restored in 2004 for use as a development office and meeting place on site. These remaining uses are on the original internal campus utility system. The Applicant provides these services which require the continued operation and maintenance of the site's existing water filter plant, dam, reservoir, wastewater plant, and electrical service.

While most structures are substantially deteriorated, there are some buildings that present opportunities for adaptive reuse, such as the Director's Residence which was already restored by the Applicant. The former HVPC buildings being considered for reuse include: the Administration building; the two I-buildings fronting Route 22, the U-shaped building near the running track, the Power Plant; the Storehouse; the church; and the recreational building known as Smith Hall. The largest structures are the 10-story hospital building known as Sullivan Tower, and the H-buildings, which served as dormitories for the HVPC patients and the NYS Division for Youth detention center residents. Sullivan Tower and the H-Buildings would be demolished under the Proposed Action.

Existing recreational uses on the campus includes an approximately 64-acre, 9-hole golf course on the west side of Route 22, a running track, and a Swamp River access point. As previously mentioned, the site also has an internal utility system that includes the dam

and reservoir; a water filter plant and supply system with a 1 million gallon per day capacity; a sewage treatment plant with the capacity and SPDES permit for 1.2 million gallons per day; and an underground electrical service system with an on-site NYSEG substation. A network of paved and gravel roads provide access to these buildings and uses, as well as fire/emergency access to the more remote portions of the site.

An inventory and map identifying each campus building, its construction date, size and former uses is included in the Appendices. Exhibit II-6 presents survey information indicating the location of all built features currently present on the site, including structures and the extent of all roads (also see Site Plan Drawings SP-0.2 and SP-0.3).

## **B. Project Context – Previous Application and Planning Process**

The project proposed and evaluated in this DEIS has evolved significantly from the initial proposals presented by the Applicant. In order to provide context, a brief history is provided below.

The HVPC opened in 1924 and was shut down seventy years later when New York State decided to sell all its Department of Mental Hygiene facilities. The Harlem Valley region was deeply affected by the closure of this facility and the downsizing of nearby Wassaic Developmental Center. Community leaders immediately began working on strategies to reuse the properties.

The Town of Dover joined the Harlem Valley Partnership, a not-for-profit economic development corporation directed by board members from both the public and private sectors from the seven communities in eastern Dutchess County.

The Partnership commissioned a market feasibility study for HVPC in 1994, and a reuse action plan in 1995, and managed the state-mandated HVPC Task Force in 1996. The information and recommendations from all those plans and public hearings were combined with assistance from Dutchess County Planning into the HVPC Reuse Plan in 1996. The Partnership continuously provided tours of the state property to developers over a ten-year period, though the cost of dealing with the existing buildings and grounds was a large liability.

The Dover Town Board adopted a new town zoning code in 1999 which included a specific effort to address the reuse of vacated state property and induce a buyer to acquire the site called the Mixed-Use Institutional Conversion Overlay District. This new district included density bonuses and flexibility as incentives to attract a buyer for the site. The code states, “This overlay district is the most appropriate area of the town for intensive mixed-use development. The provisions of this overlay district are intended to streamline permitting and allow greater use flexibility”.

As described above, the MC provisions are intended to streamline the permitting process and to allow for flexibility in potential uses and greater density than in the underlying zones. The MC also requires a balance between the amount of residential and commercial development, stipulates that no more than 50% of the gross floor area of all development may consist of

residential development, excluding age-restricted senior housing. In addition, no more than 30% of the floor area of all development may consist of residential units with three or more bedrooms.

In the spring of 2003, Town representatives met with the Applicant and travelled to Long Island to tour its two other successful state facility redevelopment projects. Continued positive discussions led the Applicant to purchase the HVPC property in October 2003. All of the past studies and reports commissioned by the Harlem Valley Partnership were shared and the development of conceptual plans began immediately. In a spirit of cooperation, the Applicant agreed to fund an escrow prior to submitting an application for the services of an environmental consultant on behalf of the Town to survey the site and prepare a baseline ecological report and recommendations. In the fall of 2004, an application was submitted with a plan designed to meet the existing density and balancing requirements of the MC Overlay District and respect the environmental constraints identified by the Town's consultant. The application and plan were rejected by the Town Board.

The Applicant and the Town Board and its consultants subsequently met on a number of occasions between the spring and fall of 2005. In November of 2005, the Applicant submitted an amended application and plan, which was accepted by the Town Board for public review. This plan showed approximately 877,640 square feet of floor area designated for commercial and community facility/public uses and approximately 1,338 dwelling units.

As part of the SEQRA review process for that plan, the Town Board, acting as Lead Agency adopted a DEIS scope in June of 2006. The scope called for an alternative new urbanism/traditional neighborhood development plan, building upon a transit-oriented development concept and also required the hiring of additional consultants in traditional neighborhood design and economic analysis. At the direction of the Town Board, the Applicant retained one of the preeminent traditional neighborhood design planning firms in the nation, Torti Gallas and Partners (Torti Gallas) to develop an alternative conceptual site plan. Traditional neighborhood development aims to develop communities that are walkable, contain a diverse range of housing and employment opportunities, incorporate open space, and foster active and attractive public spaces. These principles are intended to reduce the time people spend in traffic, increase the supply of affordable housing, rein in suburban sprawl and create more vibrant communities. As required by the scope, the Applicant also commissioned Economic Research Associates (ERA), a nationally renowned firm, to provide economic and market analyses for the new plan.

Throughout the fall and winter of 2006, the Applicant and its development team, including Torti Gallas, met with the Town Board and its consultants in four open planning sessions to develop the design of the alternative plan. The conclusions from ERA were used to develop a realistic and achievable mix of commercial and residential uses. The resulting redevelopment plan for the HVPC proposed a variety of uses in a layout that respects the natural constraints and significant man-made features on the site. The plan components include a mix of residential, commercial, community, recreational and open space uses, distributed among existing HVPC buildings and new structures sited in the most buildable areas of the site. The pProject program is intended to create a mixed-use, transit-oriented

community with components that support each other and achieve a sustainable and balanced development.

This alternative plan constituted the basis for the application that was resubmitted in March 2008. The Applicant believes that this plan more appropriately addresses the Town's goals for the site and provides a level of commercial development and a mix of residential housing types that would be consistent with traditional communities and that could be realistically absorbed by the market. This plan, which had previously been an alternative, has therefore been advanced as the Proposed Action.

## **C. Project Description and Site Design**

### **1. Overall Configuration**

#### *Overall Configuration*

The ~~overall p~~Project is conceived as a community of compact neighborhoods on both sides of the Swamp River. Following its historic pattern, the eastern side of the pProject sSite is proposed for more varied and more intensive uses. A Town Center would be established in proximity to the Metro-North station along Wheeler Road and form the heart of the community. The layout is designed to create a new "Main Street" for the community and includes buildings with residential and office space above ground floor retail. The former Psychiatric Center power plant and storehouse buildings near the train station would be adaptively re-used and anchor the west end of the Town Center. The Great Swamp and associated New York State DEC-regulated wetlands that pass through the center of the site would remain undisturbed, with the exception of an irreversibly degraded area proximate to the existing buildings on the east side of the Swamp River which would be utilized to provide parking to support the train station and associated commercial development (see Exhibit II-7, Conceptual Site Plan, [Exhibit II-8, Existing Development in Relation to Proposed Project](#) and [Exhibit II-9, Environmental Features in Relation to the Proposed Project](#)).

Residential neighborhoods incorporating a wide variety of housing types surround the Town Center core on the east side, consistent with traditional community development patterns and the principles of new urbanism. Less intense residential neighborhoods would be located toward the north, and east of the Town Center, with two located at the foot of the hill towards the north, two located near the southern property boundary, and another small neighborhood nestled behind the hilltop near the reservoir.

The western portion of the pProject consists of several distinct neighborhoods, as well as the 9-hole golf course. Again, consistent with traditional neighborhood design principles, each neighborhood would incorporate diverse housing types, with available housing opportunities on the west side including single-family homes, duplexes, townhomes and flats. Each neighborhood also contains a hamlet green or other open space to help define its identity, with the two neighborhoods along Wheeler Road including community buildings, as well. In addition, the neighborhoods include a mix of age-restricted, age-targeted and non-age-restricted units. The former Directors' Residence, which has already been restored, and a new clubhouse for the upgraded 9-hole golf course would be

centrally located on the west side of the site and would offer social and recreational amenities.

Neighborhoods on both sides of the pProject would include some age-restricted units within the overall product mix. It is noted that age-restricted housing is permitted by the US Department- of Housing and Urban Development under an exemption to the Fair Housing Act of 1988. Age-restrictions can be applied in different ways, and can be structured to be enforced by the homeowner’s association or individual unit owners. Many age-restricted communities operate successfully under these rules. The proposed age restriction for the identified units at the Knolls of Dover is 55+.

In addition to the age-restricted housing, the pProject proposes age-targeted housing. These are units specifically designed and marketed for families without children, including empty nesters, young professionals and single persons, who would enjoy the ambiance and amenities of the proposed development, including the Main Street shopping district with proximity to Metro-North. Although these “age-targeted” units would not have restrictions, their designs and amenities would likely limit occupancy. Features such as the number of bedrooms and locations (e.g., apartments above stores) facilitate age targeting.

At full build-out, the site would contain approximately 1,376 dwelling units, approximately 245,500 square feet of floor area designated for commercial uses, and approximately 77,000 square feet of community center or recreational facility space. The pProject components are described in more detail below and shown on the attached conceptual master plan. A breakdown of housing unit by type is shown in Table II-1 below.

**Table II-1  
Proposed Housing by Type**

<b>Location</b>	<b>Unit Type</b>	<b>Total Number of Units</b>	<b>Age-Restricted</b>
<b>West Side Neighborhoods</b>	Single Family	179	68
	Duplex	68	
	Townhouse	64	
	Flats	136	136
	<b>Subtotal</b>	<b>447</b>	<b>204</b>
<b>Mixed Use Town Center</b>	Single Family	88	66
	Duplex	12	2
	Townhouse	233	12
	Townhouse Conversions	34	
	Flats	106	106
	Apartments (above retail/flex)	111	
	Loft Conversions	26	
	<b>Subtotal</b>	<b>610</b>	<b>186</b>
<b>East Side – Outer Neighborhoods</b>	Single Family	188	48
	Duplex	70	
	Townhouse	61	
	<b>Subtotal</b>	<b>319</b>	<b>48</b>
<b>Total</b>		<b>1,376</b>	<b>438</b>

Of the 1,376 units, 935 (68%) are within an approximate 10 minute walk of the Metro North Station.

**Table II-2**  
**Total Proposed Commercial Development**

Commercial Area	Size (sf)	
	West Side	East Side
Power Plant/Storehouse	81,500	-
Main Street	-	124,000
Supermarket	-	40,000
Subtotal	81,500	164,000
Total Commercial Development	245,500	

**Table II-3**  
**Proposed Community Facilities**

Community Space	Location	Size (sf)
Smith Hall	East Side	49,100
Community Building	East Side	8,800
Community Building	West Side	6,300
Director's Residence/Manor House	West Side	5,200
Golf Club	West Side	7,600
Total Community Space		77,000

## 2. Town Center and Neighborhood Descriptions

The conceptual site plan provides for a community of neighborhoods, which are identified on Exhibit II-108. The narrative below provides a description of these neighborhoods.

### *Town Center*

The heart of the ~~p~~Project is the Town Center, which would center on Wheeler Road, Route 22 and the existing Metro North railroad station. This component would include a diverse mix of uses and integrate several existing adaptable and attractive buildings with new commercial development in an effort to create a walkable downtown. The Town Center would be centered on Wheeler Road, which would become the community's new "Main Street." Buildings would generally front directly onto the sidewalks and be designed with careful attention to architectural detail to provide street-level pedestrian interest. Sidewalks and extensive street tree plantings would be provided throughout to further reinforce the pedestrian-nature of the Town Center. The buildings in the Main Street core would be of varying scales, as in a traditional village neighborhood, with civic structures and vertical elements used to identify prominent locations. The Main Street core blocks would be uninterrupted by driveways or significant gaps in the streetwall in order to encourage an active, vibrant street life, and to screen the parking areas, which have been located in the interior of the blocks. Alley access would also be provided for many of the units.

The newly created traditional Main Street would be anchored on the west side of Route 22 by the distinctive power plant and storehouse buildings and is aligned to permit the establishment of an interconnected street pattern that ~~will~~would form a cohesive, compact and walkable hamlet neighborhood. See the site plan enlargement in Exhibit II-911. The Power Plant and Storehouse are important components of the Town Center, due to their location adjacent to the railroad station, visibility from Route 22 and unique appearance. Active commercial uses planned for initial reuse of the Storehouse are intended to capture Route 22 travelers and commuters and provide a landmark that identifies the entrance to the Town Center and the entire Knolls of Dover development. In total, the portion of the Town Center west of Route 22 (the node focused around the Power Plant and Storehouse) is proposed to have 7981,500 square feet of commercial space. It would also include approximately 26 lofts that would be converted from space within the Power Plant and Storehouse, and 33 units in new construction lining Wheeler Road. The parking lots in this area would generally be located behind the Storehouse and behind and to the south of the Power Plant, with limited additional parking available in the existing space in front of the buildings. Representatives from Metro-North have expressed a desire for approximately 275 spaces to meet their projected demands. The conceptual site plan also proposes relocating the train platform to the west side of the tracks in order to provide better access for riders.

On the east side of Route 22, new commercial buildings would be placed at the corners of the Wheeler intersection to help provide a strong Town Center marker for the community and help define the large open space to the south, which would be maintained in front of the restored Administration building. Additional buildings with ground floor retail would line Wheeler Road to the east, continuing the commercial presence for a distance of approximately 900 feet from the intersection. Continuing east along Wheeler Road passed Road P, development along the road frontage would transition to less intense residential use, with the eastern end of the street anchored by a community center and village green at the intersection of Hutchinson Avenue. Retail and restaurant uses are proposed to have the heaviest presence in the Town Center; however, space has also been allotted for community facilities (e.g., church, potential community center) and professional and/or government offices. The plan envisions reuse of the Administration building for office space, and the provision of new second-floor residential and office spaces above the retail storefronts along the new “Main Street.” The U-shaped building north of Wheeler Road is planned for adaptive reuse with a mixture of ground floor retail and converted townhomes.

While the Main Street frontage includes traditional scale commercial development, the plan also incorporates a grocery store on the south side of Wheeler Road. The grocery store building would be lined with other commercial spaces on the north and west, reducing the visual impact of the building and maintaining an appropriate village scale and image. The area behind the grocery store and the existing Our Lady of Solace church would be utilized to provide surface parking that would be shared by the various Town Center uses, including the church and Smith Hall, which is being considered for community facility use. A green space would be introduced on the axis between the Administration building and Smith Hall. The plan also proposes the inclusion of some

flexible commercial space in the core that, depending on future market conditions, could be converted between commercial or residential use. The core commercial development would be principally located along Wheeler Road with a smaller presence extending along the road flanking the village commons. This combination of residential, retail and civic uses is intended to promote daytime and evening activity in the Town Center. The portion of the Town Center east of Route 22 is proposed to include a total of approximately 164,76,000 square feet of commercial space. When added to the commercial area west of Route 22, the total commercial square footage in the Town Center would be 245,500 square feet.

Surrounding the Main Street core area to the north and south, but within the Town Center, are inner residential neighborhoods. These include sidewalks and direct street network connections to the Main Street. Nearly all of these units would be within a 10-minute walk of the train station. Available housing types include single-family homes, duplexes, townhomes and apartment flats. The southern residential neighborhood also envisions the reuse of two of the I-buildings for converted townhome units. Many of the residential units would be served by rear alleys, which would provide access to parking lots and garages ~~(see road classifications in Exhibit II-10 through II-15)~~. The southern neighborhood includes a community greens located to the rear of the I-buildings, and the northern neighborhood would be served by the village green located at the intersection of Wheeler Road and Hutchinson Avenue. In total, the Town Center includes 611 dwelling units and 245,500 square feet of commercial space.

The Town Center area also includes several open space and recreation components, including a wetland nature walk/trail, a village green/commons situated in front of the restored Administration building, bike paths, and a restored Smith Hall for possible use as a community center. The shops, cafes and restaurants in this area and along Wheeler Road would also provide an amenity for area residents who want to shop, dine, or walk along its attractive tree-lined sidewalks.

While many shopping trips may be pedestrian or bike trips generated by pProject residents, sufficient parking would be required to serve the new downtown's commercial space. The plan provides for parking behind the buildings in order to preserve an attractive visual environment along Route 22 and Wheeler Road, and foster a hospitable pedestrian environment within the Town Center. In addition, on-street parking would be permitted in the Town Center, consistent with traditional neighborhood design principles.

The plan preserves much of the present character of the former HVPC campus along Route 22 through restoration and adaptive reuse of the I-buildings, the Administration building with its great lawn, the Storehouse, the Power Plant and the U-shaped building near the running track.

#### *Outer Neighborhoods – Eastern Side*

Outside the Town Center, there are five additional neighborhoods on the east side. The first two are located off Hutchinson Avenue surrounding the existing Haven House (which ~~will~~would remain) and sit at the foot of the hill (these neighborhoods are

identified as Millpond and Glen Hamlet on Exhibit II-8). Units in this neighborhood consist primarily of single-family homes, with some limited duplex or townhome offerings. Development in this area would be less ~~dense-intense~~ than in the Town Center and the street pattern is loosened somewhat to provide for suitable grades for the areas at the foot of the hill. Two neighborhoods are located to the south of the Town Center (Overlook and Crescent Hamlets). These neighborhoods include single family, townhouse, and duplex unit types, and the reuse of two of the staff houses for converted townhouse units. These southern neighborhoods also include two community greens: one near the south end of Hutchinson Avenue, and one further up the hillside at the location of the existing Sullivan Tower. Another neighborhood consisting of approximately 49 single-family homes, on lots of various sizes, is proposed behind the top of the hill and to the west of the reservoir (Reservoir Hamlet).

#### *West Side Neighborhoods*

Passing from the train station through the west side of the Town Center, travelers would be greeted by a newly constructed covered bridge, which would lead to the western neighborhoods. This portion of the community would contain approximately 447 homes nestled within a series of neighborhoods around an upgraded 9-hole golf course, which would extend onto the former Dykeman property. A new course clubhouse would be built next to the Manor House, the restored Director's Residence, and would also function as a community center for the entire ~~p~~Project. It would include a number of recreational and social amenities, such as meeting rooms, an eatery and a future pool and tennis courts that would be available to all residents of the ~~p~~Project, including those in the eastern units.

The first neighborhood on Wheeler Road (Valley Neighborhood) would contain a mix of single-family homes, duplexes, townhomes, and flats on several blocks flanking a realigned Wheeler Road. This realignment is intended to calm traffic and encourage traffic speeds that are appropriate for a residential neighborhood. The neighborhood would also include two greens and a community building, and would contain the approach to the Manor House. The second neighborhood (Wheeler Neighborhood) would be located near the intersection of Wheeler Road and Hoags Corner Road. It would have a fairly even mix of single-family homes and flats, and has been configured to avoid encroachment into surrounding wetlands. This neighborhood would also have two public greens, one of which could potentially serve as an active recreation field. The Wheeler Neighborhood area would be linked with two smaller neighborhoods to the south (Pond and Meadow Hamlets). Each of these neighborhoods would also include a green space as a neighborhood focus. The Wheeler, Pond, and Meadow hamlets are conceived to include a total of 156 units. Two neighborhoods would be located in the northwestern corner on the former Dykeman parcel and would also contain a mix of single-family homes, duplexes, townhomes and flats. Larger lots would occupy the area near the site perimeter to maintain a consistent character along Pleasant Ridge Road, with the denser core of the neighborhood located deeper into the site and shielded from view. The neighborhood also includes a small number of houses along a rural road section running across the northern portion of the property. As with the other neighborhoods, public greens have been incorporated into the neighborhood layout.

As described earlier, the neighborhoods and homes have been clustered based on the analysis of the site’s most buildable areas. This arrangement also fosters transit accessibility and usage, as the layout is able to cluster one entire neighborhood on the western side within the limited amount of suitable area that lies within the 10 minute walk radius of the train station. In total, 953 dwellings, or 68% or the units, would be located within this range.

*Open Space, Recreation Facilities and Amenities*

The Knolls of Dover would offer a wide array of recreation facilities within the ±65% of the site designated as open space. Some of these facilities would be open to the public-at-large; others would be restricted to site residents, members and guests (see Exhibit II-126, the Open Space Plan, [II-13, Sidewalks and Trails](#) and [Table II-4](#)).

**Table II-4  
Proposed Recreational and Open Space Amenities**

<u>Proposed Amenity</u>	<u>Location</u>	<u>Size</u>	
		<u>Acres</u>	<u>Linear Feet</u>
<u>Golf Course</u>	<u>West Side</u>	<u>68.75</u>	<u>-</u>
<u>Great Lawn</u>	<u>East Side</u>	<u>3.5</u>	<u>-</u>
<u>Boat Launch</u>	<u>West Side</u>	<u>0.25</u>	<u>-</u>
<u>Neighborhood Greens/Squares</u>	<u>All Neighborhoods</u>	<u>9.25</u>	<u>-</u>
<u>Playfield</u>	<u>West Side</u>	<u>1.25</u>	<u>-</u>
<u>Trails</u>	<u>East Side</u>	<u>-</u>	<u>11,142</u>
<u>Dedicated Open Space</u>	<u>Throughout Site</u>	<u>492</u>	<u>-</u>
<u>Total</u>	<u>-</u>	<u>575</u>	<u>11,142</u>

The recreation facilities open to the general public would include the various greens/commons sprinkled throughout the neighborhoods, a recreation field, the Swamp River boat launch, connecting trails to the Appalachian Trail, the reservoir, and possibly the restored Smith Hall. [The public ownership of Smith Hall would be determined prior to the completion of the SEQRA process.](#) The Applicant’s environmental consultant has determined that the area currently occupied by the running track is part of a wetland complex, and therefore it is proposed for restoration as a wetland area. As part of the restoration a nature walk/trail would be created, enhancing the educational function of the wetlands, providing a linkage to Boyce Park, and providing a walking/jogging opportunity to replace usage of the track. [Opportunities for public fishing and canoeing would be available in the Swamp River.](#) [The Swamp River boat launch would provide an access point to the River for residents of the proposed development and the general public.](#) Recreational use of the reservoir would also be open to the public, subject to use limitations consistent with the reservoir’s watershed management plan. Recreational uses such as fishing, canoeing or kayaking, and hiking trails would be expected to be permitted. The Golf Course would be open to membership use for residents, non-residents and guests. Similarly, the clubhouse would be open to residents and golf course members. Occasionally, this facility could be made available to others for special events.

The only private recreation facilities would be the small community buildings and swimming pools to serve pPproject residents on either side of Route 22.

The stores, boutiques, restaurants and the public and the quasi-public buildings in the Town Center would also be areas where residents of the entire Dover community would come to shop and dine in the new downtown setting, bike and walk along tree-lined streets, and visit and play in the small greens and commons.

#### *Workforce Housing*

The Applicant proposes to include approximately 10% of the residential units as “workforce” housing. These units would be targeted to provide a housing resource for local community service providers (e.g., teachers, police officers, etc.) or young, first-time home buyers who would otherwise be challenged to find appropriate and affordable housing alternatives in the existing market. This would also provide an opportunity for young people who grew up in Dover to continue to live there, or move back, and find an affordable home with a variety of amenities including recreation, Main Street shops, and transit. Eligibility requirements for these units would be established in cooperation with the Town, but is anticipated that the likely target would be households with incomes ranging between 80-120% of the area median income. Precise locations for such units have not yet been identified, although it is anticipated that the units would be mixed throughout the neighborhoods in both Phases 1 and 2, rather than concentrated in one specific location.

### 3. Road Network

The pPproject’s road network employs a variety of different road types, in order to provide roadways that function appropriately for their differing uses and that are scaled in order to be compatible with the differing characters of their surroundings. Generally the roads can be classified as: arterial, primary collector road, secondary collector road, commercial/residential service road, residential road, residential drive, or alley way. Representative sections for the various roadway types are presented in Exhibits II-140 through II-195).

Arterial – NYS Route 22 is identified as an arterial roadway, a commercial service corridor providing regional access to and from the site.

Primary Collector – A primary collector is a major through street servicing both residential and commercial areas, and providing connection to the adjacent roadway network. Wheeler Road is identified as a primary collector.

Secondary Collector – A secondary collector is described as a minor through street (or bypass) servicing both residential and commercial areas, providing limited connection to adjacent roadways. Hutchinson Avenue is identified as a secondary collector road.

Commercial/Residential Service Road –While providing access for parking, trash removal and service deliveries, this type of road is not intended to be conducive

for through traffic. Streets are pedestrian friendly and provide a network of plazas and circulation pathways that provide an efficient, integrated pedestrian and vehicular environment. This type of roadway is found connecting the inner residential neighborhoods to Wheeler Road.

Residential Road – This type of roadway is intended to provide access to residential areas, with no through truck traffic other than residential deliveries and service vehicles. Sidewalks may be used in selective areas to enhance pedestrian circulation. Examples of this type of roadway can be found within the residential neighborhoods on the west side.

Residential Drive – This type of roadway is intended for use by abutting residents only, and is not expected to provide for through traffic. Generally, these types of roads would not have curbing unless required for stormwater collection.

Alley Way – The alley ways provide access to the rear of the residential units and are intended for use by the abutting residents only.

#### 4. Parking and Access

While parking is a necessary component to support residential and commercial development, insensitive location and treatment of parking facilities can have a negative impact on the visual quality and character of a community. Consistent with traditional neighborhood design principles, the conceptual site plan has been designed to supply adequate parking for the proposed uses, while shielding parking in the interior of commercial areas and to the rear of residential uses. For the residential uses, garages are generally setback from the front of the homes, tucked underneath for certain townhome and duplex configurations, or accessed from rear alleys. In the Town Center, the surface parking areas are located behind the commercial uses along the street frontage in order to maintain a vibrant, active and pedestrian friendly downtown. The largest surface lots would be located to the south of Wheeler Road near the proposed grocery store. This parking lot would be a shared parking resource for Town Center uses, including Smith Hall and Our Lady of Solace church. On-street parking would also be provided to supply additional parking for visitors to the Town Center and to encourage slower vehicle speeds. Details of the parking configurations and parking space counts in the Town Center are available on the Site Plan Drawing Sheet SP-0.1. In total, the Town Center provides more than the projected combined parking needs of 1,886 spaces for the commercial uses.

Primary vehicular access to the western neighborhoods and the Town Center is anticipated to occur at the Route 22 and Wheeler Road intersection, which is proposed for improvement to accommodate additional turning lanes. There are two additional **p**Project entrances along Route 22 that may be used as access points for residents in those neighborhoods towards the northern or southern ends of the east side. Additional road network connections are available onto Pleasant Ridge Road and Hoags Corner Road on the west side, and to NYS Route 55 and eventually Route 22 south of the **p**Project **s**Site from Hutchinson Avenue on the east side.

## 5. Railroad Station Area

The existing Harlem Valley-Wingdale Metro-North Railroad station is located in the core of the site and was an important design consideration. Representatives from Metro-North have expressed a desire for approximately 275 spaces to meet their projected demands. The conceptual site plan currently includes approximately ~~292~~275 spaces to the south of the Power Plant to accommodate potential station needs. It is anticipated that these spaces and the associated maintenance responsibilities would be transferred to Metro-North. The conceptual site plan also proposes relocating the train platform to the west side of the tracks in order to provide better access for riders accessing the platform via the commuter parking lot and the removal of the existing rail spur that travels to the rear of the Power Plant. ~~S~~(see Exhibit II-~~20~~17 for a detailed plan of the railroad station area).

The platform would be similar to the existing facility with its copper roof and decorative light fixtures. The ~~p~~Project also contemplates the addition of a small station building, envisioned at the northern end of the platform, with a design that is similar to the former station buildings located in the hamlet of Dover Plains and the Village of Millerton (see Exhibit II-21). ~~and t~~The reuse of the Power Plant and Storehouse buildings would allow for potential convenience retail or food service businesses to be established in close proximity to the station, improving the station experience for riders.

## 6. Building Preservation

As described above, several of the existing HVPC buildings on the site would be protected and restored as part of the ~~P~~project, including two of the I-buildings, the Administration ~~B~~building, the Storehouse, the Power Plant, the U-building north of Wheeler Road, the Director's Residence, Smith Hall, and some of the smaller staff residences (see Exhibits III.H-6 through III.H-9 and Table II-5). The large campus buildings to be retained and protected are generally clustered along the Route 22 frontage, maintaining the site's historic presence and preserving the key public historic visual component of the former HVPC facility.

**Table II-5**  
**Buildings to be Preserved and Proposed Use**

<u>Building</u>	<u>Size (s.f.)</u>	<u>Proposed Use</u>	<u>Dwelling Units/Commercial Space</u>	<u>Location</u>
<u>Director's Residence/Manor House (Building 39)</u>	<u>5,200</u>	<u>Community Facility</u>	<u>-</u>	<u>Wheeler Road (west)</u>
<u>Storehouse (Building 22)</u>	<u>111,515</u>	<u>Commercial</u>	<u>8 du/35,500 s.f.</u>	<u>Wheeler Road (west)</u>
<u>Power Plant (Building 34)</u>	<u>49,618</u>	<u>Mixed-Use</u>	<u>18 du/19,000 s.f.</u>	<u>Wheeler Road (west)</u>
<u>Administration Building (Building 23)</u>	<u>23,853</u>	<u>Commercial</u>	<u>23,800 s.f.</u>	<u>Brewster Drive</u>
<u>I-Building (Building 19)</u>	<u>35,996</u>	<u>Residential</u>	<u>10 du</u>	<u>Route 22</u>
<u>I-Building (Building 20)</u>	<u>35,996</u>	<u>Residential</u>	<u>10 du</u>	<u>Route 22</u>
<u>U-Building (Building 21)</u>	<u>50,935</u>	<u>Mixed-Use</u>	<u>14 du/6,100 s.f.</u>	<u>Wheeler Road (east)</u>
<u>Smith Hall (Building 35)</u>	<u>49,106</u>	<u>Community Facility</u>	<u>-</u>	<u>Hutchinson Avenue</u>

<u>Building</u>	<u>Size (s.f.)</u>	<u>Proposed Use</u>	<u>Dwelling Units/Commercial Space</u>	<u>Location</u>
<u>Our Lady of Solace (Building 107)*</u>	<u>29,220</u>	<u>Religious</u>	<u>-</u>	<u>Hutchinson Avenue</u>
<u>Staff House (Building 13)*</u>	<u>5,396</u>	<u>Residential</u>	<u>3 du</u>	<u>Carmel Lane</u>
<u>Staff House (Building 33)</u>	<u>10,924</u>	<u>Residential</u>	<u>3 du</u>	<u>Carmel Lane</u>
<u>Staff House (Building 46)</u>	<u>5,040</u>	<u>Residential</u>	<u>1 du</u>	<u>Hutchinson Avenue</u>
<u>Garage (Building 47)</u>	<u>640</u>	<u>Accessory</u>	<u>-</u>	<u>Hutchinson Avenue</u>

\*Not eligible for State or National Registers

## 7. Utilities

The site is currently served by a storm water collection and conveyance system, sanitary sewer system including an associated wastewater treatment plant, water distribution mains and water treatment plant, electric lines, telephone, and cable services. Implementation of the pProject would require upgrade and installation of the following systems: storm drainage and sanitary sewers, domestic water and fire protection, electric, telephone, cable TV and natural gas. The pProject would also include improvements to the existing water and wastewater treatment plants, installation of new groundwater supply wells and various pumping systems for both water distribution and wastewater conveyance. New systems would be placed underground, where applicable (see Section III.0, Infrastructure and Energy).

## 8. Common Facilities and Site Improvements

### Recreation/Community Facilities

As described in the neighborhood descriptions above, the plan includes a number of recreation amenities, greens, natural and/or public access areas, and other community facilities (see Table II-4). It is anticipated that some of these components would be offered for dedication to the Town or other nonprofit public benefit entity (e.g., Nature Conservancy, Friends of the Great Swamp, NYSDEC) to serve as fully public facilities, other components would be privately owned but open to public use, and a few would be retained in private ownership as amenities for pProject residents and tenants.

The wetland nature walk/trail and boat launch are proposed as public facilities to be turned over to the Town or other nonprofit entity, which would be responsible for maintenance and enforcement. The various greens/commons scattered throughout the pProject neighborhoods and the great lawn in front of the Administration Building would be owned and maintained by the HOA, but open to the general public, subject to certain limitations on use (e.g., hours of operation). Similarly, although the HOA would maintain ownership of the reservoir and surrounding trail network, public usage would be permitted subject to limitations regarding protection of the watershed. The plan also contemplates the restoration of Smith Hall to serve as a community resource, although the full extent and type of facilities to be included and its ownership has not yet been determined. Depending on the type of facilities and activities ultimately available in Smith Hall, it could possibly be available to the public, or transferred to the Town or a nonprofit entity (e.g. Boys and Girls Club, YMCA) that provides recreation services. The existing church in its current location remains an important part of the new

community, and it is anticipated that the title to Our Lady of Solace and the land it occupies would be offered to the Archdiocese of New York.

As described earlier, the pProject also includes a large natural open space component. Depending on interest, the Applicant is open to the possibility of a transfer of portions of the open space areas to conservation organizations such as Friends of the Great Swamp, the Nature Conservancy or the Oblong Land Conservancy.

The pProject includes two small community buildings with pools (one on Wheeler Road, one on Hutchinson Avenue) that would be privately owned and maintained by the HOA for use by pProject residents. The existing ~~restored Director's Residence~~ Smith Hall and new clubhouse for the upgraded 9-hole golf course would be privately maintained and provide social and recreational amenities to residents, golf course members, and guests (see Table II-5). The golf course itself would remain available to the public and privately maintained, and the Applicant is investigating the possibility of the transfer of its management to the Harlem Valley Golf Club. It is anticipated that there would be a preference for a portion of the memberships for HOA members. The landscaped or natural areas within the residential neighborhoods would be owned and maintained by the HOA.

#### Infrastructure

The site is served by an existing internal road network of private roads. The Applicant recognizes that Wheeler Road and Hutchinson Avenue are used with the permission of the Applicant by the community and emergency service providers as through roads. These two roads and associated right-of-ways would be offered to the Town for dedication at completion of the pProject. The remainder of the pProject roads, associated utilities, and the parking facilities are proposed to remain in private ownership and be maintained by the HOA, with the exception of a portion of the parking surrounding the train station which is anticipated to be transferred to Metro-North. The wells, dam, reservoir, water and wastewater treatment plants would be owned by private transportation corporations. The stormwater management basins would be owned and maintained by the HOA.

#### 9. Landscaping, Signage, Lighting

A preliminary landscape concept plan has been provided as part of the associated site plan drawings for this pProject. (See Sheets S.P-4.1 to S.P-4.7.) The landscape concept calls for extensive tree plantings throughout the neighborhoods, the Town Center, and open spaces. Generally, deciduous trees would be utilized within the road rights-of-way as street trees, within residential, commercial and common areas as shade trees and ornamentals, and in buffer and reforestation areas, as appropriate. Evergreens would also be anticipated to be used, particularly to provide screening of commercial parking and roadway areas. Within the Town Center and the more densely developed residential hamlets, street trees would be provided at regular 40' intervals, while along the more rural connecting roads the street tree planting may adopt a more informal and naturalistic arrangement. See Exhibits II-~~4822~~ and II-~~4923~~, Landscape Character Details, for representative landscape treatments for several distinct types of development areas.

As the pProject is still in the conceptual site plan stage, specific lighting and signage details are not yet available. However, as described below, the pProject would include a set of Design Guidelines that provide development standards for many design components, including signage and lighting. Street lighting would be comprised of ornamental poles and fixtures, generally 12-14' tall, with 20' tall poles potentially used at major intersections. Retail signage would also be expected in the Town Center. The design guidelines include size limitations and restrictions on flashing or internally illuminated box signs. Signs would also be expected to use design, materials and colors that complement the building style and use.

#### 10. Operational Information

The Applicant currently employs a private security service to patrol the site. It is anticipated that private security services would continue to be provided throughout the development and eventual operation of the pProject. The private security force would serve both the residential and commercial components and generally monitor the pProject aArea. While initially funded by the Applicant, responsibility for the security services would eventually be turned over to the Home Owner's Association(s) (HOA).

It is anticipated that the typical hours of operation for the commercial portion of the pProject would vary dependent on use, as in any traditional downtown or "Main Street". For example, office uses would be expected to most active during typical weekday business hours, while retail stores and food and drink establishments would be expected to maintain hours of operation later into the evening and nighttime hours, as well as on weekends. Although specific tenants are not known at this point, the conceptual plan provides spaces suitable for a variety of uses and it is expected that the pProject would reflect typical traditional downtown environment patterns, with business activity during both the daytime and nighttime hours.

It is anticipated that the various parks and green spaces would be open and accessible during typical daylight business hours. Night-time closures are consistent with public access to many parks which have posted hours.

As the pProject is intended to include a grocery store, as well as a variety of other retailers, truck access to the Town Center would be required. However, truck traffic would be restricted on less intense roadways, including residential roads, residential drives, and alleyways. (See Exhibits II-10-14 through II-15-19, Street Typologies.)

#### 11. Proposed Zoning

In order to make the comprehensive development plan outlined above feasible, zoning text and map amendments would be required. The current technical requirements of the MC District were enacted in 1999 without the benefit of any empirical analysis. The economic analysis recently performed by ERA and included in this document indicates

that the existing technical requirements mandate a project that would not be financially viable, frustrating the Town's objectives of redeveloping the HVPC.

Therefore, zoning text and map amendments have been proposed in conjunction with the comprehensive development plan (and are included in the Appendix). The proposed text amendments would enable a level of commercial development and a mix of residential housing types that would be both consistent with traditional neighborhood development principles and that could be realistically absorbed by the market. The revisions establish a minimum non-residential floor area for the MC District of 200,000 square feet and a maximum residential density of 1.6 dwelling units per acre. The proposed amendments would also include subdivision approval authority for the Town Board for MC District projects and provide standards for review of any amendments to site plan approvals in the context of the data and/or figures studied in the Environmental Impact Statement.

The parcel adjacent to the former HVPC campus, commonly referred to as the Dykeman parcel, has always been included in the Applicant's conceptual plans for the pProject. It is a logical constituent for the comprehensive development of this area as it "fills in" the contiguous block of land between Pleasant Ridge Road and Hoags Corner Road. In order to provide for a consistent design and planning approach and address the logical and natural connection to the remainder of the land, the pProject proposes extending the MC district onto the former Dykeman parcel. The extension of the overlay is not a mechanism to increase overall permitted density for the pProject. As described in the Land Use, Zoning and Public Policy chapter of this document, the available density with the existing MC District exceeds that proposed by the comprehensive development plan.

#### **D. Building Design**

##### Design Guidelines

As the pProject is still in the conceptual site plan stage, specific designs for individual buildings are not yet available. However, the visual character of the neighborhoods and individual buildings would be defined and maintained through the use of design guidelines. The Knolls of Dover Design Guidelines would provide a series of development standards for the Project, utilizing New Urbanism and Traditional Neighborhood Design principles. A full copy of the proposed Design Guidelines is included in the DEIS Appendix. The guidelines set forth parameters for road treatment, building location, parking, amenities and other design elements that establish the overall character of the proposed development. The intent of the guidelines is to help ensure that the vision for the Knolls of Dover is implemented over the full build-out of the Project. The guidelines recognize that market conditions will change over time, but the conceptual basis for the plan can remain through the use of the Design Guidelines.~~for the project, including specific architectural standards, as well as items related to street layout and design, lot and building dimensional standards, and land use relationships.~~

Exhibits II-24X through II-35Y present excerpts from the Design Guidelines, dealing with the Town Center and the architectural standards for both the residential and commercial components of the Project. Road design standards from the Design Guidelines are also provided in this section of the DEIS.

The maximum building height for new residential construction would be three stories, with most of the residential building types having a height of two stories. Exhibits II-3620 through II-2642 present a series of representative examples of the unit-types proposed for the Project. The proposed architectural design treatment would take its inspiration from the styles of the 19<sup>th</sup> and 20<sup>th</sup> century styles found in the neighboring communities, with residences including a stoop or porch element. Depending on location, a variety of architectural styles could be accommodated, ranging from Folk, Colonial, Romantic, Victorian and Eclectic. Modern, Neo-Eclectic, and Contemporary Folk styles would not be permitted.

In the Town Center, building heights may be somewhat higher (2 to 3 stories) in accordance with its role as the downtown. The new Wheeler Road “Main Street” would be flanked by mixed-use buildings containing residential and office space above ground floor retail, and would typically be three to four stories in height. In addition, a “Build-to-Line” would be established in the Town Center in order to maintain a strong streetwall and define the public realm. The Design Guidelines would also stipulate the use of special architectural features in key location in the Town Center in order to further highlight its downtown status and maintain visual quality and interest. These types of items include tower elements, balconies, screening walls, and façade treatments.

The site plans, photographs, sketches and the video simulation photos that are included in the Executive Summary and the Visual Analysis chapters of the DEIS further illustrate the Project design and land planning components that are derived from the Design Guidelines.

#### LEED and Sustainable Development Initiatives

##### LEED

The Leadership in Energy and Environmental Design (LEED) Green Building System is a 3<sup>rd</sup>-party certification program developed by the US Green Building Council and used as a rating system for the design, construction and operation of high performance buildings. The LEED Rating systems were initially produced for new commercial and institutional buildings, but have been expanded in recent years to include homes, and neighborhood development, among others.

LEED is a voluntary rating system that evaluates and encourages green building design. The system was designed in an effort to have a third party, nation-wide rating system to be used to promote and build awareness of sustainable development throughout the building industry.

LEED certification is based on a points system that focuses on five key issues:

- Sustainable site development
- Water savings
- Energy efficiency
- Materials selection
- Indoor environmental quality

Since the pProject is still at the conceptual site plan phase, construction documents and details for individual buildings have not yet been prepared to allow for assessment. However, the pProject and homes would be likely to include many of the design features and construction practices that would produce credits in the LEED for Homes and LEED for Neighborhood Development Pilot rating systems.

LEED-ND

The LEED for Neighborhood Development system is based on a partnership between the United States Green Building Council (USGBC), the Natural Resource Defense Council and the Congress for the New Urbanism. The LEED-ND rating system is currently in a Pilot program phase. The rating system is built off of the existing LEED program that verifies whether or not a building meets certain “green” criteria.

The LEED for Neighborhood Development Rating System will act as a third party program that verifies that a certain development meets “accepted high levels of environmentally responsible, sustainable development.”<sup>1</sup> The rating system is based on four areas: location and linkage; compact and connected neighborhoods; green construction and technology; and innovation and design. Certification comes in four levels: certified, silver, gold and platinum.

To be eligible for certification, the Project must meet certain prerequisites and meet certain requirements. Prerequisites for LEED-ND certification include, but are not limited:

- Wetland and waterbody conservation
- “Smart” location
- Compact development
- Construction activity pollution prevention

Credit requirements for certification include:

- Brownfields redevelopment
- Reduced automobile dependence
- Housing and jobs proximity
- School proximity
- Restoration and conservation of wetlands
- Affordable housing
- Walkable streets
- Transit facilities
- Building reuse and adaptive reuse
- Reuse of historic buildings
- Stormwater management
- On-site renewable energy resources

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<sup>1</sup> United States Green Building Council. LEED for Neighborhood Development. <http://www.usgbc.org/DisplayPage.aspx?CMSPageID=148>

For example, on the LEED for Neighborhood Development checklist, the pProject would likely qualify for prerequisites and points under smart location, proximity to water and wastewater infrastructure, wetland and water body conservation, floodplain avoidance, brownfield redevelopment, preferred location, reduced automobile dependence, restoration of wetlands, compact development, diversity of uses and housing types, walkable streets, street network, access to surrounding vicinity, public spaces and active public spaces, building reuse, stormwater management, and construction waste management.

On the LEED for Homes checklist, it is anticipated that the new residences would likely qualify for a variety of credits under categories including LEED ND site, site stewardship, landscaping, compact development, irrigation systems, indoor water use, environmentally preferable products, and Energy Star performance, among others. As specific building design advances, the Applicant ~~will~~ would explore methods to incorporate current environmentally responsible techniques to the extent feasible, recognizing that the LEED rating systems are dynamic and change over time.

#### Energy Star

Energy Star is a program formed by the joint partnership of the United States Environmental Protection Agency and the United States Department of Energy. The purpose of this program is to assist in the reduction of energy consumption and energy bills. The program was originally developed as a voluntary labeling program to promote products that would assist in the reduction of greenhouse emissions. Computers and monitors were the products that first implemented the Energy Star designation, and the program has grown to label over 50 product categories for both home and office products.

This Project would be Energy Star compliant through utilizing both products and construction methods approved by the Energy Star program.

### **E. Phasing Plan**

The Applicant proposes to develop the pProject in two phases (see Exhibit II-2743). The first phase would include a site plan application for development that includes land on both sides of Route 22. On the east side of Route 22, the site plan would include the proposed grocery store and adjacent buildings and parking; the parking area to south, which would serve the Main Street shops, the grocery store, the existing church and Smith Hall; and the Administration building and associated great lawn along Route 22. On the west side of Route 22, the first phase site plan would include the west Town Center area centered around the Power Plant and Storehouse; a replacement bridge across the Swamp River; the relocation of some of the existing golf holes; and the western residential neighborhoods. This phase would also include the supporting infrastructure improvements necessary to serve the new development. The second phase would consist of site plan applications for the remainder of the east side commercial and residential development.

In total, the first phase would include approximately 549 residential units and 200,000 square feet of commercial space, representing 40% of the pProject's total residential component, and 81% of the pProject's total commercial component. It is also noted that the Applicant is

~~currently involved in restoration work~~ has undertaken the initial restoration of the Storehouse to allow for its reuse. The public amenities anticipated to be provided in the first phase include the upgraded golf course, the great lawn in front of the Administration building, the Swamp River boat launch, a recreation field on the west side, and the various greens/commons associated with the neighborhoods developed in that phase. In addition to the installation of roads and utility service lines through the neighborhoods to be developed initially, the first phase also includes substantial infrastructure work including the improvement of the Route 22/Wheeler Road intersection, reconstruction of the Wheeler Road bridge, well installation, upgrades of the water and wastewater treatment plants, and installation of utility service mains, which would also serve the second phase. The first phase is anticipated to occur over a period of approximately five years.

The second phase is currently anticipated to occur over a period of five years and would involve the build-out of the remaining 827 residential units and approximately 45,000 square feet of commercial space on the east side. Public amenities to be provided in the second phase include the establishment of the trail linkages to Boyce Park and the Appalachian Trail, access to the reservoir, potential reuse of Smith Hall, and the various greens/commons associated with the neighborhoods developed during that phase. Tables II-6 through II-8 and Exhibit II-44 summarize and display A chart summarizing the projected construction sequencing for these phases. is included in Section III.N.

The two phases have been sequenced as proposed in order to both establish the nucleus of the new community and Town Center, while allowing for the generation of revenue from residential units on the west side to help off-set the up-front infrastructure expenditures and address the costly demolition and redevelopment activities necessary on the east side.

**Table II-6**  
**Proposed Action by Phase**

<u>Phase</u>	<u>Commercial (SF)</u>	<u>% of Total Commercial</u>	<u>Total Residential Units</u>	<u>% of Total Residential</u>	<u>Total Workforce Housing</u>	<u>% of Total Workforce Housing</u>	<u>Community Facilities (SF)</u>	<u>% of Total Community Facilities</u>
<u>1A</u>	<u>81,500</u>	<u>33.20%</u>	<u>217</u>	<u>15.77%</u>	<u>22</u>	<u>15.94%</u>	<u>11,500</u>	<u>14.94%</u>
<u>1B</u>	<u>119,200</u>	<u>48.55%</u>	<u>176</u>	<u>12.79%</u>	<u>18</u>	<u>13.04%</u>	<u>7,600</u>	<u>9.87%</u>
<u>1C</u>	<u>-</u>	<u>-</u>	<u>156</u>	<u>11.34%</u>	<u>16</u>	<u>11.59%</u>	<u>-</u>	<u>-</u>
<u>2A</u>	<u>44,800</u>	<u>18.25%</u>	<u>493</u>	<u>35.83%</u>	<u>49</u>	<u>35.51%</u>	<u>49,100</u>	<u>63.77%</u>
<u>2B</u>	<u>-</u>	<u>-</u>	<u>49</u>	<u>3.56%</u>	<u>5</u>	<u>3.62%</u>	<u>-</u>	<u>-</u>
<u>2C</u>	<u>-</u>	<u>-</u>	<u>285</u>	<u>20.71%</u>	<u>28</u>	<u>20.29%</u>	<u>8,800</u>	<u>11.43%</u>
<b>Total</b>	<b>245,500</b>	<b>100%</b>	<b>1,376</b>	<b>100%</b>	<b>138</b>	<b>100%</b>	<b>77,000</b>	<b>100%</b>

**Table II-7**  
**Buildings Proposed to be Rehabilitated by Phase**

<u>Phase</u>	<u>Building</u>	<u>Size (s.f.)</u>	<u>Proposed Use</u>	<u>Location</u>
<u>Phase 1A</u>	<u>Director's Residence/Manor House (Building 39)</u>	<u>5,200</u>	<u>Community Facility</u>	<u>Wheeler Road (west)</u>
	<u>Storehouse (Building 22)</u>	<u>111,515</u>	<u>Commercial</u>	<u>Wheeler Road (west)</u>
	<u>Power Plant (Building 34)</u>	<u>49,618</u>	<u>Mixed-Use</u>	<u>Wheeler Road (west)</u>
<u>Phase 1B</u>	<u>Administration Building (Building 23)</u>	<u>23,853</u>	<u>Commercial</u>	<u>Brewster Drive</u>
<u>Phase 2A</u>	<u>I-Building (Building 19)</u>	<u>35,996</u>	<u>Residential</u>	<u>Route 22</u>
	<u>I-Building (Building 20)</u>	<u>35,996</u>	<u>Residential</u>	<u>Route 22</u>
	<u>U-Building (Building 21)</u>	<u>50,935</u>	<u>Mixed-Use</u>	<u>Wheeler Road (east)</u>
	<u>Smith Hall (Building 35)</u>	<u>49,106</u>	<u>Community Facility</u>	<u>Hutchinson Avenue</u>
	<u>Our Lady of Solace (Building 107)</u>	<u>29,220</u>	<u>Religious</u>	<u>Hutchinson Avenue</u>
<u>Phase 2C</u>	<u>Staff House (Building 13)</u>	<u>5,396</u>	<u>Residential</u>	<u>Carmel Lane</u>
	<u>Staff House (Building 33)</u>	<u>10,924</u>	<u>Residential</u>	<u>Carmel Lane</u>
	<u>Staff House (Building 46)</u>	<u>5,040</u>	<u>Residential</u>	<u>Hutchinson Avenue</u>
	<u>Garage (Building 47)</u>	<u>640</u>	<u>Accessory</u>	<u>Hutchinson Avenue</u>

\*Not eligible for State or National Registers.

**Table II-8  
Proposed Phasing of Recreational and Open Space Amenities**

Proposed Amenity	Location	Size		Phase
		Acres	Linear Feet	
Golf Course	West Side	68.75	-	1A
Great Lawn	East Side	3.5	-	1A
Boat Launch	West Side	0.25	-	1A
Neighborhood Greens/Squares	All Neighborhoods	9.25	-	1A-2C
Playfield	West Side	1.25	-	1C
Trails	East Side	-	11,142	2A
Dedicated Open Space	Throughout Site	492	-	1A-2C
<b>Total</b>	-	<b>575</b>	<b>11,142</b>	

**F. Project Purpose and Need**

The purpose of this pProject is to redevelop an abandoned and deteriorated former State psychiatric center into a model transit-oriented community with traditional neighborhood design principles. By concentrating development around an existing train station, the pProject is intended to accommodate growth in a responsible manner, while limiting impacts on the road network and reducing pressure for development and conversion of greenfield sites throughout the rest of the town, thereby helping to preserve the community’s overall rural suburban character. Many of the buildings suffer from significant deterioration and in the Applicant’s opinion exert a blighting influence on the surroundings. Without redevelopment, the buildings would continue to deteriorate compounding the negative perception.

The pProject is also intended to advance the goals of the Town’s Master Plan and the purposes of the MC District Overlay by establishing compact mixed-use development on the site that would create a new definable hamlet or town center. The pProject would dramatically increase the types of housing available in the Town and County, providing for a variety and flexibility in dwelling types to accommodate households across the age spectrum. In order to provide for a variety of living arrangements for future residents, the plan includes several small outlying neighborhoods, with housing clustered and surrounded by open space. The new “Main Street,” which would anchor the community, includes approximately 245,5800 square feet of commercial space, which could be used to accommodate retail, office space, restaurants, and a grocery store. This would expand retail shopping options for Dover residents and reduce the travel distance required to meet basic necessities and conveniences. The pProject would also expand job opportunities in the area, both during the construction period and at full build out and operation.

**G. Required Local, State and Federal Reviews, Approvals and Permits**

Implementation of the pProject would require approvals and permits from a variety of local, county, state and federal agencies. These are summarized below in Table II-92. Agencies

that have approval-granting authority are classified as Involved Agencies under the State Environmental Quality Review Act.

**Table II-92  
Required Approvals and Involved Agencies**

<b>Agency</b>	<b>Approval/Review Type</b>
Dover Town Board	Master Development Plan Zoning text and map changes for the MC Overlay District Site plan and subdivision approval Sediment and erosion control permit Formation of water and sewer districts
Dover Planning Board	Recommendation on the Master Development Plan and Zoning changes
Dover Architectural Review Board	Architectural review
Dutchess County Department of Health	Sewage disposal system Water supply Subdivision
Dutchess County Department of Public Works	Highway Work Permit
Dutchess County Planning Board	239m GML referral
NYS Department of Environmental Conservation	SPDES permits SPDES stormwater (for construction related impacts) SPDES wastewater (to operate wastewater treatment plant <u>and reflect actual discharge volumes</u> ) Wetlands permit Water supply (storage) Water quality certification <u>Dam permit (protection of waters [Article 15] relating to Swamp River disturbance)</u>
NYS Department of Health	Water supply Storage and distribution systems Backflow prevention devices Swimming pools
NYS Department of Transportation	Highway work permit/Route 22
NYS Attorney General	Homeowners Association approval
New York State Office of Parks, Recreation and Historic Preservation (NYSOPRHP)	State Historic Preservation Office (“SHPO”) review of historic and archaeological resources
NYS Secretary of State	Formation of sewer and water corporations
Army Corps of Engineers	Wetlands permit