

VILLAGE OF FARMINGDALE RESIDENTIAL STUDY

Prepared for:

Village of Farmingdale Board of Trustees

Prepared by:



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Farmingdale Residential Study

Introduction

Between 2009 and 2011, the Village of Farmingdale underwent a master planning process for its downtown area. This area, notably along Main Street and along South Front Street towards the Farmingdale train station, had a number of issues, including vacancies and antiquated zoning regulations. As part of the master planning process, a build-out of the downtown area was developed to determine the point at which elements such as infrastructure, traffic, and community services would be overwhelmed and whereby the quality of life of the Village's residents would be significantly altered. A key component of the master planning process and the vision of the downtown area was the promotion of mixed-use primarily along Main Street as a catalyst for the revitalization of the downtown area as a vibrant Village core. The mixed-use vision includes not only multi-family in the downtown area, but apartments above stores in order to promote walkability and a population downtown. The November 2011 *Village of Farmingdale Downtown Master Plan* identified that approximately 375 new residential units could be incorporated into the downtown area and evaluated the impact of these units, as well as the rest of the *Downtown Master Plan* vision, as part of the May 2011 *Draft Generic Environmental Impact Statement (DGEIS)/Brownfield Opportunity Area (BOA) Nomination Study* and September 2011 *Final Generic Environmental Impact Statement (FGEIS)/Final BOA Nomination Study*. The value of this process was to not only develop a proper vision for the downtown area and provide recommendations to implement that vision, but to comprehensively take inventory of and to evaluate the area's assets.

In the years since the *Downtown Master Plan's* adoption, there have been a number of results, including the development of new zoning for the downtown area – the Downtown Mixed-Use (D-MU) Zoning District – as well as a façade improvement program. Perhaps more important, the development community has been engaging the Village and there are a number of projects that are approved, proposed, or planned within the downtown area.

This renewed interest in the downtown, has, in many ways, also opened up interest in the areas outside of the downtown – which are primarily residential in nature and are the major component of the quality of life that many Village residents have sought in living in Farmingdale. Although Hempstead Turnpike (Route 24), Conklin Street, and Fulton Street (Route

109) contain a mix of uses and are not single-family residential neighborhoods, there are significant residential populations in both of those corridors and their challenges differ great from that of the downtown area's. To that end, similar to the *Downtown Master Plan*, an examination of the areas outside of the downtown is not only warranted, but fits into the long-term view of the Village – in looking comprehensively at its community and how to evolve sustainably for the future. This study provides an evaluation of the areas outside of the downtown from a land use, development, and zoning perspective, focused mainly on the potential for additional residential units. The study's methodology, again, similar to that of the *Downtown Master Plan*, is detailed below. Finally, it should be noted and will be discussed later in this study that although as in any community there is an interrelationship between its downtown and the rest of the community, there are distinct differences.

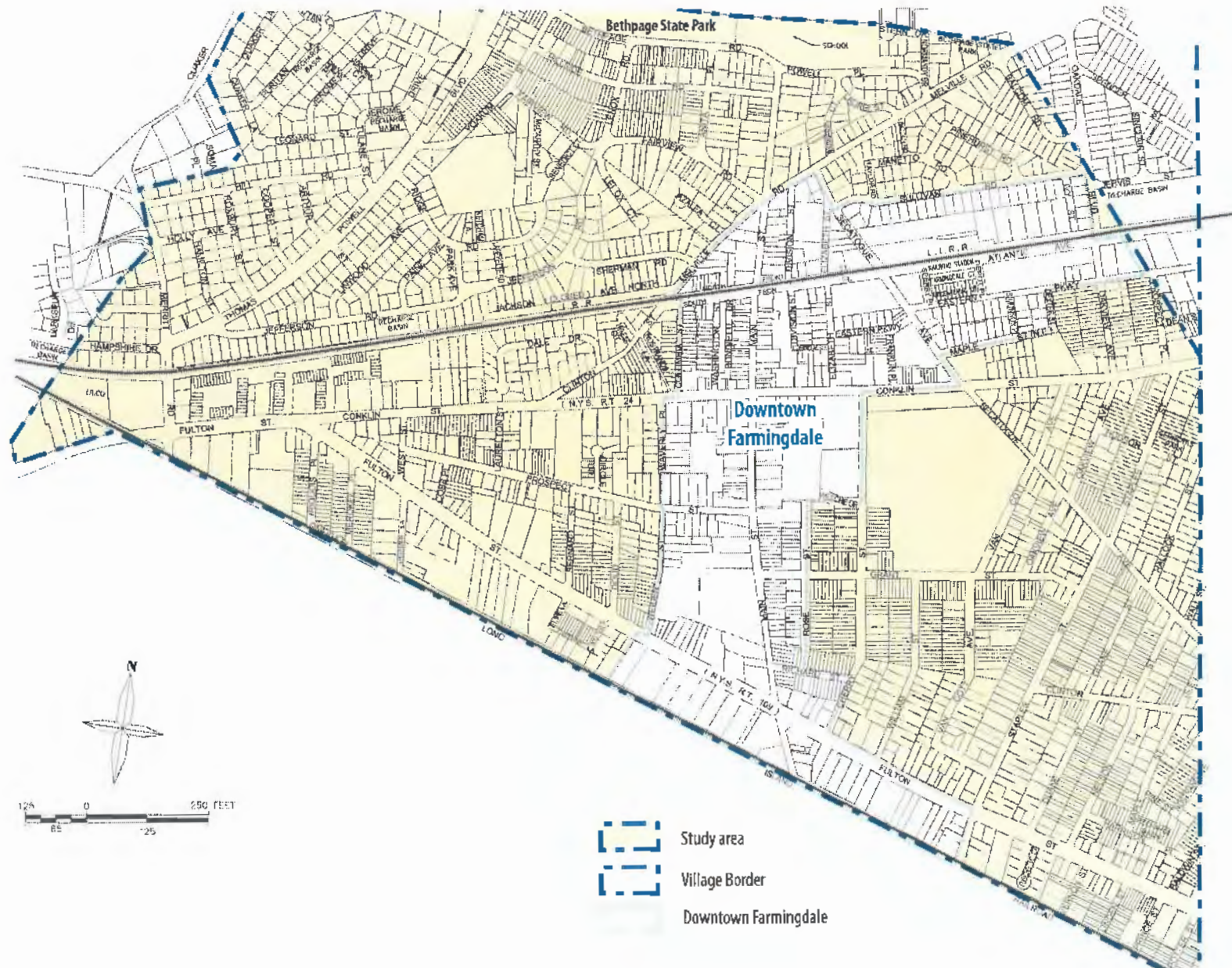
Description of the Study Area

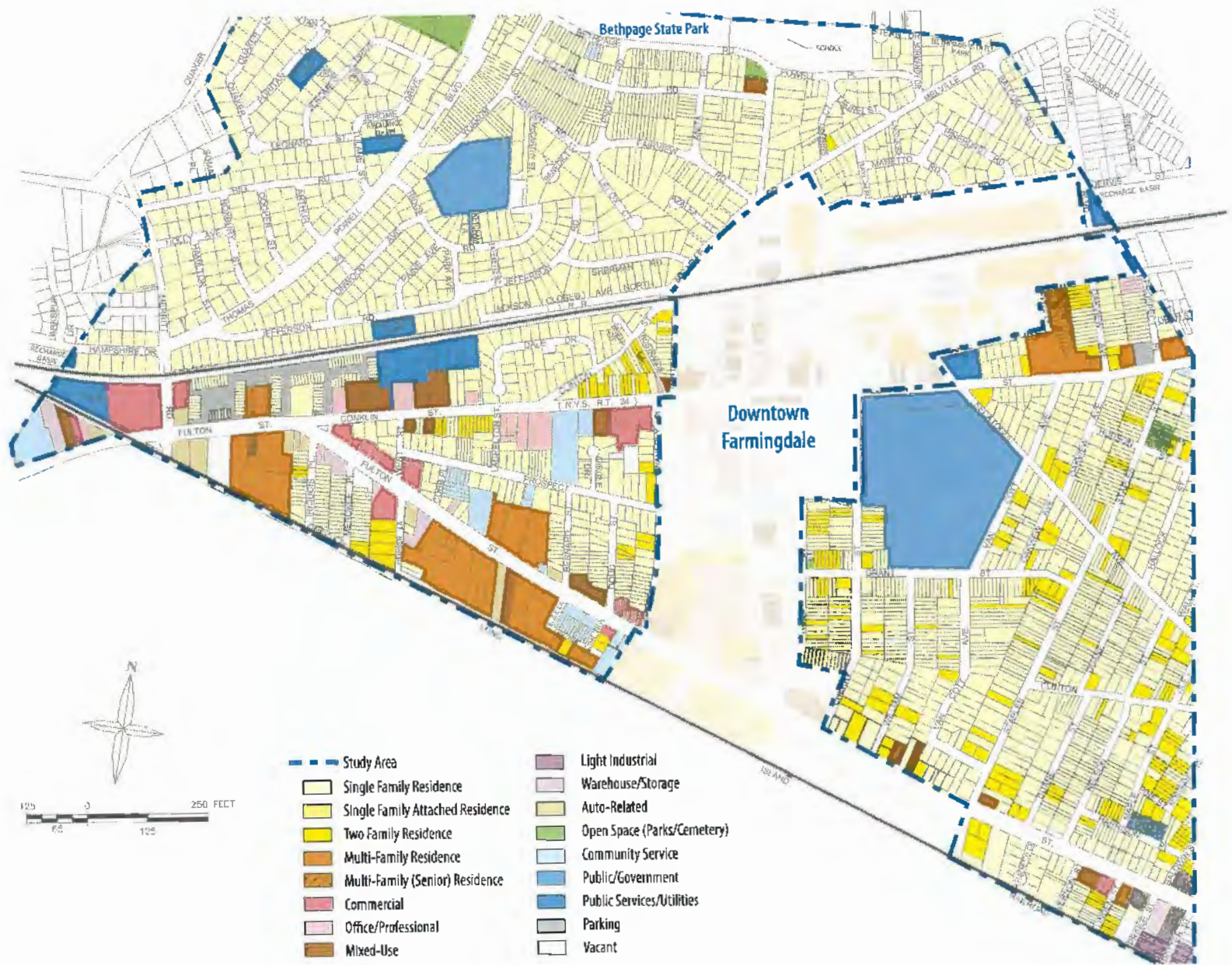
Definition of the Study Area

The study area includes the portions of the Village that were not evaluated in the *Downtown Master Plan*. As depicted in *Exhibit 1, Study Area*, the study area generally extends from the Village boundary in the west east to Melville Road/Columbia Street/Waverly Place/Weiden Street, the Village/County boundary in the east west to the Village boundary/Maple Street/Scatogue Avenue/Cherry Street/Staples Street, and the Village boundary in the north south to Melville Road/Sullivan Road. Again, this study is meant to supplement the more extensive evaluation provided for the downtown area as part of the *Downtown Master Plan*.

Land Use within the Study Area

As depicted in *Exhibit 2, Existing Land Use*, the vast majority of the Village outside of the downtown is residential – and primarily low-density in single- and two-family homes. The entire northwestern portion of the Village, north of the LIRR right-of-way and west of Melville Road, are low-density single-family residences on larger (for the Village) lots. The exception is a planned 10-unit development off of Merritts Road, north of Hampshire Drive, a mixed-use building on the corner of Main Street and Hillside Road, a two-family home on the corner of Melville Road and Barberry Court a few parcels dedicated to public services, and a few vacant parcels. Similarly, the





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|----------------------------------|-----------------------------|
| Study Area | Light Industrial |
| Single Family Residence | Warehouse/Storage |
| Single Family Attached Residence | Auto-Related |
| Two Family Residence | Open Space (Parks/Cemetery) |
| Multi-Family Residence | Community Service |
| Multi-Family (Senior) Residence | Public/Government |
| Commercial | Public Services/Utilities |
| Office/Professional | Parking |
| Mixed-Use | Vacant |

southwestern portion of the Village is primarily residential as well, with a mix of low-density single- and two-family homes, parcels dedicated to public services, and a few vacant parcels. Where Farmingdale shows its land use diversity is in the Hempstead Turnpike/Conklin Street and Fulton Street corridors.

Hempstead Turnpike/Conklin Street Corridor

As one enters the Village from the west, there is a mix of uses. Just before the trestle for the LIRR, on the north side of Hempstead Turnpike is a mixed strip, with auto-related uses, offices, and warehouse/storage uses. After passing under the trestle, on the north side of Hempstead Turnpike is Fulton Street Plaza, a commercial shopping center. The intersection of Merritts Road and Hempstead Turnpike contains two gas stations on the corners, with commercial uses north on Merritts Road. Between the gas station and Kayla Court on the north side of Hempstead Turnpike and then Conklin Street is a mix of residential cooperatives, some single-family homes, two-family homes, a few offices, and mixed office/residential buildings – much in line with the Office-Residence zoning district. On the south side of Hempstead Turnpike to its intersection with Fulton Street (approximately Iroquois Place) is a car wash, an abandoned vitamin shop and residence, a multi-family home for sale, a bridal shop, Kingswood Gardens, and an auto-related use. From Kayla Court to the downtown (Columbia Street), there is a greater mix of single-family homes, two-family homes, offices, commercial, and religious uses. East of the downtown (Secatogue Avenue) on Conklin Street is mostly single- and two-family homes, with Verizon at the northeastern corner of Secatogue Avenue and Conklin Street, Weldon E. Howitt School on the south side of Conklin Street, a number of multi-family buildings on the north side of Conklin Street, as well as some commercial uses.

Fulton Street Corridor

There are portions of the Fulton Street corridor that are typical of many corridors on Long Island, with a mix of uses on its frontage and residential behind. This is the case on the south side of Fulton Street between Iroquois Place and Merokee Place. Uses along that frontage include professional offices, a warehouse, an abandoned grocery store, and food-oriented uses. The portion of Fulton Street on the south side between Heisser Lane and the downtown (Weiden Street) contains primarily multi-family residential buildings, along with a mix of auto-oriented and professional office uses. The north side of Fulton Street west of the downtown contains a mix of commercial, auto-oriented, mixed, religious, and single- and multi-family buildings. Fulton Street east of the downtown (Cherry Street on the north, Staples Street on the south) is primarily single- and two-family residential, until the mixed and industrial uses east of Vernon Street, especially in the southwesternmost portion of the Village at Prince and Potter Streets.

One of the issues that will be discussed further on in this document is the vacancies and general aesthetic conditions of the Village's gateways along Hempstead Turnpike/Fulton Street – to the east and west.

Zoning within the Village of Farmingdale

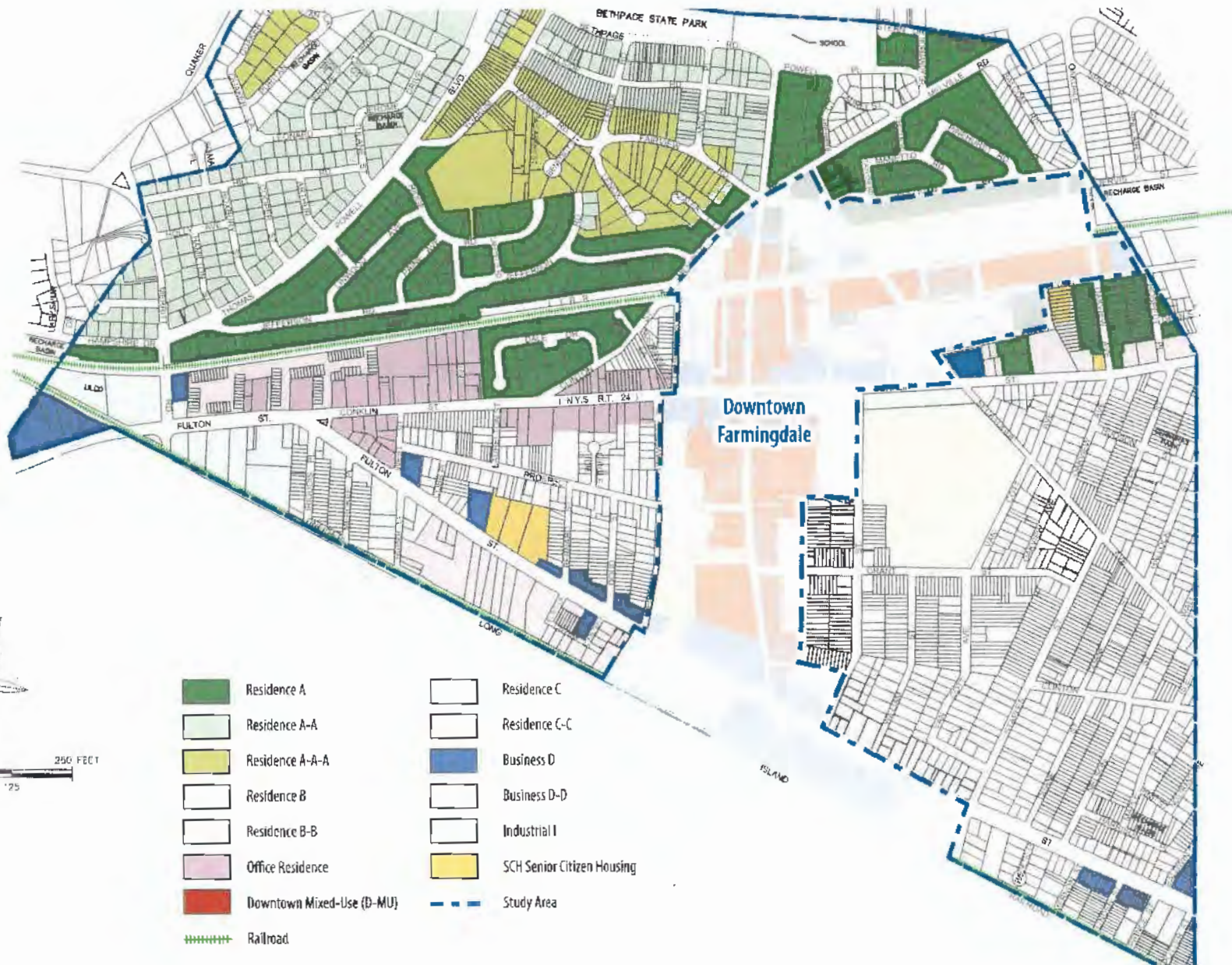
Introduction and Purpose of Zoning

The predominant and, perhaps, oldest development tool in the United States is zoning. Introduced in Germany at the end of the 19th century as a way to manage density and bulk, zoning was a reaction to the squalid conditions of the working class. Zoning was first adopted for use in the United States in the early 20th century when New York City enacted the first comprehensive city zoning ordinance, dividing New York City into three zones: residential, commercial, and uncontrolled use. Since that time, zoning has been applied to various conditions across the United States: urban and rural, new and old, northern and southern. Today, zoning has become more creative, not just indicating what can and cannot be done on a specific parcel, but providing design guidelines and incentives consistent with community objectives.

To that end, in order to understand the issues related to development within the study area, any impediments to development, and the potential opportunities, the Village's zoning code was reviewed, generally and specifically related to residential uses. This section presents a summary of that evaluation.

General Overview of Zoning in Farmingdale

Chapter 105 of the Village of Farmingdale Village Code, the "Zoning Ordinance of the Incorporated Village of Farmingdale," lists 13 zoning districts within the Village, five of which are commercial and eight of which are residential, and details the various permitted uses and lot and bulk controls for each district. The district boundaries are presented *Exhibit 3, Existing Zoning*.



- | | |
|---------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------|
|  Residence A |  Residence C |
|  Residence A-A |  Residence C-C |
|  Residence A-A-A |  Business D |
|  Residence B |  Business D-D |
|  Residence B-B |  Industrial I |
|  Office Residence |  SCH Senior Citizen Housing |
|  Downtown Mixed-Use (D-MU) |  Study Area |
|  Railroad | |

Description of Districts

Residential Districts

Protection of the character of the Village's residential neighborhoods is an important objective for the Village. Therefore, this analysis looks at the Village's residential districts. As indicated above, there are eight residential districts in the Village:

- Residence A
- Residence AA
- Residence AAA
- Residence B
- Residence BB
- Residence C
- Residence CC
- Senior Citizen Housing SCH

The permitted uses, outside of the Senior Citizen Housing SCH District, are similar between these districts. The bulk and lot controls for each district, however, vary. Further, floor area ratio (FAR) requirements were developed that apply to all residential districts.

The Residence B District is the predominant residential district in the Village and covers most of the properties to the east of Main Street and South of Conklin Street, as well as those residential properties off of Prospect Street. The north and northwestern portions of the Village consist of the Residence A, Residence AA, and Residence AAA Districts. The various residential developments along Fulton Street consist of properties zoned either Residence BB or Residence C. Two parcels, Silver Manor and Hardscrabble Apartments, are zoned Senior Citizen Housing SCH.

These districts are predominantly single-family; multiple-family dwellings are only permitted as a special use permit in the Residence BB District (at a density equivalent to 16 units per acre); senior residences are only allowed in the Senior Citizen Housing SCH District (at a density equivalent to 26 units per acre); townhouses are a special permit use in the Business D District (at a density equivalent to 11 units per acre); there is indication of "garden apartments" in the Business DD District.

Commercial Districts

As noted earlier, there are five commercial districts in the Village:

- Downtown Mixed-Use D-MU

- Business D
- Business DD
- Industrial I
- Office-Residence

Each of these districts differs not only the uses that are permitted, but also in the lot and bulk regulations that control development. What follows is a brief discussion of each of the extant commercial districts, with a focus on residential, if applicable.

Downtown Mixed-Use D-MU District

The D-MU District was established "...to create and sustain a vibrant, attractive and economically flourishing Downtown." Additionally, the district was established under the premise that "Transit-Oriented Development ("TOD") at the Long Island Railroad ("LIRR") train station with a strong and intentional connection to Main Street, as well as an active, pedestrian-friendly Main Street, encouraging walking, bicycling and transit use, are necessary to revitalize the Downtown."

The intent of the D-MU District is to allow for graduated densities of mixed-use development in three sub-areas within the zoning district boundaries, with the greatest densities permitted for areas closest to the train station:

- **Northern and Eastern Sub-Areas**—These sub-areas have the highest allowable densities and building heights in order to promote TOD and walkability. It includes Main Street between Conklin Street and Front Street; South Front Street from Main Street to the Village line along the northern side of Eastern Parkway. This sub-area allows for a density of 40 units per acre.
- **Central Sub-Area**—This sub-area has slightly lower allowable densities and building heights. It includes Main Street between Prospect Street and Conklin Street. This sub-area allows for a density of 40 units per acre.
- **Southern Sub-Area**—This sub-area has the lowest allowable densities and building heights. It includes Main Street between Richard Street and Prospect Street. This sub-area allows for a density of 30 units per acre.

The D-MU District provides a number of development bonuses as an incentive to developments that provide additional amenities "...such as open space, parks and recreational facilities, streetscape amenities, landscaping, energy efficient building techniques, a greater number of workforce or affordable housing units, road improvements, water and sewer system improvements or other specific physical, social or cultural amenities, or cash in lieu thereof, of benefit to the residents of the Village." Such development bonuses include, among others, the ability for the Board of Trustees to allow greater densities.

Chapter §105-93 to 95 describes the permitted and prohibited uses within the D-MU District. Permitted uses include a limited amount of ground-floor commercial uses, a limited amount of upper-floor commercial uses, and accessory uses, such as parking and open spaces. The D-MU District also has a number of special permit uses, including additional commercial uses on the ground- and upper-floors, hotels (within 500 feet of the Farmingdale train station), and residential uses. These residential uses include:

- Multi-family dwellings
- Upper-level dwelling units in mixed-use buildings along Main Street
- Ground-floor residential units (outside of Main Street), by special permit

Note that all residential applications within the D-MU District must comply with the affordable housing requirements of the Long Island Workforce Housing Act of the New York General Municipal Law.

Business D District

The Business D District was formerly the largest business district in the Village, centered mainly along Main Street. With the introduction of the D-MU District, Business D zoned parcels are now centered at the Main Street/Fulton Street intersection, west of Washington Street and east of Main Street along Conklin Street. There are a few Business D zoned parcels along Fulton Street west of Weiden Street to the Village boundary and at Vernon Linden, Prince, and Baldwin Streets in the eastern portion of the Village. Finally, there is a small pocket of parcels zoned Business D along Eastern Parkway and the intersections of Dexter Street and Oakview Street. There are many permitted uses in the Business D District, including offices, hotels, retail stores, theaters, services such as shoe repair, laundry, butchers, etc. Special permit uses include restaurants, planned shopping centers, gas stations, parking fields, and residential townhouses.

Business DD District

The Business DD District is distributed around the southern half of the Village on a parcel-by-parcel basis along Fulton Street with clusters around the Fulton/Merritt Street intersection, Fulton/Conklin Street intersection, and Fulton/Main Street intersection. There is also a cluster of parcels zoned Business DD around the Conklin/Cherry Street and Conklin/Franklin Place/Secatogue Avenue intersection. The Business DD contains a limited amount of permitted uses, including commercial and office buildings, theaters, hotels, and car washes. Residential is currently not permitted in the Business DD.

Industrial I District

The Industrial I District is limited to a few parcels in the southeasternmost corner of the Village along Fulton, Prince, and Potter Streets. Permitted uses

in this district include laboratories, warehousing, light industrial, and non-residential uses permitted in the other business districts. There is one special permit use allowed in the Industrial I District, adult uses. This is the only district in the Village where such uses are permitted, which makes sense, especially since residential is not permitted in this district.

Office-Residence District

The Office-Residence District was created to provide a transition between the commercial uses along Main and Conklin Streets and the residential uses that characterize the rest of the community. This transitional area represents the gateway and entrance to the downtown area. The Office-Residence District is located along Conklin Street west from Merritt Street and east to Columbia Street. The district is also located at the triangle east of the intersection of Fulton Street and Conklin Street. Permitted uses in this district include single-family dwellings, mixed office and residential, religious uses; special permit uses include offices and office buildings. The residential density permitted in this district is similar to the densities of the lower-density residential districts in the Village.

Residential Trends



Demographics

In 2010, there were approximately 8,189 residents and 3,326 households in the Village of Farmingdale. As shown in *Table 1, Village of Farmingdale Demographic Summary*, the Village of Farmingdale experienced minimal population growth from 1990 through 2000 and experienced a population decrease between 2000 and 2010.

Household income of residents in the Village was approximately \$96,514 per year on average in 2010. While the income levels were lower than the County, Farmingdale incomes are still relatively healthy as compared to other areas on Long Island.

Table 1 Village of Farmingdale Demographic Summary

	1990	2000	2010	Annualized Growth	
				1990-2000	2000-2010
Village of Farmingdale					
Population	8,022	8,399	8,189	0.5%	0.0%
Households	3,117	3,216	3,326	0.3%	-0.1%
Average Household Income	\$51,758	\$70,699	\$96,514	3.2%	3.2%
Nassau County					
Population	1,321,768	1,419,369	1,339,532	0.4%	0.0%
Households	424,689	469,299	448,528	0.4%	-0.1%
Average Household Income	\$69,113	\$94,924	\$123,227	3.2%	2.6%

Source: ESRI; US Census Bureau; Compiled by VHB.



Existing Residential Conditions

In order to understand the opportunity for residential development in the Village of Farmingdale, residential trends in the area were reviewed, including tenure (home-ownership), housing types, and recent development.

Tenure and Housing Types

Data from the US Census Bureau suggests that there is an established market for a variety of housing types in the Village of Farmingdale. As shown in *Table 2, Residential Tenure, 2010*, Farmingdale contains both owner-occupied and renter-occupied units, with its share of rental housing units being higher than Nassau County as a whole. Single-family units and multi-unit buildings are equally represented, with almost 41 percent in structures containing five or more units (*Table 3, Housing Types in Farmingdale*).

Table 2 Residential Tenure, 2010

Location	Housing Units	Owner-Occupied Units	Rental Units	Vacant Units ¹
Village of Farmingdale	3,482	65.2%	34.8%	4.5%
Nassau County	468,346	79.9%	20.1%	4.2%

Source: US Census Bureau; Compiled by VHB.

Note:

1 Vacant units include second homes.

Table 3 Housing Types in Farmingdale

	2000		2010	
	Count	Distribution	Count	Distribution
Single-Family Detached	1,593	48.4%	1,795	51.9%
Single-Family Attached	125	3.8%	154	4.5%
2-Unit	378	11.5%	318	9.2%
3- to 4-Unit	257	7.8%	159	4.6%
5- to 9-Unit	194	5.9%	125	3.6%
10- to 19-Unit	295	9.0%	373	10.8%
20- to 49-Unit	441	13.4%	535	15.5%
Mobile	7	0.2%	0	0.0%
Other	0	0.0%	0	0.0%
Total	1,593	48.4%		

Source: US Census Bureau; Compiled by VHB.

Multi-Family Buildings in the Village

Table 4, Multi-Family Buildings presents a listing of many of the larger multi-family buildings in the Village.

Table 4 Multi-Family Buildings, Condos, or Co-ops

Name	Location	Units
Kingswood Gardens	210 Fulton Street	74 co-op
The Angle	380 Fulton Street	46
Suburbia	400 Fulton Street	56
Woodbridge I & II	461-477 Fulton Street	90 senior
Sea Gull Garden	474 Fulton Street	22
Town House West	500 Fulton Street	18
Country Gardens	600 Fulton Street	52 co-op
Milestone Apts	625 Fulton Street	12
Island Gardens Terrace	630 Fulton Street	16 co-op
666 Fulton St.	666 Fulton Street	16
Windsor Apartments	672 Fulton Street	16
Island Gardens Village	678 Fulton Street	16 co-op
Rainbow House	700 Fulton Street	55 co-op
Silver Manor	81 Secatogue Avenue	49 senior rental
Fairfield	150 Secatogue Avenue	54
Hardscrabble Apts	400 Main Street	125 senior
490 Main Street	490 Main Street	40 co-op
Elizabeth Gardens	25 Elizabeth Street	78
Springdale Condos	80 Atlantic Avenue	80 condos
Fairdale Gardens	6-26 Ivy Street	96 co-op
262 Eastern Parkway	262 Eastern Parkway	18
675 Conklin Street	675 Conklin Street	44
685 Conklin Street	685 Conklin Street	12
717 Conklin Street	717 Conklin Street	12

Source: Compiled by VHB in November 2013.

■

Proposed, Planned, Approved Residential Development

One mixed-use development that has a residential component has recently broke ground in the Village. Bartone Properties is constructing Jefferson Plaza, a transit-oriented development near the train station at 148 Secatogue Avenue, with apartments above first floor retail.

At 231-235 Main Street, the Staller Group proposes to replace six vacant storefronts with a 3 ½ story building consisting of apartments above retail stores. Staller also has a proposal for a multi-family building at 285 Eastern Parkway.

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Residential Trends for Farmingdale

In order to begin to understand the market for additional residential units within the Village of Farmingdale in 2013, local residential real estate brokers were contacted by VHB in November 2013. These discussions indicated that they have found that there is demand for residential units in the Village, especially within the past few months. The demand cited by brokers is for both rental and home ownership, with many current renters in the Village looking to upgrade to home ownership. Further, there is demand for some of the higher end single-family homes, for example in Lennox Hills, which are selling for around \$1.3 million. Condominium and cooperative units are in high demand since the commitment is not large. Many of the Village's condominium units are selling at the high-\$300,000s and low-\$400,000s.

With regards to residential along the Village's corridors outside of the downtown (e.g., Fulton and Conklin Streets), one broker mentioned that there is a stigma associated with owning a single- or two-family home on Fulton Street due to the high volume of traffic and potential safety concerns (for example, a few years ago there was a vehicle that lost control and crashed into a single-family home on Fulton Street, killing a family member). This broker stated that multi-family residential was more appropriate along Fulton Street, especially given the setbacks that are often associated with such residential development.

It was noted by one broker that although the market in Farmingdale is very strong, there are potential residential developments outside of the Village that may limit that market. These include the proposed development along Eastern Parkway in the East Farmingdale portion of the Town of Babylon, as well as the TOD that could occur around a re-opened Republic LIRR station.

Finally, one broker stated that the development of additional multi-family residential along Fulton Street and Hempstead Turnpike, including near the intersection with Merritts Road, would be desirable for many prospective renters and homeowners. This broker noted that there are existing higher density residential developments adjacent (for example Elizabeth Gardens on the north side of Hempstead Turnpike) and that such residential developments “seem to work” and are much more appropriate than single-family residential in such locations.

Residential Study Methodology

As noted above, the areas outside of the downtown are primarily residential in nature and the goal of the Village is to keep that residential quality of life stable. Based upon the cursory review of residential market trends, it appears as if there is a market for additional residential within the Village, and not just in the downtown area.

Therefore, the study now focuses on residential uses within the study area and the potential for any additional residential uses.

The study methodology contains the following steps:

- Establish residential baseline
- Identify Sites Subject to Change
- Evaluate potential residential build-out under existing zoning
- Evaluate potential residential build-out with zoning changes
- Analyze potential impacts of new residential – existing and potential zoning
- Compare and contrast study area residential with downtown residential

Residential Baseline

In order to establish a residential baseline condition, the number of units in the Village, the study area, and the downtown were quantified. This was done by utilizing the 2013 Village of Farmingdale Tax Roll, which contains information about all parcels within the Village. A unit number was assigned to each parcel based upon its Property Class, as follows:

For those property classes that represent multi-family or mixed-uses, supplemental information was obtained from the Nassau County Land Viewer, part of the Office of the Assessor. This supplemental information

provided the exact number of units for these non-single- or two-family buildings.

The tax roll and assessor information was verified through field visits in October and November 2013. The field visits provided exterior examinations of many, but not all properties within the Village, with a focus on the Fulton and Conklin Street corridors.

Based upon this evaluation, as of November 2013, there are 3,336 residential units within the Village of Farmingdale – 1,030 within the downtown and 2,306 within the study area (areas outside of the downtown).

Sites Subject to Change

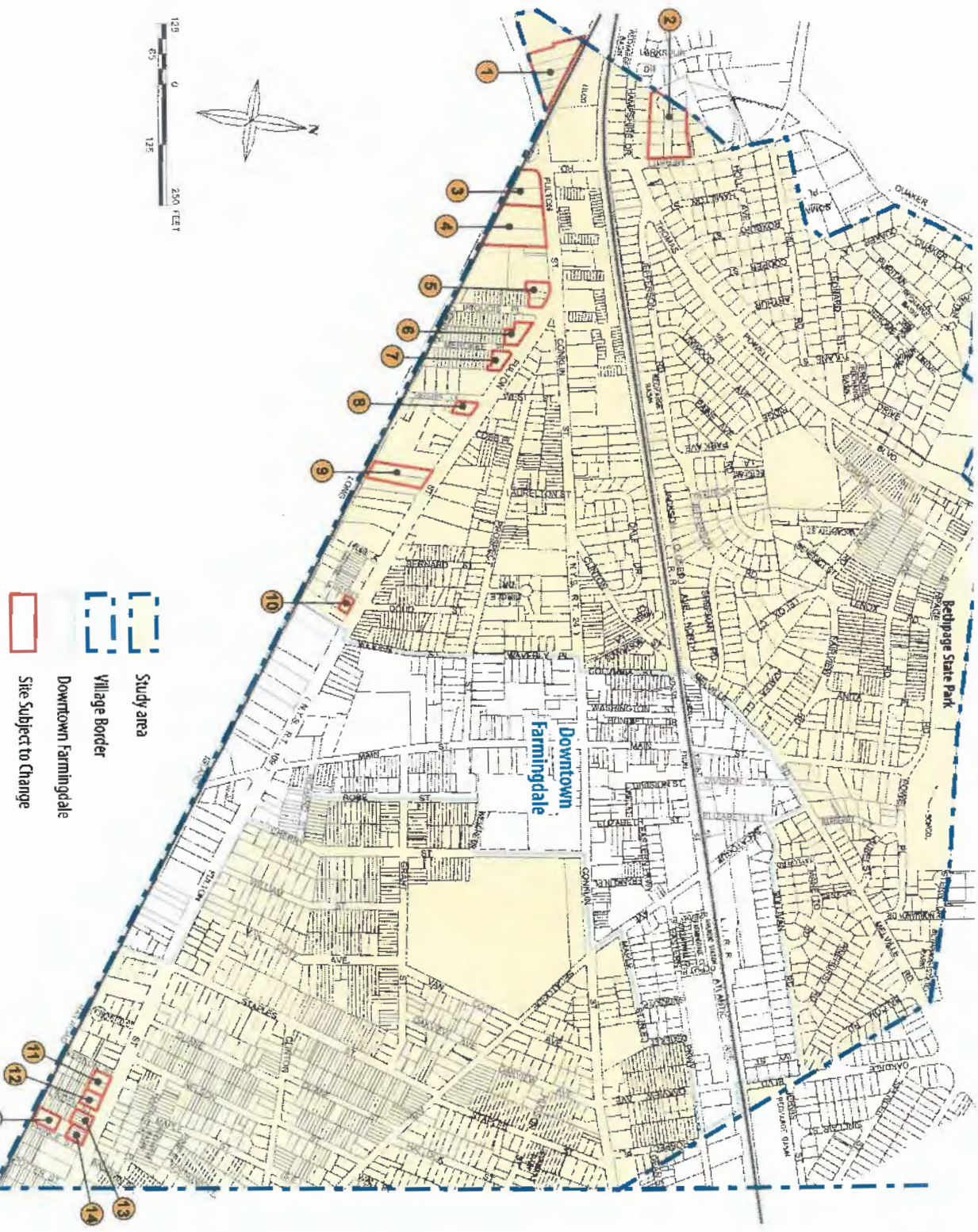
Farmingdale is a predominantly built-up community. Planning for its future, therefore, differs from planning for a community where substantial amounts of vacant land are available. In approaching this residential study, areas of the Village potentially subject to change were identified. These include areas that exhibit the characteristics that could result in change of use.

These characteristics include:

- Existing vacant land or abandoned buildings;
- Existing development that is below current development potential;
- Developer interest; and
- Key placement within the Village.

Parcels were identified for change via evaluation of the existing conditions of the study area highlighted earlier in this report and confirmed through the field visits of October and November 2013, as well as through input from the Village administration. These “Sites Subject to Change” were then analyzed within the context of local and regional factors to determine the likelihood of change occurring over the next 20 to 25 years. Some parcels were not determined to be considered Sites Subject to Change due to their size or current use. For example, the McDonald’s and commercial strip along Fulton Street at Doud Street were not considered to be Sites Subject to Change due to the limited depth and the existing uses.

Exhibit 4, Sites Subject to Change and *Table 5, Sites Subject to Change*, shows the 17 sites within the study area that were determined to have the potential of changing in the near future. Note that the 35 sites evaluated as part of the *Downtown Master Plan* are also shown on this exhibit for comparative purposes.



-  Site Subject to Change
-  Downtown Farmingdale
-  Village Border
-  Study area

Table 5 Sites Subject to Change

# on Exhibit 4	Address	Size (acres)	Existing Zoning
1	33-55 Hempstead Turnpike	2.25	Business D
2	20 Merritts Road	0.45	Residence AA
3	150-166 Fulton Street	1.02	Business DD
4	168-190 Fulton Street	2.10	Business DD
5	220 Fulton Street	0.49	Business DD
6	270 Fulton Street	0.39	Business DD
7	300 Fulton Street	0.31	Business DD
8	356 Fulton Street	0.27	Business DD
9	454-464 Fulton Street	1.10	Office Residence
10	566 Fulton Street	0.17	Office Residence
11	958-960 Fulton Street	0.22	Business D
12	966-970 Fulton Street	0.43	Business D
13	984 Fulton Street	0.35	Business D
14	994 Fulton Street	0.27	Business D
15	Prince Street & LIRR	0.37	Industrial I
TOTAL		10.19	

Source: Compiled by VHB in November 2013.

Potential Development under Existing Zoning

The residential study methodology includes providing a build-out of potential residential development units and the impacts of that additional residential on the Village.

The *Downtown Master Plan DGEIS* evaluated the downtown under a number of resource categories. Since the purpose of this study is to evaluate the appropriateness of additional residential outside of the downtown, the following categories were evaluated, which were evaluated similarly in the *Downtown Master Plan DGEIS*:

- Traffic
- Socioeconomics
- Community Facilities and Resources
- Water Supply

Development Potential

The calculation of the development potential for each of the sites subject to change within the study area was based on the build-out potential under existing zoning. The following maximum densities were utilized, by zoning district:

- Business D – 11 units per acre
- Residence AA – 6 units per acre
- Business DD – no residential

- Office Residence – 7 units per acre
- Industrial I – no residential

Table 6 Existing Zoning: Development Potential

Address	Size (acres)	Zoning	Residential Units
33-55 Hempstead Turnpike	2.25	Business D	19
20 Merritts Road	0.45	Residence AA	10
150-166 Fulton Street	1.02	Business DD	0
168-190 Fulton Street	2.10	Business DD	0
220 Fulton Street	0.49	Business DD	0
270 Fulton Street	0.39	Business DD	0
300 Fulton Street	0.31	Business DD	0
356 Fulton Street	0.27	Business DD	0
454-464 Fulton Street	1.10	Office Residence	6
566 Fulton Street	0.17	Office Residence	1
958-960 Fulton Street	0.22	Business D	2
966-970 Fulton Street	0.43	Business D	5
984 Fulton Street	0.35	Business D	4
994 Fulton Street	0.27	Business D	3
Prince Street & LIRR	0.37	Industrial I	0
STUDY AREA TOTAL	10.19	-	49

Based upon existing zoning, approximately 49 additional units could be expected within the study area.

Demographic Projections

In order to determine the number of persons and school-aged children that would be generated by the development potential under existing zoning, residential demographic multipliers published by Rutgers University, Center for Urban Policy Research¹ were used. For the purposes of this analysis, the following unit types were utilized to represent a range of demographic multipliers:

- Residence AA (10 units on Merritts Road): Single-Family Detached, 3 BR, All Values
- All other zones (remaining 39 units): Townhouses—2-4 Units, 2 BR, All Values; Apartment Flats—5+ Units-Own, 2 BR, All Values, and 5+ Units-Rent, 2 BR, All Values.

¹ Residential Demographic Multipliers, Estimates of the Occupants of New Housing (Residents, School-Age Children, Public School-Age Children) by State, Housing Type, Housing Size, and Housing Price; Prepared by: Robert W. Burchell, David Listokin, William Dolphin; Center for Urban Policy Research, Edward J. Bloustein School of Planning and Public Policy, Rutgers University; June 2006.

Table 7 Existing Zoning: Population and School-Child Generation

Unit Type	Number of Units	Persons Multiplier	School-Aged Children Multiplier	Population Generation ¹	School-Aged Children ¹
Single-Family	10	3.06	0.71	31	7
Townhouse	13	2.58	0.49	34	6
Ownership Flat	13	1.88	0.15	24	2
Rental Flat	13	2.51	0.49	33	6
TOTAL	49	–	–	121	22

Note:

1 Rounded to the nearest whole number.

Based on the information provided above, the projected population for a build out of the study area under existing zoning would be 121 persons; the projected number of school-age children would be 22.

Impact Analysis

Traffic

In order to determine the amount of traffic that would be generated by the development potential under existing zoning, trip generation rates published by the Institute of Transportation Engineers (ITE)² were used. For the purposes of this analysis, the following land use rates and codes were utilized:

- Residence AA (10 units on Merritts Road): Single-Family Detached Housing (Land Use Code 210)
- All other zones (remaining 39 units): Mix of Townhouses—Residential Condominium/Townhouses (Land Use Code 230) and Apartment Flats—Mid-Rise Apartments (Land Use Code 223)

Table 8 Existing Zoning: Trip Generation

Unit Type	Number of Units	Trip Generation per DU (AM Peak) ¹	Trip Generation per DU (PM Peak) ¹	Estimated Vehicle Trips (AM Peak Hour)	Estimated Vehicle Trips (PM Peak Hour)
Single-Family	10	0.77/DU	1.02/DU	8	10
Townhouse	13	0.44/DU	0.52/DU	6	7
Apartment Flat	26	0.35/DU	0.44/DU	9	11
TOTAL	49	–	–	23	28

Note:

1 Rounded to the nearest whole number.

Based on the information provided above, there would be 23 trips generated in the morning peak hour and 28 trip generated in the afternoon peak hour.

² Institute of Traffic Engineers Trip Generation Report (9th Ed. 2012).

Socioeconomics

In order to determine the potential property tax revenues generated from the build out of the study area under existing zoning, typical tax generation for similar housing types were utilized based on previous experience in the Village and County. Single-family homes could be expected to generate approximately \$8,500 per unit. Townhouses and multiple-family units that are condominiums or rentals could be expected to generate between \$3,000 and \$5,000 per unit. For the purposes of this preliminary evaluation, \$4,000 per unit was utilized. *Table 9* depicts the various taxes that would be under existing zoning.

Table 9 Existing Zoning: Estimated Taxes to be Generated

Use	Units	Tax Generation per Unit	Taxes to be Generated		
			Overall	Village ¹	School District ²
Single-Family	10	\$8,500	\$85,000	\$8,500	\$47,600
Townhouse	13	\$4,000	\$52,000	\$5,200	\$29,120
Apartment Flat	26	\$4,000	\$104,000	\$10,400	\$58,240
TOTAL	49	\$4,000	\$241,000	\$24,100	\$134,960

Source: Compiled by VHB.

Notes:

- 1 Represents approximately 10 percent of overall taxes generated based on existing ratio.
- 2 Represents approximately 56 percent of overall taxes generated based on existing ratio.

As can be seen from *Table 9*, build-out of the study area under existing zoning is estimated to generate \$241,000 in tax revenues, about 56 percent of which (\$134,960) would be generated for the School District and 10 percent of which (\$24,100) would be generated for the Village.

Community Facilities and Resources

As presented in *Table 7*, approximately 22 school-age children and 121 persons could be expected to result from the build-out of the study area under existing zoning. These demographics would have a small increase in the demand for police, fire, and emergency services, school district services, as well as other municipal services, such as collection of solid waste.

Water Supply and Sewer

In order to determine the amount of water that would be utilized by the development potential under existing zoning, water usage rates published by the New York State Department of Environmental Conservation (NYSDEC)³ were used. For the purposes of this analysis, the following water usage rates were utilized:

³ New York State Department of Environmental Conservation, "Design Standards for Wastewater Treatment Works" (1988).

- Residence AA (10 units on Merritts Road): Homes, 3 bedroom.
- All other zones (remaining 39 units): Mix of Apartments, 2 bedroom and Apartments, 3 bedroom

Table 10 presents the anticipated water usage that would result from a full build-out under existing zoning.

Table 10 Existing Zoning: Anticipated Water Usage

Unit Type	Number of Units	Water Usage Rate ¹	Water Usage (gpd)
Single-Family	10	320 gpd/unit	3,200
Townhouse	13	240 gpd/unit	3,120
Apartment Flat	26	320 gpd/unit	8,320
TOTAL	49	-	14,640

Note:

¹ Indicates a 20 percent reduction for use of water-saving plumbing fixtures, as mandated by Section 15-0314 of the Environmental Conservation Law.

The sewer demand would be similar under existing zoning.

Comparable Residential Densities in the Village

The following information was previously presented as part of a July 5, 2011 memorandum from VHB to the Village Board of Trustees that examined residential densities within the Village.

The information was focused on the downtown area, with a few additional multiple-family developments outside of the downtown that were identified by the Village. What follows are a few of the notable multi-family properties in or near the downtown:

Downtown

- The Rainbow House (700 Fulton Street) – 54 units on two acres = 0.4 FAR; 27 units per acre.
- 130 Secatogue Avenue – Eight units on 0.06-acre = 3.3 FAR; 126 units per acre.
- Fairfield (150 Secatogue Avenue) – 54 units on 1.35 acres = 1.2 FAR; 40 units per acre.

Outside of Downtown

- Angle Apartments (380 Fulton Street) – 40 units on 1.13 acres = 0.9 FAR; 35 units per acre.
- Woodridge (461-477 Fulton Street) – 90 units on 3.52 acres = 0.5 FAR; 26 units per acre.

- Elizabeth Gardens (25 Elizabeth Street) – 78 units on 1.77 acres = 1.1 FAR; 44 units per acre.

As can be seen from this information, there is a range of multi-family and non-single-family residential densities in the Village. Many of the densities fall within the 20 to 40 units per acre range. However, the densities in the downtown area are higher compared to the areas outside of the downtown area.

Potential Zoning Changes Methodology

As can be seen from the impact analysis under existing zoning conditions, most of the sites subject to change are within zoning districts that either do not allow residential or provide ambiguous regulations related to residential. For those sites that are within residential districts or the Office-Residence district, however, they were built-out with residential per existing zoning.

Both the Business D and Business DD districts are located at locations within the Village where multi-family residential occurs – whether it is nearby or immediately adjacent. Further, the locations where these districts overlap with identified sites subject to change are primarily at the Village's gateways – to the east along Fulton near the border with the Town of Babylon (East Farmingdale) and Suffolk County and to the west along Fulton Street (NYS Route 109)/Conklin Street (NYS Route 24) beginning at Merritts Road.

As can be seen from the previous section, there is a variety of residential densities within the Village. Much of the multi-family residential along Fulton Street is at a density of 20 to 40 units per acre.

Therefore, the study evaluates the results of changing zoning in the Village to allow for multi-family residential in the Business D and Business DD districts. Three density scenarios for such zoning changes are evaluated below. Multi-family in the Business D and DD districts at a maximum of:

- 20 units per acre
- 30 units per acre
- 40 units per acre.

Potential Development with Zoning Changes

Development Potential

The calculation of the development potential for the study area with zoning changes was calculated based on the build-out potential for the entire study area. Note again that such a build-out did not consider any incentive bonuses.

Table 11 Zoning Changes: Development Potential

Scenario	Residential Units
20 units per acre	171
30 units per acre	246
40 units per acre	321

For each of these scenarios, a mix of residential types was utilized, as follows:

- 10 units of single-family residential to reflect the 10 homes proposed off of Merritts Road.
- 1/3 of the remaining units as townhomes
- 2/3 of the remaining units as apartments

Demographic Projections

For the purposes of the analysis of development potential under the zoning change scenarios, the following unit types were utilized:

- Residence AA (10 units on Merritts Road): Single-Family Detached, 3 BR, All Values
- All other zones (remaining units): Townhouses—2-4 Units, 2 BR, All Values; Apartment Flats—5+ Units—Own, 2 BR, All Values, and 5+ Units—Rent, 2 BR, All Values.

Table 12 Zoning Changes: Population and School-Child Generation

Unit Type	Number of Units	Persons Multiplier	School-Aged Children Multiplier	Population Generation ¹	School-Aged Children ¹
<i>20 Units per Acre</i>					
Single-Family	10	3.06	0.71	31	7
Townhouse	53	2.58	0.49	137	26
Ownership Flat	54	1.88	0.15	102	8
Rental Flat	54	2.51	0.49	136	26
TOTAL	171	-	-	404	68
<i>30 Units per Acre</i>					
Single-Family	10	3.06	0.71	31	7
Townhouse	78	2.58	0.49	201	38
Ownership Flat	79	1.88	0.15	149	12

Rental Flat	79	2.51	0.49	198	39
TOTAL	246	-	-	579	96
<i>40 Units per Acre</i>					
Single-Family	10	3.06	0.71	31	7
Townhouse	103	2.58	0.49	266	50
Ownership Flat	104	1.88	0.15	196	16
Rental Flat	104	2.51	0.49	261	51
TOTAL	321	-	-	753	124

Note:

1 Rounded to the nearest whole number.

Based on the information provided above, the projected population for a build out of the study area under the zoning change scenarios would range from 404-753 persons, which is more than the 121 persons under existing zoning. The projected number of school-age children would range from 68-124 children. Under existing zoning, 22 school-age children would be generated.

Impact Analysis

Traffic

For the purposes of the analysis of development potential under the zoning change scenarios, the following assumptions were utilized:

- Residence AA (10 units on Merritts Road): Single-Family Detached Housing (Land Use Code 210)
- All other zones (remaining units): Mix of Townhouses—Residential Condominium/Townhouses (Land Use Code 230) and Apartment Flats—Mid-Rise Apartments (Land Use Code 223)

Table 13 Zoning Changes: Trip Generation

Unit Type	Number of Units	Trip Generation per DU (AM Peak) ¹	Trip Generation per DU (PM Peak) ¹	Estimated Vehicle Trips (AM Peak Hour) ¹	Estimated Vehicle Trips (PM Peak Hour) ¹
<i>20 Units per Acre</i>					
Single-Family	10	0.77/DU	1.02/DU	8	10
Townhouse	53	0.44/DU	0.52/DU	23	28
Apartment Flat	108	0.35/DU	0.44/DU	38	48
TOTAL	171	-	-	69	85
<i>30 Units per Acre</i>					
Single-Family	10	0.77/DU	1.02/DU	8	10
Townhouse	78	0.44/DU	0.52/DU	34	41
Apartment Flat	158	0.35/DU	0.44/DU	55	70
TOTAL	246	-	-	97	120
<i>40 Units per Acre</i>					
Single-Family	10	0.77/DU	1.02/DU	8	10

Townhouse	103	0.44/DU	0.52/DU	45	54
Apartment Flat	208	0.35/DU	0.44/DU	73	92
TOTAL	321	-	-	126	155

Note:

2 Rounded to the nearest whole number.

Based on the information provided above, there would be a range of 69-126 trips generated in the morning peak hour and 85-155 trip generated in the afternoon peak hour. This compares to 23 trips in the morning peak hour and 28 trips in the afternoon peak hour generated under existing zoning.

Socioeconomics

Table 14 depicts the various taxes that would be generated under each of the zoning change scenarios.

Table 14 Zoning Changes: Estimated Taxes to be Generated

Use	Units	Tax Generation per Unit	Taxes to be Generated		
			Overall	Village ¹	School District ²
<i>20 Units per Acre</i>					
Single-Family	10	\$8,500	\$85,000	\$8,500	\$47,600
Townhouse	53	\$4,000	\$212,000	\$21,200	\$118,720
Apartment Flat	108	\$4,000	\$432,000	\$43,200	\$241,920
TOTAL	171	\$4,000	\$729,000	\$72,900	\$408,240
<i>30 Units per Acre</i>					
Single-Family	10	\$8,500	\$85,000	\$8,500	\$47,600
Townhouse	78	\$4,000	\$312,000	\$31,200	\$174,720
Apartment Flat	158	\$4,000	\$632,000	\$63,200	\$353,920
TOTAL	246	\$4,000	\$1,029,000	\$102,900	\$576,240
<i>40 Units per Acre</i>					
Single-Family	10	\$8,500	\$85,000	\$8,500	\$47,600
Townhouse	103	\$4,000	\$412,000	\$41,200	\$230,720
Apartment Flat	208	\$4,000	\$832,000	\$83,200	\$465,920
TOTAL	321	\$4,000	\$1,329,000	\$132,900	\$744,240

Source: Compiled by VHB.

Notes:

- 1 Represents approximately 10 percent of overall taxes generated based on existing ratio.
- 2 Represents approximately 56 percent of overall taxes generated based on existing ratio.

As can be seen from Table 14, build-out of the study area under the zoning change scenarios is estimated to generate between \$729,000 and \$1,329,000 in overall tax revenues, about 56 percent of which (\$408,240-744,240) would be generated for the School District and 10 percent of which (\$72,900-132,900) would be generated for the Village, all of which would be greater than under existing zoning. Under existing zoning \$241,000 in overall, \$134,960 in School District, and \$24,100 in Village taxes would be generated.

Community Facilities and Resources

As presented in *Table 12*, between 68 and 124 school-age children and 404-753 persons could be expected to result from the build-out of the study area under the zoning change scenarios. Each of the scenarios would result in additional demand for police, fire, and emergency services, school district services, as well as other municipal services, as compared to existing zoning.

Water Supply and Sewer

Table 15 presents the anticipated water usage that would result from a full build-out under the zoning change scenarios.

Table 15 Zoning Changes: Anticipated Water Usage

Unit Type	Number of Units	Water Usage Rate ¹	Water Usage (gpd)
<i>20 Units per Acre</i>			
Single-Family	10	320 gpd/unit	3,200
Townhouse	53	240 gpd/unit	12,720
Apartment Flat	108	320 gpd/unit	34,560
TOTAL	171	—	50,480
<i>30 Units per Acre</i>			
Single-Family	10	320 gpd/unit	3,200
Townhouse	78	240 gpd/unit	18,720
Apartment Flat	158	320 gpd/unit	50,560
TOTAL	246	—	72,480
<i>30 Units per Acre</i>			
Single-Family	10	320 gpd/unit	3,200
Townhouse	103	240 gpd/unit	24,720
Apartment Flat	208	320 gpd/unit	66,560
TOTAL	321	—	94,480

Note:

- 1 Indicates a 20 percent reduction for use of water-saving plumbing fixtures, as mandated by Section 15-0314 of the Environmental Conservation Law.

Based on the information provided above, there would be demand for a range of 50,480-94,480 gpd of water that would result from a build out under the zoning change scenarios. This compares to 14,640 gpd under existing zoning.

The sewer demand under the zoning change scenarios would be similar to the water supply demand.

Comparison of Impacts

Table 16 below presents a comparison of the various parameters and impacts that would result from build-out of the study area under existing zoning and under the three zoning change scenarios.

Table 16 Comparison of Impacts

Parameter	Development Under Zoning Changes			
	Development Under Current Zoning	20 Units per Acre	30 Units per Acre	40 Units per Acre
<i>Units</i>				
Residential Use	49 units	171 units	246 units	321 units
<i>Traffic</i>				
Trip Generation (AM Peak Hour)	23	69	97	126
Trip Generation (PM Peak Hour)	28	85	120	155
<i>Socioeconomics</i>				
Population	121	404	579	753
School-Aged Children	22	68	96	124
Overall Taxes	\$241,000	\$729,000	\$1,029,000	\$1,329,000
Village Taxes	\$24,100	\$72,900	\$102,900	\$132,900
School District Taxes	\$134,960	\$408,240	\$576,240	\$744,240
<i>Water Supply</i>				
Water Usage	14,640 gpd	50,480 gpd	72,480 gpd	94,480 gpd

This comparison indicates that all of the scenarios would produce larger impacts, but with greater beneficial impacts (i.e., tax revenues) than existing zoning. At 40 units per acre, the greatest tax revenues would be generated, but with the most potential impacts on local infrastructure. Consequently, at 20 units per acre, there would be less potential impacts on local infrastructure, but also fewer tax revenues generated.

Comparison of Downtown Residential with other Residential

A key component of the downtown master planning process was the articulation of a vision that "...balances growth and public investment in the downtown area with the preservation of the community's residential neighborhoods." Although the downtown and the Village's residential neighborhoods supplement each other to make a whole community, they present two different environments – not only physically with a concentration of commercial uses, narrower streets, and increased heights – but they also represent two different living environments. The downtown area, as envisioned in the *Downtown Master Plan*, is a mixed-use center that promotes transit-oriented development (TOD), walkability, and a more "urban" lifestyle that is attractive to young professionals and empty nesters with one or no cars.

The areas outside of the downtown, however, including Fulton Street, are more typical of the automobile-oriented nature of most of Long Island. Although sidewalks, pedestrian crosswalks and signal countdowns, and relative proximity to Main Street are present, the land use and accessibility pattern of these areas of the Village promote automobile usage. In fact, a key element of the multi-family residential development outside of the downtown is the provision of on-site parking and at a rate that allows for more than one car per unit.

Given the nature of Main Street and other roadways in the downtown area and the ease of access along Fulton Street, Conklin Street, Melville Road, and Eastern Parkway, residents living outside of the downtown may be more likely to go to the Route 110 corridor or the Stop and Shop in South Farmingdale for their shopping needs than to go downtown, search for parking, and shop. Further, there are other destination uses, such as movie theaters, that are currently not present in the downtown, but are nearby, also lessening the utilization of the downtown area by such residents. Although there are a host of resources in the downtown, event programming, and general small Village experience that cannot be duplicated elsewhere, the typical Farmingdale resident likely goes outside of the downtown for most of his or her daily needs. This is similar to other communities on Long Island with a small village downtown area.

One of the primary purposes of the downtown master planning process was to determine a threshold build-out whereby there would begin to be concern about the relative capacity of the downtown with regards to water demand, sewer demand, roadway capacity, parking capacity, taxes and costs, other socioeconomic indicators, and land use patterns. The result was a downtown concept that, among other things, encouraged approximately 375 new residential units in the downtown. As explained above, the daily interrelationship between residents outside of the downtown and the downtown area, at least from a shopping and traffic generation point of view, is mostly limited. In addition, the residential environment is quite different downtown versus elsewhere in the Village. Therefore, the new residential units that could occur outside of the downtown, analyzed per the densities above, would likely not impact greatly upon the residential market for downtown. This would especially be the case the further the residential is from Main Street and the rest of the downtown area.

Conclusions

One of the principles of comprehensive planning is to look at an area, whether that is a region, state, county, municipality, or sub-set thereof, from both short- and long-term perspectives. This not only allows a vision that meets the goals and objectives for today's population, governmental administration, and development environment, but for future generations as well. As was evidenced in the downtown master planning process, a well-thought-out plan can facilitate public buy-in, who are instrumental in ensuring that the vision's legacy continues into the future. The Village has continued this recent tradition by approaching the areas outside of the downtown in a comprehensive way as well.

Based on the analysis put forth in this study, the inclusion of multi-family residential outside of the downtown, primarily on Fulton Street, would be consistent with existing land use patterns. In addition, such residential would likely not influence the downtown market, due to local transportation and shopping patterns. Finally, given the location of vacant and under-utilized properties at the gateways to the Village – in the west at Hempstead Turnpike and Merritts Road and in the east along Fulton Street near Vernon, Linden, and Prince Streets – the addition of residential as a permitted use could facilitate revitalization of these areas and could enhance them as entryways to the Village.

Concerning specific densities, this study evaluated a reasonable range of residential densities that are found currently in the Village – from 20 to 40 units per acre. Although higher than can be found in the Village's Zoning Ordinance, similar to other communities, such densities are often necessary in order to offset the high costs of development on Long Island. The study shows the relative impacts and benefits of each of these density scenarios. However, unlike the *Downtown Master Plan*, it does not establish the threshold by which additional density would not be tolerated. The study indicates that upwards of 321 units could be developed in areas outside of the downtown. However, in keeping with core planning principles, however, it is logical to assume that densities in the downtown area, especially near the train station, would be higher than outside of the downtown. In a suburban environment such as Long Island, 40 units per acre developments are typically found in more dense centers, whereas, 20 to 30 (as a maximum) units per acre can be found in multi-family development along higher density and volume corridors. Therefore, consistent with the goal of protecting and preserving the Village's neighborhoods, a theoretical maximum limit is approximately 225-250 units outside of the downtown, based upon a maximum density of 20-30 units per acre. These units would complement the theoretical 375-unit build out for the downtown envisioned in the *Downtown Master Plan*.

It is suggested that given the varied nature of Hempstead Turnpike and Fulton Street, multi-family be included as a special permit use so as to give the Board of Trustees additional oversight and a better ability to evaluate site specific proposals and any related concerns, issues, or opportunities (such as traffic, specific impact on the downtown area, or the ability to provide enhanced landscaping, etc.).