

STATE ENVIRONMENTAL QUALITY REVIEW ACT
DRAFT GENERIC ENVIRONMENTAL IMPACT STATEMENT (DGEIS)
For the Town of Pawling Comprehensive Plan Update (CPU)
And Zoning Amendments

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*The Draft CPU and Appendices are available on the Town of Pawling website

II. EXECUTIVE SUMMARY

INTRODUCTION (DGEIS Section III)

This Draft Generic Environmental Impact Statement (hereinafter Draft GEIS or DGEIS) will evaluate the potential impacts of the adoption of the Town of Pawling Comprehensive Plan Update (CPU) and proposed amendments to the Code of the Town of Pawling, Chapter 215, Zoning. The Draft CPU dated July 5, 2011, which was prepared for and is under consideration by the Town of Pawling Town Board, is provided as Appendix 1 of this DGEIS.

The purpose of the DGEIS will be to examine the potential impacts and effects of the adoption of the Comprehensive Plan Update (CPU) and certain amendments to Pawling's Zoning, presented as a Draft Local Law (see DGEIS Appendix 2 [CPU Appendix C]). The purpose of presenting the proposed action, existing conditions, impacts and mitigation in a Generic EIS is that it allows a broader, more general outlook on proposed actions that address the entire community and do not involve site specific land development and disturbance. While the proposed amendments to the Town's code relate to zoning districts covering certain areas of the community, these changes will present options for future development. However, these amendments will not directly result in development and disturbance.

The DGEIS does not address any land development proposal on any specific lot or site within the Town. After adoption, future individual land development proposals should be consistent with the objectives, strategies and actions stated in the CPU and the requirements and standards contained in the zoning. However, their review and approval must include separate review under the SEQRA regulations.

The comprehensive planning process in Pawling, which is located in southeastern Dutchess County, New York, spans many years beginning with the adopted Master Plan of 1991; enactment of the numerous laws governing the Town; and encompasses recent attempts to create a new comprehensive plan. The Draft CPU is based upon previous studies, reports and plans prepared for the Town of Pawling. The vision statements from the recent public visioning process are incorporated in the Draft CPU, which process is detailed in the Draft 2010 plan (and CPU Appendix A). CPU section 1 elaborates on the entire process.

The Town Board is considering Draft zoning amendments to the uses, bulk and supplemental requirements related to the HA (Hamlet), HB (Highway Business) and I (Industry) zoning districts to include more uses; emphasized mixed uses; and provide more flexible bulk requirements. The zoning amendments, attached to the CPU as Appendix C, are proposed for adoption with the adoption of the CPU. Draft GEIS Appendix 2 also contains the Town Board's proposed zoning amendments.

On July 13, 2011, the Town of Pawling Town Board took several steps to initiate the review of the Draft CPU and zoning amendments pursuant to 6 NYCRR Part 617, New York State Environmental Quality Review Act (SEQRA) regulations. At the July 13th meeting the Town Board set a public hearing on the Comprehensive Plan Update (CPU) for July 27, 2011 as the first of two public hearings on the CPU. The subsequent combined hearing will address the CPU, the zoning amendments and the Draft GEIS.

After setting the July 27th hearing, copies of the SEQRA Positive Declaration notice; the CPU and proposed zoning were sent to interested agencies listed on the SEQRA notice. The CPU and proposed zoning were also available at the town hall; the Pawling Free Library; and on the town's website. The CPU and proposed zoning

was referred to the Town of Pawling Planning Board and the Dutchess County Department of Planning and Development in accordance with applicable state and local laws.

Environmental Review of Site Specific Land Development and Future Actions

The purpose of this GEIS, as described above, is to examine the potential impacts and effects of the adoption of the Comprehensive Plan Update (CPU) and certain amendments to Pawling's Zoning, presented as a Draft Local Law. A Generic EIS allows a broader, more general outlook on proposed actions that address the entire community, such as strategies and actions recommended in the CPU and the proposed zoning amendments, which do not directly involve site specific land development and disturbance. For the purposes of the proposed action including the adoption of the CPU and zoning amendments, a generic environmental review is appropriate.

After the adoption of the CPU and zoning, site-specific land development will have to comply with the current unchanged laws and newly amended provisions. As before, individual development projects will undergo thorough review in accordance with the NY SEQRA regulations and other environmental regulations.

Future actions that will occur as part of implementation of the CPU may be subject to review under SEQRA.

DESCRIPTION OF PROPOSED ACTION (DGEIS Section IV)

The proposed project will involve: the adoption of the Comprehensive Plan Update (CPU); and related amendments to the Code of the Town of Pawling, Chapter 215 Zoning.

A. Adoption of the Comprehensive Plan Update

The passage below contains summarized excerpts of the CPU for a description of the major aspects of the proposed action being evaluated in this DGEIS. Section IV, A. of the DGEIS summarizes the CPU, yet provides more detail. The CPU is included herein as DGEIS Appendix 1.

1. INTRODUCTION

The Town of Pawling's open spaces, scenic views, small town charm and rural character make it a beautiful place. Pawling's historical and cultural heritage, active volunteer organizations and excellent choices of private and public learning institutions, recreational facilities and programs, add to the quality of life. State and interstate highways and two Metro-North train stations make it accessible for citizens and guests.

The Town's beauty and quality of life, however, make it an attractive place for more people to live. Land development follows desirable places. If not properly managed, these pressures would begin to erode and undermine the very character of the community valued by residents and visitors.

This Comprehensive Plan Update (CPU) lays down a path to meet the challenge of these pressures by establishing well conceived goals, objectives, strategies and actions for the near term and long range preservation, enhancement, growth and development of the community. In the long run, fulfillment of the strategies and actions voiced in the CPU will result in a community that closely resembles the "vision" identified through the planning process.

The current, adopted Town plan is the *Community Master Plan* of 1991 (The 1991 Plan), from which a comprehensive series of zoning amendments were initiated. Pawling has embarked on comprehensive planning efforts in the last several years (2005 and 2008-2010). Therefore, this Comprehensive Plan Update (CPU) is an update of the 1991 Plan, which builds on previous draft plans and vision statements from recent planning processes; provides updated information; and expresses revised actions and strategies.

To use this CPU as a blueprint for building Pawling's future, the Town must set in motion the strategies and actions herein, which may involve:

- A more detailed inventory and assessment of certain aspects of community resources;
- A plan for preservation, enhancement of such resources or creation of new programs and amenities to highlight existing programs and resources;
- The review and adoption of zoning amendments, revised local laws and the investment of public resources to achieve the desired outcome; or
- The encouragement of partnerships of agencies and community groups to create and fund improvements or programs.

It is recommended that after the CPU is adopted, the Town Board should designate a CPU Implementation Committee to regularly review the progress of the plan's goals, strategies and actions.

2. BASIC STUDIES SUMMARY AND UPDATE

Section 2 of the CPU, entitled "Basic Studies Summary and Update", provides a brief description of the Town's existing conditions. This section is incorporated below in DGEIS section V, Environmental Setting.

3. COMMUNITY VISION

Pawling's overall vision statement draws from the several vision statements generated by the Community Visioning Process described in CPU sections 3.2 and 3.3, "Community Vision". The Comprehensive Plan drafted in 2010 included the numerous vision statements but did not assemble them into an overall vision. The CPU's Overall Community Vision Statement gives the community a cohesive outlook.

3.1 Overall Community Vision Statement

To responsibly and sustainably advance into the future, the Town's planned land uses must complement each other functionally, aesthetically, socially and economically. Protecting the community's quality of life depends upon guiding growth while maintaining the rural residential character; preserving natural resources (groundwater, wildlife, and open spaces) and the distinct and beautiful landscape, all supported by adequate services. Diversifying the housing stock, in harmony with stewardship of the natural environment, is a necessary step in the path towards a vibrant community. Pawling's unique scenic quality and "sense of place" is derived from the interrelationship between areas of undeveloped open space, pastoral farmlands and rural residential districts as well as the region in which it is located.

The community's interrelationships will be energized and supported by a cultural and economic core reflective of its changing social fabric. The options provided for economic development should capitalize on yet not erode the Town's outstanding quality of life. Decision-makers should be open to influences from neighboring communities and the New York metropolitan region while providing opportunities for local ingenuity. The Town should pursue a diverse economic base incorporating office and appropriate industrial development, agriculture, tourism, retail development and innovative entrepreneurial and small business

activity. These activities should be focused around the Village's Central Business District and in other appropriate locations in the Town. The creation of such uses must be balanced with the conservation policies expressed herein.

The Town shall encourage an interconnected network of public and private recreational facilities and resources as part of a livable community with diverse opportunities for improving health and wellness. Parks, trails, recreation services, and open space improve the community's attractiveness as a place to live and work. Preserving the Town's heritage, amidst responsibly guided growth, bolsters the livability and character of the Town. The Town's historic and cultural identity should be incorporated in all decisions about land use and related infrastructural improvements.

Travel to and throughout Town should allow options for rapid and unencumbered travel as well as a preserved network of rural roads. Careful attention to the adequacy, funding and improvement of community facilities and utilities is required to meet the current and future needs of the Town. Such improvements should be accomplished while limiting increases in costs and negative effects on natural, historic or scenic resources.

The description of the community process and the vision statements as presented in the January 2010 draft plan are provided in CPU Appendix A.

4. OVERALL GOALS AND OBJECTIVES

An updated statement of overall goals and objectives is provided in section 4 of Pawling's Draft CPU. These general statements are consistent with the 2010 vision statements; the draft 2005 plan objectives; the 1991 Plan development goals; and the purposes of the Town's zoning ordinance.

5. STRATEGIES AND ACTIONS

5.1 Land Use

Several land development laws and procedures are in place in the Town of Pawling to both inspire and provide boundaries for responsible growth and redevelopment. Section 5.1 of the CPU includes a two-page tabular summary of local laws enacted before and after the adoption of the 1991 Plan. The CPU states that the Town should explore the "laws on the books" to see whether underutilized provisions would result in well-designed development, which would add desirable uses while preserving natural resources. For example, the Town became a Greenway Compact Community and adopted local law amendments (Chapter 29) in 2000. Pawling should be guided by Dutchess County's Greenway philosophy, which balances economic development and tourism with protection of the open space, agricultural and cultural resources.

Pawling's existing land use pattern is predominantly residential with large areas of open space or low-intensity land uses. Therefore residential, vacant, open, low-intensity and service uses take up 98.3% of the Town of Pawling. The remaining 1.7% of the Town's land is used for commercial (1.3% of the Town) and industrial (0.4%). Diversifying and strengthening the Town's commercial tax base and creating needed employment within these limited geographic boundaries represent significant challenges.

The Town's zoning and related land development regulations should be examined to consider whether adequate provisions are in place or whether future amendments are needed to:

- Establish new non-residential zoning districts and expand existing district boundaries;
- Create more flexible land use options including mixed uses in certain districts;
- Limit commercial development to areas of low environmental impact;
- Identify potential sites for the development of health care facilities including emergency care and other desired uses and services;
- Ensure that commercial development is compatible with the setting, scale, architecture and character of the Town;
- Develop pedestrian connections between commercial sites and into adjacent residential neighborhoods; and
- Provide guidelines and resources to encourage sustainable development, smart growth principals and green building practices.

Route 22 Corridor

The configuration of existing uses and zoning along the Route 22 corridor should be examined for zoning modifications that would allow less intensive business uses on sites farther from intersections.

Holmes Hamlet

A small mixed-use development should be encouraged to complement current uses in this hamlet. The Town should assess the need for and consider constructing sidewalks and pathways along Route 292 in Holmes.

5.3 Zoning

The Town's code contains standards and requirements for specific uses; for development near certain features such as wetlands; and for roads, yet there are few guideposts for flexible, quality site design. The Town should consider creating design standards land development that would apply broadly throughout the Town. The Town should consider creating an advisory Architectural Review Board (ARB).

Mixed Business-Industry Zoning

A recommended re-naming and revision of the I district will be adopted as part of this CPU (see DGEIS Appendix 2 [CPU Appendix C]). The proposed MBI (Mixed Business-Industry) zoning district is located within the current boundaries of the I district so there is no expansion of the zone. The proposed mixed use zoning will move the Town away from heavier industrial operations toward complementary office, retail, hotel, service and light manufacturing businesses. The new set of uses would provide entrepreneurs with a broader array of development options; and offer residents a greater selection of employment opportunities.

Route 22 Corridor

The CPU recommends amendments that would allow a broader range of uses in the HB zoning district; and amendments to bulk and supplemental requirements for more flexible design. A future review of the zoning should be done to consider permitting special uses where a parcel meets standards for proximity to Route 22 and a nearby intersection. The Town should also assess the most suitable use for residentially zoned parcels near Route 22 to determine whether mixed use or non-residential use should be permitted.

Holmes Hamlet

The Town is proposing amendments to the HA district in the CPU to add the uses: bed-and-breakfast; and accessory apartment, until a more thorough review of the HA zone uses can be done. Additionally, amendments to lot area and bulk requirements are proposed. These changes will not alter building coverage requirements, yet will provide flexibility in the layout of proposed uses (see DGEIS Appendix 2).

As part of the Town's future review of the HA zone, the need for augmentation of the district boundary should be studied. This would allow the limited growth of services and businesses; and create a more complete hamlet configuration. The Town should consider including a defined area west of Holmes Road running from Herd and Tanner Road north to Denton Lake Road to the HA zone.

General Review of Zoning and Regulations

The imbalance in Pawling's land pattern limits the local economy. The Town should examine its zoning and related regulations for obstacles to balanced growth; and consider whether future amendments are needed.

The Town Building Department has recommended review and consideration of amendments for the aspects of the Town Code as summarized below:

- Addition of language governing compliance with approved site plans;
- A change in the Whaley Lake area zoning to permit suitable businesses near the lake;
- Changes and clarifications in zoning definitions to updated language and standards;
- Adjustments to lot area and bulk regulations in hamlet districts and other settlement areas recognizing the dilemma of undersized lots in areas where lower density zoning was enacted; and
- Establishment of hamlet type zoning in the Whaley Lake and Woodinville areas.

The draft zoning amendments for the I, HB and HA districts are priority items for implementation. The Town should conduct a later review of the permitted uses in the remaining districts, which are residential zones. Uses that may be considered as additions include: farm stands; bed and breakfast establishments; retreat centers; and rural restaurants. Retreat centers and rural restaurants should be special permit uses.

During this examination of uses, the Town should assess the adequacy, flexibility and usefulness of the existing lot areas and bulk regulations.

Existing zoning should be evaluated to consider the effectiveness of provisions for preservation of; and land development design that is sensitive to natural features such as steep slopes; waterbodies, watercourses and wetlands; forests and wooded areas; natural and cultivated fields and meadows; and other open, areas.

The Town should commit to conducting a general review of its zoning and other regulations on an annual basis. Recommended amendments should be prioritized and coordinated with CPU implementation actions.

5.3 Housing

The Town should consult with the Affordable Housing Board (AHB) to review successful and problematic aspects of development in Pawling. Housing strategies should be developed to address identified needs:

- Senior citizen rental units and rehabilitation of owner-occupied homes;
- Creation of workforce, moderately-priced and affordable housing; and
- Dwellings for farm-related family members or farm workers.

The creation and implementation of a water and sewer service plan specifying expansion areas would facilitate the development of higher density and affordable housing in existing zoning districts. The Town should facilitate the creation of accessory apartments in many districts through amendments to zoning.

5.4 Economic Resources

Working with existing Pawling zoning, regulations and the Greenway Guides, the Town should promote appropriate growing industries, services and mixed use development along the Route 22 corridor; near the crossroads of Routes 55 and 22; and in proximity to the Village of Pawling. Alternative energy; high-technology; and biotechnology business operations; and health-related; senior care; and lodging/conference services are good candidates for rural/suburban development sites with access to mass-transit and highways.

To increase the likelihood of development in Pawling's business zoning districts, the Town should consider the amendments contained in Appendix C, which add clarity to permitted uses and flexibility of design.

The Town should remedy the imbalance its existing land use pattern to bolster the Town's tax base and create needed employment. The Town's zoning and regulations may need to be amended. The public feedback from the previous comprehensive planning process (2009-2010) identified desirable uses, businesses or amenities that should be encouraged in Pawling including: "agri-tourism", heritage and environmental tourism; and expanded educational and cultural resource facilities.

Promotional efforts focused on transportation will support the economy and the quality of life in the community by attracting visitors, new residents and new employers. Funding should be obtained for streetscape design standards along Routes 22 and 292. The Town and community groups should support the delineation of pedestrian and bicycle trail connections to existing pathways.

Economic growth should build on the community's "core" consisting of: central business activities and locations; quality of life; and transit opportunities. Focusing on central areas prevents growth in rural, scenic "hinterlands"; and brings residents, visitors and local-scale businesses to the current commercial areas.

5.5 Natural Resources

The Town should develop a long term strategy for periodic review of the Code Chapters regulating natural resources starting with the Chapters with the fewest amendments in the last 10 years. The review of these laws should be coordinated with review of related aspects of the code; and should address the following:

- Disturbance, clearing; tree and natural vegetation removal and protection; and landscaping standards should be reviewed and updated;
- Research existing mapping resources for identification and approximate location of natural resources such as local wetlands, steep slopes, soils, etc., and add links to the Town website;
- Consider amending the wetland regulations to include updated development standards; criteria for approval; and recommended mitigation techniques; and
- Evaluate the need for more intensive limitations or wetland buffers for unique natural resources.

Local decision-makers should consider current standards and regulations for development near groundwater resources and determine the need for local law amendments. The town may wish to review the subdivision regulations and consider adopting a rural road standard for low-density subdivisions.

5.6 Open Space, Recreation and Agricultural

The Town must consider the establishment of a committee to focus on open space. The committee may make an inventory of the community's "green infrastructure", which would include preserved and undeveloped open lands; farms and forests; wetlands, waterbodies and waterways; recreational lands and aspects of certain land uses. The inventory would be compared with the community's needs. The committee would prioritize needs for open space; parks; parcels for acquisition, preservation or improvement.

The Town should improve its partnerships with land trust and preservation groups by collaborating in this inventory. Available larger open space and recreation studies should be reviewed. Pawling's plans for parks and recreation are found in its Parkland and Facilities Master Plan (2009). The community should evaluate its progress and implement feasible activities and improvements.

The Town should sponsor a workshop by the NYS Department of Agriculture and Markets to encourage the participation in the Agricultural District Program. Pawling should initiate a partnership with farmers, agricultural agencies and historical interests to consider an event touring farms and historical sites.

The Town should explore the establishment of a scenic roads program or scenic or historic overlay districts.

5.7 Historical, Cultural and Community Resources

The Town of Pawling should identify, inventory and map sites, structures and locations of groups interested in historical and cultural resources. Creating partnerships with the Town Historian, the Historical Society of Quaker Hill and Pawling and related groups would ensure a comprehensive collection of information.

The findings of such an inventory should be compiled and presented to local decision-makers and interested parties. The inventory should be available for perusal at the Pawling Free Library and other community places; and be accessible on the internet to increase public awareness of Pawling's history and historic sites.

Pawling's cultural resources may also be related to educational, artistic, agricultural, religious or spiritual pursuits. Community mapping should be given consideration as an effective tool for engaging the public in gathering materials and information for a comprehensive historical and cultural inventory.

After completion of a comprehensive historical/cultural inventory, the Town should examine zoning, land development and environmental regulations to see how effectively they address these resources. Local decision-makers should consider current sources of standards and regulations for development on or near historic sites and structures. Then a determination should be made about amendments to local laws.

5.8 Municipal Services, Facilities and Infrastructure

The Town should conduct a feasibility study for central sewers in business zoning districts along Route 22. The location of nearby residential neighborhoods or the potential for development of higher-density housing on lands near these zones along 22 are important elements of such a study or assessment. The Town should support continued efforts to fund an upgrade and expansion of the Pawling Waste Water Treatment Plant.

Pawling should consider a similar study about the need for central sewerage to serve several remote settlements on the west side of Town, including: West Dover Road; Denton Lake Road; Whaley Lake; and the west end of Routes 292 and 55. The Town must prioritize the need for and consider phasing in sewer services to these areas. The option of decentralized sewage treatment systems should be explored.

The Town should study the feasibility of and implement shared municipal services.

5.9 Transportation

The Town should refer to the Route 22 Corridor Study regarding planning; zoning and subdivision regulations to determine which policies would benefit the community. The Town may re-define a compact growth area along the Route 22 corridor to the south and the north of the Village.

The Town should consider plans for a feeder road on the south section of Route 22 with all development applications in this area and review the related zoning language (Section 215-25). Pawling's official map should be updated to illustrate a conceptual feeder road location.

6. IMPLEMENTATION

The recommended strategies and actions set forth in this CPU will be implemented over many years. These must be outlined in an implementation schedule starting from the Implementation Outline table on the following pages. This schedule will generally describe the tasks involved and project the timeframes for initiation and completion of CPU strategies and actions. The Town should follow the priorities set by the Implementation Outline below and amend as necessary to address the availability of funding, the level of volunteer effort involved and other factors.

It is recommended that after the CPU is adopted, the Town Board should designate a CPU Implementation Committee to regularly review the progress of the plan's goals, strategies and actions.

The Town should commit to conducting a general review of its zoning and other regulations consulting with officials, boards, committees and other agencies involved in administering the Town's Code Chapters. This general review should be done on an annual basis. Recommendations and suggestions for amendments should be properly prioritized and coordinated with CPU implementation actions.

Town of Pawling Comprehensive Plan Update (CPU) Implementation Outline for 2012 through 2020			
Beginning Year	Finishing Year	Task Title and Description	CPU Strategy/Action Section(s) Addressed
2012	2013	Zoning/Regulations Review: Examination of zoning and land development regulations regarding balanced economic growth. Consider the need for amendments/rezoning.	Land Use; Zoning; Economic Resources
2012	2012	Zoning Amendments, Specific: Review and consider zoning amendments regarding specific provisions identified by the Building Inspector	Land Use; Zoning
2012	2014	Zoning Overview: General review of zoning regarding provisions for mixed use, flexibility, community character, walkability, sensitivity to natural resources and sustainability. Consider the need for amendments.	Land Use; Zoning; Economic Resources
2013	2014	Residential Zoning Overview: General review of residential and hamlet zoning regarding array of uses, bulk, limited non-residential uses, affordability and sustainability. Consider the need for amendments.	Zoning; Economic Resources
2013	2014	Hamlet Area Zoning: Study possible boundary change in Holmes; and consider establishing other HA zones.	Zoning; Economic Resources
2013	2015	Review of land development regulations: Evaluation of standards in subdivision and environmental regulations regarding provisions for flexibility, community character, walkability, natural resource protection and sustainability. Consider the need for amendments.	Zoning; Natural Resources
2013	2014	Housing Needs Assessment: Review of housing development and applications, and related Code provisions. Collaboration with stakeholders. Recommend actions to facilitate the creation of needed and desired housing.	Housing
2013	2015	Streetscape and Trail Amenities: Assessment, recommendations, and plan for commuter amenities and trail network by volunteers. Consultation with stakeholders would result in recommendations for amenities and funding.	Economic Resources; Transportation
2013	2016	Transportation Corridor and Transit Review: Collaboration with and review of plans/reports from state, regional and county transportation planning groups and Green Infrastructure Mapping group. Conduct community survey. Make recommendations for land use and transit linkages.	

Town of Pawling Comprehensive Plan Update (CPU) Implementation Outline for 2012 through 2020 (continued)			
Beginning Year	Finishing Year	Task Title and Description	CPU Strategy/Action Section(s) Addressed
2013	2016	Green Infrastructure Mapping: Inventory and review by a volunteer group of open space, recreation and agricultural lands and resources, related activities and plans. Collaborate with stakeholders and regional/county “green infrastructure” plans. Identify gaps and needed linkages; and make recommendations and prioritize needs.	Natural Resources; Open Space, Recreation and Agricultural
2014	2015	Central Sewage Treatment Assessment: Study of sewage treatment concerns in residential areas and consider feasibility of establishing community central sewage treatment systems.	Municipal Services, Facilities and Infrastructure
2016	2017	Code Review for Groundwater Protection: Evaluation of standards in subdivision and environmental regulations regarding provisions for groundwater resource protection. Consideration of regional/county regulations. Consider the need for amendments.	Natural Resources
2016	2026	Periodic Review of Environmental Regulations: Staged review depending on age (year adopted) of regulations. Recommend amendments if needed.	Natural Resources
2016	2017	CEA/ESA Inventory and Evaluation: Review and inventory by a volunteer group of established Critical Environmental Areas (CEAs) and Environmentally Sensitive areas (ESAs), related regulations and monitoring. Collaborate with stakeholders and “green infrastructure” mapping group.	Natural Resources; Open Space, Recreation and Agricultural
2016	2018	Historical Inventory and Access: Collaboration of historical groups to identify, inventory and map historical and archaeological resources. Consultation with stakeholders, community mapping group and recommend ways to make inventory/mapping accessible to the community.	Historical, Cultural and Community Resources
2016	2018	Community Mapping: Collaboration of community, cultural, educational and historical groups to identify, inventory and map community and cultural resources. Incorporate public participation. Consultation with stakeholders, historical inventory group and recommend ways to make inventory/mapping accessible to the community.	Historical, Cultural and Community Resources
2018	2019	Historical, Cultural and Community Resource Protection Assessment: Town Board and Planning Board review of Historical Inventory and Community Map regarding effectiveness of Town Code provisions to protect resources	Historical, Cultural and Community Resources

B. Adoption of Zoning Amendments

The Town of Pawling Town Board is considering Draft amendments to the Town Code Chapter 215 Zoning regarding the uses, bulk and supplemental requirements for the HA, HB and I districts. The intent of the amendments is to include more uses; emphasize mixed uses; and provide more flexible bulk requirements. The zoning amendments are proposed for adoption with the CPU. Refer to DGEIS Appendix 2.

The proposed zoning amendments are presented as a draft local law, which details the changes in various articles and sections of the Town's zoning as outlined below and discussed in detail in the body of the DGEIS:

- Article II Definitions will include new terms: accessory apartment; bed-and-breakfast establishments; and lodging and conference-event center.
- The Schedule of Permitted Uses corresponding to Article IV will be revised to:
 - Add bed-and-breakfast establishments and accessory apartments to the HA and HB districts;
 - Provide a broader range of uses in the HB zoning district; and
 - Rename the current I zoning district to become the MBI district; and
 - Emphasize mixed business uses and provide a broader range of uses, including lodging and conference-event center, in the MBI zoning district.
- The Schedule of Bulk Regulations will be amended with reduced yard setback requirements.
- Article V will be revised to add the supplemental requirements for bed-and-breakfast establishments.
- The supplementary regulations for the HB zoning districts will be revised to increase the floor area ratio requirements and refer to the Dutchess County Greenway Guides.
- In Article V, accessory apartments will be added to the off-street parking requirements.

There are no changes to the boundaries of the I, HB or HA districts.

ENVIRONMENTAL SETTING (DGEIS Section V)

A brief description of the Town's environmental setting is provided in Section V of the DGEIS.

IMPACTS AND MITIGATION (DGEIS Section VI)

Each section below describes potential impacts of the proposed action and identifies necessary mitigation measures.

A. Land Use and Zoning

Potential Impacts

Adoption of the CPU will provide an updated set of strategies and actions that will guide growth and development of the Town based on recent public participation (hearings on draft plans and visioning processes) and current information about Pawling's existing conditions. Implementation of the CPU will involve official, volunteer and consultant efforts to conduct the activities set forth therein as outlined in CPU section 6. According to the Implementation Outline, approximately 17 general tasks will be initiated and completed over an 8-year period if the activities adhere to the schedule proposed in the outline.

Implementation of the CPU would potentially result in the creation of an ARB to advise on the architectural quality of development. This would improve the aesthetics and character of the community.

The HA, HB and resulting MBI zoning districts are located in settled areas of the town or occupy developed business areas. Therefore, the proposal to change current zoning districts to make use and development more feasible focuses future development on existing core and developed areas as compared to rezoning additional lands to create new business districts.

Adoption of the proposed zoning amendments will result in the potential for a larger number of permitted uses in the HA, HB and resulting MBI zoning districts. These additional uses will be permitted yet the boundaries of these districts will not be changed. For example, two new uses will be added to the HA zoning district located in the settlement area known as Holmes. The HA district will remain in the same configuration. However, the properties in these districts may now be used or developed for bed-and-breakfast establishments as special uses and accessory apartment as result of these amendments.

The HB zoning districts located along Route 22 will also remain in the same configurations. The properties in these districts may now be used or developed for principal uses added to the existing HB districts such as: accessory apartments; banks and credit agencies; bed-and-breakfast establishments; food, grocery and general merchandise stores; food preparation, processing and product development; and studio or gallery.

The I zones will be renamed to be the MBI districts as a result of the proposed zoning amendments. The new MBI districts will remain in the same configurations but the permitted uses will be changed to emphasize business and service uses and make industrial-type activities special uses. The properties in these districts may now be used or developed for principal uses added to the MBI districts such as: amusement and recreation facilities; banks and credit agencies; bar or tavern; food preparation, processing and product development; lodging and conference event center; medical or dental clinics; and restaurants.

Industrial and manufacturing uses will continue to be permitted but as special uses in the MBI district. Two special uses will be added to the MBI district: hospital, clinic and nursing home; and shopping center.

Although the additional uses described above will be permitted in the above described zoning districts, these changes only create the opportunity for such use and development. The addition of these uses may increase the feasibility of land development in these districts. As with any site specific development, there will be a variety of effects on surrounding uses, the environment, and the community. These effects will be considered as part of the planning, zoning and environmental review of each individually proposed development.

A consequence of adopting the proposed zoning amendments will be the introduction of more flexibility in the design of newly developed or redeveloped land uses as a result of relaxed yard setback requirements for uses in the HA, HB and MBI zoning districts. The table below illustrates the proposed changes.

Excerpt of Proposed Amendments to Schedule of Bulk Regulations				
Minimum Yard Dimensions <u>63</u>				
		One	Both	
	Front	Side	Sides	Rear
District	(feet)	(feet)	(feet)	(feet)
HA	<u>30²25</u>	<u>3020</u>	<u>6045</u>	<u>2525</u>
HB ¹	<u>100⁵25</u>	<u>2520</u>	<u>5045</u>	<u>3025</u>

MBH	10030	5025	10055	10050
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The supplemental requirements for the HB district (Zoning section 215-31.1) are proposed for amendment to increase the permitted floor area ratio. The character of the Village and surrounding neighborhood areas is in part defined by 2-story residential and mixed use structures. Increasing the floor area ratio to 0.70, thus permitting second floor development, makes it more consistent with the character of existing development.

Therefore the proposed amendments increase the development potential of properties in existing zoning districts without expanding the area in the community designated for non-residential development.

The Town's zoning and related land development regulations will be examined to consider whether adequate provisions are in place or whether future amendments are needed to:

- Establish new non-residential zoning districts and expand existing district boundaries;
- Create more flexible land use options including mixed uses in certain districts;
- Limit commercial development to areas of low environmental impact;
- Identify potential sites for health and emergency care facilities and other desired uses and services;
- Ensure that commercial development is compatible with the character of the Town;
- Develop pedestrian connections between commercial sites and residential neighborhoods; and
- Provide guidelines to encourage sustainable development and green building practices.

The above strategies may provide beneficial effects by increasing the potential for mixed uses; desired services; and development consistent with community character and pedestrian-orientation.

However, the CPU objective of creating new non-residential zoning districts or expansion of existing districts must be carefully considered. Since the Town has not committed to creating or expanding districts, this DGEIS cannot include an examination of sites and possible effects of such rezoning. Therefore, proper planning studies and an environmental review must be conducted if and when the Town has identified specific lands for rezoning; or amendments adding uses or changing bulk requirements, supplemental requirements or standards.

There are no adverse impacts identified for land use and zoning aspects of the adoption of the CPU and proposed zoning amendments. However, CPU strategies that may lead to future rezoning actions result in the need for undetermined effects that must be studied at a later date.

Mitigation

Since no adverse impacts have been identified for land use and zoning aspects of the adoption of the CPU and proposed zoning amendments, no mitigation is necessary. However, CPU strategies that may lead to future rezoning actions result in the need for planning studies and environmental review.

B. Housing and Economic Resources

Potential Impacts

Adoption of the CPU will provide an updated set of strategies and actions that will guide growth and development of the Town, including an objective to make an assessment of housing need based on available

studies and information and identified housing needs. The Town will also examine its zoning, subdivision regulations and other pertinent local laws to determine whether modifications would facilitate the development of a range of needed housing types.

The CPU's stated objective to encourage open space subdivision design is protective of natural resources as it generally results in less disturbed area and designated open land.

The proposed zoning amendments include provisions for accessory apartments in 2 zoning districts (HA and HB). The creation of accessory apartments adds potentially lower cost rental housing to the available dwellings in the Town. The addition of an accessory apartment to a single-family home can also improve the affordability of homeownership for certain households.

The CPU discusses creating a plan for water and sewer service specifying expansion areas, which would increase the likelihood of housing being constructed in existing residential zoning districts.

Since the housing section of the CPU does not include any recommended actions that would increase the density of housing in the community, there are no identified adverse impacts on the community.

The initial actions proposed to enhance Pawling's economic resources are the zoning amendments to be adopted with the CPU, which will increase the feasibility of development in the HA, HB and MBI districts.

The strategies in the CPU's Land Use, Zoning and Economic Resources section that recognize the potential for creation of new non-residential zoning districts or expansion of existing districts must be carefully considered. Similar planning and environmental review would be needed for zoning amendments adding uses or changing bulk requirements, supplemental requirements or standards. Adoption of the CPU obligates the Town to conduct required planning and environmental review to address any future proposed rezoning and changes to bulk or supplemental regulations.

The Economic Resources section also identifies strategies to attract desired uses; to improve development design; to enhance quality of life and to focus on promotion and improvement of transportation and related amenities. Implementation of these strategies will have potentially beneficial effects on community character and quality of life.

There are no adverse impacts identified for economic resource aspects of the adoption of the CPU and the related proposed zoning amendments. However, CPU objectives that may lead to future rezoning result in the need for undetermined effects that must be studied at a later date.

Mitigation

Since no adverse impacts have been identified for housing and economic resource aspects of the adoption of the CPU and proposed zoning amendments, no mitigation is necessary. However, CPU strategies that may lead to future zoning amendments result in the need for proper planning and environmental review.

C. Natural Resources

Potential Impacts

The adoption of the CPU commits the Town to examine Pawling's zoning, subdivision and other regulations and determine whether they are effective in their protection of various resources such as trees and forests; wetlands; and groundwater. Periodic review of existing natural resource laws is necessary so they are administered according to current standards. One of the CPU's actions involves evaluating the condition of designated Critical Environmental Areas (CEAs) and Environmentally Significant Areas (ESAs) regarding proper monitoring and regulation.

The above-described strategies and actions involve making an updated record of existing natural resources and significant areas; and a review of laws intended in part to protect natural resources. Since they are protective of the Town's natural resources, they will not have an adverse impact on the environment.

The proposed zoning amendments will add specific uses to 3 zoning districts, which are consistent with the character of the districts in which they are proposed. The proposed business uses in the HB and MBI districts add a variety of business and service uses, which are consistent with mixed business areas located in the core of Pawling near the Village.

The proposed zoning amendments also relax yard setbacks in the HA, HB and resulting MBI districts, however, the required coverage for each zone will remain the same. Therefore, flexible setbacks, which are intended to improve site design and provide room for parking behind buildings, will not result in increases in impervious surface areas in land developed according the amended zoning.

The adoption of the CPU and its implementation will involve measures that are consistent with sustainable development and protection of natural resources. Therefore, no significant adverse impacts are identified.

Mitigation

Since no adverse impacts have been identified for natural resource aspects of the adoption of the CPU and proposed zoning amendments, no mitigation is necessary. However, CPU objectives leading to future local law amendments related to these resources will result in the need for planning and environmental review.

D. Open Space, Recreation and Agriculture

Potential Impacts

The adoption of the CPU commits the Town to making an inventory and mapping aspects of the community's "green infrastructure" including open space, recreational facilities and agricultural lands. The CPU strategies encourage partnerships with related local and regional community groups and the group appointed to evaluate CEA's and ESA's. The use of existing local and regional open space and recreational plans is recommended to identify gaps in the community's "green infrastructure" within a larger framework.

Identifying where open land or recreational amenities are needed will provide specific guidance when land development proposals are presented for review by the Planning Board. Partnership with related groups leads to potential for collaboration of volunteer effort and funding for desired land acquisition, preservation or recreational improvements; and agreements for linkages between open space and recreational resources.

Specific strategies in the CPU recognize the role farms play Pawling's landscape such as: open space design with agricultural easements; and transfer of development rights to retain prime farmland. Implementation of the CPU will involve evaluating a scenic roads program and creation of scenic overlay districts.

The adoption of the CPU and its implementation will involve measures that are protective of open space, recreational, agricultural and scenic resources. Therefore, no significant adverse impacts are identified.

Mitigation

Since no adverse impacts have been identified for open space, recreational and agricultural resource aspects of the adoption of the CPU and proposed zoning amendments, no mitigation is necessary.

E. Historic, Cultural and Community Resources

Potential Impacts

The adoption of the CPU and implementation of the strategies recommended therein includes identifying, inventorying and mapping aspects of the community's historical and cultural resources. The CPU encourages partnerships between local and regional officials and groups to ensure an inclusive collection of information.

Historical, cultural and community information should be accessible to the public and the larger community. The Town should consider the merits of community mapping; posting aspects of the inventory on the internet or other methods maximizing availability of the inventory to the local and regional community.

Specific strategies are recommended in the CPU including examination of local laws and regulations to decide whether historical and cultural resources are adequately protected. Amendments to laws may be recommended. Implementation of the CPU may involve the creation of historic and scenic overlay districts.

The adoption of the CPU and its implementation will involve measures that are protective of historical, cultural and scenic resources. Therefore, no significant adverse impacts have been identified.

Mitigation

Since no adverse impacts have been identified for historical, cultural and scenic resource aspects of the adoption of the CPU and proposed zoning amendments, no mitigation is necessary.

F. Municipal Services, Facilities and Infrastructure

Potential Impacts

The adoption of the CPU commits the Town to implementation of the strategies recommended to address municipal services, facilities and infrastructure. The expansion or creation of new sewer services in settled areas is consistent with a sustainable development approach by providing services for compact development near community centers. Conducting a feasibility study about the creation of central sewage collection and treatment systems for remote hamlet and neighborhood areas addresses the public need for such services. In areas with higher densities of homes and individual septic systems, the Town must consider threats to public health, and ground and surface water quality.

The Town will also continue to support efforts to fund an upgrade and expansion of the Pawling Waste Water Treatment Plant. The expansion and upgrade will serve additional existing and potential users in parts of Town near the Village and along the Route 22 corridor. The support of upgraded, expanded sewer services would be consistent with the implementation of the CPU's economic, housing, land use and zoning strategies, which foster compact mixed land uses near core community areas.

The CPU's strategies regarding sewer services are consistent with sustainable development and address concerns about public health, and ground and surface water quality. Therefore, no significant adverse impacts have been identified.

Mitigation

Since no adverse impacts have been identified for aspects of the adoption of the CPU and proposed zoning amendments related to municipal services, facilities and infrastructure, no mitigation is necessary.

G. Transportation

Potential Impacts

Pawling's CPU includes numerous strategies focused on development in settled areas, which is consistent with the recommendations in the Poughkeepsie Dutchess County Transportation Council (PDCTC) Route 22 Corridor Management Study. The CPU's recommends consideration of plans for a feeder road on the south section of Route 22 would potentially result in safer access for existing and future development in this area.

The review of road standards and the potential adoption of rural standards would be protective of natural resources by reducing the area of land disturbance related to new road construction for certain projects.

The CPU's strategies regarding transportation are consistent with sustainable development; address concerns about public safety and reducing land disturbance. Therefore, no significant adverse impacts are identified.

Mitigation

Since no adverse impacts have been identified for aspects of the adoption of the CPU related to transportation, no mitigation is necessary.

REASONABLE ALTERNATIVES TO BE CONSIDERED (DGEIS Section VII)

A. Alternative: Comprehensive Plan Update without Adoption of Zoning Amendments

This Alternative would involve the potential impact of development resulting from future growth guided by the newly adopted CPU, yet under current zoning, current land use patterns, and without the benefit of adoption of the proposed zoning amendments. The Town would continue to review land development in the HA, HB and I district according to the existing complement of uses and bulk regulations.

B. No-Action Alternative

The No-Action Alternative would involve the potential impact of development resulting from future growth under current zoning, current land use patterns, and without the benefit of adoption of the CPU and zoning amendments. Planning and development would then be guided by the 1991 Master Plan and existing zoning.

If the community opts to continue without adoption of the CPU, their future actions would be guided by an outdated plan. The Town would lose the benefit of the studies, public input, vision, refined objectives and focused strategies and actions expressed as a result of recent extensive planning processes. The Town would also forgo the guidance set forth in the implementation outline for initiating and completing the CPU's recommended actions. In this scenario, the proposed zoning amendments would not be adopted either. The Town of Pawling would therefore experience the effects of Alternative A described above.

OTHER GEIS COMPONENTS (DGEIS Section VIII)

- A. Unavoidable Adverse Impacts that Cannot be Mitigated** – The proposed CPU and zoning amendments will not result in significant unavoidable adverse impacts.
- B. Growth-Inducing Impacts** – The adoption of the CPU and zoning amendments may have indirect growth inducing impacts. Continued support of the upgrade and expansion of the Pawling Waste Water Treatment Plant may result in the realization of such plans and resulting increased viability of development.

The ability to construct second floor area in the HB zoning district, as a result of the proposed amended floor area ratio in the supplemental regulations, may make development of properties in this zone more viable. The ability to create accessory apartments in the HA and HB zones may result in the creation of additional rental dwellings.

- C. Irreversible and Irretrievable Commitment of Resources** – The CPU and proposed zoning amendments will result in the commitment of land to certain types of uses and the Town to specified studies and evaluations. Municipal fiscal and official activities and community and volunteer resources will be directed by the adopted CPU and zoning.
- D. Preliminary List of Appendices**
See list in Table of contents
- E. Documents Incorporated by Reference**
See list in Table of contents

III. INTRODUCTION

This Draft Generic Environmental Impact Statement (hereinafter Draft GEIS or DGEIS) will evaluate the potential impacts of the adoption of the Town of Pawling Comprehensive Plan Update (CPU) and proposed amendments to the Code of the Town of Pawling, Chapter 215, Zoning. The Draft CPU dated July 5, 2011, which was prepared for and is under consideration by the Town of Pawling Town Board, is provided as Appendix 1 of this DGEIS.

The purpose of the DGEIS will be to examine the potential impacts and effects of the adoption of the Comprehensive Plan Update (CPU) and certain amendments to Pawling's Zoning, presented as a Draft Local Law (see DGEIS Appendix 2 [CPU Appendix C]). The purpose of presenting the proposed action, existing conditions, impacts and mitigation in a Generic EIS is that it allows a broader, more general outlook on proposed actions that address the entire community and do not involve site specific land development and disturbance. While the proposed amendments to the Town's code relate to zoning districts covering certain areas of the community, these changes will present options for future development. However, these amendments will not directly result in development and disturbance.

Under current conditions, without the adoption of this CPU and zoning amendments, proposals for land development in the Town of Pawling are subject to review under the NY SEQRA regulations. The same will be true for individual land development projects occurring after adoption of this CPU and zoning amendments as this DGEIS addresses adoption of a policy document and amendments to the Town's zoning. The DGEIS does not address any land development proposal on any specific lot or site within the Town. After adoption, future individual land development proposals should be consistent with the objectives, strategies and actions stated in the CPU and the requirements and standards contained in the zoning. However, their review and approval must include separate review under the SEQRA regulations.

The comprehensive planning process in Pawling, which is located in southeastern Dutchess County, New York, spans many years. The creation of this Draft CPU originates with the adopted Master Plan of 1991; continues with enactment of the numerous laws governing the Town; and encompasses recent attempts to create a new comprehensive plan. The Draft CPU is based upon previous studies, reports and plans prepared for the Town of Pawling. The vision statements from the recent public visioning process are incorporated in the Draft CPU, which process is detailed in the Draft 2010 plan (and CPU Appendix A). CPU section 1 elaborates on the entire process, which is summarized in DGEIS Section IV below, Description of Proposed Action.

The Town Board is considering Draft zoning amendments to the uses, bulk and supplemental requirements related to the HA (Hamlet), HB (Highway Business) and I (Industry) zoning districts to include more uses; emphasized mixed uses; and provide more flexible bulk requirements. The zoning amendments, attached to the CPU as Appendix C, are proposed for adoption with the adoption of the CPU. Draft GEIS Appendix 2 also contains the Town Board's proposed zoning amendments.

On July 13, 2011, the Town of Pawling Town Board took the following steps to initiate the review of the Draft CPU and zoning amendments pursuant to 6 NYCRR Part 617, New York State Environmental Quality Review Act (SEQRA) regulations:

- Classified the Proposed Action as a Type 1 Action;

- Declared that it will be the Lead Agency in the SEQRA review as it is the only Involved Agency and indicated that a Coordinated Review would not be necessary;
- Determined that the proposed action may have a significant impact on the environment (SEQRA Positive Declaration) and that a Draft Generic Environment Impact Statement (DGEIS) will be prepared; and
- Circulated the Positive Declaration notice to interested agencies and sent it to the Environmental Notices Bulletin.

The planning review of the Draft CPU began with discussion of the Draft CPU and proposed zoning amendments at the July 6th and July 13th Town Board meetings. At the July 13th meeting the Town Board set a public hearing on the Comprehensive Plan Update (CPU) for July 27, 2011 at 7:00 p.m. at the Pawling Town Hall. The purpose of the hearing was to obtain comments from all interested parties on the proposed CPU only as the first of two public hearings on the CPU. The subsequent combined hearing will address the CPU, the zoning amendments and the Draft GEIS.

After setting the July 27th hearing, copies of the CPU and proposed zoning sent to the same interested agencies who received copies of the SEQRA Positive Declaration notice. There were copies of the CPU and proposed zoning available at the town hall and the Pawling Free Library. Electronic versions of the CPU and proposed zoning were posted on the town's website.

The CPU and proposed zoning was referred to the Town of Pawling Planning Board in accordance with the NY Town Law section 272-a and the Code of the Town of Pawling Chapter 215, Article VIII, Amendments. The CPU and proposed zoning was also referred to the Dutchess County Department of Planning and Development in accordance with the NY Town Law section 272-a; Pawling Zoning Article VIII; and General Municipal Law section 239-m.

Environmental Review of Site Specific Land Development and Future Actions

The purpose of this GEIS, as described above, is to examine the potential impacts and effects of the adoption of the Comprehensive Plan Update (CPU) and certain amendments to Pawling's Zoning, presented as a Draft Local Law. A Generic EIS allows a broader, more general outlook on proposed actions that address the entire community, such as strategies and actions recommended in the CPU, which do not directly involve site specific land development and disturbance. Similarly, the proposed amendments to the Town's code relate to zoning districts covering certain areas of the community, which changes will present options for future development. However, these amendments will not directly result in development and disturbance. For the purposes of the proposed action including the adoption of the CPU and zoning amendments, a generic environmental review is appropriate.

Various site specific land development projects occur in the Town of Pawling in accordance with the current Code's numerous laws regarding zoning, subdivision, stormwater, wetlands and other regulations. These laws were in place before and many more were enacted or amended after the adoption of the *Community Master Plan* of 1991. Individual development projects occur based on the objectives of property owners and applicants. The review of land development applications are regulated by the enacted laws and guided by the *Community Master Plan* of 1991. The laws and plan created the framework and perhaps opportunities for land development but did not directly result in site specific land development projects.

Similarly, the adoption of the CPU and zoning amendments will change the framework and the variety of opportunities for individual development projects. After the adoption of the CPU and zoning, site-specific land development will have to comply with the current unchanged laws and amended provisions pertaining to: the type of development proposed; its specific location; and the characteristics of the site and environs. As before, individual development projects will undergo thorough review in accordance with the NY SEQRA regulations and other environmental regulations.

This DGEIS addresses the potential generic impacts of the proposed action, including the CPU and zoning amendments. Future actions that will occur as part of implementation of the CPU may be subject to review under SEQRA. For example, the reviews of various aspects of the Town's zoning and regulations may result in additional future amendments to Pawling's laws. These proposed revisions will require additional review under the SEQRA regulations related to areas of the town affected and the nature of the changes set forth. Other implementation measures may require SEQRA review such as creation or expansion of water or sewer utility systems; construction to install pedestrian and streetscape improvements; and land disturbance to create trails.

IV. DESCRIPTION OF PROPOSED ACTION

The proposed project will involve: the adoption of the Comprehensive Plan Update (CPU); and related amendments to the Code of the Town of Pawling, Chapter 215 Zoning. The sections below elaborate on these aspects of the proposed action as well as the purposes; and social and economic considerations related to adoption of the CPU and proposed zoning.

C. Adoption of the Comprehensive Plan Update

The passage below contains excerpts of the CPU that provide an in depth description of the major aspects of the proposed action being evaluated in this DGEIS. Section IV, A. of the DGEIS, which summarizes the CPU, continues to page 16. Additional details and discussion are provided in the CPU included herein as DGEIS Appendix 1.

1. INTRODUCTION

The Town of Pawling's open spaces, scenic views, small town charm and rural character make it a beautiful place. Pawling's historical and cultural heritage, active volunteer organizations and excellent choices of private and public learning institutions, recreational facilities and programs, add to the quality of life. State and interstate highways and two Metro-North train stations make it accessible for citizens and guests.

The Town's beauty and quality of life, however, make it an attractive place for more people to live. Land development follows desirable places. If not properly managed, these pressures would begin to erode and undermine the very character of the community valued by residents and visitors.

This Comprehensive Plan Update (CPU) lays down a path to meet the challenge of these pressures by establishing well conceived goals, objectives, strategies and actions for the near term and long range preservation, enhancement, growth and development of the community. In the long run, fulfillment of the strategies and actions voiced in the comprehensive plan results in a community that closely resembles the "vision" identified through the planning process.

The current, adopted Town plan is the *Community Master Plan* of 1991 (The 1991 Plan), from which a comprehensive series of zoning amendments were initiated. Between the adoption of the 1991 Plan and now, a number of local laws were adopted establishing a usable framework for regulating land development and preserving the Town's natural features. While Pawling has embarked on comprehensive planning efforts in the last several years (2005 and 2008-2010), the progress of the Town's planning and implementation should be measured from the 1991 Plan as the only adopted plan. Therefore, this Comprehensive Plan Update (CPU) is an update of the 1991 Plan, which builds on previous draft plans and vision statements from recent planning processes; provides updated information; and expresses revised actions and strategies.

To use this CPU as a blueprint for building Pawling's future, the Town must set in motion the strategies and actions herein, which may involve:

- A more detailed inventory and assessment of certain aspects of community resources;
- A plan for preservation, enhancement of such resources or creation of new programs and amenities to highlight existing programs and resources;

- The review and adoption of zoning amendments, revised local laws and the investment of public resources to achieve the desired outcome; or
- The encouragement of partnerships of agencies and community groups to create and fund improvements or programs.

It is recommended that after the CPU is adopted, the Town Board should designate a CPU Implementation Committee to regularly review the progress of the plan's goals, strategies and actions.

2. BASIC STUDIES SUMMARY AND UPDATE

Section 2 of the CPU, entitled "Basic Studies Summary and Update", provides a brief description of the Town's existing conditions. This section is incorporated below in DGEIS section V, Environmental Setting.

3. COMMUNITY VISION

Pawling's overall vision statement draws from the several vision statements generated by the Community Visioning Process described in CPU sections 3.2 and 3.3, "Community Vision". The Comprehensive Plan drafted in 2010 included the numerous vision statements but did not assemble them into an overall vision. The CPU's Overall Community Vision Statement gives the community a cohesive outlook.

3.1 Overall Community Vision Statement

To responsibly and sustainably advance into the future, the Town's planned land uses must complement each other functionally, aesthetically, socially and economically. Protecting the community's quality of life depends upon guiding growth while maintaining the rural residential character; preserving natural resources (groundwater, wildlife, and open spaces) and the distinct and beautiful landscape, all supported by adequate services. Diversifying the housing stock, in harmony with stewardship of the natural environment, is a necessary step in the path towards a vibrant community. Pawling's unique scenic quality and "sense of place" is derived from the interrelationship between areas of undeveloped open space, pastoral farmlands and rural residential districts as well as the region in which it is located.

The community's interrelationships will be energized and supported by a cultural and economic core reflective of its changing social fabric. The options provided for economic development should capitalize on yet not erode the Town's outstanding quality of life. Decision-makers should be open to influences from neighboring communities and the New York metropolitan region while providing opportunities for local ingenuity. The Town should pursue a diverse economic base incorporating office and appropriate industrial development, agriculture, tourism, retail development and innovative entrepreneurial and small business activity. These activities should be focused around the Village's Central Business District and in other appropriate locations in the Town. The creation of such uses must be balanced with the conservation policies expressed herein.

The Town shall encourage an interconnected network of public and private recreational facilities and resources as part of a livable community with diverse opportunities for improving health and wellness. Parks, trails, recreation services, and open space improve the community's attractiveness as a place to live and work. Preserving the Town's heritage, amidst responsibly guided growth, bolsters the livability and character of the Town. The Town's historic and cultural identity should be incorporated in all decisions about land use and related infrastructural improvements.

Travel to and throughout Town should allow options for rapid and unencumbered travel as well as a preserved network of rural roads. Careful attention to the adequacy, funding and improvement of community facilities and utilities is required to meet the current and future needs of the Town. Such improvements should be accomplished while limiting increases in costs and negative effects on natural, historic or scenic resources.

The description of the community process and the vision statements as presented in the January 2010 draft plan are provided in CPU Appendix A.

4. Overall Goals and Objectives

An updated statement of overall goals and objectives is provided in Pawling's Draft CPU. It springs from the town's vision statements as the most recent expression of community's outlook for the future. These general statements are consistent with the 2010 vision statements; the draft 2005 plan objectives; the 1991 Plan development goals; and the purposes of the Town's zoning ordinance. The goals and objectives in section 4 of the CPU (paraphrased below) indicate that the plan should:

- A. Guide the future growth and development of the Town to maintain its rural, small town character and build on its assets. The community's plan should lead to the most beneficial and convenient relationships among the residential, commercial, industrial, public and natural areas within the Town.
- B. Protect and promote the quality of life, public health, safety, convenience, morals and general welfare of the community. Encourage sustainable development to make Pawling a vibrant, interconnected place.
- C. Provide adequate light, air and privacy, to secure safety from fire, flood and other danger and to prevent overcrowding of the land and undue congestion of population.
- D. Protect and conserve the scenic, rural and historic character, the natural environment, the social and economic stability and encourage the orderly and beneficial development of all parts of the Town.
- E. Encourage sustainable commercial, technological and light industrial development to locate in environmentally appropriate areas to enhance economic diversity and vitality. Provide policy guidelines for: the effective provision of infrastructure, facilities and services; and for private building development, investment and other economic activity.
- F. Provide a variety of housing types to suit varying needs, means, stages of life and desires.
- G. Ensure that development matches the availability and capacity of public and private facilities and services.
- H. Provide adequately for transportation, water, sewerage, schools, parks, conservation and recreation areas and other public requirements.
- I. Promote the most beneficial circulation of traffic throughout the Town, having particular regard to the avoidance of congestion and the provision of safe and convenient traffic movements.
- J. Protect streams, ponds, wetlands and watercourses from pollution; hazards and damage from stormwater runoff and flooding. Safeguard the water table and encourage the proper use and management of natural resources to preserve the character of the community.
- K. Ensure preservation and creation of open space and recreational lands, cultural and community facilities; and conserve and promote the Town's natural, historical and social resources.
- L. Preserve the beautiful topography and environmental aspects of the Town and ensure appropriate design and development that will highlight and protect these natural features.

5. STRATEGIES AND ACTIONS

5.1 Land Use

Several land development laws and procedures are in place in the Town of Pawling to both inspire and provide boundaries for responsible future growth and redevelopment. Section 5.1 of the CPU includes a two-page tabular summary of local laws enacted before and after the adoption of the 1991 Plan. Other levels of regulation addressing state, county and regional concerns add sufficient framework to the land use process.

The existing Code of the Town of Pawling is incorporated by reference as part of the CPU. In other words, it is part of the materials studied as part of the planning process but is not actually attached to the CPU document. The Code can be viewed at the Town Hall or on the internet from the Town's website.

Many of these existing laws, regulations and guidelines are tools that can be used to encourage better site design and more sustainable planning for flexible land use concepts. The CPU states that the Town should explore the "laws on the books" to see whether underutilized provisions would result in well-designed land development, which would add desirable uses to the community while preserving natural resources. For example, the Town, which became a Greenway Compact Community and adopted local law amendments (Chapter 29) in 2000, should be guided by Dutchess County's resources that espouse "smart" approaches to land planning. The Greenway philosophy balances economic development and tourism with protection of the open space, agricultural and cultural resources. The Greenway Guides can be found on the internet¹ through the Dutchess County Planning Department (DCPD).

Pawling's existing land use pattern is predominantly residential with large areas of open space or low-intensity land uses. Therefore residential, vacant, open, low-intensity and service uses take up 98.3% of the Town of Pawling. The remaining 1.7% of the Town's land is used for commercial (1.3% of the Town) and industrial (0.4%). Diversifying and strengthening the Town's commercial tax base and creating needed employment within these limited geographic boundaries represent significant challenges.

The Town's zoning and related land development regulations should be examined to consider whether adequate provisions are in place or whether future amendments are needed to:

- Establish new non-residential zoning districts and expand existing district boundaries;
- Create more flexible land use options including mixed uses in certain districts;
- Limit commercial development to areas of low environmental impact;
- Identify potential sites for the development of health care facilities including emergency care and other desired uses and services;
- Ensure that commercial development is compatible with the setting, scale, architecture and character of the Town;
- Develop pedestrian connections between commercial sites and into adjacent residential neighborhoods; and
- Provide guidelines and resources to encourage sustainable development, smart growth principals and green building practices.

¹ Dutchess County Greenways webpage (<http://www.co.dutchess.ny.us/CountyGov/Departments/Planning/17334.htm>), Dutchess County Planning Department website (<http://www.co.dutchess.ny.us/CountyGov/Departments/Planning/PLIndex.htm>)

Pawling can initiate better development practices by promoting the use of "green" building techniques for Town funded projects.

The Town should coordinate their land use strategy with the Village to ensure connectedness and consistency in use and design. Such coordination can be as simple as referring land development applications between each municipality; holding periodic joint meetings; or shared services or planning projects.

Route 22 Corridor

The configuration of existing uses and zoning along the Route 22 corridor should be examined for zoning modifications that would allow less intensive business uses on sites farther from intersections. Sites closer to the intersections of major or through streets; or commercial and industrial streets² with Route 22 would be reserved for more intensive commercial and mixed uses.

Holmes Hamlet

A small mixed-use development should be encouraged to complement current uses in this hamlet. It may be necessary to review and amend zoning districts to provide the opportunity for a workable mix of uses. The Town should assess the need for and consider constructing sidewalks and pathways along Route 292 to make Holmes more navigable for pedestrians, including a walkway between the Civic Center and the pond.

5.3 Zoning

Although the Town's code contains standards and requirements for specific uses; for development near certain features such as wetlands and floodplains; and for construction of roads, there are few guideposts for flexible, quality design of land uses and their improvements. As a Greenway Compact Community, Pawling committed to the statement of policies, principles and guides contained in Dutchess County's Greenway Connections.

Although these guidelines are available, the Town should review its zoning and other regulations in the future and consider creating design standards that would apply more broadly to land development throughout the Town. It is recommended that the site plan regulations and other aspects of zoning be refined to include updated site design standards or reference to a set of standards deemed acceptable to the Town.

As part of attention to higher-quality design and community character, the Town should consider creating an Architectural Review Board (ARB), which would serve in an advisory capacity.

Mixed Business-Industry Zoning

A recommended re-naming and revision of the I (Industry) district will be adopted as part of this CPU (see DGEIS Appendix 2 [CPU Appendix C]). The proposed MBI (Mixed Business-Industry) zoning district is located within the current boundaries of the I district so there is no expansion of the zone. The intent of the proposed mixed use zoning is to move the Town away from heavier industrial operations toward the possibility of complementary office, retail, hotel, service and light manufacturing businesses. The proposed set of uses would provide entrepreneurs with a broader array of options for development. Concurrently, a variety of businesses will offer residents a greater selection of employment opportunities.

² See Code of the Town of Pawling, Chapter A229, Section a229-9.

Route 22 Corridor

The CPU recommends zoning amendments that would allow a broader range of uses in the HB (Highway Business) zoning district. Amendments to bulk and supplemental requirements are also recommended for the HB zone to allow for more flexible design.

It is recommended that future review of the zoning should be done to consider permitting special uses where a parcel meets standards for proximity to Route 22 and a nearby intersection. The Town should also assess the most suitable use for residentially zoned parcels near Route 22 to determine whether mixed use or non-residential use should be permitted. Certain sites with proximity to intersections with Rte 22 would be allowed to have mixed uses or non-residential uses through a special permit process within the existing residential district. Alternatively, it may be appropriate to rezone specific parcels near nodes.

Holmes Hamlet

The Town is proposing amendments to the HA (Hamlet) zoning district as part of the CPU to add the uses: bed-and-breakfast; and accessory apartment, until a more thorough review of the HA zone uses can be done. Additionally, amendments to lot area and bulk requirements are proposed. These bulk changes will not alter building coverage requirements, yet will provide flexibility in the layout of proposed uses (see DGEIS Appendix 2 [CPU Appendix C]).

As part of the Town's future review of the HA zone, the need for augmentation of the district boundary should be studied. The Holmes area has the potential to become a more mixed-use settlement with the proper zoning configuration, which would allow the limited growth of services and businesses that would serve local residents and visitors. Expanding the HA boundary to fill in a gap would create a more complete hamlet configuration. The Town should consider including a defined area west of Holmes Road running from Herd and Tanner Road north to Denton Lake Road to the HA zone. This broadened district configuration would retain the hamlet's core area. It should be carefully laid out and studied before implementation.

General Review of Zoning and Regulations

The Town should review its land use pattern, described above in the Land use section, in which residential, vacant, open, low-intensity and service uses take up 98.3% of Pawling's land area. Given that the remaining 1.7% of Pawling's land is used for commercial (1.3% of the Town) and industrial (0.4%), there is an imbalance that limits the local economy. In order to diversify and strengthen the Town's commercial tax base and create needed employment, the Town's zoning and related land development regulations should be examined for obstacles to balanced economic growth. The Town should consider whether adequate provisions are in place or whether future amendments are needed as described in the land use section above.

The Town Building Department has recommended review and consideration of amendments for the aspects of the Town Code as summarized below:

- Addition of language governing compliance with approved site plans;
- A change in the Whaley Lake area zoning to permit suitable businesses near the lake;
- Changes and clarifications in zoning law definitions so they are based on updated language and standards;

- Adjustments to lot area and bulk regulations in hamlet districts and in other settlement areas recognizing the dilemma of undersized existing lots in areas where lower density zoning was enacted;
- Establishment of hamlet type zoning in the Whaley Lake and Woodinville areas;

The draft zoning amendments for the non-residential (I, HB and HA) districts are higher priority items for implementation. The Town should conduct a later review of the Schedule of Permitted Uses for the remaining zoning districts, which are residential zones of varying density. Certain uses may be considered as possible additions during the review of the permitted uses in these districts such as: farm stands; bed and breakfast establishments; retreat centers; and rural restaurants. Such uses would be permitted with sensitivity to the character of the area; and compliance with specific requirements. It may be necessary to regulate retreat centers and rural restaurants through a special permit process.

During this examination of uses, the Town should assess the adequacy, flexibility and usefulness of the existing lot areas and bulk regulations.

Existing zoning should be evaluated to consider whether there are adequate and effective provisions for preservation of and land development design that is sensitive to topographic and environmental features such as steep slopes; waterbodies, watercourses and wetlands; forests and other wooded areas; natural and cultivated fields and meadows; and other open, natural areas. For example, ridgeline development regulations may be considered for protection of the visual integrity of the Hudson Highlands.

The Town should commit to conducting a general review of its zoning and other regulations consulting with officials, boards, committees and other agencies involved in administering the Town's Code Chapters. This general review should be done on an annual basis. Recommendations and suggestions for amendments should be properly prioritized and coordinated with CPU implementation actions.

5.3 Housing

The Town should tap into the experience of the Affordable Housing Board (AHB) to review housing applications and projects pursued in the last ten or more years and identify successful and problematic aspects of housing development in Pawling. Observations from the AHB's experience would assist the Town in developing housing strategies, which should address the following identified housing needs:

- Senior citizen rental units and rehabilitation of owner-occupied homes;
- Creation of workforce, moderately-priced and affordable housing for employees of the Town's businesses and services and volunteers for the Town's services; and
- Dwellings for farm-related family members or farm workers.

The creation and implementation of a water and sewer service plan specifying expansion areas would facilitate the development of higher density and affordable housing in existing zoning districts that permit higher-density housing such as the R-1 and VRD districts.

The Town should facilitate the construction of accessory apartments attached to or in detached structures associated with single-family residences in many districts through review of and amendments to zoning.

5.4 Economic Resources

The Town must take advantage of its character; its place in the region; access to transit; and the attractiveness of its landscape, to persist in creating the types of businesses, services, and jobs it desires. Non-residential development consistent with its character that would complement but not detract from its cultural and natural features would be suitable. Working with existing Pawling zoning, regulations and the Greenway Guides, the Town should promote appropriate growing industries, services and mixed use development along the Route 22 corridor; near the crossroads of Routes 55 and 22; and in proximity to the Village of Pawling. Alternative energy; high-technology; and biotechnology business operations; and health-related; senior care; and lodging/conference services are good candidates for rural/suburban development sites with access to mass-transit and highways.

To increase the likelihood that such uses would consider Pawling's sites in existing business zoning districts, the Town should consider the amendments contained in Appendix C, which add clarity to permitted uses and flexibility to lot coverage and setback standards.

A recommended re-naming and revision of the I district, to become the MBI zone, is described above. The proposed set of uses would provide entrepreneurs with a broader array of options for development of sites within the current I district boundaries and a greater likelihood of filling the spaces created. Concurrently, a variety of businesses will offer residents a greater selection of goods, services and employment opportunities.

In addition to adopting the specific zoning amendments proposed in the CPU, the Town should review its existing land use pattern, described above in the Land use section, in which a very limited area (1.7% of the Town) is in commercial and industrial use. A remedy to this imbalance should bolster the Town's tax base and create needed employment. The Town's zoning and related land development regulations should be examined to consider whether adequate provisions are in place or whether future amendments are needed.

The public feedback obtained through the previous comprehensive planning process (2009-2010) identified other desirable uses, businesses or amenities that should be encouraged in Pawling including: "agri-tourism", heritage and environmental tourism; and expanded educational and cultural resource facilities.

Promotional efforts focused on transportation will support the economy and the quality of life in the community by attracting visitors, new residents and new employers. Funding should be obtained for preparation of streetscape design standards along the Route 22 and 292 corridors. The Town and its community groups should support the delineation of pedestrian and bicycle trail connections to existing pathways such as the Maybrook Rail Trail and other trails and recreational resources in the community.

Economic growth should build on the community's "core" consisting of: central business activities and locations; quality of life; and site and transit opportunities. Sustainable growth should introduce new businesses and industries that complement the character of the community; the talent in the labor pool; and related businesses and services. Focusing on central areas prevents growth in rural, scenic "hinterlands"; and brings visitors, new residents and customers and local-scale businesses to the current commercial areas.

5.5 Natural Resources

The Town should develop a long term strategy for periodic review of the Code Chapters regulating natural resources by first determining which of the Chapters has had the fewest amendments in the last 10 years. A 10-year timeline is recommended for review of laws or subsections of laws (zoning, subdivision, etc.) related

to natural resources and they should be coordinated with review of other related aspects of the code. A long-term review period also allows the Town to budget the professional, volunteer and legal assistance that will be needed to accomplish these tasks.

During this review, the following suggestions and concerns should be considered and addressed as needed:

- Disturbance, clearing; tree and natural vegetation removal and protection; and landscaping standards should be reviewed and updated;
- Research existing mapping resources for identification and approximate location of natural resources such as local wetlands, steep slopes, soils, etc., and add links to the Town website. Provide clarification in local laws that these resources are not substitutes for on-site survey or delineation;
- Consider amending the wetland regulations to include updated development standards; criteria for approval; and recommended mitigation techniques; and
- Evaluate the need for more intensive limitations or wider wetland buffers in locations of unique natural resources.

Local decision-makers should consider current sources of standards and regulations for development over or near groundwater resources. Then a determination should be made about whether amendments to local laws are recommended for the protection of water quality.

The town may wish to review the subdivision regulations and consider adopting a rural road standard for low-density subdivisions. Lower-impact street specifications would be created to reduce the width of right-of-way clearing; travel lanes and shoulders and incorporate pedestrian amenities.

5.6 Open Space, Recreation and Agricultural

The Town must consider the establishment of a committee to focus on open space and properly define the scope of their work. Such a committee may make an inventory of open spaces also described as “green infrastructure”, which would include preserved and undeveloped open lands; farms and forests; wetlands, waterbodies and waterways; public and private recreational lands and aspects of certain land uses. Depending on the group’s scope of work, the adequacy of recreational and open lands would be compared with the community’s needs. The committee would identify gaps in the green infrastructure network and prioritize needs for open space; parks; parcels for acquisition, preservation or improvement.

The Town should improve its partnerships with existing land trust and preservation groups by collaborating when appropriate in the inventory of resources and assessment of the community’s open land needs. Larger open space and recreation studies and plans should be reviewed so that Pawling’s directions in this regard link to networks. Such connections provide advantages to local residents and visitors.

Pawling’s assessment of and plans for parks and recreational facilities are found in its Parkland and Facilities Master Plan of 2009. It may be necessary to renew this study and plan over time to reflect changes in demography, recreational interests or facility use patterns. Since it is a recent plan, the community should evaluate its progress and implement feasible activities and improvements recommended therein.

The Town should sponsor a workshop by the NYS Department of Agriculture and Markets to encourage the participation of farmland owners in the Agricultural District Program. Pawling should initiate a partnership with farmers, agricultural agencies and historical interests to consider an event touring farm operations and

related historical sites and including activities at the Lakeside/Murrow park complex. Such an event would educate residents about of neighboring farms; attract visitors; and may spark associated ecotourism events.

In order to further highlight Pawling's rural, open character, the Town should explore the potential effectiveness of setting up a scenic roads program or the creation of scenic or historic overlay districts.

5.7 Historical, Cultural and Community Resources

The Town of Pawling should identify, inventory and make a map of sites, structures and locations of groups interested in historical and cultural resources. Creating partnerships with the Town Historian, the Historical Society of Quaker Hill and Pawling and other related community groups to would be an effective way to ensure a comprehensive collection of information for the inventory.

The findings of such an inventory should be compiled and presented to local decision-makers and interested parties. The inventory should be available for perusal at the Pawling Free Library or other community places to increase public awareness of Pawling's history and historic sites. The inventory should be accessible on the internet to promote linkage to other collections such as the Dutchess County Historic Resource Survey.

Pawling's cultural resources may also be related to educational, artistic, agricultural, religious or spiritual pursuits. A strong community is part of the quality of life. How the residents define their culture matters.

Community mapping should be given consideration as an effective tool for engaging the public in gathering materials and information for a comprehensive historical and cultural inventory. Citizens would explore and identify resources in a graphic, multi-media way that can generate enthusiasm amongst volunteer groups assigned such inventories. It is a process that can be made accessible to children and people of all ages. The internet is a source of free information for implementing such public participation. Community mapping can occur in on-line and non-internet activities and can incorporate contributions from many types of media from hand-drawn and written pieces to video and audio recordings. Participants can ultimately present materials in graphic, iconic or artistic form, which would become part of an on-line or physical map of the Town.

After completion of a comprehensive historical/cultural inventory, the Town recognizes the need to examine zoning, land development and environmental regulations to see how effectively they address historic preservation and cultural resources if fully utilized. Local decision-makers should consider current sources of standards and regulations for development on or near historic sites and for redevelopment of cultural or historic structures, improvements and building or site remains. Then a determination should be made about whether amendments to local laws are recommended for enhanced protection of these resources.

5.8 Municipal Services, Facilities and Infrastructure

The Town should conduct a feasibility study for central sewers in business zoning districts along Route 22. The location of nearby residential neighborhoods or the potential for development of medium to higher-density housing on lands near these zones along 22 are important elements of such a study or assessment.

Pawling should consider a similar study about the need for central sewerage to serve several remote neighborhoods on the west side of Town. These settled areas include groups of homes located on or near: West Dover Road; Denton Lake Road; Whaley Lake; and the west end of Routes 292 and 55. Depending on

available funding, the Town will have to prioritize the need for and consider phasing in sewer services to each of these areas. The option of decentralized sewage treatment systems should be explored. An additional aspect to consider will be whether a larger number of users, that is all of the neighborhood areas together, even though in out-of-the-way locations, would make the provision of central sewer services more feasible.

The Town should support continued efforts to fund an upgrade and expansion of the Pawling Waste Water Treatment Plant. An example of Pawling's economical approach to providing services to its residents is its participation in the PJSC and other ventures for shared services with nearby municipalities. The Town should study the feasibility of sharing specific municipal operations and implement shared services where possible.

5.9 Transportation

The Town should refer to the Route 22 Corridor Study regarding planning; zoning and subdivision regulations to determine which policies would benefit the community. One aspect worthy of reevaluation would be to re-define a compact growth area along the Route 22 corridor to the south and the north of the Village. This would be consistent with building on settled areas as it would utilize Route 22's frontage flanked by non-residential zoning and nearby neighborhoods.

The Town should consider the implications of plans for a feeder road on the south section of Route 22 with all development applications in this area. The Town Board and the Planning Board should review the related zoning language contained in Section 215-25 Feeder Roads to determine whether it should be updated in accordance with current regional and local plans and regulations. Pawling's official map should be updated to illustrate a conceptual feeder road location.

6. IMPLEMENTATION

The recommended strategies and actions set forth in this CPU will be implemented over many years. These must be outlined in an implementation schedule starting from the Implementation Outline table on the following pages. This schedule will generally describe the tasks involved and project the timeframes for initiation and completion of CPU strategies and actions. The Town should follow the priorities set by the Implementation Outline below. However, it may be necessary to amend the relative priorities and implementation schedule to address the availability of funding, the level of volunteer effort involved and other factors.

It is recommended that after the CPU is adopted, the Town Board should designate a CPU Implementation Committee to regularly review the progress of the plan's goals, strategies and actions. This Committee should conduct annual reviews of the Town's progress and make recommendations about re-prioritizing actions and strategies, as needed; when to use volunteer assistance; funding sources; and when review is needed by the Town Board or Planning Board on certain items.

The Town should commit to conducting a general review of its zoning and other regulations consulting with officials, boards, committees and other agencies involved in administering the Town's Code Chapters. This general review should be done on an annual basis. Recommendations and suggestions for amendments should be properly prioritized and coordinated with CPU implementation actions.

Town of Pawling Comprehensive Plan Update (CPU) Implementation Outline for 2012 through 2020			
Beginning Year	Finishing Year	Task Title and Description	CPU Strategy/Action Section(s) Addressed
2012	2013	Zoning/Regulations Review: Examination of zoning and land development regulations regarding balanced economic growth. Consider the need for amendments/rezoning.	Land Use; Zoning; Economic Resources
2012	2012	Zoning Amendments, Specific: Review and consider zoning amendments regarding specific provisions identified by the Building Inspector	Land Use; Zoning
2012	2014	Zoning Overview: General review of zoning regarding provisions for mixed use, flexibility, community character, walkability, sensitivity to natural resources and sustainability. Consider the need for amendments.	Land Use; Zoning; Economic Resources
2013	2014	Residential Zoning Overview: General review of residential and hamlet zoning regarding array of uses, bulk, limited non-residential uses, affordability and sustainability. Consider the need for amendments.	Zoning; Economic Resources
2013	2014	Hamlet Area Zoning: Study possible boundary change in Holmes; and consider establishing other HA zones.	Zoning; Economic Resources
2013	2015	Review of land development regulations: Evaluation of standards in subdivision and environmental regulations regarding provisions for flexibility, community character, walkability, natural resource protection and sustainability. Consider the need for amendments.	Zoning; Natural Resources
2013	2014	Housing Needs Assessment: Review of housing development and applications, and related Code provisions. Collaboration with stakeholders. Recommend actions to facilitate the creation of needed and desired housing.	Housing
2013	2015	Streetscape and Trail Amenities: Assessment, recommendations, and plan for commuter amenities and trail network by volunteers. Consultation with stakeholders would result in recommendations for amenities and funding.	Economic Resources; Transportation
2013	2016	Transportation Corridor and Transit Review: Collaboration with and review of plans/reports from state, regional and county transportation planning groups and Green Infrastructure Mapping group. Conduct community survey. Make recommendations for land use and transit linkages.	

Town of Pawling Comprehensive Plan Update (CPU) Implementation Outline for 2012 through 2020 (continued)			
Beginning Year	Finishing Year	Task Title and Description	CPU Strategy/Action Section(s) Addressed
2013	2016	Green Infrastructure Mapping: Inventory and review by a volunteer group of open space, recreation and agricultural lands and resources, related activities and plans. Collaborate with stakeholders and regional/county “green infrastructure” plans. Identify gaps and needed linkages; and make recommendations and prioritize needs.	Natural Resources; Open Space, Recreation and Agricultural
2014	2015	Central Sewage Treatment Assessment: Study of sewage treatment concerns in residential areas and consider feasibility of establishing community central sewage treatment systems.	Municipal Services, Facilities and Infrastructure
2016	2017	Code Review for Groundwater Protection: Evaluation of standards in subdivision and environmental regulations regarding provisions for groundwater resource protection. Consideration of regional/county regulations. Consider the need for amendments.	Natural Resources
2016	2026	Periodic Review of Environmental Regulations: Staged review depending on age (year adopted) of regulations. Recommend amendments if needed.	Natural Resources
2016	2017	CEA/ESA Inventory and Evaluation: Review and inventory by a volunteer group of established Critical Environmental Areas (CEAs) and Environmentally Sensitive areas (ESAs), related regulations and monitoring. Collaborate with stakeholders and “green infrastructure” mapping group.	Natural Resources; Open Space, Recreation and Agricultural
2016	2018	Historical Inventory and Access: Collaboration of historical groups to identify, inventory and map historical and archaeological resources. Consultation with stakeholders, community mapping group and recommend ways to make inventory/mapping accessible to the community.	Historical, Cultural and Community Resources
2016	2018	Community Mapping: Collaboration of community, cultural, educational and historical groups to identify, inventory and map community and cultural resources. Incorporate public participation. Consultation with stakeholders, historical inventory group and recommend ways to make inventory/mapping accessible to the community.	Historical, Cultural and Community Resources
2018	2019	Historical, Cultural and Community Resource Protection Assessment: Town Board and Planning Board review of Historical Inventory and Community Map regarding effectiveness of Town Code provisions to protect resources	Historical, Cultural and Community Resources

D. Adoption of Zoning Amendments

The Town of Pawling Town Board is considering Draft amendments to the Town Code Chapter 215 Zoning regarding the uses, bulk and supplemental requirements for the HA (Hamlet), HB (Highway Business) and I (Industry) zoning districts. The intent of the amendments is to include more uses; emphasize mixed uses; and provide more flexible bulk requirements in these zones. The zoning amendments, attached to the CPU as Appendix C, are proposed for adoption with the adoption of the CPU. Draft GEIS Appendix 2 also contains the Town Board's proposed zoning amendments.

The proposed zoning amendments are presented as a draft local law for adoption by the Town Board. The draft law details the changes needed through the various articles and sections of the Town's zoning law as outlined below and discussed in detail in the following sections:

- Article II Definitions, section 215-3 will include definitions for 3 new terms: accessory apartment; bed-and-breakfast establishments; and lodging and conference-event center.
- Article III, section 215-4 Districts enumerated; and the zoning map (corresponding to section 215-5) will be revised to change the name of the I (Industry) zoning district to be the MBI (Mixed Business-Industry) district.
- The Schedule of Permitted Uses corresponding to Article IV, section 215-15 will be revised to accomplish the following:
 - Add bed-and-breakfast establishments and accessory apartments to the HA and HB zoning districts;
 - Provide a broader range of uses in the HB zoning district; and
 - Rename the current I zoning district to become the MBI district; and
 - Emphasize mixed business uses and provide a broader range of uses, including lodging and conference-event center, in the MBI zoning district.
- The Schedule of Bulk Regulations, referenced in Article IV District Regulations, section 215-16 will be amended to provide flexibility with reduced yard setback requirements.
- Article V Supplementary Regulations shall be revised and renumbered to include the supplemental requirements for bed-and-breakfast establishments.
- Article V Supplementary Regulations, Section 215-31.1 Highway Business (HB) nonresidential zoning districts will be revised to increase the floor area ratio requirements and refer to the Dutchess County Greenway Guides.
- Article V, section 215-34, subsection J shall be revised to add accessory apartments to the list of uses, which corresponds to minimum off-street parking requirements.

It should be noted that although the name of the I district will change, the boundaries of the existing I zones will remain the same. Similarly, there are no changes to the boundaries of the HA or HB districts.

While the description above describes the mechanics of how the zoning law will change, the section below and the CPU sections on land use and zoning discuss the purpose of these amendments and how they will serve the community.

E. Purpose, Public Need and Benefits

The CPU includes strategies for examining existing resources, facilities, local laws and regulations. It also describes procedures for involving local and regional officials, agencies, volunteers, community groups and

citizens in inventories of the resources that define Pawling's character and quality of life. The consequence of such examination and inventory will be to improve the ways in which the Town values, protects and regulates its resources and growth.

Many of the strategies recognize the need to build on what is in place whether it is focusing development in existing settled areas or working through current laws to make them more effective. Actions such as considering creating an Architectural Review Board (ARB) or enacting scenic or historic overlay districts address the need for regulation where the community's character warrants further protection.

The benefit of involving volunteers and a broader array of the community in inventories is that participants are more invested in the resulting inventory and recommendations that will stem from such concerted efforts. Examination of existing resources and related laws and policies will point the Town to key imbalances and deficiencies in an otherwise well developed framework of regulations and services.

Mixed Business-Industry Zoning

The current Industrial (I) district in Pawling's zoning permits a limited array of uses, which may be preventing the location of desirable employers in Pawling. The existing Schedule of Permitted Uses contained in the Zoning (Chapter 215, Attachment 1) is included in the CPU as Appendix B.

The two I districts located south of the Village of Pawling on the west side of Route 22 are significantly constrained by wet areas, wetlands, Brady Brook and floodplains, which may be affecting their viability for development. The intent of the proposed changes to the zoning bulk standards is to make them more flexible allowing for design that will highlight natural features (Refer to DGEIS Appendix2 [or CPU Appendix C]). For example, the one-hundred-foot (100') front and rear yard setbacks will be relaxed to allow buildings and parking to be located on the sites without locating near wet areas. However, these bulk changes will not alter building coverage requirements. The existing Schedule of Bulk Regulations contained in the Zoning (Chapter 215, Attachment 2) is included in the CPU as Appendix B.

A recommended re-naming and revision of the I district will provide a different array of permitted uses. The intent of the proposed mixed use zoning is to move the Town away from heavier industrial operations toward the possibility of complementary office, retail, hotel, service and light manufacturing businesses. The proposed set of uses would provide entrepreneurs with a broader range of options for development of sites within the current I district boundaries and a greater likelihood of filling the spaces created. Concurrently, a variety of businesses will offer residents a greater selection of employment opportunities. The community may benefit economically from the creation of jobs, the potential for improved property tax revenues and multiplier effects of employees or visitors patronizing local businesses.

Route 22 Corridor

The Route 22 corridor is a natural location for commercial uses. The current Highway Business (HB) district in Pawling's zoning permits an incomplete selection of uses, which may be preventing the location of desirable businesses in Pawling. The Schedule of Permitted Uses contained in the Zoning (Chapter 215, Attachment 1) is included in the CPU as Appendix B.

The intent of the proposed revisions to the HB zoning district is to update and complete the HB zone to be in tune with the needs of residents and visitor from the surrounding region. The character of this area could be

enhanced by incorporating an appropriately expanded variety of uses. Such changes may increase the likelihood that business property owners can suitably develop and maintain business space for potential entrepreneurs.

Similarly, the purpose of the proposed changes in the HB zone bulk requirements is to make them more flexible allowing for design that addresses narrower properties with less land area. The increase in the maximum permitted floor area ratio encourages second floor uses consistent with the character of buildings in the Village. The ability to create more leasable area on each property gives owners the potential to improve the financial viability of buildings along the Route 22 corridor. However, these bulk changes will not alter building coverage requirements.

Holmes Hamlet

The Holmes Hamlet's core area is in the Hamlet Area (HA) zoning district running along Route 292 and the future rail trail (abandoned rail bed) and Herd and Tanner Roads. The Town is proposing amendments to the HA district as part of this CPU to add the uses: bed-and-breakfast; and accessory apartment. The intent of these changes is to allow limited apartment and lodging uses that would be accessory to existing residences.

The amendments proposed to the lot area and bulk requirements in the HA zone will allow flexibility in development design for properties with less land area. These bulk changes will not alter building coverage requirements, yet will make the layout of proposed uses more feasible.

V. ENVIRONMENTAL SETTING

This section provides a brief description of the Town's environmental setting, which is Section 2, the "Basic Studies Summary and Update" from the Draft CPU. The section below, and the same section in the Draft CPU, makes reference to CPU Appendix A, Excerpts of the Town of Pawling, Comprehensive Plan Draft, January 2010, which contains elaboration on the Town's existing conditions. The Draft CPU and its appendices are incorporated by reference into this DGEIS.

CPU Section 2. BASIC STUDIES SUMMARY AND UPDATE

2.1 Summary of Draft Comprehensive Plan 2010 Existing Conditions

The Town of Pawling Draft Comprehensive Plan of 2010 was prepared through the efforts of the Town Board, the Comprehensive Plan Steering Committee, Town Staff, the Dutchess County Planning Department and the Town's Planning Consultant, Patrick Cleary, AICP. The Draft 2010 Plan provides information about the current conditions of the Town. The Comprehensive Plan Update (CPU) provides excerpts of the Draft 2010 Plan in Appendix A, making this information part of the ongoing comprehensive planning process. The summaries below, based on revised versions of the "existing conditions" presented in the Draft 2010 Plan, give a snapshot of important facets of the Town.

Demographics

The Town's 2000 population of 5,288 is projected to continue growing, reaching approximately 6,396 residents by 2025. The Village will grow as well. This population is today primarily middle aged. As in most communities, the trend of residents aging in place will increase the community's demand for local health care and associated services. The Town's well educated and generally affluent work force is primarily employed in white collar professions. While the Town's current poverty rate of 1.7% is low, the provision of services to residents in need, including the provision of work force housing, will become increasingly important priorities in the years ahead.

Land Use

Pawling's existing land use pattern is predominantly single family residential accounting for 41.2% of the Town's land area. There are 7,444 acres of vacant land and additionally 4,208 acres of potentially subdividable land, which means that nearly 43.2% of the Town (11,652 acres) remaining potentially available for future development. While a portion of this land is constrained environmentally or burdened by various development restrictions, this situation is by one of the most important land use issue facing the Town today. Fortunately, 12.7 percent of the Town (3,430.7 acres) is permanently preserved and protected as public park or conservation lands.

Commercial land uses occupy only 342.5 acres or 1.3% of the Town. Diversifying and strengthening the Town's commercial tax base within these limited geographic boundaries represents a significant challenge.

Zoning

The Town's current Zoning Ordinance (Pawling Code Chapter 215) was adopted in 1978 and was significantly amended after the Town's Master Plan of 1991. Numerous amendments have been made through the years

to update the Town's zoning. Additional laws and regulations govern land use and development; natural resource protection; community services and facilities as are described in the CPU section about "Strategies and Actions".

Housing

Most of the Town's housing stock (86%) consists of single family detached homes. The rest of the housing consists of two family homes or accessory apartments. There are very few multi family residences in Town. As presented in the Housing section of the Draft 2010 Plan, about ¼ of households in the Town are cost burdened (paying more than 30% of their annual income on housing). The community does not provide a range of housing types and costs options to meet the needs of all residents, including single-parent households, senior citizens, young people entering the workforce, empty nesters and families with fixed or limited incomes. Expanding the range of housing options in Pawling is an important priority.

Natural Resources

Pawling's natural resources in many ways, define the character of the community. The community is set within the characteristic ridge and valley land form of the Harlem Valley with the Great Swamp dominating the central valley. Between the hills and slopes, Pawling is a watery place underlain with fragile ground water resources; and interlaced with 166 miles of brooks, streams and rivers; 17 lakes and ponds draining to 4 separate watersheds; and 516 separate wetlands covering 3,559.8 acres. Forest, field and watery habitat areas provide a haven for diverse vegetation and abundant wildlife. Pawling is a place with an extraordinary natural heritage. If left unprotected, development pressures have the potential to greatly diminish these resources thereby detracting from the quality of life of the community.

Open Space, Scenic & Agricultural Resources

Large tracts of open space, agricultural lands and remarkable scenic beauty define an aspect of Pawling's "sense of place". Current and anticipated development pressures put at risk this distinctive character. Currently 3,430.7 acres (12.7%) of the Town's open spaces are permanently preserved and protected. Preserving the Town's working agricultural landscape is also a high priority. Today the Town supports 3,171.2 acres of agricultural land, including 109 parcels located within agricultural districts. The Nature Conservancy has a preserve in Town known as the Pawling Nature Reserve, which has trails for use by the community. The Oblong Trail Association also has trails that are available for use by members. Other organizations retain open land and facilities that give members and others from the community places where there is access to open, scenic and waterfront areas.

Transportation

The Town's transportation network strongly influenced the growth and development of the community. While the Metro North railroad literally bisects the Town, it is the residents' reliance on the automobile that defines the community. Over 88 miles of roadways run throughout Town. Route 22 is the main arterial and commercial spine of the Town. Its physical limitations result in traffic congestion along the corridor which in turn inhibits north/south traffic flow, with obvious consequences. Traffic rates are projected to grow at 3– 4% per year into the foreseeable future.

Municipal Service & Infrastructure

The Town of Pawling provides a typical array of administrative services run by the Town Board including court, clerk, building, zoning and planning, tax assessor and receiver including other departments such as recreation. Public water supply provided by the Village serves limited areas of the Town. Otherwise privately-run community systems and individual wells supply water to the rest of the Town. In most of the Town, sewage is treated primarily by on-site individual subsurface sewage disposal systems with limited areas being served by a system run by the Pawling Joint Sewer Commission. Police protection is provided by the Dutchess County Sheriff's Office who coordinates additional services by the New York State and Metro-North Police. Fire protection and community services are run by volunteer organizations. The library is run by a community organization as well. The Pawling Central School District is run by the local school board and funded by tax revenues and state aid.

The provision of public safety services, fire protection services, health care, social services, education, library, water supply, sewage disposal, utilities and solid waste management are essential governmental responsibilities which must be carefully managed in the years ahead.

Economic Resources

The Town of Pawling's economy draws from and enhances that of the Village. The Village's central business district provides the traditional economic core for the community, while the Route 22 corridor affords larger scale commercial opportunities. Holmes and Whaley Lake have limited commercial development potential. Together these distinctly different, yet wholly complementary areas form the foundation of the local economy.

By far, most of Pawling's workers (1,122) are employed in service businesses. Within this category, the largest group (20.8%) is employed in the "educational, health and social service" category. There are 333 businesses currently located within the Town and Village employing 2,924 workers and accounting for \$699,503,000 in annual sales. Wholesale trade accounts for the largest segment of sales \$252,436,000. The majority of local retail workers (244 employees) work at eating and drinking establishments. The local traditional manufacturing sector employs only 40 workers in 8 establishments.

Recreation Resources

Prior to 2003, Town-owned recreational resources were relatively modest, consisting primarily of the 73 acre Murrow Park. In March of 2003, the Town acquired the Holiday Hills Conference Center, a 292 acre property containing a 36 acre lake and 24 buildings, right next to Murrow Park. The Town used this property to create Lakeside Park, which more than quadrupled the Town's park land acreage. Today, the Town's inventory includes 8 parks in 405.5 acres of parkland.

There are no State or County parks in Pawling, however approximately 5.2 miles of the Appalachian Trail runs through the northern portion of the Town. In addition to public recreational facilities, a number of private recreational facilities are located in Pawling, including the Quaker Hill Country Club, Whaley Lake Marina and several private camps.

The Nature Conservancy's Pawling Nature Reserve has trails for use by the community. The Oblong Trail Association's trails are available for use by members. Other organizations retain open land and facilities that give members and others from the community places where there is access to open, scenic and waterfront areas for active and passive recreational activities.

Historic & Cultural Resources

Pawling enjoys a rich and deep historic legacy including Mahikan Native American burial grounds; Baptist settlers; Quaker abolitionists; George Washington's temporary headquarters; and resorts in the late 1800's. Three sites are listed on the Federal Register of Historic Places, including the Akin Free Library, the Oblong Meeting House and the John Kane House.

2.2 Demographic Update

The results of Census 2010 have been compiled by the Dutchess County Planning Department in reports on population change and housing.³ The Town's 2010 population of 6,166 represents an increase of nearly 16% from 2000. This rate of increase exceeds Dutchess County's population growth of 6% from 2000 to 2010. Previous projections indicate that the growth will continue, reaching approximately 6,396 residents by 2025. Pawling continues to have a primarily middle-aged population with 45% of residents between the ages of 35 and 64. Children and youth, persons 17 years or younger, make up nearly 25% of the population. About 15% of residents are 65 years old and over. Given the number of people in their middle years and beyond, it is likely that residents aging in place will continue to increase the community's demand for local health care and associated services.

Pawling's increase in the number of housing units of 20% is consistent with yet exceeds the increase in overall Town population. This would indicate smaller household size or the presence of second homes. Housing growth in Pawling exceeds Dutchess County's increase of nearly 12% highlighting the desirability of the Town for people seeking homes. Of the 2,597 housing units in Pawling, 2,189 are occupied and 408 are considered vacant.

* * * * *

As noted above, Section 2 of the Draft CPU makes reference to CPU Appendix A, Excerpts of the Town of Pawling, Comprehensive Plan Draft, January 2010, which contains elaboration on the Town's existing conditions.

³ Change in Population; and Housing Units, 2000-2010 U.S. Census by Municipality, Dutchess County Planning Department website (<http://www.co.dutchess.ny.us/CountyGov/Departments/Planning/PLIndex.htm>).

VI. IMPACTS AND MITIGATION

Each section below describes potential impacts of the proposed action and identifies necessary mitigation measures.

H. Land Use and Zoning

Potential Impacts

Adoption of the CPU will provide an updated set of strategies and actions that will guide growth and development of the Town based on recent public participation (hearings on draft plans and visioning processes) and current information about Pawling's existing conditions. Implementation of the CPU will involve official, volunteer and consultant efforts to conduct the activities set forth therein as outlined in CPU section 6. According to the Implementation Outline, approximately 17 general tasks will be initiated and completed over an 8-year period if the activities adhere to the schedule proposed in the outline.

The CPU recommends that the Town consider establishing an Architectural Review Board (ARB). Implementation of the CPU would potentially result in the creation of an ARB that would provide advisement on the architectural quality of specified types of land development. The role of the ARB would potentially improve the aesthetic quality of development and thus enhance the character of the community.

The proposed amendments to the Code of the Town of Pawling, Chapter 215, Zoning are intended to increase the feasibility of use and development in the existing non-residential zoning districts. Please refer to DGEIS Appendix 2 (CPU Appendix C). This approach improves opportunities on existing land zoned for business, service and industrial uses rather than rezone more land to these districts. The existing I (Industry) zoning district will be renamed to become the MBI (Mixed Business-Industry) zone occupying the same district boundary.

The HA (Hamlet), HB (Highway Business) and resulting MBI (Mixed Business-Industry) zoning districts are generally located in settled areas of the town or occupy developed business areas. Therefore, the proposal to change current zoning district to make use, development and redevelopment more feasible focuses future development on existing core and developed areas as compared to rezoning additional lands to create new business districts.

Adoption of the proposed zoning amendments will result in the potential for a larger number of permitted uses in the HA, HB and resulting MBI zoning districts. However, no lands are being rezoned in the proposed zoning amendments. Therefore, these additional uses will be permitted within the current district boundaries of the HA, HB and I zoning districts as the boundaries of these districts will not be changed.

For example, two new uses will be added to the HA zoning district located in the settlement area known as Holmes. The HA district will remain in the same configuration. The uses currently permitted in the district will still be options for use and development. However, the properties in these districts may now be used or developed for bed-and-breakfast establishments as special uses as result of these amendments. The HA zone will also permit accessory apartments as an added option to the list of accessory uses.

The HB zoning districts located on the west side of Route 22 north of the Village of Pawling and adjacent to both sides of Route 22 south of the Village will remain in the same configurations. The uses currently permitted in the district will still be options for use and development. However, the properties in these districts may now be used or developed for principal uses added to the existing HB districts such as: banks and credit agencies; bed-and-breakfast establishments; food, grocery and general merchandise stores; food preparation, processing and product development; and studio or gallery. The HB zone will permit accessory apartments as an added option to the list of accessory uses. Warehouse and wholesale business uses will be special uses in the HB district as a result of these amendments.

The I (Industry) zoning districts will be renamed to be the MBI (Mixed Business-Industry) districts as a result of the proposed zoning amendments. The newly named MBI districts will still be located on the west side of Route 22 south of the Village of Pawling; and on the south side of Old Route 55 at the Town's western boundary. The new MBI districts will remain in the same configurations but the permitted uses will be changed to emphasize business and service uses and make industrial-type activities special uses. The uses currently permitted in the district will still be options for use and development, yet some uses will become special uses. However, the properties in these districts may now be used or developed for principal uses added to the MBI districts such as: amusement and recreation facilities; banks and credit agencies; bar or tavern; food preparation, processing and product development; lodging and conference event center; medical or dental clinics; and restaurants.

Industrial and manufacturing uses will continue to be permitted however will be special uses in the MBI district as a result of these amendments. Other uses that will become special uses in the MBI zone will include: motor freight terminal; quarrying and mining; storage of flammable substances; warehousing, storage and wholesale business. Two uses will be added to the list of special uses in the MBI district as a result of these amendments: hospital, clinic and nursing home; and shopping center.

Although the additional uses described above will be permitted in the above described zoning districts, these changes only create the opportunity for such use and development. The addition of these uses may increase the feasibility of use or development of lands in these districts. Existing uses may be converted to other types of businesses or offices based on these newly added uses. Vacant structures in these districts may be converted to occupied business space following these changes. Similarly, vacant land may be proposed for development to create new business or office space and/or new dwellings (accessory apartments). As with any new land use or new development there will be a variety of effects on surrounding land uses, the environment, and the community both positive and negative. These effects will be considered as part of the planning, zoning and environmental review of each individually proposed development.

A consequence of the adoption of the proposed zoning amendments will be the introduction of more flexibility in the design of newly developed or redeveloped land uses as a result of more relaxed yard setback requirements for uses in the HA, HB and MBI zoning districts. Frontage is reduced in the HB district from 200 feet to 150 feet. Please refer to the table below which illustrates the proposed changes in the front, side and rear setback requirements in the HA, HB and MBI zoning districts.

The changes in the HB and MBI districts' bulk standards are more substantial. For example, the front yard requirements of 100 feet in both districts will be reduced to 25 and 30 feet in the HB and MBI zones, respectively. The intent is to have buildings closer to the roads on which they have frontage and provide room for parking behind buildings. Buildings facing roads, with sidewalks, landscaping and pedestrian amenities, as compared with an expanse of parking in front of a structure, visually orients them toward the

community. Travel routes bordered by parking areas with buildings set back further from the road makes such uses seem remote from the community. This kind of design is not consistent with the Dutchess County Greenway Guides.

Excerpt of Proposed Amendments to Schedule of Bulk Regulations				
Minimum Yard Dimensions 63				
	Front	One	Both	Rear
District	(feet)	(feet)	(feet)	(feet)
HA	30 ² <u>25</u>	30 <u>20</u>	60 <u>45</u>	25 <u>25</u>
HB ¹	100 ⁵ <u>25</u>	25 <u>20</u>	50 <u>45</u>	30 <u>25</u>
MBH	100 <u>30</u>	50 <u>25</u>	100 <u>55</u>	100 <u>50</u>

The supplemental requirements for the HB district, contained in Pawling’s Zoning, section 215-31.1 are proposed for amendment to increase the permitted floor area ratio. Floor area ratio is the gross area of all the floors of a building in square feet divided by the area of a lot in square feet. In comparison, coverage refers to the percentage of a lot covered by the combined ground level area of all buildings or structures on a lot. The floor area ratio for the HB district according to the supplemental regulations was 0.30 or 30 percent. The coverage in the current bulk regulations for HB uses is 35 percent. Taken together, these standards would limit buildings in the HB zone to 1-story buildings thus limiting the uses and leasable area on each property. The character of the Village and surrounding neighborhood areas is in part defined by 2-story residential and mixed use structures. Increasing the floor area ratio to 0.70, thus permitting second floor development, makes the resulting supplemental requirements more consistent with the character of existing development.

Therefore the proposed amendments increase the development potential of properties in existing zoning districts without expanding the area in the community designated for non-residential development. Although development potential in terms of gross floor area may be increased, there is no proposed increase in building coverage, that is, the area covered by a structure’s ground floor. Additionally, the amendments do not change the minimum lot size requirements in the HA, HB or resulting MBI zoning districts.

The strategies of the CPU call for examination of the relatively small proportion of land used for commercial and industrial uses (1.7%). The changes above may increase this proportion by making existing zones more usable. The Town’s zoning and related land development regulations will be examined to consider whether adequate provisions are in place or whether future amendments are needed to:

- Establish new non-residential zoning districts and expand existing district boundaries;
- Create more flexible land use options including mixed uses in certain districts;
- Limit commercial development to areas of low environmental impact;
- Identify potential sites for the development of health care facilities including emergency care and other desired uses and services;
- Ensure that commercial development is compatible with the setting, scale, architecture and character of the Town;
- Develop pedestrian connections between commercial sites and into adjacent residential neighborhoods; and

- Provide guidelines and resources to encourage sustainable development, smart growth principals and green building practices.

The above strategies have the potential to provide beneficial effects by increasing the potential for mixed uses and desired services; and development consistent with community character, pedestrian-orientation and other sustainable or smart growth concepts.

However, the CPU objective recognizing the potential for creation of new non-residential zoning districts or expansion of existing districts must be carefully considered. Since the Town has not committed to creating or expanding districts, this DGEIS cannot include an examination of sites and possible effects of such rezoning. Therefore, proper planning studies and an environmental review must be conducted when the Town has identified specific lands for rezoning if the Town determines that this is needed. Similar planning and environmental review would be needed for zoning amendments adding uses or changing bulk requirements, supplemental requirements or standards. Adoption of the CPU does not commit the Town to rezoning of any lands, only to considering whether rezoning is necessary. However, adoption of the CPU does obligate the Town to conduct required planning and environmental review if it determines that additional lands will be zoned for non-residential uses.

There are no adverse impacts identified for land use and zoning aspects of the adoption of the CPU and proposed zoning amendments. However, CPU strategies that may lead to future rezoning actions result in the need for undetermined effects that must be studied at a later date.

Mitigation

Since no adverse impacts have been identified for land use and zoning aspects of the adoption of the CPU and proposed zoning amendments, no mitigation is necessary. However, CPU strategies that may lead to future rezoning actions result in the need for proper planning studies and environmental review to be conducted in the event that the Town has identified specific lands for rezoning. Such review must fully consider the characteristics of the land identified for rezoning; the nature of the uses, standards and requirements proposed in the zoning; and the potential effects on the site, surrounding lands and community character.

I. Housing and Economic Resources

Potential Impacts

Adoption of the CPU will provide an updated set of strategies and actions that will guide growth and development of the Town, including an objective to make an assessment of housing need based on available studies and information. This assessment will involve consultation with agencies and community groups and will address the following identified housing needs:

- Senior citizen rental units and rehabilitation of owner-occupied homes;
- Creation of workforce, moderately-priced and affordable housing for employees of the Town's businesses and services and volunteers for the Town's services; and
- Dwellings for farm-related family members or farm workers.

The Town will also examine its zoning, subdivision regulations and other pertinent local laws to determine whether modifications would facilitate the development of a range of needed housing types. The CPU's

stated objective to encourage open space subdivision design is protective of natural resources as it generally results in less disturbed area and designated open land.

The proposed zoning amendments include provisions for accessory apartments in 2 zoning districts (HA and HB). The creation of accessory apartments adds potentially lower cost rental housing to the available dwellings in the Town. The addition of an accessory apartment to a single-family home can also improve the affordability of homeownership for certain households as it creates income that can be used to cover housing costs.

The CPU strategies primarily involve use of existing studies and current zoning to encourage housing development addressing various needs. The CPU discusses creating a plan for water and sewer service specifying expansion areas. This would serve to increase the likelihood of housing being constructed in existing residential zoning districts such as the VRD (Variable Residential Density) zone which already permits higher-density housing.

Since the housing section of the CPU does not include any recommended actions that would increase the density of housing in the community, there are no identified adverse impacts on the community. Development of additional housing based on existing zoning would increase demand for school, public, community and utility services but would be consistent with development anticipated by the currently permitted densities.

The initial actions proposed to enhance Pawling's economic resources are the zoning amendments that will be adopted as part of the CPU discussed in the Land Use and Zoning section above. These amendments will increase the feasibility of development in the existing HA, HB and resulting MBI zoning districts.

The strategies in the CPU's Land Use, Zoning and Economic Resources section that recognize the potential for creation of new non-residential zoning districts or expansion of existing districts must be carefully considered. Since the Town has not committed to creating or expanding districts, this DGEIS cannot include an examination of sites and possible effects of such rezoning. Therefore, proper planning studies and an environmental review must be conducted when the Town has identified specific lands for rezoning if the Town determines that this is needed.

Similar planning and environmental review would be needed for zoning amendments adding uses or changing bulk requirements, supplemental requirements or standards. Adoption of the CPU does not commit the Town to rezoning of any lands, only to considering whether rezoning is necessary. However, adoption of the CPU does obligate the Town to conduct required planning and environmental review if it determines that additional lands will be zoned for non-residential uses.

The Economic Resources section also identifies strategies to attract desired uses; to improve the proper design of development; to enhance quality of life and to focus on promotion and improvement of transportation and related amenities. Implementation of these strategies will have potentially beneficial effects on community character and quality of life.

There are no adverse impacts identified for economic resource aspects of the adoption of the CPU and the related proposed zoning amendments. However, CPU objectives that may lead to future rezoning result in the need for undetermined effects that must be studied at a later date.

Mitigation

Since no adverse impacts have been identified for housing and economic resource aspects of the adoption of the CPU and proposed zoning amendments, no mitigation is necessary. However, CPU strategies that may lead to future rezoning result in the need for proper planning studies and an environmental review to be conducted in the event that the Town has identified specific lands for rezoning. Such review must fully consider the characteristics of the land identified for rezoning; the nature of the uses, standards and requirements proposed in the zoning; and the potential effects on the site, surrounding lands and community character.

J. Natural Resources

Potential Impacts

The adoption of the CPU commits the Town to implementation of the strategies and actions recommended therein. A number of these recommendations are intended to examine Pawling's zoning, subdivision and other regulations and determine whether they are effective in their protection of various resources such as trees and forests; wetlands; and groundwater. Pawling has numerous laws in place that address to regulate certain land use and development activities. However, except for the recently adopted stormwater and illicit discharge regulations, several of these laws were adopted 10 or 20 years ago. Even with current amendments, periodic review of these laws is necessary so they are administered according to current environmental standards.

One of the CPU's actions involves evaluating the condition of designated Critical Environmental Areas (CEAs) and Environmentally Significant Areas (ESAs) to determine whether they are properly monitored and regulated. A partnership recommended in the CPU would map aspects of the community's "green infrastructure".

The above-described strategies and actions involve making an updated record of existing natural resources and significant areas; and a review of laws intended in part to protect natural resources. Since they are protective of the Town's natural resources, they will not have an adverse impact on the environment.

The proposed zoning amendments contained in DGEIS Appendix 2 and discussed in the Land Use and Zoning section of this DGEIS will add specific uses to 3 zoning districts. The proposed additional uses are consistent with the character of the districts in which they are proposed. For example, the addition of accessory apartments in the HA and HB districts complement existing homes and businesses in these areas. An apartment over a store or office is a source of revenue to the property owner and provides housing near workplaces, shopping and public transit routes.

The proposed business uses in the HB and MBI districts add a variety of business and service uses, which are consistent with mixed business areas located in the core of Pawling near the Village. For example, some of the new uses proposed for the MBI district such as: amusement and recreation facilities; banks and credit agencies; bar or tavern; food preparation, processing and product development; lodging and conference event center; medical or dental clinics; and restaurants, are consistent with a mixed business site. Industrial and manufacturing uses will continue to be permitted however will be special permit uses in the MBI district as a result of these amendments. Special permit uses are required to comply with additional standards related to the nature and intensity of such uses.

The proposed zoning amendments also relax yard setbacks in the HA, HB and resulting MBI districts, however, the required coverage for each zone will remain the same. Therefore, flexible setbacks, which are intended to improve site design and provide room for parking behind buildings, will not result in increases in impervious surface areas in land developed according the amended zoning. The increases in the floor area ratio provisions related to the HB district supplemental requirements will allow proposed uses to have second floor area. Yet these changes will not result in increases in the site coverage or resulting impervious surface areas in land developed according the amended zoning.

The adoption of the CPU and its implementation will involve measures that are consistent with sustainable land development and protection of natural resources. Therefore, no significant adverse impacts have been identified.

Mitigation

Since no adverse impacts have been identified for natural resource aspects of the adoption of the CPU and proposed zoning amendments, no mitigation is necessary. However, CPU objectives that may lead to future amendments to local laws related to these resources will result in the need for proper planning studies and an environmental review.

K. Open Space, Recreation and Agriculture

Potential Impacts

The adoption of the CPU commits the Town to implementation of the strategies and actions recommended therein. One of the CPU's strategies involves making an inventory and mapping aspects of the community's "green infrastructure" including open space lands, recreational facilities and agricultural lands and operations. These strategies encourage partnerships with related local and regional community groups and the group appointed to evaluate CEA's and ESA's. The use of existing local and regional open space and recreational plans is recommended as the intent is to identify gaps in the community's "green infrastructure" within a larger framework.

Identifying where open land or recreational amenities are needed will provide specific guidance when land development proposals are presented for review by the Planning Board. Partnership with related groups leads to potential for collaboration of volunteer effort and funding for desired land acquisition, preservation or recreational improvements. These partnerships result in agreements for linkages between open space and recreational resources.

Specific strategies are recommended in the CPU in recognition of the role farms play Pawling's landscape such as: open space design with agricultural easements; and transfer of development rights to retain prime farmland. Implementation of the CPU will involve evaluating the effectiveness of a scenic roads program and creation of scenic overlay districts.

The adoption of the CPU and its implementation will involve measures that are protective of open space, recreational, agricultural and scenic resources. Therefore, no significant adverse impacts have been identified.

Mitigation

Since no adverse impacts have been identified for open space, recreational and agricultural resource aspects of the adoption of the CPU and proposed zoning amendments, no mitigation is necessary.

L. Historic, Cultural and Community Resources

Potential Impacts

The adoption of the CPU and implementation of the strategies and actions recommended therein includes identifying, inventorying and mapping aspects of the community's historical and cultural resources. The inventory would locate sites, structures and groups interested in and having additional information about these resources. The CPU strategies encourage partnerships with related local and regional officials and community groups to ensure an inclusive collection of information.

Historical, cultural and community information should be accessible to the public and the larger community. The Town and its community groups should consider the merits of community mapping; posting aspects of the inventory on the internet or other methods maximizing availability of the collected inventory to the local and regional community.

Specific strategies are recommended in the CPU including examination of zoning, land development and environmental regulations to decide whether historical and cultural resources are adequately protected. Amendments to local laws may be recommended. Implementation of the CPU will involve evaluating the effectiveness of creation of historic and scenic overlay districts.

The adoption of the CPU and its implementation will involve measures that are protective of historical, cultural and scenic resources. Therefore, no significant adverse impacts have been identified.

Mitigation

Since no adverse impacts have been identified for historical, cultural and scenic resource aspects of the adoption of the CPU and proposed zoning amendments, no mitigation is necessary.

M. Municipal Services, Facilities and Infrastructure

Potential Impacts

The adoption of the CPU commits the Town to implementation of the strategies and actions recommended to address municipal services, facilities and infrastructure. The expansion or creation of new sewer services in existing settled areas is consistent with a sustainable development approach by providing services for compact development near community centers. The recommendation to conduct a feasibility study about the creation of central sewage collection and treatment systems for remote hamlet and neighborhood areas addresses the public need for such services. In settled areas with higher densities of homes and individual septic systems, particularly where homes encircle lakes, the Town must consider threats to public health, and ground and surface water quality.

The Town will also continue to support efforts to fund an upgrade and expansion of the Pawling Waste Water Treatment Plant. The upgrade will serve existing users, which are located primarily in the Village with smaller areas in the Town. The expansion and upgrade will serve additional existing and potential users in parts of Town near the Village and along the Route 22 corridor. The support of upgraded, expanded sewer services would be consistent with the implementation of the CPU's economic, housing, land use and zoning strategies, which foster compact mixed land uses near core community areas.

The CPU's strategies regarding sewer services are consistent with sustainable development and address concerns about public health, and ground and surface water quality. Therefore, no significant adverse impacts have been identified.

Mitigation

Since no adverse impacts have been identified for aspects of the adoption of the CPU and proposed zoning amendments related to municipal services, facilities and infrastructure, no mitigation is necessary.

N. Transportation

Potential Impacts

Pawling's CPU includes numerous strategies focused on development in settled areas, which is consistent with the recommendations in the Poughkeepsie Dutchess County Transportation Council (PDCTC) Route 22 Corridor Management Study.

The CPU's recommends consideration of plans for a feeder road on the south section of Route 22 would potentially result in safer access for existing and future development in this area.

The review of road standards and the potential for adoption of rural road standards would be protective of natural resources by reducing the area of land disturbance related to new road construction for certain projects.

The CPU's strategies regarding transportation are consistent with sustainable development and address concerns about public safety and reducing land disturbance. Therefore, no significant adverse impacts have been identified.

Mitigation

Since no adverse impacts have been identified for aspects of the adoption of the CPU related to transportation, no mitigation is necessary.

VII. REASONABLE ALTERNATIVES TO BE CONSIDERED

C. Alternative: Comprehensive Plan Update without Adoption of Zoning Amendments

This Alternative would involve the potential impact of development resulting from future growth guided by the newly adopted CPU, yet under current zoning, current land use patterns, and without the benefit of adoption of the proposed zoning amendments. The Town would continue to review land development in the HA, HB and I district according to the existing complement of uses and bulk regulations. The Pawling zoning law has been amended on numerous occasions since the comprehensive amendments enacted after the 1991 Plan. However, the list of permitted uses in these business districts has remained and is limited with regard to more current uses. The I district is oriented to manufacturing and heavier intensity uses based on uses that were once considered economically beneficial and viable. The existing zoning setbacks have the effect of separating uses and buildings from other uses and the community; and result in parking areas rather than structures facing main routes of travel.

If the Town were to omit the proposed zoning amendments, the community would lose the benefit of an updated set of complementary business uses, which would regulate heavier industrial uses with special permits. Pawling would miss the opportunity to allow better design with more flexible setbacks and floor area ratio standards that are more consistent with community character (permitting 2-story buildings).

The addition of accessory apartments to the HA and HB zoning districts would not occur if the proposed zoning is not adopted. In forfeiting the option of creating rental dwellings associated with principal uses, the Town would deprive property owners of economically efficient use of their land. Pawling would also lose the opportunity to create moderate- to affordable apartments. An indirect effect of foregoing accessory apartment use would be the loss of opportunities for homeownership where revenue from such dwellings might make single-family ownership possible for certain households.

D. No-Action Alternative

The No-Action Alternative would involve the potential impact of development resulting from future growth under current zoning, current land use patterns, and without the benefit of adoption of the Comprehensive Plan Update (CPU) and attached zoning amendments. Planning and development would then be guided by the adopted 1991 Master Plan and existing zoning. The 1991 plan led to the Town's current zoning and many of the laws in the Town's code. Since that time there have been many partial amendments to the zoning and many of the separate regulations.

Pawling initiated planning processes out of recognition that the 1991 plan had become outdated. The planning processes begun and conducted from 2005 through 2010 resulted in organizing current information and presenting numerous, diverse objectives, strategies and actions. The community developed several vision statements as a result of a public visioning process, which was presented in the Draft 2010 plan. The CPU document, now being considered for adoption, builds on these ongoing comprehensive planning efforts. The various visions from the 2010 plan are unified into one vision statement in the CPU, which presents realistic, focused objectives, strategies and actions to guide Pawling's future growth and development.

If the community opts to continue without adoption of the CPU, their future actions would be guided by an outdated plan. The Town would lose the benefit of the studies, public input, vision, refined objectives and focused strategies and actions expressed as a result of these extensive planning processes.

The Town would also forgo the guidance set forth in the implementation outline for initiating and completing the CPU's recommended actions. In this scenario, the proposed zoning amendments would not be adopted either. The Town of Pawling would therefore experience the effects of Alternative A described above.

VIII. OTHER GEIS COMPONENTS

- F. Unavoidable Adverse Impacts that Cannot be Mitigated** – The proposed CPU and zoning amendments will not result in significant unavoidable adverse impacts.
- G. Growth-Inducing Impacts** – The adoption of the CPU and zoning amendments may have indirect growth inducing impacts. For example, continued support of the upgrade and expansion of the Pawling Waste Water Treatment Plant may result in the realization of such plans and resulting increased viability of development of areas served by the plant.

Similarly, the ability to construct second floor area in the HB zoning district, as a result of the proposed amended floor area ratio in the supplemental regulations, may make development of properties in this zone more viable. The reduced yard setbacks in the HA, HB, and resulting MBI zones may also have the secondary effect of improving the feasibility of development on properties in these districts.

The ability to create accessory apartments in the HA and HB zones may result in the creation of additional accessory rental dwellings in these districts.

- H. Irreversible and Irretrievable Commitment of Resources** – The CPU and proposed zoning amendments will result in the commitment of land to certain types of uses and the Town to specified studies and evaluations. Municipal fiscal and official activities will be directed by the adopted CPU and zoning. Some of the implemented activities will obligate Pawling's community and volunteer resources to be employed in gathering information and making recommendations for the Town.
- I. Preliminary List of Appendices**
1. Draft Comprehensive Plan Update*
 2. Proposed Zoning Amendments (CPU Appendix C)*
 3. SEQRA documents
 4. Correspondence
- J. Documents Incorporated by Reference**
1. CPU Appendix A, Excerpts of Town of Pawling, Comprehensive Plan Draft, January 2010*
 2. CPU Appendix B, Current Zoning Tables, Code of the Town of Pawling*
 3. CPU Appendix D, Parkland and Facilities Master Plan (Town of Pawling), May 2009
 4. Code of the Town of Pawling*
 5. Town of Pawling, Comprehensive Plan Draft, January 2010
 6. Draft October, 2005 Town Comprehensive Plan
 7. Community Master Plan, Approved by the Town of Pawling, September 3, 1991
 8. Greenway Connections: Greenway Compact Program and Guides for Dutchess County (DC) Communities, DC Department of Planning & Development, approved March 2000

*The Draft CPU and Appendices are available on the Town of Pawling website