

# **Lewisboro Town Master Plan**

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Town of Lewisboro  
Westchester County, New York

Adopted by the Town of Lewisboro Planning Board  
May 24, 1985

Prepared by the  
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# Introduction

The rolling hills and numerous lakes of Lewisboro along with heavily wooded areas and scattered open fields crossed by streams provide an exceptional, and relatively rural, environment for the Town's residents. The man-made features added over a 200-year period - stone walls, stately homes, small cemeteries, churches, local roads and several of the lakes - have complimented the setting. But continued development and the concentration of population in small areas lacking central water or sanitary sewer systems is beginning to alter the balance that had long been maintained between the land's ability to sustain development and the level of development. The challenge faced by the Town over the past twenty years has been the preservation of Lewisboro as a special place to live with a sound ecological system.

To meet this challenge, the Lewisboro Planning Board, with the support of the Town Board, adopted the first Town Development Plan in June 1973. Often referred to as the master plan, the Town Plan contained policy guidelines which provided invaluable direction for land use, zoning, park planning and Town program decisions made throughout the 1970s. Many of the Plan's recommendations were implemented. By 1979, new problems and issues were rising which exceeded the document's scope and more detailed information was becoming available on characteristics such as soils and wetlands. That year the Planning Board began a program to update the Town Plan and Plan map.

From an initial request to community groups for thoughts on what changes in the Plan should be considered, through a review of five base studies and four planning analysis reports, to a series of four public information sessions held in January and February 1984, the Planning Board has spent considerable time evaluating aspects of present and possible future development in Lewisboro. A draft Town Master Plan was completed and distributed for review in January 1985. On March 6, 1985, the Board held a public hearing on the draft Town Plan.

After considering all comments made during the review period and at the public hearing, the Planning Board revised and finalized the draft text and Plan Map. The result is this document, a new Town Master Plan including a new Town Plan Map.

The Town Plan is a statement of policies and recommendations on future land use, zoning and development decisions which will be made in Lewisboro over a long period of time. The proposals do not have the authority of law or regulation. By itself, the Plan will accomplish nothing. It is similar to a road map - it must be followed carefully and intelligently in order to reach the stated goals.

The character of Lewisboro's future land use will actually be the composite result of individual actions taken by not only the Planning Board, but especially the Town Board as well as other Town agencies and officials, the Katonah-Lewisboro Board of Education, and Westchester County, New York State and Federal agencies. Actions taken by private individuals and organizations may also influence the Town's character. To the extent that these activities are consistent with the policies and recommendations of the Town Plan, the most desirable development of Lewisboro as now foreseen will take place.

As was stated in the Introduction to the 1973 Town Plan, once adopted by the Planning Board, the Plan should not be thought of as a final static statement. In order to remain valid, it must be open to refinement and improvement, where and when necessary, to reflect new conditions and problems, or to take account of changing goals. However, the Plan should be modified only after thorough study indicates that changes are in Lewisboro's long range interest. A continuing planning program should be maintained so that the Town Plan can be of continuing value. Such a planning program is one key to the successful implementation of the Town Plan.

Finally, it must be emphasized that all of the Plan's recommendations are not intended to be implemented overnight. The Plan is based on long-range analysis and timing is a critical component of the recommendations.

The nine planning studies which were prepared and evaluated by the Planning Board as part of the Town Plan update process are:

Base Studies - five documents which gather factual information and technical data on land use, development forces and community make-up changes which occurred in Lewisboro since work on the 1973 Town Plan began in 1970.

- 1: External Influences: The Regional Context, June 1981
- 2: Existing Land Use, October 1981
- 3: Transportation, December 1981
- 4: Environmental Data Base, December 1981
- 5: Demography, February 1983

Planning Analysis - four documents which interpret the land use and development data so as to outline possible changes in the 1973 Town Plan that need to be considered.

- 1: Residential Development, July 1982
- 2: Commercial Development, July 1982
- 3: Open Space and Recreation, October 1982
- 4: Public Facilities and Fiscal Impact, June 1983

## **Base Studies**

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## 1.0 EXISTING LAND USE

The Town of Lewisboro encompasses an area of approximately 18,550 acres or 29 square miles. Portions of this land have been occupied by permanent settlements since the early 1700s. The first farm homesteads were slowly joined by new farms as land was cleared, roadways established, mills built along the streams and hamlets formed with small businesses and churches. Although the size of the population was small, the extent of settlement that existed by 1800 was such that Lewisboro's basic road pattern and large land tract property configuration has changed little since. To plan today for the future of the Town requires acknowledgement and understanding of the nearly 300 years of development that has created Lewisboro as it now exists.

### 1.1 Extent of Development

In 1984, approximately 35% of Lewisboro's total land area was classified as "developed land". On these 6,300 acres were located all of the Town's residences, businesses, public buildings and roads. Twenty percent of the total land area was committed open space and recreation land contained in Town parks, Westchester County parks and private recreation clubs or protected for conservation. The remaining 45% of the land, nearly 8,000 acres, was undeveloped. (Slightly less than 5% of Lewisboro's total area - 851 acres - is occupied by waterbodies. This area is excluded from the discussion of land area.)

Table 1, "Extent of Development", highlights the change in Lewisboro's land use over the 14 year period 1970 to 1984. Steady construction of new residences increased the amount of developed land by 43%, nearly 2,000 acres. Significantly, there was also a substantial 32% increase in designated open space lands. As a result of both trends, undeveloped land decreased by 26%.

### 1.2 Characteristics of Land Use

The pattern of existing use of land is best identified through field surveys. First in 1970 and then in 1981, such surveys were conducted. The location and extent of all land areas utilized for residences, businesses, recreation, highways, public buildings, churches and other facilities were identified as were vacant land areas. The results of the 1970 survey became the key research data used in preparing the 1973 Town Development Plan and its recommended pattern of future development. The findings of the 1981 survey have played an important role in the preparation of this Plan although weight has now also been given to natural development limitations on the use of land. Perhaps the greatest value of both surveys is found in what they reveal about trends in development when considered together.

Table 1  
Town of Lewisboro  
EXTENT OF DEVELOPMENT  
1970 and 1984

<u>Land Use</u>	<u>1970</u>		<u>1984</u>		<u>Percentage Change 1970 to 1984</u>
	<u>Area in Acres</u>	<u>% of Total Land Area</u>	<u>Area in Acres</u>	<u>% of Total Land Area</u>	
Developed Land*	4,375	25	6,273	35	+ 43
Open Space and Recreation	2,652	15	3,505	20	+ 32
Undeveloped Land**	10,675	60	7,921	45	- 26
TOTAL LAND AREA	17,702	100	17,699	100	
Waterbodies	848		851		
TOTAL TOWN AREA	18,550		18,550		

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\*Includes maintained land devoted to all types of residential, commercial, public and semi-public facilities and road rights-of-way.

\*\*Includes open vacant lands and agriculture uses.

Source: See Table 2.

Table 2, "Change in Land Use", and Table 3, "Existing Land Use October 1984", contain a wealth of information on development trends and the characteristics of Lewisboro's land use. (For these tables, the results of the 1981 land use survey were updated to include changes which occurred between June 1981 and October 1984.) A quick review confirms that the 1973 Plan's primary policy statement, that Lewisboro continue to be a low density single-family residential community, is being implemented. As reported on Table 2, the 2,035 acres of land which have been converted to single-family residential use since 1970 equals 70% of the land which fell out of the undeveloped and agriculture land categories. The increase of 851 acres in the open space and recreation land group nearly equals the remaining 30% of lost vacant land. Very little of other types of development has occurred.

Between 1970 and 1984, the land area devoted to all residential uses has increased by over 60% and now covers 28% of the Town's total area, 83% of all developed land. The land area occupied by multi-family developments has more than quadrupled. While the growth in single-family housing units reflects a consistent trend, the increase in multi-family units is directly attributable to action by the Town to establish the R-MF zoning district which permits multi-family housing developments. Although the land area is small, less than 0.3% of the Town's total area as shown on Table 3, these 54 acres were the site of 12% of all of the Town's housing units in late 1984. The apparent decrease in two-family housing units is a result of different surveying methods in 1970 and 1981. As many two-family structures continue to be non-conforming under the Zoning Ordinance, their existence is difficult to identify and to verify.

Aside from the disappearance of quarry/gravel pit operations from Lewisboro, the amount of land occupied by commercial uses has been slowly increasing. However, in 1984, businesses covered only one-half of one percent of the Town's total area. As shown on Table 3, the 101 acres of commercial land represented less than 2% of all developed land. New commercial developments built since 1970 include: Westchester Ford Tractor, Thomas J. Burke and Son, Inc., and Estate Motors expansion in Goldens Bridge; Cross River Plaza and Yellow Monkey Village in Cross River; and the expansion of Oakridge Common in Vista.

Public and semi-public facilities including road rights-of-way continue to occupy approximately 5% of the Town's total area. There was a small increase in the amount of land owned and used by the Town government between 1970 and 1984 while residential development has led to a steady increase in land included in road rights-of-way. These road areas alone encompassed 11% of all developed land in 1984. (Of course, Interstate 684 accounts for a substantial land area by itself.)

Table 2  
Town of Lewisboro  
CHANGE IN LAND USE  
1970 to 1984

Type of Land Use	1970	1984	Change 1970 to 1984	
	Area in Acres	Area in Acres	Acres	Percentage
<b>RESIDENTIAL</b>				
Single Family	3,103	5,138	+2,035	+ 66
Two-Family	62	33	- 29	- 47
Multi-Family	13	54	+ 41	+315
Total	<u>3,178</u>	<u>5,225</u>	+2,047	+ 64
<b>COMMERCIAL</b>				
Local Business	86*	95	+ 9	+ 10
Light Industry	5	6	+ 1	+ 20
Quarry/Gravel Pit	45	0	- 45	-100
Total	<u>136</u>	<u>101</u>	- 35	- 26
<b>PUBLIC AND SEMI-PUBLIC FACILITIES</b>				
School	55	55		no change
Municipal	25	31	+ 6	+ 24
Church/Hospital	59	59		no change
Cemetery	14	14		no change
Utility/Railroad and Road Rights-of-Way	768	788	+ 20	+ 3
Total	<u>921</u>	<u>947</u>	+ 26	+ 3
<b>OPEN SPACE AND RECREATION</b>				
Town Park/Preserve	81	409	+ 328	+405
County Park	1,216	1,217		no change
Reservoir Watershed Land	985	960	- 25	- 3
Conservation Area	76	617	+ 541	+712
Private Recreation	204	212	+ 8	+ 4
School District	92	90	- 2	- 2
Total	<u>2,654</u>	<u>3,505</u>	+ 851	+ 32
WATERBODIES	848	851	+ 3	+ 1
AGRICULTURE	287	102	- 185	- 64
UNDEVELOPED	10,526	7,819	-2,707	- 26

\*The 1970 survey included the lot area of all sites of Home Occupations in the Local Business Category; the 1984 column includes these lot areas in residential uses.

Source: 1970 survey as reported in the 1973 Lewisboro Town Development Plan and adjusted as discussed on page 10 of "Base Study 2: Existing Land Use".  
1984 figures based on 1981 land use survey updated to October 1984 based on building permit data, site development plan approvals and tax records.

Table 3  
Town of Lewisboro  
EXISTING LAND USE  
October 1984

<u>Type of Land Use</u>	<u>Acres</u>	<u>% of Developed Land</u>	<u>% of Total Town Area</u>
RESIDENTIAL			
Single-Family	5,138	81.9	27.7
Two-Family	33	0.5	0.2
Multi-Family	54	0.9	0.3
	<u>5,225</u>	<u>83.3</u>	<u>28.2</u>
COMMERCIAL			
Retail/Service	72	1.1	0.4
Office	7	0.1	*
Automotive	16	0.3	*
Light Industry	6	*	*
	<u>101</u>	<u>1.6</u>	<u>0.5</u>
PUBLIC AND SEMI-PUBLIC FACILITIES			
School	55	0.9	0.3
Municipal	31	0.5	0.2
Church/Hospital	59	0.9	0.3
Cemetery	14	0.2	*
Utility/Railroad	75	1.2	0.4
	<u>234</u>	<u>3.7</u>	<u>1.3</u>
ROAD RIGHT-OF-WAY	713	11.4	3.8
[TOTAL DEVELOPED LAND	6,273	100.0	33.8]
OPEN SPACE AND RECREATION			
Town Park (developed)	147		0.8
Town Preserve (passive use or undeveloped)	262		1.4
County Park	1,217		6.6
Reservoir Watershed Land	960		5.2
Conservation Group Holdings	365		2.0
Section 281 Subdivisions	189		1.0
Conservation Easements	63		0.3
Private Recreation	212		1.1
School District	90		0.5
	<u>3,505</u>		<u>18.9</u>
WATERBODIES	851		4.6
AGRICULTURE	102		0.5
UNDEVELOPED LAND	<u>7,819</u>		<u>42.1</u>
	18,550		100.0

\*Less than 0.1%.

Source: 1981 Land Use Survey prepared by Frederick P. Clark Associates updated to October 1984 based on building permit data, site development plan approvals and tax records.

Major changes took place in the open space and recreation land category between 1970 and 1984. The Town government fully implemented the 1973 Plan's recommendation for the establishment of additional public park land in both Vista and Goldens Bridge through the acquisition of Onatru Farm Park, Fox Valley Park and the Brownell tract. In total, 328 acres of land were added to the 81 acres of parkland existing in 1970. An even larger amount of land, 541 acres, was set aside for conservation purposes including 189 acres through application of Section 281 of the Town Law in the subdivision approval process and 267 acres through purchase by various private conservation groups such as the Nature Conservancy and Wildlife Preserves. In total, committed open space land increased from 14% of the Town's total area in 1970 to nearly 19% in 1984.

Although the 1981 land use survey listed 102 acres as being in agricultural use, a decrease of 64% since 1970, traditional agricultural use had already disappeared from Lewisboro. The two properties still included receive agriculture tax assessments and are used for the planting of nursery stock and poultry breeding experimentation.

All of the land use data referenced above has been mapped. A review of this map shows a remarkably diverse locational pattern of development and committed open space lands. No one area of Lewisboro has been the site of a substantial proportion of development in relation to other areas. Instead, there have been several large and small projects in each area maintaining a balance in terms of the number of housing units in each area. Each area also still has several large undeveloped areas and a share of open space and recreation land.

### 1.3 Zoning

Lewisboro, in 1984, was divided into thirteen mapped zoning districts. The current Zoning Ordinance, originally adopted by the Town Board in 1974 and substantially revised in 1977, reflects the recommendations of the 1973 Town Development Plan as it provides for development of the Town as a predominantly low density residential community with a limited amount of moderately high density multi-family construction and commercial supporting facilities. Approximately 98% of the total Town area is included in one of the nine residential zoning districts with the remaining 2% located in one of the four commercial districts. The residential districts represent a wide range of minimum lot size requirements from single-family homes on four acres to two-family dwellings on 7,500 square feet. In addition there is a multi-family district which permits four two-bedroom units per acre.

As summarized on Table 4, "Total Area by Zoning District", the two acre residential district includes 51% of the total Town area. The zoning district encompassing the next highest percentage of total Town area is the four acre residential district with 31%. The amount of undeveloped land in each zoning district varies considerably. The district with the largest land area, R-2A, also has the highest percentage of undeveloped land for any single-family district (51%). The R-1A and R-MF Districts have at least one-half of their land area in the undeveloped category. While the R-1/2A and R-1/4A Districts are shown to have approximately 25% of their land area undeveloped, it is questionable if most of this land can be developed without improved central sewer and water systems. Approximately 28 of the 36 acres listed as undeveloped in the RB District are located on one lot which also contains the Goldens Bridge shopping center. The other undeveloped acres in the RB and GB Districts consist of small separate lots and undeveloped portions of properties already containing businesses.

A detailed review of the land use by zoning district information was made in a research study for this Town Plan ("Base Study 2: Existing Land Use", October 1981). It found that:

- o 50% of the total area in the R-4A District is occupied by open space/recreation lands and water-bodies and only 14% is occupied by single-family residences.
- o Semi-public facilities are primarily located in the R-4A and R-2A Districts.
- o The office/research/light industry district is virtually undeveloped by its intended uses.
- o 51 acres or 54% of the total 95 acres of land in the retail/service and automotive service use categories are located in residential zoning districts.
- o Only 9% of the land occupied by two-family housing is located in the two-family zoning district.

#### 1.4 Development in Progress

By necessity, land use surveys are based on a particular point in time. However, development in Lewisboro has been a continual process. Development projects often take a long period of time from the date they are first proposed

Table 4  
Town of Lewisboro  
TOTAL AREA AND UNDEVELOPED LAND AREA  
BY ZONING DISTRICT

<u>Zoning District</u>	<u>Area in Acres</u>	<u>% of Total Town Area</u>	<u>Undeveloped** Land in Acres</u>	<u>% of Zoning District Undeveloped</u>
<b>RESIDENTIAL</b>				
R-4A	5,814	31.3	1,735	30
R-2A	9,553	51.5	4,885	51
R-1A	1,539	8.3	776	50
R-1/2A	840	4.5	215	26
R-1/4A	117	6.3	28	24
R-7.5	217	11.7	42	19
R-2F10	16	*	1	6
R-2F7.5	9	*	1	11
R-MF	149	.8	86	58
	18,254	98.4	7,769	43
<b>COMMERCIAL</b>				
ORL-10	167	0.9	108	65
OHP	13	*	5	38
RB	77	.4	36	47
GB	39	.2	3	8
	296	1.6	152	51
<b>Total</b>	<b>18,550</b>	<b>100.0</b>	<b>7,921</b>	<b>43</b>

\* Less than 0.1%

\*\*Includes open vacant lands and agricultural uses

Source: 1981 Land Use Survey prepared by Frederick P. Clark Associates (updated through October 1984) and measurements based upon the Town of Lewisboro Zoning Map. All measurements are approximate.

to the date construction is ended and the project is fully occupied. An examination of the level of development activity in the Town in late 1984 provides an additional informative perspective for reviewing land use trends.

Twenty-two residential developments of four or more housing units had received approval of the Lewisboro Planning Board but were not fully constructed as of October 1984. Of the total 1062 acres encompassed within these projects, approximately 800 acres are included in the "undeveloped" land use category in the preceding discussion. When construction of these approved developments is complete, there will be a 10% decrease in the 1984 Town-wide total of undeveloped land. There will also be an increase of 600 new housing units - 256 single-family and 344 multi-family. The land included within those two residential land use categories will increase by 14% and 70% respectively.

Nine additional major residential developments were before the Planning Board for approval in November 1984. While all of them may not reach the construction stage as originally proposed, they provide an indication of the level of development activity. In total, these projects propose the construction of 381 housing units, 255 single-family and 126 multi-family, on 740 acres of land now classified as undeveloped.

If all of the approved developments and all of the proposed developments were to be constructed, the following approximate changes would occur after a period of several years in the land use data presented previously in this section:

- o The undeveloped land category would decrease by 1,540 acres (20%) reducing its percentage of total Town area from 42% to 34%.
- o The single-family land category would increase by 1,400 acres (27%) increasing its percentage of total Town area from 28% to 35%.
- o The multi-family land category would increase by 63 acres (116%) increasing its percentage of total Town area from 0.3% to 0.6%.
- o The total number of housing units would increase by 981 units of which 511 would be single-family and 470 would be multi-family.

## 2.0 POPULATION AND HOUSING

A review of population and housing characteristics of the residential development in Lewisboro provides additional insight to the findings of the physical land use survey. A demographic study provides an overview of the type of people who have chosen to live in Lewisboro as they can be identified by age, household relationship, income and employment. By comparing 1980 Census findings with those of earlier censuses, trends are revealed, understood and related to planning the Town's future. Similarly, a study of housing characteristics translates the steady residential growth of the Town into a better understanding of the housing market, housing needs and current trends.

The information summarized in this section is discussed at greater length and with more detail in "Base Study 5: Demography", February 1983 and "Planning Analysis 1: Residential Development," July 1982. The information was gathered by the United States Department of Commerce Bureau of the Census.

### 2.1 Population Growth

The population of Lewisboro has increased in each decennial U.S. Census since 1920. The past 65 years mark a second period of growth in the Town. The first period saw the population peak at 1,885 in 1860. A period of decline followed continuing until 1920. The information in Table 5, "Population 1920 to 1980," shows that in terms of percentage, the 1950s had the greatest growth rate, 77%, although the most explosive period was the 1960s with a numerical increase of 2,445 persons. The 1970s increase of 2,260 brought the Town population in 1980 to 8,871.

Table 5  
Town of Lewisboro  
POPULATION 1920 to 1980

<u>Year</u>	<u>Population</u>	<u>Population Increase by Decade</u>	
		<u>Number</u>	<u>Percentage</u>
1920	1,069	-	-
1930	1,427	358	33.5
1940	1,929	502	35.2
1950	2,352	423	21.9
1960	4,165	1,813	77.1
1970	6,610	2,445	58.7
1980	8,871	2,261	34.2

Lewisboro's growth rate of 34% between 1970 and 1980 was the second highest of all municipalities in Westchester County; the neighboring Town of Somers led the County with a 39% growth rate. Table 6, "Population Growth," shows how these

two communities stand out as exceptions to a general regional trend of slower growth than that experienced in previous decades.

Table 6  
POPULATION GROWTH  
LEWISBORO AND SURROUNDING MUNICIPALITIES  
1970 to 1980

	Population		Population Change	
	1970	1980	Number	Percentage
Lewisboro	6,610	8,871	2,261	34.2
Pound Ridge	3,792	4,009	217	5.7
Somers	9,402	13,133	3,731	39.7
North Salem	3,828	4,569	741	19.4
Ridgefield	18,188	20,120	1,932	10.6
Wilton	13,572	15,351	1,779	13.1
New Canaan	17,451	17,931	480	2.7
Westchester County	894,406	866,599	-27,807	- 3.1
Fairfield County	792,814	807,143	14,329	1.8

A different perspective of population change results when a Town's population is related to the town area. Table 7, "Population Density," shows the change in population density between 1940 and 1980 for Lewisboro and 4 adjacent communities. Lewisboro falls into a middle density range with Somers and Ridgefield having greater densities and Pound Ridge and North Salem significantly lower densities. The 1980 Lewisboro population density is over four times the 1940 level.

Table 7  
POPULATION DENSITY  
LEWISBORO AND SURROUNDING MUNICIPALITIES  
1940 to 1980

	Total Area (Square Miles)	Persons Per Square Mile				
		1940	1950	1960	1970	1980
Lewisboro	28.9	67	81	144	229	307
Pound Ridge	23.3	35	53	110	163	172
Somers	32.0	75	99	171	294	410
North Salem	23.2	51	70	101	165	197
Ridgefield	34.8	112	125	235	523	578
Westchester County	450.1	1,247	1,390	1,797	1,980	1,925

## 2.2 Age Characteristics

A review of the age characteristics of Lewisboro's population as identified by the 1980 Census indicates that the much discussed national trend of an aging population is also a local trend. Although the Town population grew by 2,261 persons between 1970 and 1980, the number of children under the age of 10 actually declined from 1,430 to 1,208. At the same time, there occurred an increase of almost 1,000 persons in the age 35 to 54 range, almost half of the total population increase. The percentage shares held by 13 age groups in 1970 and 1980 are presented graphically in Figure 1.

Table 8, "Summary Age Composition," shows the population changes for four major age groups over a 20-year period. The youngest age group has shown a major decline in its share of the total population while the middle age range has increased and the oldest segment has maintained a relatively stable share. Compared to Westchester County as a whole, Lewisboro retains a higher percentage of young people in its population and a much lower percentage of persons over the age of 55.

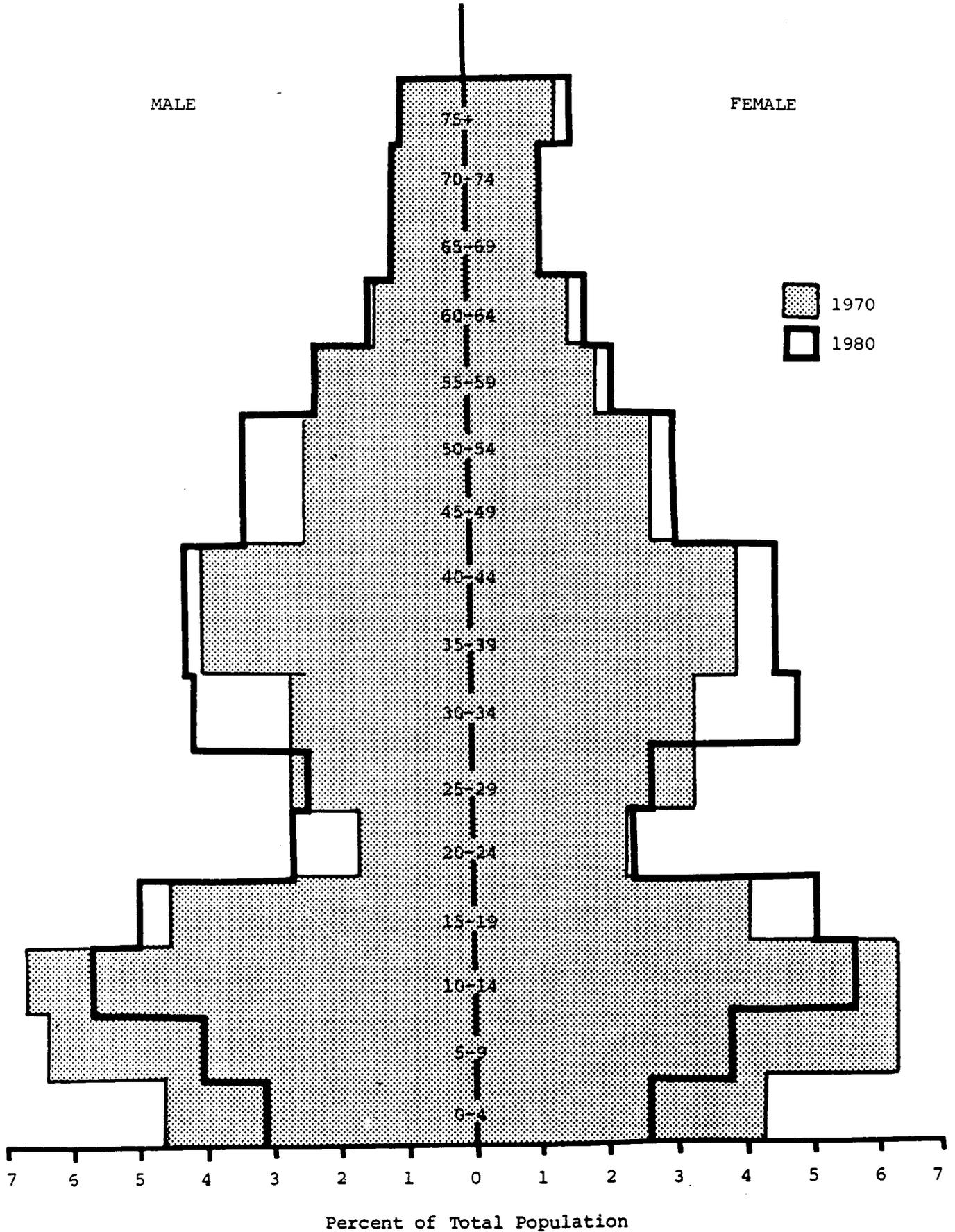
Table 8  
Town of Lewisboro  
SUMMARY AGE COMPOSITION OF POPULATION  
1960 to 1980  
(by percentage of total population)

Age Group	Lewisboro			Westchester County	
	1960	1970	1980	1970	1980
0-14	32	35	25	26	19
15-24	10	12	15	15	17
25-54	39	39	45	37	40
55 and Over	19	14	15	22	24
	100%	100%	100%	100%	100%

The population data outline the parameters of future population age characteristics regardless of the level of growth in Lewisboro. For example, by 1990 the 514 children who were under the age of 5 in 1980 will be aged 10 to 14. They will comprise a group almost 50% smaller than the 1,008 children aged 10 to 14 in 1980. If present household composition characteristics continue, the Town would have to experience an increase of well over 400 households by 1990 just to maintain this age group at the 1980 level. At the other end of the age spectrum, Lewisboro may be on the threshold of a quickly expanding senior citizen age group both in total numbers and percentage of the total population. Unless the middle aged residents of the Town elect to move elsewhere when they retire, the number of persons over the age of 65 could easily double by 1990. These two evolving trends will

Figure 1

AGE-SEX DISTRIBUTION OF LEWISBORO'S POPULATION  
1970 and 1980



have major impacts on the Katonah-Lewisboro School District and on the type and range of public services desired or required by the Town's residents.

### 2.3 Social Characteristics

The 1980 Census detailed various social characteristics of the Lewisboro population. The findings which relate to community planning include:

- o 11% of all persons over the age of 4 were described as having lived in a different state in 1975. Of all Westchester County towns, only Pound Ridge at 12% had a higher percentage of new-to-New York State residents than Lewisboro.
- o Lewisboro residents have a high level of education. Over 87% of the 5,307 persons age 25 and over have a high school education. Among all Westchester towns, only three (Scarsdale, New Castle and Pound Ridge) have a higher percent of high school graduates. The Westchester County average is 75%.
- o Over 45% of the Town's adults have had four or more years of college compared to a County average of 28%.
- o The share of the population consisting of married couples has declined from 81% to 75% of all persons 18 years of age and older. The percentage share held by divorced persons has more than doubled to 1980's 4%. There was also a sizable increase between 1970 and 1980 in the share of the population classified as single, 11% to 15%.
- o Non-family households and other family (for example one parent) households have increased from 10% to 13% and from 6% to 8% respectively. This change is occurring even though 90% of Lewisboro's housing stock is of traditional single-family design.
- o The median family income in Lewisboro for the year 1979 was \$34,832. This figure is 28% higher than the 1979 median family income for all of Westchester County (\$27,280). The 1969 median family income for Lewisboro was 19% higher than the County median indicating an increasing disparity between the Town and the County averages. Of the other 18 towns in Westchester County, only four have higher median family incomes - Scarsdale, Pound Ridge, New Castle and North Castle.

- o While the Town and County recorded approximately the same percentage of households in the \$20-35,000 income range (30%), 46% of all Lewisboro households had an income over \$35,000 compared to the 28% of all County households. Approximately 20% of all Westchester County households had an annual income under \$10,000; the 183 households in Lewisboro with similar incomes represented 7% of the Town total.
- o Of the 6,050 persons age 18 years and older who lived in Lewisboro in 1980, 4,410 or 73% identified themselves in the 1980 Census as being part of the labor force.
- o Of Lewisboro residents who worked in 1980, 39.5% were female and 60.5% were male.
- o Women entering or re-entering the labor force may be largely responsible for the great increase in the size of the Lewisboro employment pool. Since the 1970 Census, the local work force increased by 82%. This was more than twice the 34% increase in population. Between 1960 and 1970 the work force increased by 58% while the population increased by 59%.
- o The two-worker family became typical of Lewisboro households by 1980. Of 2,391 families in Lewisboro, 1,424 or 60% had two or more workers in 1979; 814 or 34% had only one worker; and 153 or 6% had no worker.
- o Of the 4,206 Lewisboro residents working in 1979, 15% worked for the government, 10% were described as self-employed while 0.5% fell into a category of unpaid family worker. The overwhelming majority of the labor force, 74%, consisted of private wage or salary employees. Approximately 60% of the Town's workers were employed in managerial, professional, sales and technical occupations.

#### 2.4 Housing Growth

During the ten year period 1970 to 1980, 808 new housing units were established in the Town of Lewisboro increasing the housing stock by 37%. As shown on Table 9, "Housing Units by Decade," the rate of housing growth in Lewisboro was greater than that of any adjacent community with the exception of the Town of Somers. Table 9 also shows that Lewisboro has experienced a fairly steady growth in percentage terms since 1940 averaging a 33% increase in each 10 year period between Census counts. While this average increase is approximately the same as that which has occurred in Bedford and North Salem, the trend is greater growth in Lewisboro in

Table 9  
HOUSING UNITS BY DECADE 1940 - 1980  
Lewisboro and Adjacent Towns

	<u>1940</u>	<u>1950</u>	<u>% Change 1940-1950</u>	<u>1960</u>	<u>% Change 1950-1960</u>	<u>1970</u>	<u>% Change 1960-1970</u>	<u>1980</u>	<u>% Change 1970-1980</u>	<u>% Change 1940-1980</u>
Lewisboro	966	1,240	28	1,729	39	2,198	27	3,006	37	211
Pound Ridge	337	535	59	908	70	1,186	31	1,447	22	329
Bedford	1,788	3,011	68	3,529	17	4,485	27	5,717	27	220
Somers	1,180	1,434	22	2,243	56	2,947	31	4,517	53	283
North Salem	569	864	52	1,114	29	1,372	23	1,662	21	192
Ridgefield						5,341		6,949	30	
New Canaan						5,396		6,365	18	

more recent years. As of 1980, the relative size relationship between the seven towns in terms of total number of dwelling units has not changed significantly since 1940.

Between January 1980 and October 1984, building permits were issued by the Town of Lewisboro for 477 new housing units. These included 293 single-family homes (61%) and 184 units in multi-family residential developments (39%). These figures indicate a continuation of the approximate 3% annual increase in the number of housing units.

## 2.5 Housing Characteristics

Data tabulations of 1980 U.S. Census information reported in "Planning Analysis 1: Residential Development" identified trends in the Lewisboro housing situation. In brief these included:

- o The percentage of total housing units occupied year-round continues to increase. This trend indicates that the summer lake communities are no longer generally unoccupied during the winter months. It also reflects a tight housing market and economic conditions.
- o Substandard and overcrowded housing are not significant problems in Lewisboro.
- o The percentage of total housing units which are rented declined between 1970 and 1980 indicating a reduction in the range of housing opportunities available within the Town.
- o The size of the average new single-family home constructed in Lewisboro increased during the 1970 to 1980 period.
- o The average number of persons per household has declined sharply between 1970 and 1980 from 3.6 to 3.2; concurrently there was an absolute decline in the number of large families and an increase in the number of two-family households.
- o The appearance of two seemingly contradictory trends, an increase in physical house size and a decrease in persons per household, indicated that new Lewisboro housing is likely being purchased by high income households which have the finances to afford a large home on a large tract of land.
- o Twenty-four percent of all housing units in Lewisboro as of April 1980 were constructed before 1940. Only three towns in Westchester County have a smaller percentage of old housing - Yorktown (14%), Somers (19%) and Pound Ridge (22%).

## 2.6 Potential Residential Growth

Information on the amount of undeveloped land gathered in the 1981 Land Use Survey, updated to October 1984, in combination with an estimated average lot size for future residential building lots has been used to derive an estimate of potential residential growth in Lewisboro. Adding this figure to existing development resulted in a projection of the Town's ultimate residential development - under the present Zoning Ordinance and Zoning Map - in terms of number of housing units and population. (In the "Residential Development" chapter of the Plan text, a different projection is made based on the land use and density recommendations of the Plan.)

Table 4, "Total Area by Zoning District," includes a calculation of the amount of undeveloped land in each of the Town's zoning districts. Use of each zoning district's minimum lot size requirements to estimate development potential would not take into consideration the loss of potential building lots due to road construction, design constraints and environmental limitations. For this analysis, the calculation of gross lot size was based on a review of recent subdivision experience, outlined in detail in "Planning Analysis 1: Residential Development". The result is a "development efficiency factor".

Table 10, "Potential Residential Growth," applies the development efficiency factors to the undeveloped land available in each residential district. The calculation shows that if all undeveloped land is developed for residential purposes, 4,022 new housing units could be constructed.

It should be emphasized that this projection is not based upon an actual property-by-property hypothetical subdivision layout that considers detailed development constraints. Such constraints are only considered inasmuch as they have been dealt with in the recent subdivisions which were studied. In addition, although undeveloped land is available in the smaller minimum lot size districts (less than one acre), the potential level of new construction cannot occur unless improvements were made to the water or sanitary sewer services in these districts. Actual construction on all undeveloped land would likely result in fewer building lots than the number derived here.

The results of combining the development potential numbers of Table 10 with the findings of existing residential development are shown on Table 11, "Ultimate Residential Development Potential". They show that, under 1984 zoning, approximately 7,500 housing units could be established in Lewisboro. The 1984 existing housing stock represents 46% of the projected ultimate zoning capacity of the Town. Table 11 also shows that the mix of type of housing units would not significantly change from the present mix.

Table 10  
 Town of Lewisboro  
 POTENTIAL NEW RESIDENTIAL UNDER PRESENT ZONING  
 October 1984

<u>Zoning District</u>	<u>Undeveloped Acreage</u>	<u>Development Efficiency Factor (gross acres per housing unit)</u>	<u>Potential Housing Units</u>	<u>Potential Additional Population</u>
R-4A	1,735	4.5	385 single-family	1,232
R-2A	4,885	2.5	1,954 single-family	6,252
R-1A	776	1.4	554 single-family	1,772
R-1/2A	215	.6	358 single-family	1,145
R-1/4A	28	.3	93 single-family	297
R-7.5	42	.2	210 single-family	672
R-2F-10	1	.125	8 two-family	25
R-2F-7.5	1	.1	10 two-family	32
R-MF	86	*	<u>450</u> multi-family	945
			3,554 single-family	
			18 two-family	
			<u>450</u> multi-family	
Totals:	<u>7,769</u> acres		4,022 housing units	12,372 persons

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\*Estimate based on approved or proposed site development plans.

Source: See text.

Table 11  
Town of Lewisboro  
ULTIMATE RESIDENTIAL DEVELOPMENT POTENTIAL UNDER PRESENT ZONING  
October 1984

<u>Housing Unit Type</u>	<u>Existing Housing October 1984</u>		<u>Number of Potential Housing Units</u>	<u>Ultimate Development Potential</u>	
	<u>Number of Units</u>	<u>Percentage of Total Units</u>		<u>Number of Units</u>	<u>Percentage of Total Units</u>
Single-Family	3,057	87.4%	3,554	6,611	87.9%
Two-Family	50	1.4%	18	68	.9%
Multi-Family	385	11.0%	450	835	11.1%
Mixed Use Structure	<u>7</u>	<u>.2%</u>	<u>0</u>	<u>7</u>	<u>.1%</u>
Total:	3,499	100.0%	4,022	7,521	100.0%

	<u>Existing Population October 1984</u>	<u>Potential Additional Population</u>	<u>Ultimate Population Potential</u>
Number of Persons	10,228	12,372	22,600

A projection of the total population of Lewisboro at ultimate development under present zoning can be obtained by utilizing the housing unit projection. Because of the low number of multi-family units in the 1980 Census, the 3.2 persons per household Census figure is assumed to represent the average persons per household in single-family residences. Based on actual experience at Oakridge and the findings of studies on multi-family housing, a figure of 2.1 persons per household is assumed for multi-family residences. Applying these two averages to the differences between the housing unit figures for the 1980 Census and the Town's ultimate residential development potential under 1984 zoning yields a total potential population at ultimate development under 1984 zoning of approximately 22,600.

Based on the zoning in place in 1970, the 1973 Town Plan projected an ultimate potential population for Lewisboro of 24,000 persons. This population would reside in the 7,000 housing units found to be the ultimate development potential under the 1970 zoning of the Town. The 1984 projections for 1,400 less residents and 520 more housing units than the 1970 projections reflects the influence of two factors - the changes in the Town Zoning Ordinance permitting multi-family housing and the decline in the mean number of persons per household.

### 3.0 PHYSICAL FEATURES OF THE LAND

As a rural community through most of the past 200 years, Lewisboro has seen its development both dependent on and shaped by the physical features of the land. Gently sloping areas became farmland while the streams became attractive sites for mills. Land of rough terrain and extensive wetlands were left undisturbed as these areas were uneconomical for use. Through this long period two characteristics persisted. First, the land could easily support the limited population living in Lewisboro and, second, there was no incentive for man-made alteration of the landscape other than clearing of woods.

The situation began to change after 1920. Improved transportation and the beauty of Lewisboro, in particular the lake areas, made the Town an attractive site for summer homes for the urban population of New York City. Residences were constructed around the natural lakes while new lakes were made. Over time, the concentration of population in small areas lacking central water or sanitary sewer systems began to alter the balance that had long been maintained between the land's ability to sustain development and the level of development.

Today, most of Lewisboro's single-family residences continue to be directly dependent on individual wells for water supply and on-lot septic fields for sewage disposal. However, while there were 37 persons per square mile in Lewisboro in 1920, by late 1984 there were 354 persons per square mile and little likelihood that the several small central water and sewer services would be significantly expanded in the future to serve either existing or new development. Compounding this increasingly delicate environmental situation is the reality that most of the easily developed land in Lewisboro has been subdivided and developed. Future construction will of necessity be focused on the more difficult terrain that has in the past been left undisturbed. As a result, planning for Lewisboro's future must incorporate full consideration of the natural environment.

#### 3.1 Topography and Surface Hydrology

Lewisboro is characterized by rolling, often steep hills, stream valleys and numerous wetlands. Elevations range from 200 to 940 feet above sea level. The lowest lying land is adjacent to the Muscoot Reservoir at the western edge of the Town in Goldens Bridge. The highest point is the top of a bluff on the North Salem town line in Mountain Lakes Camp, 470 feet above the surface of Lake Rippowam. The most extensive high area is the land crossed by West Lane, Elmwood Road and Stonewall Court in Vista at an average elevation of 750 feet. (This information is shown on a Topography and Surface Hydrology interpretative map which was prepared as part of the Town Plan to illustrate Lewisboro's topography in detail. The various elevations are colored in fifty foot

intervals from greens and yellows at the lower elevations to browns at the higher elevations.)

Steeply sloping lands, ridge lines and escarpment areas should be a prime development constraint. While subdivisions built on slopes between 15-25% have presented opportunities for creative architecture and site planning, densities greater than one single-family home per acre can be expected to create hazardous conditions. To prevent erosion in these areas, sufficient vegetation and tree growth must be preserved and building coverage limited. Development should be avoided where slopes exceed 25%.

Lewisboro has one major drainage divide and 12 smaller watershed areas. (This information is also shown on the Topography and Surface Hydrology map.) The major divide traverses the Town between the Connecticut state line near the Route 35/Route 123 intersection and the Pound Ridge town line near Kitchawan Road. This divide separates drainage into streams tributary to the Hudson River from drainage toward Connecticut and eventually to Long Island Sound.

All of the streams in Lewisboro eventually drain into drinking water reservoirs. Particular care will be needed in planning for future development so that the streams that flow into municipal reservoirs can be safeguarded. Drainage into Connecticut is divided between two sub-basins - the Silvermine River which drains directly into New Canaan and is part of Norwalk's water supply and the Mill River which flows through Pound Ridge into the Stamford reservoir system. The central portion of Lewisboro drains into the Cross River Reservoir in Bedford. The northernmost portion drains into the Titicus Reservoir in North Salem and the western portion of the Town drains into the Muscoot Reservoir. The Cross River, Titicus and Muscoot Reservoirs are part of the New York City reservoir system and the Croton drainage basin.

The water quality classifications of the major streams and waterbodies in Lewisboro as determined by the New York State Department of Environmental Conservation are shown on the Topography and Surface Hydrology map. The water quality standards are based on the water's quality at the time it was sampled, as well as its best recommended usage. Dissolved oxygen and bacteria levels are important considerations in the classification system. Class A and AA are suitable for drinking water; Class B is swimmable; Class C is suitable for the survival and propagation of fish; Class D is drainage, suitable for secondary contact recreation. Class D designation does not necessarily imply polluted waters. Streams are also classified as D if they have not yet been sampled or if they are extremely small or intermittent and are thus unable to support fish.

The water supply reservoirs, Lake Waccabuc and Cross River have been categorized as Class A. The other large lakes, natural and man-made, are categorized as Class B.

### 3.2 Soils

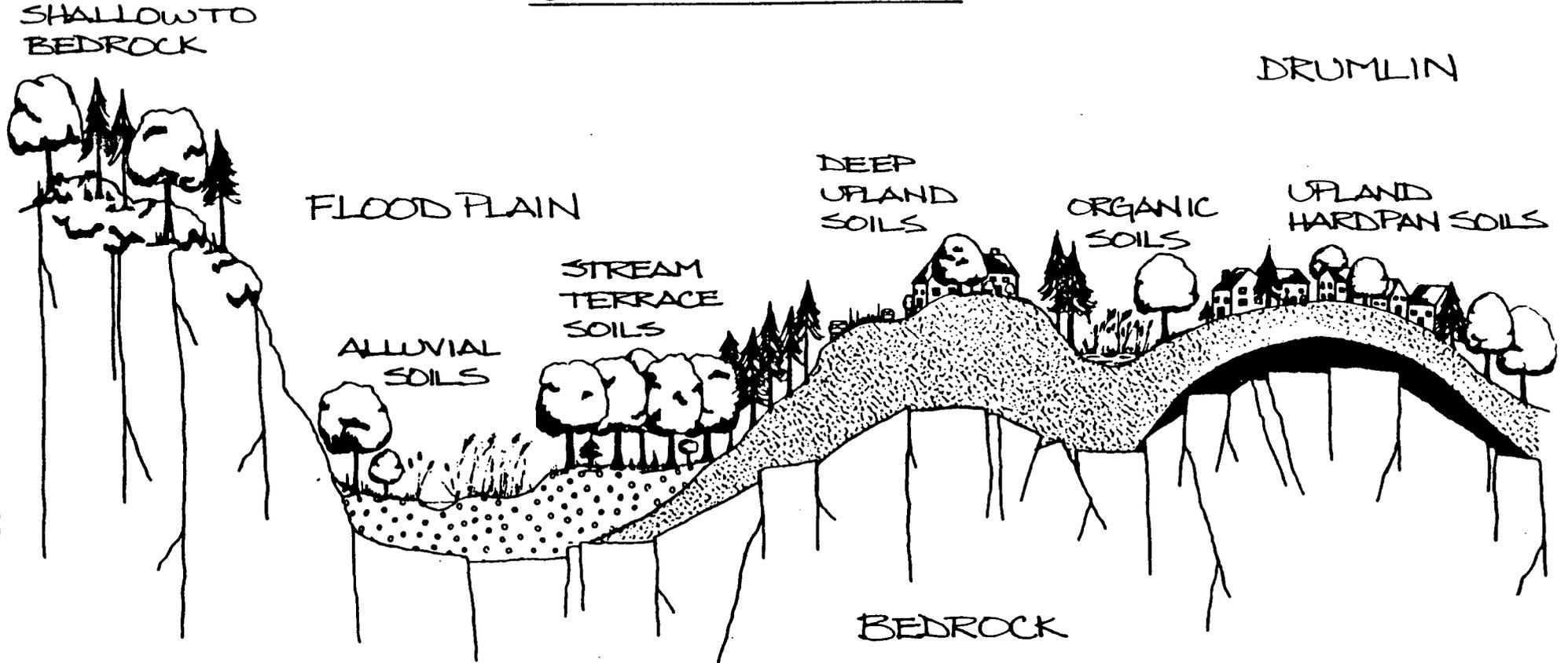
An awareness of soil properties is an important aspect in the environmental management approach to planning. The origins and physical properties of soil have, to a great extent, determined the previous land use in given areas and have important implications for future development. Ignoring or misinterpreting the characteristics of soil cover or geological foundations may result in structural failures, higher construction and maintenance costs, or erosion and drainage problems. Consideration of the engineering properties of the soils present on a site should be an integral part of any site design.

A Soils Base map has been prepared as part of the Town Plan. This map contains the most recent (December 1981) soils information provided by the Soil Conservation Service (USDA) at two-acre accuracy. The soils found in Lewisboro have been grouped by their form of origin. The general land forms where these soils occur are illustrated in Figure 2, "Soils Location." The soils categories are:

- o Deep Upland Soils in Glacial Till. These soils are fairly coarse in texture and are formed in till, which is a mixture of clay, silt, sand, gravel and boulders deposited by the retreating glacier. Although some of these soils form wetland areas, most are well-drained with rapid permeability. In the past, most of these deep till soils have been farmed.
- o Upland Hardpan Soils. Hardpans are present in upland soils that are formed over compact glacial till. An impervious clay layer makes water penetration beyond a foot or two very difficult. These soils are thus poorly suited for septic field development. These hardpan soils are typically associated with drumloidal formations. Drumlins are cigar-shaped hills left behind by the glaciers. They were formed when an advancing glacier met with a physical impediment. In overriding this impediment, the ice sheet left behind a wake of glacial till. The northern end is usually steeper and blunter than the southern end. The ridge tops of drumlins have usually been cultivated in the past while the steeper slopes have been used for pasture or left in forest.
- o Upland Soils Shallow in Depth to Bedrock. These soils are thin, rocky and generally underlain by bedrock within two feet of the surface. Rock outcrops are frequently associated with these soils.

Figure 2

SOILS LOCATION



-  GLACIAL OUTWASH
-  GLACIAL TILL
-  HARDPAN

- o Glacial Stream Terrace Soils. These soils were deposited by glacial streams and generally offer few impediments to development. They are present in several areas, primarily on gentle slopes adjacent to lakes, streams and wetlands.
- o Alluvial Soils. Soils in this category form the flood plains along rivers. They are poorly drained wetlands that flood on a fairly regular basis.
- o Organic Soils. These wetland soils are the result of a natural process in which certain freshwater bodies become filled over time with decayed plants. The process begins when a lake or pond develops a thin zone of water tolerant plants along its shoreline. As these plants decompose they form peat which provides a stable platform for the growth of some varieties of trees. The trees in turn decompose to form woody peat. As the process continues, the pond literally grows shut.
- o Miscellaneous Soils. Most of these soils have been so disturbed by construction, excavation or filling that they no longer resemble any natural soil type.

### 3.3 Soil Characteristics

The legend of the Soils Base map contains a listing of some of the most important characteristics of each soil type. Some soil types are extremely fragile and difficult to develop and, therefore, should be altered only with extreme caution or left in a natural state. In other areas, soils are less fragile and can be treated with more flexibility.

- o Hydrologic Soil Group. This is an indication of the minimum rate of infiltration obtained for bare soil. Four hydrologic soils groups have been defined based on this rate.
- o Depth to Bedrock. In Lewisboro, the depth to bedrock ranges from greater than six feet to right at the surface. Soils where the bedrock is at or near the surface present many problems for development. Blasting is often required to build foundations. Septic disposal is a problem since the effluent flows along the impermeable rock rather than percolating down through the soil. Shallow depth to bedrock soils are also a problem for maintaining mature forest cover.
- o Drainage. Drainage refers to the presence or level of a seasonally high water table. This level fluctuates with the seasons and is usually highest in the spring due to

the influence of melting snow. In soils that are well drained, there is no indication of a seasonal high water table within three feet of the surface. In very poorly drained soils, it is at or near the surface for prolonged periods. In moderately well drained soils, the presence of the seasonal high water table within 1-1/2 to 3 feet of the surface is often caused by an impermeable layer below the surface. Figure 3 illustrates drainage characteristics.

- o Permeability. The permeability of a given soil layer is the characteristic that describes its ability to transmit water. Soils with "hardpan" layers have slow permeability. A "hardpan" is an impervious clay layer that blocks or slows the downward movement of water. Hardpan soils present severe limitations for the construction of septic fields. Septic effluent flows along the hardpan rather than filtering into the soil. It may run off into streams or travel to the surface if the hardpan layer is shallow enough.
- o Erodibility. Erodibility is an inherent property of any given soil. Some soils are naturally more erodible than others. This is also true for the different layers of each soil. The inherent erodibility is often modified by slope in that, in many cases, it increases with increased slope. Erodibility is an important soil limitation to consider in any development decision because it can affect the area to be developed as well as adjacent lands. In easily erodible areas, rainwater runoff can carry away topsoil and deposit excessive amounts of it in streams. This increase in sediment in streams lowers the quality of the stream water.

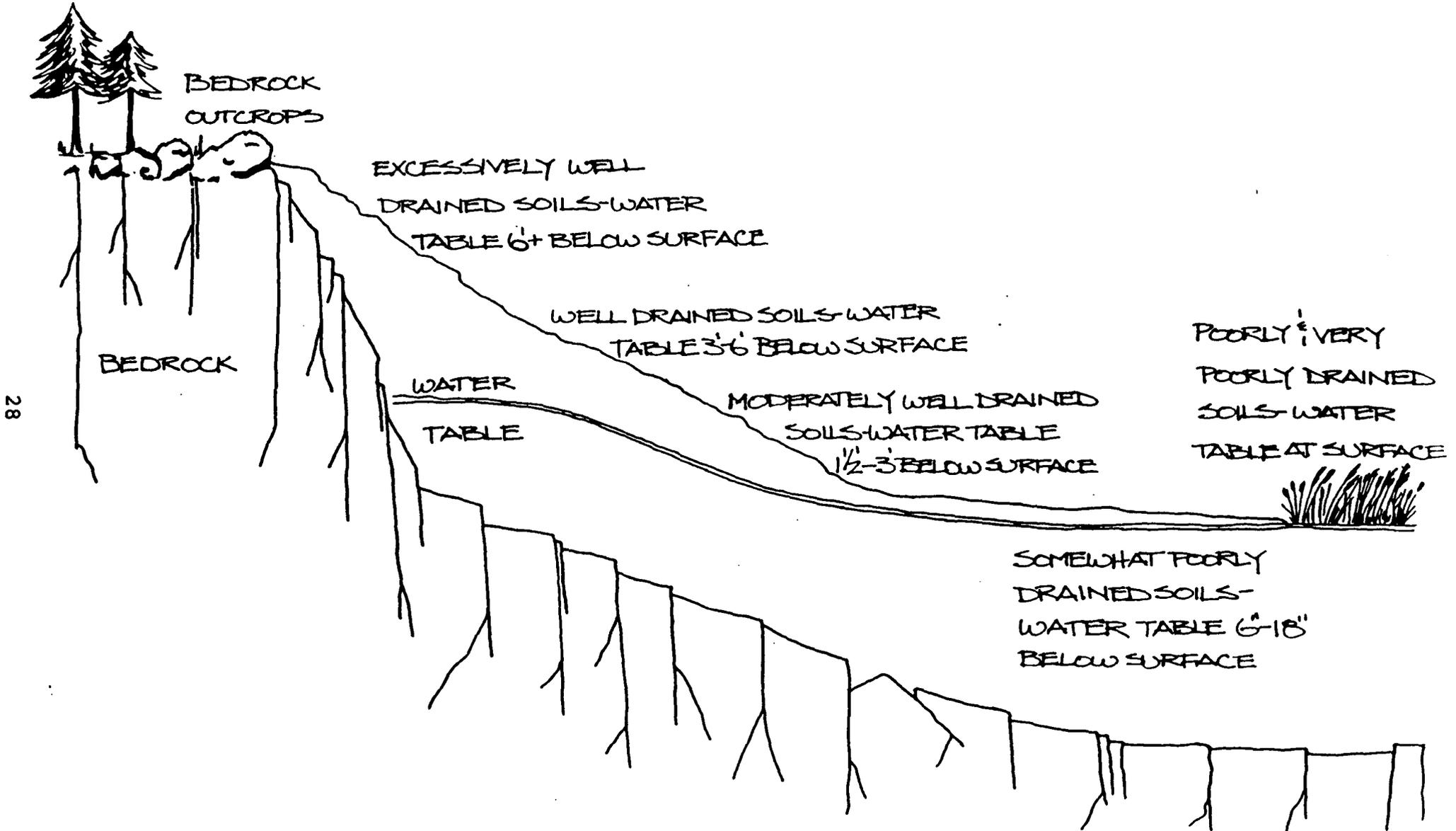
#### 2.4 Wetland Functions

Wetlands are generally defined in this Plan as land as having somewhat poorly, poorly and very poorly drained soils by the Soil Conservation Service (USDA). Actual field determination of wetlands requires in addition a review of characteristic plants. The wetlands in Lewisboro are an integral part of the Town's drainage patterns. Individual wetlands are not isolated entities but part of a larger wetland and drainage system. Upland wetlands play a major role in maintaining the functions and integrity of downstream wetlands and flood plains. Several important functions are served by wetlands. These include:

- o Wetlands act as natural sponges, retaining runoff during storms. This water then leaves the wetland with considerably slowed velocity thus minimizing downstream flooding problems. This capacity is not unlimited. Prolonged changes in the water level of wetlands can alter their vegetative patterns.

Figure 3

DRAINAGE CHARACTERISTICS



- o Wetlands serve as erosion control areas. They trap sediment carried from upland areas before it reaches streams, ponds and drinking water reservoirs. If this sediment were allowed to reach the waterbodies and water courses it would result in a deterioration in water quality and erosion of stream banks. However, excess sediment can also adversely impact the wetland.
- o Some wetlands are underlain by pervious sands and gravels and occur over water-bearing bedrock formations. Water from the wetland can percolate through the gravel and recharge the underground aquifer. If the aquifer is sufficiently thick, the water it maintains can be substantial. Water which percolates through wetlands gravels can also travel through cracks in the bedrock to other aquifers.
- o Many pollutants are carried into wetlands by storm water runoff. Wetlands serve to trap lead and other by-products of automobile combustion. They also trap nitrates and phosphates that are washed from fertilized lawns. Wetland plants consume phosphates, thus preventing them from fertilizing the water in downstream lakes and streams and helping to keep those waterbodies free of algae.
- o Wetlands are productive areas which serve as a source of nutrients for freshwater fish. Wetlands provide breeding, nesting and feeding grounds, and cover for many forms of wildlife, waterfowl and songbirds. While not necessarily containing endangered plant species, wetlands may contain plant species that are unusual or uncommon in a particular area. Wetlands provide recreational areas for fishing, hiking and bird watching. They are also unique and interesting areas for environmental education purposes.

### 3.5 Aquifers

Any underground geological formation that yields a significant amount of water is called an aquifer. Marble or limestone is the most productive type of bedrock, particularly in lowland areas where it is overlain by water-bearing deposits of outwash. Studies have indicated that two significant bands of marble exist in central Lewisboro. One band generally encircles the Ward Pound Ridge Reservation running parallel to the Waccabuc River for a short distance and the other follows the Mill River north to Pumping Station Swamp on the border of Ridgefield and then extends to the west through the Lake Rippowam-Lake Waccabuc basin and finally southwest to Cross River Reservoir.

A second source of ground water is till. Till consists of unstratified glacial deposits consisting of intermingled clay, sand, gravel and boulders. Deposits of till having a

wide range in thickness are extensively distributed in Lewisboro particularly on the uplands but also in some valley areas. Till has a relatively low permeability and, except where it contains sandy lenses, yields only a few gallons of water per minute to dug wells. Till overlays the majority of Lewisboro bedrock and can be expected to limit ground water quantity in surficial deposits to small domestic supplies. Till may be overlain by swamps containing organic soils or strains of alluvial soils and may function as a confining layer over some bedrock aquifers.

A third source of ground water is stratified drift which consists of interbedded layers of sand, gravel, silt and clay deposited in stream valleys and lowlands by the meltwater of receding glaciers. The greatest well yields can be derived from the sand and gravel portions of stratified drift deposits near large streams. The same factors which make such areas valuable as water sources make them susceptible to contamination. Stratified drift deposits are covered by soils with high percolation rates which allow rainfall and runoff to easily recharge the groundwater. Unfortunately, these soils also easily transmit water containing pollutants. Because groundwater moves very slowly, contaminants may go undetected for some time. Even after pollutants have been discovered it may not be possible to rectify the situation. It is, therefore, important to prevent contamination to aquifers by controlling land use activities above their recharge areas. Protection of the primary and secondary recharge areas is particularly important. Any land use which would result in solid waste leachate, road salt, petroleum, domestic or industrial water percolating into groundwater should be strictly controlled and, if possible, prohibited in aquifer recharge areas. It is also important to keep these areas open so that the aquifer can be recharged.

Several small areas of stratified drift have been identified in Lewisboro. These include: the swamp lands adjacent to Route 35 west of Ridgefield Avenue, the area draining toward Lake Kitchawan south of Cross Pond Road, the land north of Petitt Road, the wetland northeast of the South Salem Fire House and the land between Lakes Waccabuc and Oscaleta.

A ground water development potential study was prepared for the Town of Lewisboro in 1975. This study concluded that, "both the present and projected daily water demands usage by the town will be more than adequately met by the total ground water development potential for the foreseeable future for both normal and drought years." While the study results are reassuring, the research was limited to available topographic information. The report noted that, "a paucity of pumping information under controlled conditions...precludes a more detailed evaluation of the aquifer characteristics..." and concluded by recommending that additional field analyses be conducted and that existing central water supply wells be fully instrumented and routinely monitored.

While the work undertaken in preparing this Plan has produced comprehensive information on soils and slope conditions, data on aquifers and water resources remains only sketchy. As Lewisboro continues to develop, the need for accurate, detailed information on water resources is increasingly important.

### 3.6 Development Limitations Summary

A Development Limitations Summary map has been prepared as part of this Town Plan. The map is a summary analysis of the slope and soil characteristics present in the Town of Lewisboro and the development constraints associated with them. Over-riding slope and soil characteristics were used to categorize soils as presenting very severe, severe, moderate and slight limitations to development.

- o Very Severe. Lands described as possessing very severe development limitations are generally unsuited for development. Wetlands and extremely steep hillsides are included in this category. (Somewhat poorly, poorly and very poorly drained soils, permanently flooded soils, slopes 25% and over.)
- o Severe. Areas with severe limitations present major problems when development is attempted. Unless development proceeds with extreme caution and at low densities on such sites, serious adverse environmental impacts can result. They may occur directly on the site or elsewhere, perhaps involving the siltation of a neighboring waterbody when a highly erodible area is developed. Severe limitations are most frequently associated with rocky upland areas. (Slopes 15-25%, soils with average slopes greater than 15%, moderately well-drained soils, soils with slow permeability, soils shallow to bedrock.)
- o Moderate. The moderate limitations category delineates lands with environmental constraints which can be overcome if proper precautions are taken. Sites with these limitations are found primarily in areas of gentle rolling hills. (Slopes 8-15% with high subsoil erodibility, unstable slopes 8-15%, remaining stony soils.)
- o Slight. The areas which possess slight limitations present relatively few constraints to development. Since a few of these soils are moderately erodible and occur on 8 to 15 percent slopes, precautions to mitigate such problems as increased erosion and runoff should be taken. (Remaining upland soils, glacial stream terrace soils.)

While presenting overall categories of severity, the Development Limitations Summary map also contains descriptions of the severity of the various soils for particular uses. These are:

- o Septic Field Limitations. Septic field limitations are based on a combination of soil characteristics - drainage, slope, depth to bedrock, permeability (hardpan) and stoniness. Severe septic limitations are associated with slopes over 15%, wetlands (poorly drained areas), shallow depth to bedrock and slow permeability (hardpan soils). Moderate limitations are typically associated with mild slope and stony conditions.
- o Dwellings with Basements. Limitations for the construction of dwellings with basements are based on flooding, drainage, depth to bedrock, slope and shrink-swell potential.
- o Local Roads and Streets. Limitations for the construction of local roads and streets are based on depth to bedrock, drainage, slope and bearing capacity.

## 4.0 THE REGIONAL CONTEXT

The boundaries of the Town of Lewisboro define a government entity and delineate an area which this Town Plan proposes can be maintained and enhanced as a community of special character and unique image. But the boundaries have little relationship to the market forces which move the economy and development of the region. Lewisboro is part of the New York City metropolitan region and the regional transportation system, economic base and development patterns directly affect the Town. Furthermore, the plans, programs and policies of agencies outside of Lewisboro and of those at higher governmental levels can also influence what happens and when it happens within the Town's boundaries.

A basic objective of responsible local government must be to remain aware of region-shaping forces and development proposals affecting the local municipality from outside its borders. In responding to these external forces through comprehensive planning policies, Lewisboro can adopt appropriate guidelines to ameliorate undesirable trends and to insure that future development within the Town is carried out in a manner consistent with local goals and policies.

The purpose of this section is to briefly summarize the present thinking of outside agencies as to how future development in the region as a whole, and in northeastern Westchester in particular, should be accommodated and to summarize those specific planning proposals made to date which are likely to have an impact on Lewisboro.

### 4.1 New York State

In recent years, the involvement of the State of New York in areawide planning has been limited to the Coastal Zone Management Program and several environmental regulatory programs such as the Freshwater Wetlands Act and the State Environmental Quality Review Act (SEQRA). Several statewide plans focusing on different subjects were prepared prior to 1973. Most of these plans were based on an assumption of continuous population growth and urban expansion through to the year 2000. As a result, many of the recommendations and text discussions are inconsistent with present conditions and trends.

In 1964, the New York State Office of Planning Coordination released a report titled Change, Challenge, Response: A Development Policy for New York State. It promoted the establishment of self-contained communities in the suburban fringes of the New York Metropolitan Area as a planned method of handling the expected population growth. A more detailed development policy statement was produced in 1971 under the title New York State Development Plan. It included a preliminary plan map. The 1973 Lewisboro Town Plan described the Plan as follows:

The map basically reflects present land use patterns and trends and assumes that future growth will be guided to avoid the disorganized sprawl that has occurred in the past. The Plan proposes a low intensity urban density of between 500-999 persons per square mile for Lewisboro by 1990. This projection assumes a considerable growth rate for the Town.

People, Resources, Recreation: New York Statewide Comprehensive Recreation Plan was prepared in September 1972 by the New York State Department of Parks and Recreation. The thrust of the report was to establish grounds for continued State action and funding in the development of regional recreational facilities and the preservation of important natural features. Maintenance of the existing system of parks, development of new facilities in urban areas, and the preservation of outstanding natural areas are emphasized. With regard to local governments, the Recreation Plan states: "Facilities designed primarily to serve the immediate community are essentially a local responsibility since the benefits will be localized...local communities should finance and operate such facilities." Cooperative efforts with private recreation operators is urged as the Plan observes that "private operators can be induced to fill local recreational needs through tax incentives, special zoning, and public support functions (such as construction of access roads)."

A State transportation plan was released in September 1968 by the Department of Transportation under the title Policies and Plans for Transportation in New York State. This plan, prepared at a time when population growth was expected to continue rapidly and funding was not seen as a significant limiting factor, proposed no major improvements in the vicinity of Lewisboro with the exception of the completion of what is now Intersate 684. One section of the plan discusses "the long view" and outlines additional facilities which may be needed by the year 2018. The only addition in northern Westchester County is the proposal for an east/west intercity expressway linking Peekskill and points west with Interstate 684 near Katonah. This expressway would follow the general corridor of Route 35 and terminate at I-684.

#### 4.2 Tri-State Regional Planning Commission

Until it was disbanded in December of 1981, the Tri-State Regional Planning Commission was the official planning agency designated by the Federal Government for the New York City metropolitan region. The region consisted of nine counties in New Jersey, seven in New York, the five boroughs of New York City, and six Connecticut planning regions. Although Tri-State no longer functions in a review and advisory capacity, its plans and reports are still considered a valid regional basis for local planning.

A regional land use plan and program titled Regional Development Guide 1977-2000 was adopted by the Commission in June 1977 and amended in September 1977 and January 1978. The Guide sets a target, not a forecast, of 11% population growth in the region by the year 2000. The Regional Land Use Plan from which this target was derived is based on three primary objectives:

- o conserve critical lands
- o concentrate development
- o balance dwellings, jobs and services

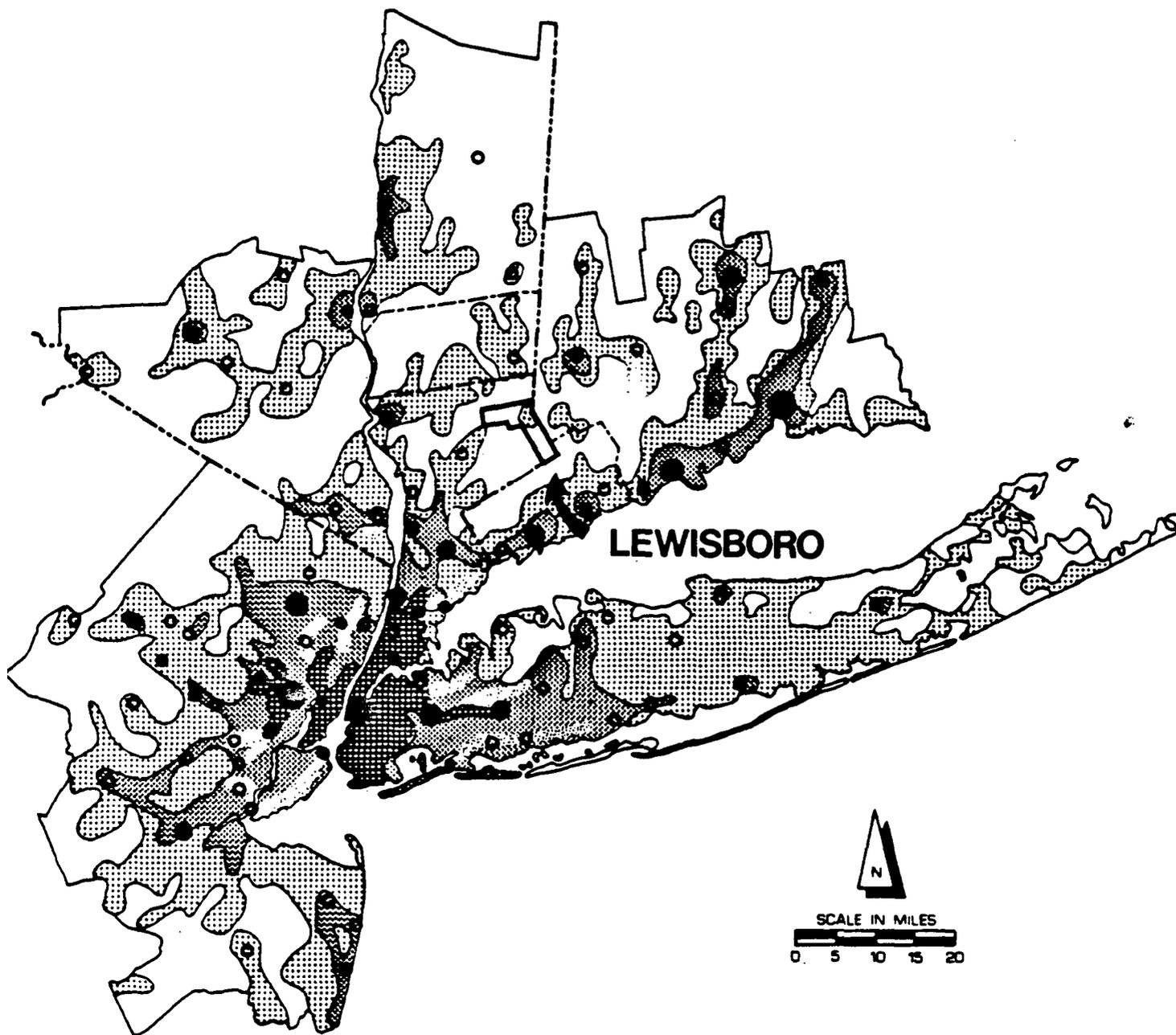
Achievement of these objectives requires the containment of "spread-city" development, the revitalization of the region's older cities and the preservation of critical natural resource lands. The Plan recognizes that such actions are not consistent with most current trends but states that changes must be made because haphazard suburban expansion results in: development of property that should have been conserved for natural uses; inefficient use of public services including sewer, water and public transportation systems; and accelerated decline of the older cities.

The Plan map (the Regional Development Guide), reproduced here as Figure 4, recommends density levels for new residential development and commercial centers. The categories are listed on Figure 4. The Plan does not include a density level for new housing in the range of 0.5 and 2 dwellings per net acre. The Plan text is explicit in stating that no new residential development should occur in this density range because such construction requires improvements such as streets, curbs, sidewalks and a central water and sanitary sewerage systems at significantly higher costs per housing unit on an initial and long-term basis than construction at higher density levels. In addition, energy costs are dramatically increased and environmental conservation becomes haphazard. In summary, the Plan states, "development at the inefficient, costlier, 'in-between' densities cannot be justified."

As the smallest interval on which the land use recommendations are made is one square mile, the Plan contains the cautionary advice that "square miles designated as urban lands may contain lands where development should not occur just as low density areas may contain small clusters of development." The importance of this allowance is linked to the objective that new land development establish a balance between dwellings, jobs and services in all areas of the region. The Plan states that "the designation of open (low density) land is not intended to provide any jurisdiction with support for exclusionary housing practices. Each jurisdiction (local government) is to make adequate land

Figure 4

# LEWISBORO IN RELATION TO TRI-STATE REGIONAL DEVELOPMENT PLAN



## REGIONAL DEVELOPMENT GUIDE

### RECOMMENDED CENTERS

- PRIMARY CENTERS
- MORE THAN 90,000 JOBS
- 50,000 - 89,999
- 30,000 - 49,999
- LESS THAN 30,000
- SMALLER CENTERS

### RECOMMENDED DENSITIES FOR NEW DEVELOPMENTS

- 0 - 0.5 DWELLINGS PER NET ACRE
- ▨ 2 - 6.9
- ▨ 7 - 14.9
- ▨ 15 - 29.9
- ▨ 30 OR MORE

available for a cross-section of housing types appropriate to the location and to employment within the region." Therefore, "open lands may be developed to balance housing with employment as long as careful design and adequate safeguards and facilities for environmental protection are provided."

Figure 4 shows Lewisboro in relation to the Tri-State Land Use Plan. The Plan locates no activity centers in the Town and recommends the lowest density levels for new residential development. With the exception of a small area in the vicinity of South Salem, all of Lewisboro is shown at a recommended density of 0 to 0.5 dwellings per net acre. Such low density level areas, termed "Open Land" by the text, are intended either to remain in their natural state as conservation or recreational open space or to be utilized for agriculture or residential uses at very low densities. Specifically, the Plan recommends:

The lowest residential densities deemed constitutional should be maintained in open land areas: three to ten acres per dwelling, more if possible. In any case, local zoning should be encouraged for densities lower than two acres per dwelling. Public works, particularly sewer trunk lines and arterial roads, should not be built on open lands, and interchanges on expressways should be omitted or widely spaced.

The Plan further states that "Open Land" areas can and should remain at a low intensity of use because "the remaining developable lands are amply sufficient to accommodate the planned and balanced growth of jobs and housing in the region and in each sub-region for the foreseeable future." Limited "in-fill" construction at existing densities in the small clusters of development which exist within the "Open Land" areas is appropriate and possibly necessary.

A small area of Lewisboro in the vicinity of South Salem is included in a classification with recommended densities of from 2 to 6.9 dwellings per net acre. The designation of this particular area is due to the well-established residential development around Lakes Truesdale, Waccabuc and Oscaleta which stands out from the surrounding land use when evaluated at a regional scale. Because of the attendant environmental issues associated with higher density lakefront development, this differentiation does not appear at the local level.

In summary, the Tri-State Regional Planning Commission developed a recommended planning concept of the Town of Lewisboro as an area remaining essentially open, without any activity centers of regional significance, and with new development for the most part occurring at densities of less than one housing unit per every two acres. This general

concept was tempered with the recognition that Lewisboro is an independent local community and must therefore plan for its own local needs which include commercial areas and a sufficiently wide range of housing varieties to adequately meet present and future needs of its residents and persons employed within the general area of the Town. To meet these needs, higher levels of density than that recommended for "Open Land" may be required and these clusters of development should be planned in accordance with the objectives of the Regional Land Use Plan. One specific recommendation is that zoning classifications which require between one-half acre and two acres per housing unit be avoided.

#### 4.3 Regional Plan Association

The Regional Plan Association is a privately funded citizens planning advisory body which has worked for the orderly development of the New York Metropolitan Region since the 1920s. A major effort of the organization was the development of the Second Regional Plan which was released in 1968 as a successor to the 1929 Plan of New York and Environs. This new plan was then supplemented with individual reports focusing on application of the Plan's concepts in each of the Region's counties.

The Westchester County report, The Future of Westchester County, was released in 1971. It addressed seven issues concerning Westchester's development: the location of new major facilities, housing opportunity, housing location, poverty and racial discrimination, physical appearance, transportation, and governmental changes. The recommendations promote concentration of development in existing centers, particularly White Plains and to a lesser degree Mount Kisco and Peekskill, and the preservation of outlying areas as open space. Governmental action is recommended to prevent strip commercial development, segregation of jobs and housing, and a pattern of scattered development. Regional Plan is particularly critical of office campus developments isolated from the major activity centers even though they may be related to transportation arteries.

The Regional Plan Association planning concept of the Town of Lewisboro consists of a low density residential area with significant amounts of open space. All non-local commercial and employment needs of Lewisboro residents are seen to be adequately handled by existing or new facilities developed in Mount Kisco, White Plains or other existing activity centers.

#### 4.4 Westchester County

The Westchester County Charter charges the County Planning Board with a comprehensive planning function with regard to the formulation and recommendation of major development

policies. In addition, the County Administrative Code states that the County Planning Board shall find "procedures for bringing pertinent inter-community and countywide considerations to the attention of municipalities." One means the Board has utilized for fulfilling its responsibilities has been the development of a series of planning documents.

Urban Form. The primary Westchester County planning document is titled Assumptions, Goals and Urban Form. It is intended to serve as a "guide for land development decisions which need to be made by the private sector and government agencies at all levels in their development of land and facilities and the provision of services." Originally prepared in 1971, the present version was adopted by the County Planning Board in January 1975. The document was also "cross-accepted" by the Tri-State Regional Planning Commission as the official portion of the regional plan for Westchester County.

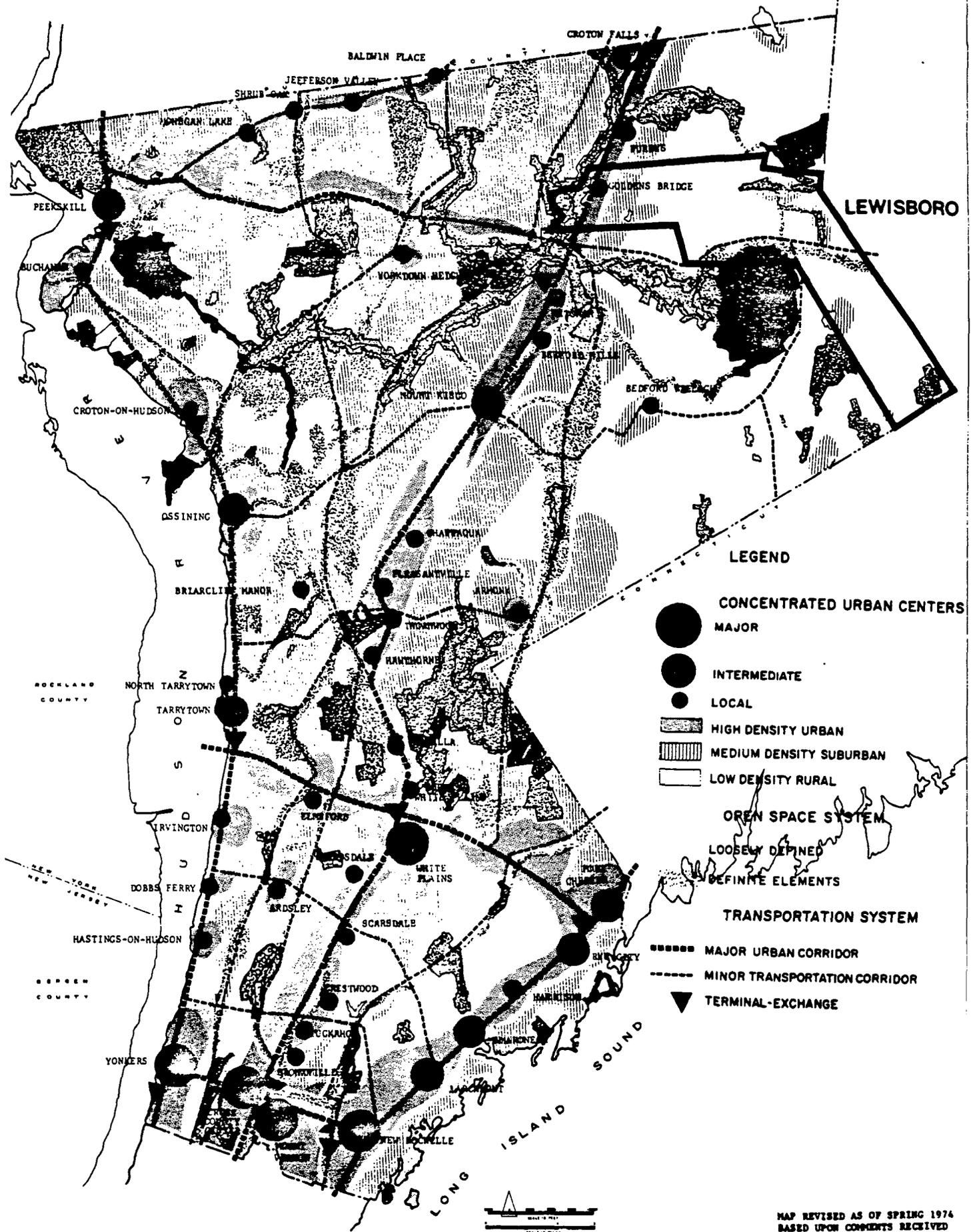
The focus of Assumptions, Goals and Urban Form is on development patterns and density, not on varying land uses. It is for this reason that the concept "urban form" is used rather than land use. Five distinctive forms of development were delineated: concentrated urban center, high density urban area, medium density suburban area, low density rural area, and open space.

The classification of the County's land into these recommended density categories was based partially on existing development but mainly on application of key policy statements. These statements are:

- o The existing urban centers should be expanded and intensified.
- o The natural valley system, where corridors of development have historically evolved, should be enhanced by developing a balanced transportation system that will provide an alternative to the automobile, and by extending water and sewer utility lines.
- o Open space should continue to define, shape and provide relief and contrast to the urban environment. Community separation and identity should be maintained by a distinct decrease in development densities as one moves away from the centers.

The resulting Urban Form Concepts plan map is reproduced as Figure 5.

The most extensive portion of Lewisboro is shown to be recommended for low density rural development. In the eastern end of the Town, Vista, South Salem and the lake communities are recommended as medium density suburban areas. Overall this category contains more land than any other in



MAP REVISED AS OF SPRING 1974  
 BASED UPON COMMENTS RECEIVED  
 FROM MUNICIPAL OFFICIALS.

URBAN FORM CONCEPTS

Figure 5

Westchester. Areas with this designation are expected to have public water and sewer systems available either at present or in the near future. The dominant land use will likely be single-family residential although attached or multi-family residential and limited office and commercial development would not be inconsistent as long as it is within the recommended density and floor area ratio ranges established by Urban Form.

The western end of Lewisboro is shown to contain a narrow corridor parallel to Interstate 684 appropriate for high density urban development. This corridor is bordered by a wider medium density suburban area which extends east to include the Lake Katonah community. Located within high density urban areas are concentrated urban centers. One such center is shown to be Goldens Bridge. The centers represent the highest density levels in the County although the centers themselves vary in size from major (White Plains) to intermediate (Mount Kisco) to local (Goldens Bridge).

Since the adoption of Assumptions, Goals and Urban Form, the County Department of Planning has intended to produce a series of refinements to the Urban Form Concepts plan map. These refinements are to reflect increased consideration of environmental factors, conformance with the more recently adopted County Parks and Open Space Plan, and a more detailed breakdown of the five urban form categories. This last area of refinement is perhaps the most important. For example, the present high density urban classification which is recommended for the Interstate 684 corridor in Lewisboro includes a density range of 8 to 128 dwelling units per net acre. The density range in the medium density suburban area is 1 to 16 dwelling units per net acre.

Several areas of Lewisboro will likely be affected by the refinement process. First, the boundaries of the Vista and South Salem hamlets along with the lake communities will be more accurately located to reflect the areas likely to be served by future public water and sewer systems. Second, the Cross River hamlet, which does not appear at all on the present plan map, will be added. Here, as in the other hamlet areas, a more limited recommended density range will be redefined at lower density levels and will recognize more limited areas which are likely to be served by public water and sewer systems. However, the overall concept of intense higher density development in areas adjacent to Interstate 684 will likely remain unchanged.

Open Space. In June 1976, the Westchester County Planning Board and the Westchester County Parks, Recreation and Conservation Board adopted the second element of the County Comprehensive Plan, the Policy on Parks and Open Space. Recommended policies include creating linear open space linkages between major open space and recreation areas,

preserving environmentally fragile lands of more than local significance, and preserving reservoir and watershed lands in an open state while recognizing their potential for active recreational purposes.

The Open Space Plan map shows the approximate location of all lands which meet the policy guidelines of the report. Lands within Lewisboro that are shown on the Plan map include the existing County parks (Ward Pound Ridge Reservation and Mountain Lakes Camp), reservoir and watershed properties, and several conservation and private open space holdings including the Waccabuc Country Club. In addition, the Route 35 and Route 121 corridors are identified as "scenic routes" which should receive protection and enhancement where appropriate.

Waste Treatment. In 1978, Westchester County released a report titled Areawide Waste Treatment Management Plan. The report discussed non-point source pollution, urban storm water management, treatment of municipal and industrial point source discharges, residual waste management, and the administration and regulation of water quality management. The work is basically general in scope although several specific problem areas are dealt with in detail.

Lewisboro is cited in the report as being attuned to potential groundwater quality problems because of the local controls on drainage and wetlands, the requirement for the preservation of natural cover, and the allowance of clustered housing. Other recommendations are made on street cleaning practices, means of reducing storm water runoff by roof and parking lot ponding, and application of a zero increase in runoff standard to new development.

Five areas within the Town of Lewisboro are identified in the Plan as possible sewer service areas. The immediate consideration of sewage disposal facilities at Lake Kitchawan is emphasized but the Plan also recommends that additional study be done to establish the extent of the water quality problem attributable to septic field leaching. The Plan recommends that the proposed treatment plant at the Meadows be designed in such a way as to permit expansion in the future to treat the sewage from the surrounding Cross River area. With regard to the third and fourth areas, Twin Lakes-Truesdale and Vista, the Plan states that "present water quality condition does not warrant abandonment of sub-surface disposal systems" and that therefore these areas should remain unsewered. The Plan does recommend, however, that a continuing monitoring and surveillance network be set up to identify future water quality problems or health hazards. The Plan recommends that the fifth area, the Muscoot River sewer service area, be developed as a regionalized system with all treatment conducted at the Yonkers Joint Treatment Plant. Obviously the construction of numerous interceptor

sewers and pumping stations will be required for this recommendation to be realized.

Housing. The County Board of Legislators adopted an official Westchester County Housing Policy in September 1979. The basic theme of the policy is that increased housing production must be encouraged in order to improve the quality of the housing stock, provide for the additional housing units needed as a result of the continuing decrease in average household size, and to allow for population growth. A target population growth of one half of 1% per year is presented as a requirement to maintain proper economic vitality. These factors combined equate to the construction of an average of 5,000 new housing units each year. Westchester lost approximately 30,000 residents between 1970 and 1980.

The Housing Policy urges the County to "pursue a program of need allocation that is based on cooperative, voluntary participation by the constituent municipalities of the county." It also recommends that the County "negotiate with each community regarding its contribution to the need for housing" while recognizing that "all decisions regarding the provision of these units should be made locally." Each local government should "define the need, the size, the scope and the type of housing that is required, its response to that requirement, and the methods to be used toward that end." County and local housing policy should provide a stimulus for the construction of new housing (in particular multi-family housing), the conversion of nonhousing structure for residential purposes, and the reinvestment and rehabilitation of existing housing and neighborhoods, so as to increase the production of additional housing units.

Summary. The several planning documents and policy statements adopted by Westchester County establish a broad outline of a recommended development pattern for Lewisboro. The Tri-State Regional Planning Commission portrait of Lewisboro as an area remaining essentially open is reinforced by the County. Differing from the region plan, the County plans identify an urban growth corridor along Interstate 684 and assume higher densities of development to occur in the hamlet areas of Vista and South Salem. The Areawide Waste Treatment Management (208) Plan also indicates that public sewer systems may some day be required in these areas as well as in Cross River and Lake Kitchawan.

With regard to housing, the County Housing Policy encourages local communities to provide proper zoning for the construction of multi-family housing in accordance with local needs in areas of concentrated density such as the hamlets. Meanwhile, the non-hamlet areas should be regulated to ensure

their preservation or development at low density levels and the maintenance of scenic corridors along major roads.

#### 4.5 Adjacent Towns

Lewisboro abuts portions of seven other municipalities: Ridgefield, Wilton and New Canaan in Connecticut and Pound Ridge, Bedford, Somers and North Salem in New York. In many respects, these towns and Lewisboro share the same characteristics in terms of land use and development. All are generally low density residential suburban communities which have experienced a high percentage rate of population growth and new residential construction during the past 25 years.

With one exception, all land adjacent to Lewisboro is shown on local town plans and zoning ordinances as residential, with densities in the range of one housing unit per one to four acres. The exception, one small area in the Town of North Salem north of Nash Road and east of Route 22, permits a minimum lot size of one-half acre. This area is across the town line from Lewisboro's one-half acre minimum lot size district in Goldens Bridge.

Although many features of these neighboring towns are similar, there are also several unique factors in the other towns which have an influence on land use and activity patterns in Lewisboro. Of prime importance are the commercial centers located in Ridgefield, New Canaan, Katonah and Mount Kisco. Because of their size, these centers have market and service areas which extend well into Lewisboro. Their existence and proximity has partially precluded the development of and the necessity for similar size centers in Lewisboro. Under the recommendation of the several regional plans previously discussed, any expansion of non-local oriented businesses should take place within these existing centers and not in Lewisboro.

Campus Commercial. While no sizable campus office development project has been proposed for property in Lewisboro, such projects have been proposed or approved in adjacent communities along the Interstate 684 corridor. Developers of these types of projects, as well as major corporations, are finding that few campus building sites remain in and around White Plains and along Interstate 287, the Cross-Westchester Expressway. As a result, new sites are being sought further north along the major highways and parkways.

Construction began in 1984 on two large campus office developments in the Town of Somers on sites directly west of Lewisboro across the Muscoot Reservoir. The main access routes to these projects will be Route 35 and Route 138 between the sites and interchanges on Interstate 684. The scale of the developments will affect traffic levels and the

housing market in Lewisboro. The PepsiCo, Inc. project on Route 35 near Katonah has a long range master plan showing 1.3 million square feet of office space for 5,800 employees. As of November 1984, one building of 530,000 square feet to serve 2,000 employees had been approved by the Town of Somers and was under construction. Completion was expected in 1986. Four miles to the north on Route 138 near Goldens Bridge, the IBM Corporation was constructing a complex of 1.2 million square feet of office space for 2,700 employees. The anticipated completion date for IBM was mid-1987.

The policy of the Town of Somers, as stated in the final environmental impact studies for these projects, is to not permit additional development of this type. Even so, the traffic impacts of the approved development alone will require careful monitoring in the Goldens Bridge area to insure that the State highways continue to adequately serve local residents. In addition, the proximity of two major corporate developments along with the access available to I-684 will likely increase the interest of commercial developers in vacant land in Lewisboro near the interstate highway. The Town should be prepared to deal with development requests in a firm, consistent manner based on the Town Plan's recommended goals, policies and land use.

Multi-Family Housing. Another feature of neighboring towns which may have an influence on Lewisboro is multi-family housing. New York State courts have ruled that local municipalities must consider and provide opportunities for local and regional housing needs. These needs have been defined by the courts as including multi-family housing. The most recent suit was initiated by a developer after the North Salem Town Board turned down his request for a rezoning to allow the construction of 48 multi-family housing units. The court found that the "needs of the region have not been met in other communities which would free this Town from its obligation to contribute to such need" and that therefore "the Town has failed to meet its share of the regional housing needs and the needs of its own community." In this case, the local zoning ordinance did not permit the construction of multi-family housing as a matter of right anywhere in the town.

Other area communities have had different approaches to multi-family housing. Bedford has for many years permitted this type of housing. It presently contains approximately 700 such units. Bedford has also considered the adoption of a "floating zone" for multi-family housing. The Town of Somers has such a multi-family floating zone which has been mapped once to allow the construction of 120 townhouses. In addition, Somers has a designed residential development provision which has allowed the planning and construction of the Heritage Hills project. When completed, Heritage Hills is expected to contain 3,100 multi-family units on 1,000 acres of property.

The Town of Pound Ridge does not have any provision for multi-family housing although the Town Plan proposes the creation of a "floating zone" which would be limited to the provision of senior citizen housing in multi-family type construction. Multi-family housing has been constructed in all adjacent Connecticut communities with several large projects of more than 200 units each located in Ridgefield and New Canaan.

Lewisboro's commitment to the provision of opportunities for the construction of multi-family housing is discussed at length in the "Residential Development" chapter of the Plan. Following through on the recommendations of the 1973 Town Plan, the Zoning Ordinance was rewritten and the Zoning Map amended to include multi-family residential districts. In October 1984, 11% of the Town's total housing units consisted of multi-family units (385 units of a total of 3,499 units).

## 5.0 FISCAL CONDITIONS

One element of the research work done prior to the preparation of this Town Plan resulted in a report titled "Planning Analysis 4: Public Facilities and Fiscal Impact," dated June 1983. Section II of that report reviewed Lewisboro's public economic situation by: identifying sources of revenue for Town government and school district budgets, evaluating the size and makeup of Lewisboro's property tax base, and assessing recent trends in Town and school district budgets. As a summary it discussed property tax rate trends and levels. What follows are highlights of this extensive analysis.

### 5.1 Sources of Revenue

Table 12, "Town and School District Budget Revenue Sources," shows the results of a review of revenue sources for local budgets between 1975 and 1983. Three budgets were examined: the Town General Fund which covers the operating costs of all Town departments, programs and services excluding road maintenance but including the Highway Superintendent's office, the Town Highway Fund which covers all road maintenance and highway employee costs, and the School District budget which includes all operating costs of the School District.

The General Fund has consistently been the local budget least dependent on property tax revenue but even so, just under one-half of this fund's income is generated through property taxes. The percentage share has not altered significantly over the nine-year period studied. Department income, money received in the form of permit and license fees and charges for service, has been increasing steadily since 1975 rising from 18% to 26% of all revenue. This indicates that the Town is capturing a significant amount of its costs of operation from the individuals who are actually requiring services. The level of revenue provided by the State and Westchester County are beyond the Town's control. It is likely that the trend of decreasing contributions will continue.

The Highway Fund is the most dependent of all local budgets on property tax revenue although this dependency has decreased from over 94% of the total budget in 1975 to 83% in 1983.

The percentage of the school district budget revenue derived from the property tax is moving in the opposite direction - slowly but consistently increasing. This is a result of the steady decrease in the level of State aid received which as recently as 1971 accounted for as much as 31% of total revenues. It is likely that the trend toward lesser State funding participation will continue for several years.

Table 12  
TOWN AND SCHOOL DISTRICT BUDGET REVENUE SOURCES  
1975 - 1983  
(percentage of total budget revenue)

	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>
<b>GENERAL FUND</b>									
Departmental Income	18.7	19.4	20.1	18.6	20.2	23.2	23.6	26.9	26.9
County Revenue	8.5	7.5	7.9	7.7	7.1	7.9	8.9	6.7	6.8
State Revenue	9.8	10.5	9.6	11.0	8.4	7.4	6.8	6.6	6.3
Federal Revenue	4.9	5.3	4.9	9.8	5.6	4.3	3.6	*	*
Surplus Applied	16.1	3.3	2.7	5.6	10.2	9.7	10.8	11.9	12.3
Property Tax Levy	<u>42.0</u>	<u>54.0</u>	<u>54.8</u>	<u>47.3</u>	<u>48.5</u>	<u>47.5</u>	<u>46.3</u>	<u>47.9</u>	<u>47.7</u>
<b>TOTAL</b>	<b>100.0%</b>								
<b>HIGHWAY FUND</b>									
Revenues and Surplus	5.5	7.3	14.4	6.9	7.2	4.7	15.2	16.0	16.4
Property Tax Levy	<u>94.5</u>	<u>92.7</u>	<u>85.6</u>	<u>93.1</u>	<u>92.8</u>	<u>95.3</u>	<u>84.8</u>	<u>84.0</u>	<u>83.6</u>
<b>TOTAL</b>	<b>100.0%</b>								
<b>SCHOOL DISTRICT</b>									
State Revenue	23.2	22.3	21.6	20.8	20.7	20.2	20.1	18.9	18.0
Other Sources	4.5	4.2	5.7	4.8	5.0	5.6	3.7	2.8	4.1
Property Tax Levy	<u>72.3</u>	<u>73.5</u>	<u>72.7</u>	<u>74.4</u>	<u>74.3</u>	<u>74.2</u>	<u>76.2</u>	<u>78.3</u>	<u>77.9</u>
<b>TOTAL</b>	<b>100.0%</b>								
<b>COMPOSITE LOCAL BUDGETS</b>									
Other Sources	28.5	26.9	27.9	26.6	26.6	26.6	25.6	23.6	24.0
Property Tax Levy	<u>71.5</u>	<u>73.1</u>	<u>72.1</u>	<u>73.4</u>	<u>73.4</u>	<u>73.4</u>	<u>74.4</u>	<u>76.4</u>	<u>76.0</u>
<b>TOTAL</b>	<b>100.0%</b>								

\*Federal Revenue Sharing not included in General Fund.  
Source: Town of Lewisboro Receiver of Taxes Records  
Katonah-Lewisboro School District

The set of figures at the bottom of Table 12 show a composite review of the level of dependency of local budgets on the property tax. Since 1975, the composite property tax share has increased from 71.5% to 76%. Without any fundamental change in the means in which local governments and school districts are financed, a community's property tax base will continue to be of great importance in local decision-making and financial health.

## 5.2 Tax Base Trends

Lewisboro's property tax base is determined through the annual tax assessment roll. This document contains an inventory of every property (tax lot) in the Town. It places an assessed valuation on each property for both the land itself and for any improvements. The assessed valuation is intended to be a percentage of the true market value of a property. The official "Equalization Rate," set by Westchester County and defined as the percentage of market value represented by assessed valuation, was approximately 65% for the 1982 roll.

Figure 6 graphically shows the size of Lewisboro's tax base for each year between 1970 and 1982 along with a calculation of "market value" based on the County equalization rate. Discounting 1973 because of the Town-wide reassessment, the data report that the Town has had a consistent annual percentage increase in assessed valuation. The market value increase has been considerably higher. These trends indicate a fairly constant level of development activity that has not included any major single investments.

The composition of the 1982 tax roll in terms of land use is shown in Figure 7. The graph indicates that 80% of the property tax levy paid in 1983 came from residential property owners and 3% from owners of commercial operations.

## 5.3 Town Budgets

As Lewisboro has grown, so has the level of government services provided by the Town and the cost of providing those services. The general fund and highway fund have shown an average annual increase of 10.5% for the 13 year period, 1970 through 1983. If inflation is removed from consideration by applying the Consumer Price Index and converting the budget figure to "Constant 1967 Dollars," both funds show an average annual increase of approximately 3%. (The 1983 appropriations were \$1.466 million for the general fund and \$1.065 million for the highway fund.)

The amount of the Town's revenue for both funds which is raised through the property tax levy has increased at an average annual rate of approximately 8.6% for the period 1970 through 1983. The average annual increase in the levy

FIGURE 6  
LEWISBORO TAX BASE  
1970-1982

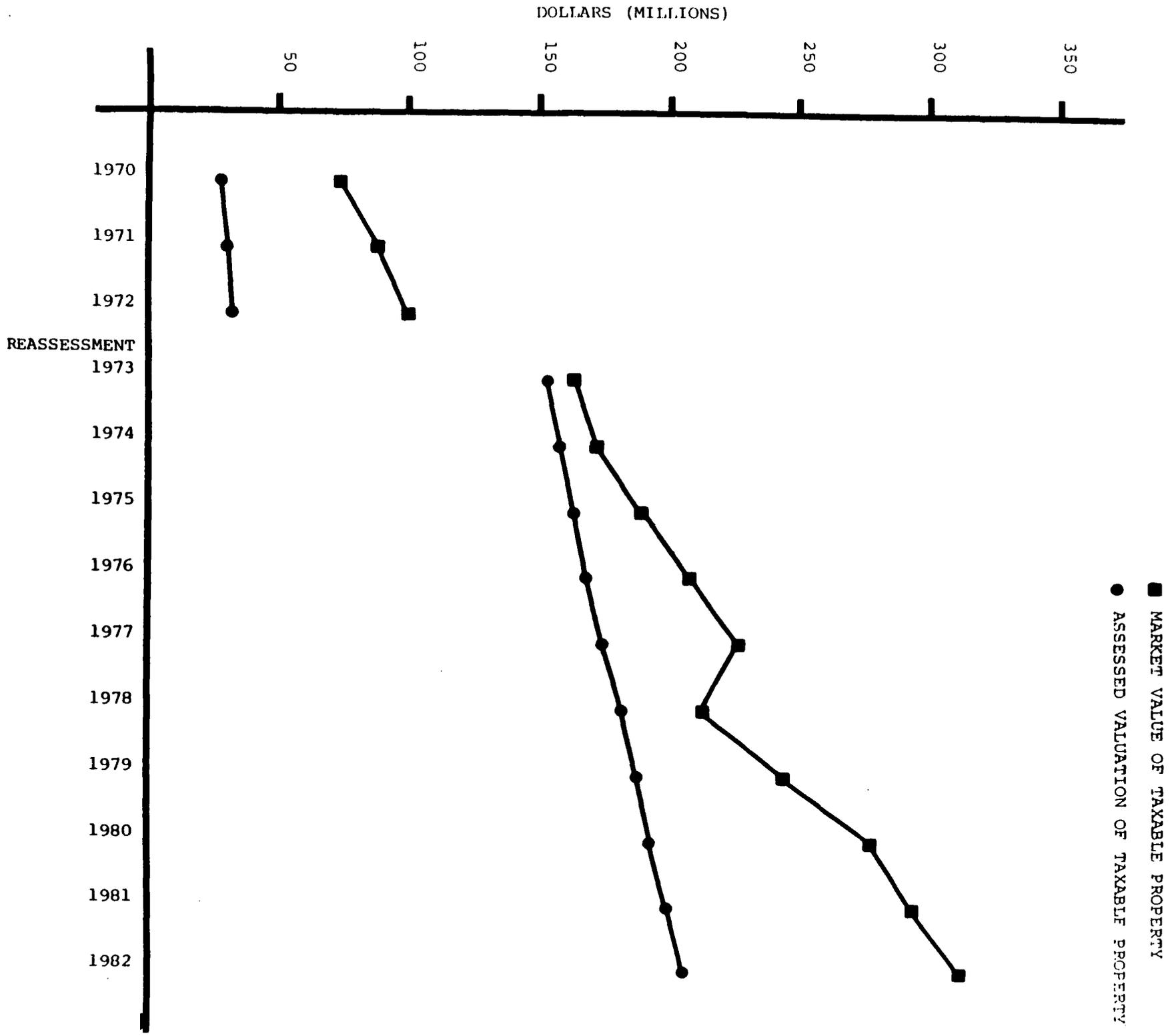
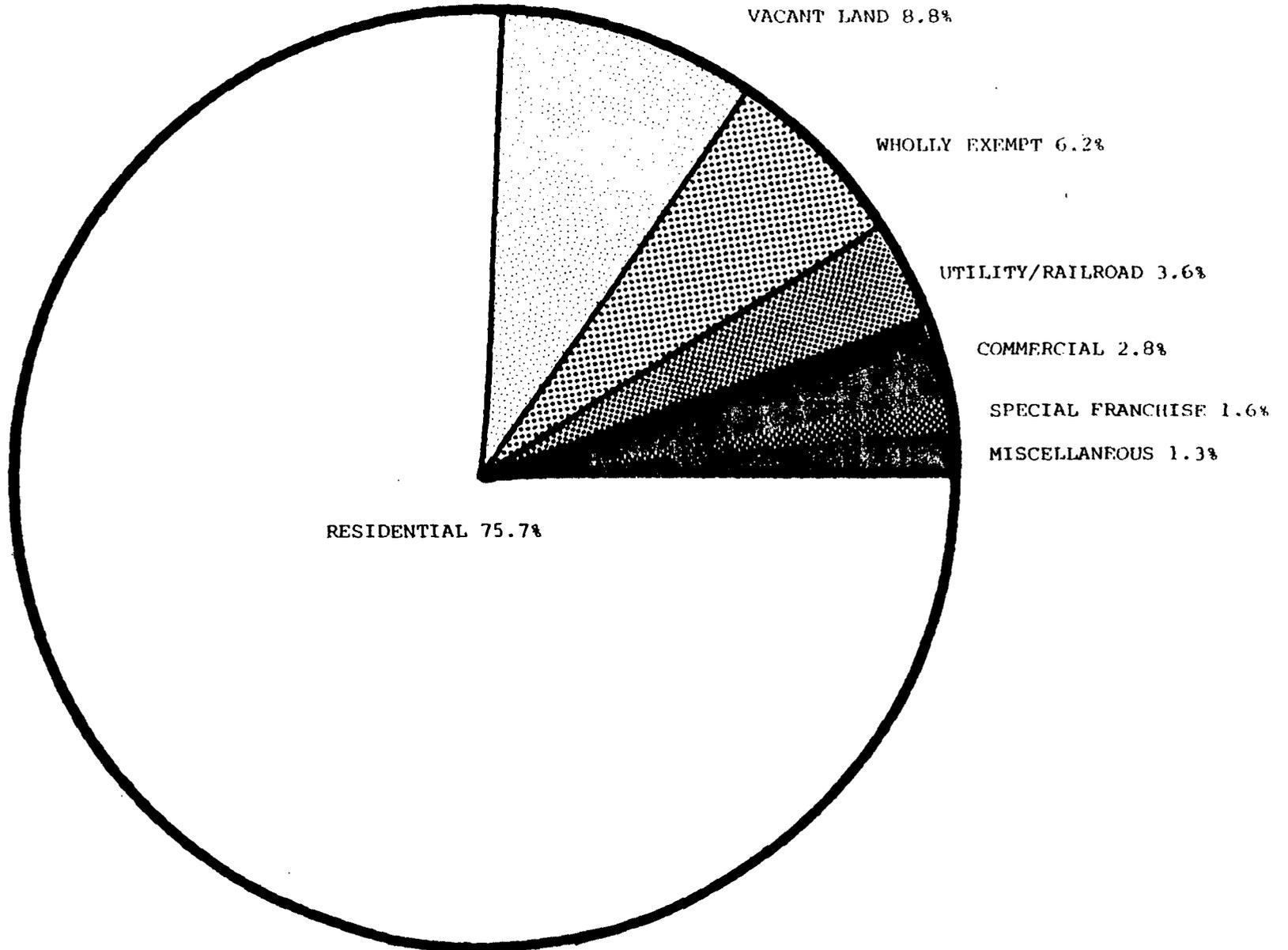


FIGURE 7

COMPOSITION OF LEWISBORO'S TAX ASSESSMENT ROLL\*

1982



\*Percentage of assessed valuation of all property

after discounting inflation has been less than 1% since 1970. (The 1983 Town tax levy was \$1.590 million.)

Table 13, "Cost Trends," utilize U.S. Census population and housing unit numbers to identify Town government cost trends both in actual dollars and "Constant 1967 Dollars." The average cost of operating the Town government on a per capita and per housing unit basis doubled between 1970 and 1980. However, the actual share of the cost paid for by property owners in Lewisboro through the property tax had a lower percentage increase, approximately 75% per resident and 71% per housing unit.

When Town government costs are examined in "Constant 1967 Dollars" a different picture emerges. The total budget cost rose \$3 per resident and \$3 per housing unit. In terms of only that share of the budget raised through the tax levy, there was a decrease in the cost per resident of \$9 and per housing unit of \$29.

#### 5.4 School District Budgets

Different trends are identified in an analysis Katonah-Lewisboro School District budgets. On a percentage basis, the school district budgets have not been increasing as fast as the Town budgets. The average annual increase in the school district budget was approximately 8% between the 1971-72 and 1983-84 academic years. In "Constant 1967 Dollars" that represents an average annual increase of less than 1%. The amount of the district budget paid for by Lewisboro property owners through the property tax has increased at a greater rate than the budget itself, approximately 11% annually or 4% annually in "Constant 1967 Dollars."

Table 14, "School District Expenditures," reviews school costs in terms of expenditures per student. The fact that the school district has experienced a decline in enrollment since 1972 compounds the above discussed increase in the school's operating budget. Since 1971, the average gross expenditure per student has risen at an average annual rate of 9.7% to a projected 1983-84 cost of over \$6,000 per student. In terms of "Constant 1967 Dollars," the cost has risen at an average annual rate of 1.9%. The property tax levy per student has shown a greater increase, an average of 11% per year. In "Constant 1967 Dollars," the average annual increase was 3.3% between 1971-72 and 1982-83.

Table 15, "Cost Trends," examines the trend in school district costs between 1970 and 1980 as they relate to population and housing units in the Town of Lewisboro. Over the ten year period, the population and number of housing units

Table 13  
Town of Lewisboro  
TOWN GOVERNMENT COST TRENDS  
1970 to 1980

	<u>1970</u>	<u>1980</u>	<u>Percentage Change</u>
Population	6,610	8,871	+ 34.2
Total Housing Units	2,198	3,006	+ 36.8
 <u>In Actual Dollars:</u>			
Total Town Budget	\$694,762	\$1,919,955	+ 176.3
Average Cost per Resident	105	216	+ 105.9
Average Cost per Housing Unit	316	639	+ 102.1
Total Town Tax Levy	\$550,390	\$1,288,026	+ 134.0
Average Tax Levy per Resident	83	145	+ 74.9
Average Tax Levy per Housing Unit	250	428	+ 71.4
 <u>In Constant 1967 Dollars:</u>			
Total Town Budget	\$583,834	\$ 809,424	+ 38.6
Average Cost per Resident	88	91	+ 3.7
Average Cost per Housing Unit	266	269	+ 1.2
Total Town Tax Levy	\$462,513	\$ 543,013	+ 17.4
Average Tax Levy per Resident	70	61	- 12.5
Average Tax Levy per Housing Unit	210	181	- 14.0

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Source: U.S. Census 1970 and 1980  
Town of Lewisboro Receiver of Taxes Records  
Consumer Price Index, U.S. Department of Commerce (1967 = 100)

Table 14  
 KATONAH-LEWISBORO SCHOOL DISTRICT EXPENDITURES AND TAX LEVY PER STUDENT  
 1970-1983

YEAR	AVERAGE GROSS EXPENDITURES PER STUDENT				PROPERTY TAX LEVY PER STUDENT			
	Actual Amount	Percentage Change	Constant 1967 Dollars	Percentage Change	Actual Amount	Percentage Change	Constant 1967 Dollars	Percentage Change
1971-72	\$1,996	-	\$ 1,585	-	\$1,351	-	\$ 1,073	-
1972-73	2,120	6.2	1,613	1.8	1,482	10.0	1,128	5.1
1973-74	2,289	8.0	1,638	1.5	1,615	9.0	1,156	2.5
1974-75	2,551	11.4	1,648	0.6	1,841	14.0	1,189	2.8
1975-76	2,844	11.5	1,707	3.6	2,057	11.7	1,235	3.9
1976-77	3,057	7.5	1,734	1.6	2,246	9.2	1,274	3.2
1977-78	3,343	9.3	1,802	3.9	2,430	8.2	1,310	2.8
1978-79	3,542	5.9	1,806	0.2	2,636	8.5	1,344	2.6
1979-80	3,744	5.7	1,757	-2.7	2,781	5.5	1,305	-2.9
1980-81	4,286	14.5	1,807	2.8	3,181	14.4	1,341	2.8
1981-82	4,754	10.9	1,825	1.0	3,620	13.8	1,390	3.6
1982-83	5,380	13.2	1,952	6.9	4,214	16.4	1,529	10.0
1983-84 (estimate)	6,022	11.9	NA	-	4,689	11.3	NA	-

Source: Katonah-Lewisboro School District; see Tables 8 and 15.  
 Consumer Price Index for first calendar year of each academic year,  
 U. S. Department of Commerce (1967 = 100).

Table 15  
SCHOOL DISTRICT COST TRENDS  
1970 to 1980

	<u>1970</u>	<u>1980</u>	<u>Percentage Change</u>
Population	6,610	8,871	+ 34.2
Total Housing Units	2,198	3,006	+ 36.8

In Actual Dollars:

Property Tax Levy (Town of Lewisboro Share)	\$2,117,757	\$6,340,255	+ 199.4
Average Cost per Resident	320	715	+ 123.4
Average Cost per housing Unit	963	2,109	+ 119.0

In Constant 1967 Dollars:

Property Tax Levy (Town of Lewisboro Share)	\$1,779,628	\$2,672,957	+ 50.2
Average Cost per Resident	269	301	+ 12.0
Average Cost per housing Unit	810	889	+ 9.8

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Source: U.S. Census 1970 and 1980  
Town of Lewisboro Receiver of Taxes Records  
Consumer Price Index, U.S. Department of Commerce (1967 = 100)

grew by over 30%; the school district property tax levy per resident and per housing unit more than doubled. When examined in terms of "Constant 1967 Dollars," the average cost per resident shows a 12% increase and the average cost per housing unit a 10% increase.

#### 5.5 Property Tax Rates

One number which is of great interest to property owners is the property tax rate as applied to each \$1,000 of assessed valuation. The total tax rate is made up of several components including the Town's general and highway funds, the school district levy, Westchester County and New York State levies, plus several special levies established by fire and lighting districts which are not included in this analysis. The school district assessment makes up the bulk of the levy, usually greater than 65% of the total. In recent years, the Town of Lewisboro levy has not exceeded 14% of the total.

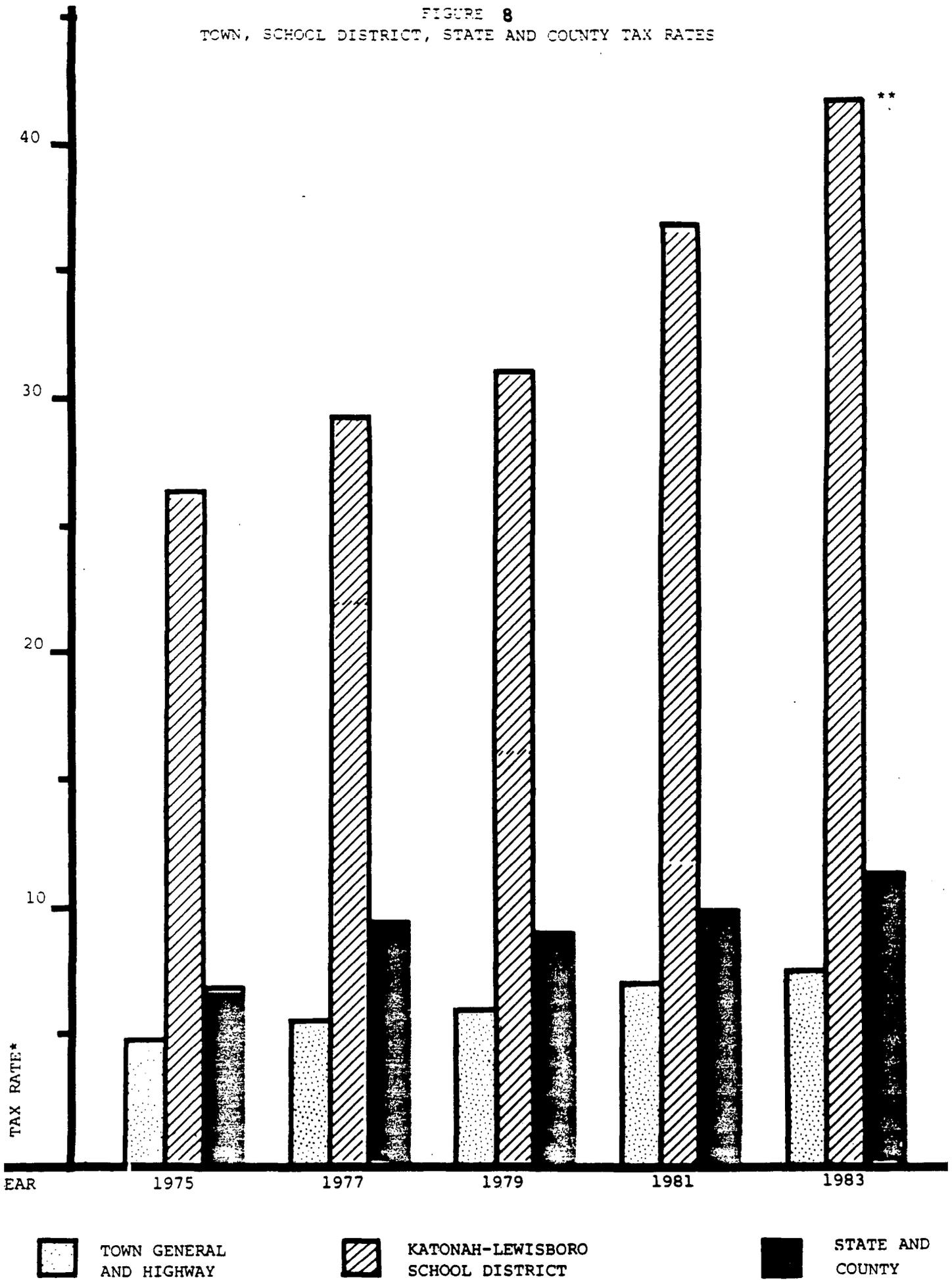
Figure 8 shows the property tax rates per \$1,000 of assessed valuation for the Town, Katonah-Lewisboro School District, New York State and Westchester County for representative years between 1973 and 1983. The total tax levy of these taxing authorities has had an average annual increase of 5.8%. The average annual increase for each component has been: Town general and highway 6.4%, school district 5.4%, and state and county combined 7.1%.

#### 5.6 Summary

Without major changes made in funding responsibilities, the reliance of local governments and school districts on taxes on property as the primary means of deriving revenue will continue to increase. In Lewisboro, between 1975 and 1983, that dependency has grown from 71% to 76% of total local operating revenue. Some significant exceptions have been made. For example, the Town of Lewisboro captures over one-fourth of its general fund budget from individual users of services. However, the bulk of local expenses are found in the costs of education and there the Katonah-Lewisboro School District faces decreasing enrollment, increasing costs and diminishing State assistance.

The Town has had a steady annual increase in total assessed valuation which directly contributes to reducing the impact of increased government and school district costs. If the Town had not experienced the 3.1% increase in assessed valuation in 1981, generated mostly through new construction and development, the Town tax rate would have increased 6.8% in 1983 instead of 3.6%. The school district tax rate would have had to increase 7.8% instead of the projected 4.6%. An increasing tax base provides a significant hedge against rising government and education costs. These local costs

FIGURE 8  
TOWN, SCHOOL DISTRICT, STATE AND COUNTY TAX RATES



Per \$1,000 of assessed valuation

have been almost entirely supported by residential property owners as commercial assessments have accounted for less than 3% of the Town's assessed valuation in recent years.

# Town Master Plan

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## I. GOALS AND POLICIES

An effective and useful town master plan must be more than a thoughtful vision of the community in the future. The master plan must establish a foundation of clear and consistent guidance on development policy if it is to have influence on future growth and quality of life.

The Lewisboro Town Master Plan is based on five comprehensive goals for the future of Lewisboro. These goals were established after three years of extensive research which explored the type of community Lewisboro is today, the physical characteristics of the land, the Town's place in the region and the expressed aspirations of present residents.

Community interest in the planning process has been exceptional. Each of four Plan update information sessions held by the Planning Board in early 1984 attracted the participation of between 100 and 300 residents. A public hearing on a draft of the Master Plan, held in March 1985, was attended by approximately 300 residents. From an overall perspective, little diversity on desired community direction emerged.

Presented below are the five Plan goals. Each goal is followed by several policy statements which are intended to elucidate and to serve as the basis for the more detailed recommendations and implementation techniques which are discussed in subsequent chapters of this Plan.

Proposals for actions or development which substantially vary from the intent of these goals and policies should not be implemented unless they are accompanied by studies of sufficient scope and magnitude to demonstrate that the proposed variance is in the best interests of the community as a whole.

### Goal 1: A Residential Community

Although much of Lewisboro remains undeveloped, the Town's residential character is well-established. Future development which takes place consistent with recommendations of this Plan should be predominantly residential and guided by the following policies:

- A. The level of permitted housing density must be related to the physical development limitations of the land.
- B. Distinction and balance must be maintained between the moderately high density hamlet areas and low density/ rural areas.
- C. Opportunities should be provided for a range of housing including type, cost and character.

- D. Business and commercial uses should not be permitted to locate in residential areas shown on the Plan Map. Low profile activities which are incidental to a residence, such as a home occupation, may be permitted as accessory uses.

#### Goal 2: Four Hamlet Centers

Lewisboro does not have one high density business and community center; instead it has four small neighborhood hamlets. Each hamlet has provided services for Lewisboro residents in the surrounding area for many years, a pattern which should continue. The hamlets can be enhanced through commitment to the following policies:

- A. The hamlets are centers for locally-oriented retail and service businesses. Large retail and office complexes are more appropriately located in larger nearby community centers such as Ridgefield, New Canaan and Mount Kisco.
- B. The existing character of the hamlets should not be permitted to be altered by future development. Key features should be protected and the cohesiveness of each hamlet heightened.
- C. The moderately high density residential areas in the hamlets which are shown on the Plan Map provide important housing opportunities both in terms of existing housing and future housing units. They also provide a residential nucleus for the hamlets and part of the Town's balance of housing stock. These areas should be maintained.
- D. All development in the hamlets should be required to incorporate up-to-date site construction and design standards intended to produce attractive and safe facilities. Detailed attention must be paid to such features as vehicle access, parking, lighting, landscaping, drainage, signing and pedestrian movement.

#### Goal 3: Open Space and Natural Resource Preservation

The quality of the Lewisboro natural environment is an ever-present part of the life of its residents. Only continual attention to the preservation and protection of natural features and resources will ensure the existence of the present exceptional setting in the future. Adherence to the following policies should maintain and possibly enhance the position of the natural physical environment in the Town as it continues to develop.

- A. Lands which encompass critical environmentally sensitive features are to be protected from most types of disturbance. These features include natural systems - such as major wetlands, streams and adjacent upland buffers, and aquifers and aquifer recharge areas - as well as fragile land forms - such as flood plains and steep slopes.

- B. The existing committed open space system includes land devoted to various purposes owned by the Town, Westchester County, other public agencies and private conservation groups. The system provides a wide range of benefits to Lewisboro residents. All of this land should be maintained as open space, unavailable for development.
- C. Lands which serve an important aesthetic function due to their natural qualities and visible location should be protected from alteration. Such lands include areas immediately adjacent to major roads, natural buffer areas between different types of land use or development density, stream corridor greenbelts and highly visible hillsides and ridgelines.
- D. Public access to open space lands via foot trails contribute to the community's appreciation of these lands. The Town should pursue the establishment of a trail network through and between committed open space parcels.
- E. Town acquisition of additional open space land should be considered only if a specific land area is identified by the Plan as being a critical component of the community open space system and no other option for protection of the land exists.
- F. The development program for the Town's parks, indoor and outdoor recreation facilities and recreation programs should incorporate the findings of this Plan so as to both maintain the excellent ratio of facilities to residents and expand the range of services available as the Town's population continues to grow.

#### Goal 4: Enhance Community Character and Appearance

The terrain of Lewisboro in combination with separated residential areas located mostly off of major roadways, four small hamlet areas and low profile commercial uses has allowed the Town to establish an identity distinct from that of neighboring towns. This "Lewisboro character" should be an active part of discussions in planning for the Town's future. The several components which contribute to the Town's character can be better identified, preserved and enhanced through commitment to the following policies:

- A. The low density residential character of most of the Town's land is to be preserved by maintaining rural and low density development standards and by incorporating major features of the natural and man-made terrain into subdivision design. Stream corridors, wetlands, stone walls and fences, tree lines, fields and wooded areas can and should be retained as integral elements of development proposals.

- B. Architectural review by appropriate Town agencies should be a standard step in the review of new commercial and multifamily developments. Similar review should be applied to large single-family residential developments to assure architectural variety and to avoid problems of repetitious subdivision design.
- C. Areas of special character have been identified and are to be protected. Several sections of Lewisboro establish a unique image due to a combination of building style, land use, landscaping, setback and historical importance. Future development in these areas must be designed to complement the existing setting or the character could be destroyed. Special zoning regulations and architectural review provisions should be enforced if required.
- D. Individual buildings which have historic interest or contribute to the visual character of the community should be protected.

#### Goal 5: Establish a Regional Position

Lewisboro is located within a suburban area which has been experiencing a high level of growth of new residences, employment centers and commercial business. This external force must be recognized by Town officials and residents in order that development may be dealt with in a manner which balances the rights of property owners, the natural development limitations of the land, and the expressed desires of the community as a whole. Certain policies can be followed by the Town to better ensure that the first four goals listed can continue to be pursued in a period of continual new construction. These are:

- A. The State road network in Lewisboro has limited capacity. The level of development recommended by this Plan does not support and is not consistent with major reconstruction or widening of these roads. Safety and intersection improvements are needed and should be implemented.
- B. Local roads are established to provide safe and adequate access between the Town's residences and the State roads. Maintenance and improvement programs should be based on this intended use from existing and future development at the density levels recommended by this Plan. With the exception of segments which have unsafe features or major maintenance problems, unpaved roads should be retained in recognition of the contribution they make to the community's character.
- C. A limited amount of campus commercial development should be permitted in areas with sufficient access to regional highways subject to compliance of each proposed project with stringent standards on: development density, building and parking area setbacks, buffering from adjacent uses, and operation characteristics such as emissions, noise and

traffic. Land adjacent to Route 22 along Interstate 684 between Route 138 and the Exit 6A ramp is the only area in Lewisboro potentially suitable for this type of land use.

- D. The construction of central sewer or water service over a broad area of Lewisboro is not likely. The level of development recommended by this Plan does not support new large systems. The efficient expansion of centralized systems in the moderately high density hamlets may be possible. In other areas, the improvement or provision of central water systems should be explored, as appropriate, depending on the scale of new construction or the availability of funding.

## II. RESIDENTIAL DEVELOPMENT

Each year between 1974 and 1985, an average of 100 new residences have been established in Lewisboro. Over 28% of the Town's total area is now in residential use with an average of less than 0.6 residence per developed acre. The potential for continued residential growth is high as nearly 8,000 acres, 42% of the Town's total area, remain undeveloped. Partly as a balance to this possible growth, another 19% of the Town's land has so far been set aside as open space and recreation land. It is this committed open land which will continue to contribute to Lewisboro's image as a low density residential community.

Broad statistics do not, however, convey an accurate representation of the range of housing types existing in Lewisboro in 1984. Generally located away from the major roads serving the Town are several neighborhoods of moderately high density single-family development. Portions of the residential areas located to the southeast of Lake Kitchawan, the west and north of Truesdale Lake, and the north of Lake Waccabuc approach a density of 4 to 5 housing units per acre. Similar densities may be found in the old hamlet center of Goldens Bridge. Slightly lower densities of 2 to 3 housing units per acre are found in the other lake communities located around Lake Katonah and Lake Oscaleta and in Goldens Bridge Colony which includes several two-family structures. More recent development over the past 5 to 15 years has been responsible for the establishment of multi-family housing in both Goldens Bridge and Vista at densities of 5 to 8 housing units per acre.

Located in the areas between these neighborhoods are extensive areas of low density residential development but even here a range is apparent. Residential areas in Vista and adjacent to the South Salem and Goldens Bridge lake communities are generally developed at one unit per acre. Further out from these centers, and particularly in the central portion of the Town including portions of Cross River and Waccabuc, residential density declines to one unit per 2 or more acres.

### A. Guidelines and New Considerations

This Town Plan supports and maintains a low density residential character for Lewisboro and encourages the continuation of the range of housing choices available to Town residents consistent with the Town's traditional provision for such housing and with the Town's place in the region.

Recommendations as to the most suitable residential density for various sections of the Town are shown on the Town Plan Map and are based on consideration of the following guidelines:

- o The relationship of housing to the hamlet centers with higher densities within each center and with gradually decreasing densities as distance increases from the hamlet center.
- o The physical character of the land, both in terms of the limitations imposed on development and in terms of the desirability of preserving natural features and ecological balances.
- o The road system's ability to serve increased development.
- o The availability of community facilities and water and sewer systems.
- o The existing character of residential development in the area.

While similar guidelines were utilized in developing the 1973 Town Plan Map, the Town Plan update process has assembled new information which lead to a more refined and a somewhat different application of these guidelines in implementing the Plan policies on the new Town Plan Map. The following changes have occurred since 1973 and have affected the recommendations shown on the Plan Map:

- o The 1982 Development Limitations Summary map provides more detailed and accurate information on environmental conditions including soil types, wetlands and slopes which was not available in 1973 when the original land use and density assignments were made on the Town Plan Map.
- o The likelihood of major infrastructure construction and improvement is more remote than anticipated in 1973. Such projects include new highways and central water and sewer systems. Recent evaluation of the Town's infrastructure questions if some of the once proposed projects continue to be necessary, desirable or consistent with the goals of the Town Plan.
- o The long-term negative environmental and economic consequences of residential development at an in-between density (too dense to be considered semi-rural in character but still marginally capable of supporting on-lot water and sewerage service) have become more apparent.
- o Consistent with the recommendations of the 1973 Plan, multi-family residential developments which increase the range of available housing have been approved by the Town and are now under construction. One of these projects will include 45 housing units priced

so as to be available for middle income families, with Lewisboro residents having first priority for purchase.

B. Recommended Development Pattern

The new environmental data coupled with no major infrastructure improvements in Lewisboro suggest that there should be an across-the-board lowering of recommended residential density levels. As a result, there has been reconsideration of the four residential density land use categories shown on the 1973 Town Plan Map so as to draw clearer distinctions between the definition and purpose of each density classification.

In 1973, the lowest density residential classification on the Plan Map recommended less than 1 housing unit per acre. This classification was applied to over 70% of the land recommended for residential use. The category has proven to be too broad and unable to provide sufficient guidance to the Town for distinguishing between land areas suitable for two-acre minimum lot size zoning requirements and land more appropriate to be included in four-acre minimum lot size zoning districts. Similarly, the two middle density ranges have not provided a guideline for relating housing density to the provision of central water or sewer systems.

This Town Plan and Plan Map set forth the following four general density ranges for residential development in Lewisboro:

o Rural Density: 1 housing unit per 3 to 4 acres

"Rural Density" lands are those areas which for reasons of physical development limitations or of maintenance and implementation of the hamlet concept are to remain of rural character. This character can best be assured with an average lot area requirement of at least three acres.

o Low Density: 1 housing unit per 2 acres

"Low Density" areas are intended to provide a transition between the hamlet and the rural segments of the Town. Development lots are to be capable of supporting on-site individual water and septic systems. On certain lands, clustering of units may be desirable; however, the net density should remain at the low density level. A minimum lot area requirement of one acre for undeveloped land is only consistent with this density recommendation within

areas now substantially developed at that higher density level and on land located in close proximity to a hamlet center where such a density level is supported by development limitations information.

o Moderate Density: 1 to 3 housing units per acre

"Moderate Density" areas are the largest residential component, areawise, of the hamlets and lake communities. To a significant degree, this category recognizes existing development; any additional development at this density range must be tied to the development capacity of the land to handle sewer and water services. In general, it is unlikely that any significant amount of new development could take place without the provision of central utility systems. The zoning classification applied to these lands may require between one-quarter acre to one acre minimum lot area per housing unit.

o Moderately High Density: 4 to 8 housing units per acre

"Moderately High Density" areas are appropriate only at locations in the hamlet centers where central sewer and water systems are available. Possible zoning classifications include multi-family, two-family and one-quarter acre or less minimum lot area per single-family residence.

Based on the guidelines described in the preceding section and the above definitions, the Town Plan Map identifies 12,955 acres, 70% of Lewisboro's total area, as being in one of the four recommended residential density land use categories. Approximately 40% of this area was developed with residences in October 1984. The breakdown by density level is as follows:

54% Rural Density	7,000 acres	(1,860 acres developed as of October 1984)
35% Low Density	4,475 acres	(2,275 acres developed)
10% Moderate Density	1,300 acres	(1,000 acres developed)
1% Moderately High Density	180 acres	(90 acres developed)

This recommended residential density land use pattern differs substantially from the 1973 Plan's recommendations. For example, the 1973 Plan's category equivalent to this Plan's "Moderate Density" included 3,145 acres, 1,845 acres more than are now included. An across-the-board lowering of recommended residential density levels has been achieved.

The pattern of residential development shown on the Town Plan Map based on the above categories should be regarded as a long-term and comprehensive development policy for the Town based on an examination of existing factors. While the overall plan should not be readily modified in response to isolated pressures for change, the plan is meant as a flexible outline which may need modifications to better incorporate the needs of the future as they evolve.

The residential density pattern is not intended to fix precisely the specific standards of residential zoning, either as to the exact boundaries or exact densities, nor is it intended to foreclose the possibility of detailed modifications within the overall density pattern, when such modifications are in accord with the Town's residential policy.

### C. Housing Issues

The purpose of this section is to summarize reviews conducted by the Planning Board as part of the Town Plan update process of what has happened since 1973 in specific areas of residential development.

1. Multi-Family Housing. The 1973 Town Plan discussed at length what it termed "the growing demand for multi-family housing" along with the need for moderately priced housing. It stated that "the policy of Lewisboro toward permitting such housing within its boundaries should reflect these needs" and it established a recommended residential development pattern that called for 11% of the ultimate housing stock at full development of the Town to consist of multi-family units.

A multi-family residence district was included in the revised Zoning Ordinance and Map adopted by the Town Board in 1974. Tracts of land were placed in this district in three of the four hamlets. These tracts were in the areas recommended by the Town Plan as potential sites of such housing. By 1984, the construction of approximately 500 multi-family housing units had been granted concept or site plan approval by the Town Planning Board. Approximately 45 of these units are to be "middle income" units, available at a lower cost to qualified middle income buyers as defined by the Zoning Ordinance.

The "middle income" provision of the Ordinance is another implemented recommendation of the 1973 Town Plan. The Plan had suggested that moderately priced housing could be achieved by allowing housing to be constructed at a density above that normally permitted

if a developer agreed to sell or rent a percentage of the total units at prices affordable by middle income wage earners.

At full development of the Town under present zoning, the share of total housing units consisting of multi-family residences (excluding two-family units and units in mixed-use structures) would settle at 11%. This figure is on target with the recommended density pattern of residential land contained in the 1973 Town Plan.

Lewisboro has made significant progress in implementing the multi-family housing recommendations of the 1973 Town Plan and by doing so has contributed to an expanded range of housing choice in northern Westchester. The Town's efforts compare very favorably with the efforts of surrounding communities; with regard to the zoning incentive provisions for middle income housing, Lewisboro has been a pioneer.

Further expansion of multi-family housing opportunities based on regional needs is not imperative. The provision of additional multi-family housing in areas beyond those now zoned for multi-family use should be considered in response to local needs after all zoned areas are developed.

2. Conservation Development. Conservation development is defined as the clustering of housing units on portions of a given tract of land for the primary purpose of open space preservation. Application of this concept to a subdivision usually involves a setting aside of one or more standard zoning dimensional requirements to permit reduced lot areas and shorter building setbacks. Conservation development does not permit any increase in the density limitations established by conventional zoning regulations. The parameters for this procedure are set forth in Section 281 of Town Law.

Specific advantages of conservation developments normally include environmental protection, reduced flood hazards, scenic preservation, recreational enhancement and reduced construction and maintenance costs. Disadvantages may be the closer spacing of residences on the developed portions of a property and reduced lot area available for accessory uses such as swimming pools and tennis courts.

The 1973 Town Plan recommended that conservation development be considered for application in all residential areas of Lewisboro. In September 1973, standards and procedures were established to serve as a guide for the Planning Board in its review of

conservation development proposals. These standards emphasize, consistent with Town Law, that the conservation procedure is to be used only when its application would be in the public interest and to the benefit of the Town of Lewisboro.

Between 1973 and 1984, six subdivisions with a total of 189 building lots were approved as conservation developments in Lewisboro. These six developments include 232 acres of permanent open space which cover fifty percent of the total land area including some areas designated on the 1973 Town Plan Map for wetland or steep slope preservation. One result of great importance to the Town was the acquisition of 43 acres for a new Town park, Fox Valley, to serve the Goldens Bridge area.

The Town Plan update research found that application of the conservation development approach to appropriate subdivisions through the provisions of Section 281 does have an overall positive impact on achieving Town Plan policies and recommendations. This approach could be made even more useful if based on the following three guidelines:

- a. Conservation development should be encouraged as a means toward achieving a greater diversification of housing types in Lewisboro.
- b. The type of housing constructed in conservation developments must be related to individual lot size and soil conditions.
- c. Lands to be set aside as open space in conservation developments should be directly related to land shown on the Town Plan Map as warranting preservation in accordance with the Town Plan policies and recommendations on open space preservation and environmental protection. The Town Plan Map identifies land which warrants preservation for several purposes such as wetland and steeply sloped area protection, scenic vistas and open space corridors.

To strengthen the use of the conservation development process and, in particular, to enable the Planning Board to carry out the third guideline listed above, this Plan recommends that appropriate legislative action be taken by the Town Board to fully implement the provisions of Section 281 of Town Law so as to authorize the Planning Board to require the use of conservation subdivision design when such use would achieve Town Plan policies.

Subdivision Layout. The physical land characteristics of Lewisboro in combination with economic considerations in the housing construction industry led to unusual application of Zoning Ordinance dimensional standards in many subdivision proposals submitted to the Planning Board prior to 1983. Featured on these plans were frequent use of common driveways, lots with unusual configurations and lots oversized in relation to minimum lot area requirements. The Town Plan update process questioned the long range desirability of these trends.

The most recurrent problem with common driveways has been that over time, especially after a change in ownership of the lots served, the residents who use such a driveway have petitioned the Town to take over the driveway and thereby relieve them of the burden of maintenance. This step usually followed a breakdown in the sharing of maintenance responsibilities among the homeowners served by the drive. Other problems with common driveways include the lack of sufficient access for emergency vehicles and the inefficient and costly provision of utilities when privately owned driveways must be followed for considerable distances.

On the positive side, the use of a common driveway can reduce environmental disturbance in sensitive locations when compared to the establishment of a Town road or individual driveways. In addition, construction of common driveways can result in a cost saving and a reduction in the number of curb cuts on public roads. This last benefit can also be achieved by use of a common access point at the public road for two or more individual driveways.

Most lots with unusual configurations can be defined as flag lots (lots that have their main building area linked to their road frontage by a narrow access strip). The advantages and disadvantages of flag lots mirror those of common drives because of the distance of the house site from a public highway. Flag lots were also found to present problems with definition of yard setbacks and, especially on smaller lots, conflicts with uses on adjacent lots. While many of these flag lots have been conforming by zoning rules, they have often been at odds with a subdivision design geared toward the proper use of land.

To reduce the disadvantages and enhance the advantages of common driveways and of lots with unusual configuration, new subdivision layout guidelines were established by the Planning Board in 1983 in the drafting of revised Zoning Ordinance lot dimensional

requirements which have since been enacted by the Town Board. They should continue to be referenced by the Planning Board during the review of applications for subdivision approval:

- a. Individual lot access onto "Major Roads" as shown on the Town Plan should be avoided. If connections are necessary, common access points should be established.
  - b. Common access points for building lots should be established on any road if it is determined that individual lot driveways would create a safety hazard because of the level of traffic on the road, the number of driveways or poor sight distance along the frontage of one or more lots.
  - c. The provision of common driveways and the establishment of flag lots is warranted if an environmental analysis indicates that the terrain or natural features of the property to be subdivided would be adversely affected by the construction of numerous individual driveways or of a new road built to Town standards.
  - d. The number of individual building lots served by one common driveway should generally be limited to three or four; the length of the common segment of a driveway should be kept to the minimum necessary to achieve environmental protection objectives.
  - e. At the time of approval of any subdivision which includes a common driveway, the Planning Board should require as a condition of approval that the length of shared driveway be improved to appropriate standards and that driveway maintenance agreements and easements be prepared for the affected lots.
  - f. Dimensional requirements of the Zoning Ordinance should promote establishment of regularly shaped lots which can be defined by natural or existing man-made land features.
4. Cost of Housing. The National Association of Home Builders found that the median price of a single-family home more than doubled between 1973 and 1981. Where in 1970, half of all American families could afford the median priced single-family new home, in 1981, less than one-quarter could. The initial monthly house payment as a percentage of median family income is now approaching 40% as compared to the long-time standard of 25%.

This Plan, as did the 1973 Town Plan, states a policy of advocating the opportunity for housing across a range of cost, type and character. Since adoption of the 1973 Plan, the Town government has taken many steps to implement this policy. In earlier parts of this chapter, the Town's success in providing multi-family and middle income housing was assessed. Additional land zoned for multi-family housing remains available for development. Somewhat less successful has been the provision of a variety of housing types through the Section 281 procedure of Town Law although the potential remains.

Short of direct Town involvement in the provision of housing, there are few other options available to the Town for addressing the cost of housing. One significant recent action has been the legalization through special regulation of accessory apartments.

As the term is used today, an accessory apartment is a housing unit incidental and subordinate to a single-family residence located on the same lot. The legalization of such apartments subject to specified conditions is intended to produce the following benefits:

- o A quickly produced and unobtrusive source of small rental housing units which are exactly the type of unit the housing industry is unable to produce in the present economy;
- o Housing units available at a moderate cost as little construction is necessary for conversion;
- o The best and most efficient use of existing structures; as the average household size declines, many homes are not utilized to their designed capacity and the addition of an apartment would return it to this capacity;
- o The opportunity for families to stay together but have the advantage of separate living quarters;
- o Extra income from rent for homeowners who are having a difficult time to maintain their financial commitments on large homes;
- o A legal means for establishing apartments which more and more homeowners may be tempted to do on their own anyway in order to achieve one or more of the above benefits.

The primary objection to providing a legal means of establishing accessory apartments is a fear that they represent a threat to the single-family character of a community. This argument is best answered by placing special conditions on the approval of apartments. These conditions, however, should be linked directly to preservation of a neighborhood's character and not extended so as to interfere with the objective of achieving the above listed benefits.

A second means of expanding housing opportunities, although of more limited applicability, is to permit residential space to be created on the upper floors of commercial structures. Several housing units of this type now exist in Lewisboro although all of them are non-conforming under the present Zoning Ordinance regulations.

D. Magnitude of Potential Residential Development

Of the 12,955 acres identified on the Town Plan Map as appropriate for residential use, 5,225 acres were developed for residential use in October 1984. On this land stood practically all of Lewisboro's 3,499 housing units which existed at that time.

Of the remaining 7,730 acres of undeveloped land, sizeable areas are characterized by physical characteristics which will limit development such as very poorly drained soil and land slope of 25% and greater. It is not possible in this Plan to determine with any certitude what impact such physical characteristics will have on development potential. However, recognizing this limitation, a maximum number of potential additional housing units under this Plan's recommended residential density levels can be calculated:

Rural Density (1 housing unit per 3 to 4 acres)	
5,140 undeveloped acres	1,450 new housing units

Low Density (1 housing unit per 2 acres)	
2,200 undeveloped acres	1,000 new housing units

Moderate Density (1 to 3 housing units per acre)	
300 undeveloped acres	375 new housing units

Moderately High Density (4 to 8 housing units per acre)	
90 undeveloped acres	<u>470</u> new housing units

Total Potential	3,295 new housing units
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Combining the potential housing unit figure with the number of existing housing units results in a maximum residential development level for Lewisboro under this Town Plan of 6,800 housing units. If all of the Plan's

recommendations on environmental protection and community character preservation are implemented, the total number of units will be lower.

The population which would inhabit the future residences is estimated at 10,000 persons based on 3.2 persons per single-family household and 2.1 persons per multi-family household. Adding this number to the existing population as of October 1984, 10,228 persons, yields a maximum development level residential population of 20,250 persons.

Under the recommendations of this Plan, Lewisboro can be considered to be at just over one-half of its residential development potential at the beginning of 1985.

The 1973 Town Plan provided for 9,000 housing units at full development of Lewisboro under its land use and density recommendations. This Plan lowers that potential by almost one-fourth or 24%. The development level provided for by this Plan is also nearly 10% less than the ultimate residential development potential of Lewisboro under 1984 zoning as identified in Chapter 2.0.

The plan for less intense future development is one result of application of the Plan's goals and policies which call for relating development density to the characteristics of the land, maintaining the hamlet concept, enhancing community character and recognizing the limitations of Lewisboro's infrastructure. However, even with a lower level of total development, this Plan continues the foundation established by the 1973 Town Plan for a balanced residential community. For example, over 13% or 900 units of Lewisboro's ultimate housing stock will be in moderately high density developments of multi-family or two-family structures.

### III. COMMERCIAL DEVELOPMENT

During Lewisboro's first period of growth, the Town was an active farming community with several small industries and mills. Throughout the nineteenth century the hamlets were busy centers providing services to the community's farmers and workers. As farming and mill operations in this section of Westchester County became unprofitable and as the City of New York embarked on its reservoir construction program, the Town lost population and a few hamlets disappeared.

The second period of growth, which began in 1920 and continues today, has been entirely a result of residential development. Today's commercial development is limited to the types of business which provide goods and services to a local residential population. The one exception to this pattern is the small area of general businesses located along the railroad in Goldens Bridge. Here, the direct rail access, since replaced by convenient access to Interstate 684, provided a special locational incentive.

Through circumstance and planning, Lewisboro now has four defined hamlets - Goldens Bridge, Cross River, South Salem and Vista. The 1973 Town Plan and Plan Map recommended that all future local business development be confined to these hamlet centers and not be permitted to spread along roadways and haphazardly over the landscape. This Plan reaffirms this policy which has become known as "the hamlet concept".

The 1973 Town Plan also discussed the potential for development of office, research and light industrial facilities in the Town of Lewisboro. These types of facilities were then, and still should be, considered separate from hamlet business development because of their potential size and particularly because of their regional rather than local significance. In 1973, it was not possible to project when Lewisboro might begin to be seen by corporations or developers as a reasonable location for their facilities. Development pressures for such uses were then being felt primarily in the central Westchester County corridor along Interstate 287.

In the twelve years since adoption of the Plan, the geographical range of the demand for sites has increased dramatically. Most of the prime central Westchester sites have been developed and recently firms seeking readily accessible locations with a large enough land area to provide a campus setting have expanded their search as far north as Danbury, Connecticut. Construction of major office facilities by PepsiCo, Inc. and the IBM Corporation in the Town of Somers indicate that development possibilities in Lewisboro are now being, or soon will be, explored very carefully by other firms and developers.

Based on research summarized in this chapter and on the Plan's goals and policies, this Plan does not support the establishment of campus commercial developments at any location in Lewisboro with one exception. This exception extends to the land adjacent to Interstate 684 and Route 22 generally located between Route 138 and the Exit 6A off-ramp. Campus commercial development is a reasonable use of this land but only if it is constructed and operated so as to comply with the characteristics and development standards set forth in this Plan. These descriptions and standards, discussed in Section C below, are intended to insure that the residential quality of Lewisboro is not altered by such development.

#### A. Existing Facilities

One-half of one percent of Lewisboro's total area of 18,550 acres was occupied by commercial development in 1984. This development covered 101 acres and consisted of approximately 55 retail/service businesses, 14 automotive centers, four light industries and 15 professional offices. With the exception of the light industries, automobile dealerships and a few specialty retail stores and restaurants, most of the existing businesses are oriented to servicing the needs and demands of local residents. Lewisboro is not the site of any major commercial employment center or large retail shopping magnet.

Due to the location of most businesses alongside the Town's major roads and in the hamlets, the presence of commercial development is more evident than the amount of land area occupied would indicate.

One-half of the land occupied by business uses is located outside of the established business zoning districts. In terms of numbers of businesses, though, only 23 of the Town's approximately 90 commercial operations occupy this residentially zoned acreage, either as special permit or non-conforming uses. Many of these businesses have been in existence for a long period of time while others are uniquely suited to non-hamlet sites such as the two plant nurseries and two restaurants which occupy mansions on large lots. A few uses are located in close proximity to existing business districts.

In 1984, the Lewisboro Zoning Ordinance provided three local business zoning districts which together encompassed approximately 129 acres, 0.7% of the Town's total area. These districts provided for different categories of local shopping and service oriented business uses from the intentionally restrictive list of permitted commercial uses in the Office/Historic Preservation OHP District, through the traditional neighborhood shopping uses of the Retail Business RB District, to a broader list of uses in the General Business GB District.

Approximately one-third of business-zoned land is occupied by commercial establishments. Another one-third falls into the category "undeveloped". One-half of the remaining third is occupied by road rights-of-way and utility/railroad uses and the other half by residential uses, government offices and semi-public facilities.

The Zoning Ordinance, in 1984, also provided for one non-local business commercial zoning district. This district, Office/Research/Light Industry ORL-10, encompassed 167 acres located along the Interstate 684 corridor in Goldens Bridge. Of the total, 40 acres were occupied by utilities and road and rail rights-of-way, 16 acres were protected watershed lands and the remaining 108 acres were undeveloped.

B. Hamlet Business Development: An Overview

1. Level of Development. The importance of a regional perspective in an analysis of business development must be emphasized. Most retail uses require a large population base from which to draw customers as each business can only reasonably expect to capture a small share of the total dollars that may be spent in the marketplace. As a result, trade areas, the geographical area from which a business is likely to draw customers, often have little relationship to municipal boundaries. Factors such as convenience of access, proximity of other businesses for comparison shopping, and traditional shopping patterns are of significantly greater importance than municipal location - assuming no major difference in local tax structures.

In general, reference is usually made to three types of business centers: regional, community and neighborhood.

- o Regional Centers. Lewisboro's location in relation to existing regional centers (White Plains, Stamford) precludes the possibility of a viable regional shopping center being constructed within the Town.

This Plan does not envision nor support the establishment of such a center in Lewisboro.

- o Community Centers. While no community center is located within the Town limits, three nearby centers (Mount Kisco/Bedford Hills, Ridgefield and New Canaan) include nearby portions of Lewisboro within their trade area. For Lewisboro residents, these three centers are the nearest locations for finding a broader range of retail goods and services than are available within the

Town limits and they now provide a reasonably high level of service. When consideration is given to the plans for future development of these centers by the communities in which they are located, it can be concluded that each will continue to serve a strong community center role. It is therefore unlikely that any of the existing neighborhood centers in Lewisboro would expand to the size of a community center as a result of normal market forces.

This Plan does not support such expansion within the Lewisboro hamlets.

- o Neighborhood Centers. Three of the four Lewisboro hamlets are served by a neighborhood center located in the hamlet. Each of these centers contains a supermarket, drug store, and - upon completion of the proposed expansion of Oakridge Common in Vista - banking services, food services, a small range of miscellaneous retail goods, personal services and professional offices. Residents of the one hamlet lacking a neighborhood center, South Salem, split their patronage among Cross River, Vista and Ridgefield, which in this instance can also be considered to fulfill a neighborhood center role for South Salem. Scotts Corners in Pound Ridge and Katonah in Bedford also serve as neighborhood centers for residents of nearby sections of Lewisboro.

This Plan recommends that Goldens Bridge, Cross River and Vista hamlets be maintained as neighborhood centers. The Plan also provides for the development of a small neighborhood center in South Salem in response to Town growth. Such a center could strengthen the hamlet but only if designed to complement and enhance the existing character.

Table 16 "Potential Demand For Hamlet Business Development", summarizes the findings of "Planning Analysis 2: Commercial Development", July 1982, with regard to identification of the development potential of local business areas. If Lewisboro were to be fully developed in accordance with the zoning regulations in place in 1981, the ultimate population of the Town could support 1.4 million square feet of business floor area. However, in accordance with the policies of this Plan, much of the future demand for retail and business services by Lewisboro residents will be met outside of Lewisboro as it is now. Therefore, the ultimate demand could better be described as supporting a range of business floor area

Table 16  
Town of Lewisboro

POTENTIAL DEMAND FOR HAMLET BUSINESS DEVELOPMENT\*

<u>Type of Development</u>	<u>Potential Floor Area Which Can Be Supported (square feet)</u>	<u>Land Area Required** (acres)</u>	<u>Potential Floor Area To Be Provided Locally (square feet)</u>	<u>Land Area Required** (acres)</u>
Retail	1,049,900	120	600,000	69
Professional office and personal services	210,000	24	120,000	14
Other commercial uses	<u>140,100</u>	<u>16</u>	<u>80,000</u>	<u>9</u>
Total	1,400,000	160	800,000	92

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\*Estimated demand generated by Lewisboro's ultimate population as projected under full development of the Town in accordance with zoning in place in 1981.

\*\*Assumes 0.20 floor area ratio (i.e., 20% coverage with one story buildings, 10% with two, or some combination thereof).

SOURCE: "Planning Analysis 2: Commercial Development", July 1982, Town of Lewisboro Planning Board

in Lewisboro. The high end of the range would be 1.0 million square feet if most demands were to be met locally while a low end of 600,000 square feet would be required if only convenience goods and services were to be provided in Town.

This Plan supports a level of local business development which would meet the low end of the estimated demand range. Based on general land use standards, this development could be expected to occupy 92 acres of land. In 1981, approximately 70 acres were being utilized for the provision of locally-oriented business services - 38 acres within the four hamlets and 32 acres at other sites within Lewisboro. Although many of the existing hamlet business sites have the capacity for building expansion, a conservative approach suggests that a minimum of 22 acres should be provided for future commercial development in the hamlets.

The Town Plan Map translates the conclusion of this analysis into spatial land use recommendations. Two categories of hamlet commercial use are designated on the Plan Map - Hamlet Business and Hamlet Local Office.

Hamlet Business areas are intended to be the site of all types of locally-oriented business services including retail stores, personal services, offices, restaurants and trade services.

Hamlet Local Office is a much more restrictive category. The appearance of these areas is to be maintained as residential. Therefore, the construction of new buildings designed for commercial use should not be permitted. The type of non-residential use which could be allowed would not require high customer turnover, good visibility from public roads, nor a large parking area. Small office operations, art galleries and antique stores are typical of such uses. Residential uses would continue to be appropriate.

These two local business categories differ from the two categories which were shown on the 1973 Plan Map. At that time, one recommended land use category was General Business/Office/Warehouse. The policies of this Plan do not support the establishment of new uses of these types as they are generally not locally oriented.

The Retail/Service/Local Office category of the 1973 Plan is essentially the same as the present Hamlet Business classification. However, in accordance with

a Plan objective to refine the land use recommendations for the hamlets, key areas of the hamlets which can not support typical commercial development without alteration of existing desirable character and appearance are now shown to be limited to the restrictive Hamlet Local Office category of land use.

Approximately 120 acres of land are designated for hamlet commercial use on the Plan Map - 95 acres for Hamlet Business and 25 acres for Hamlet Local Office. Of the total area, 52 acres are now occupied by commercial uses, 14 acres not of a local nature. Undeveloped land encompasses 27 acres with the remaining area split between road rights-of-way or utilities (16 acres) and other uses including residential (25 acres). Future business development can take place through new construction on undeveloped land, expansion and greater density on existing commercial properties and conversion of other uses to business use.

The area provided for future local business expansion is larger than that recommended by the preceding analysis for several reasons. These include:

- o Recognition that designated business use land is often occupied in part by other types of uses such as churches, public facilities and residences. This existing characteristic can be expected to continue and is supported by this Plan's policies which call for an appropriate mix of uses in the hamlets.
  - o The limitations of the Hamlet Local Office areas on commercial development. The concept for these areas is to maintain a residential character while allowing for a land use mix of low intensity non-retail type businesses, residences, churches and public facilities. As a result there will be significantly less commercial development per acre than will be possible in the Hamlet Business areas.
  - o The existence of a vacancy rate for business property.
  - o As the local population grows it will be capable of supporting more specialized businesses and a greater level of competition.
2. Development Standards. Although each of Lewisboro's hamlets has a long history, the commercial centers are probably far from being considered mature developments. Continued growth in the region will lead to some expansion of businesses consistent with the level

of development discussed above. The Town now has the opportunity to shape the configuration, appearance and location of this future growth.

The appearance of the hamlets is of great importance to the Town as a whole because of the obvious visibility of business areas. Chapter VI addresses guidelines on visual appearance, circulation and site development standards which should be implemented. The flow and safety of traffic in the hamlets is also a critical concern. Recommendations on improvements to the road network and property access points are discussed in Chapter VII.

The existing business district zoning regulations could better implement the policies of this Plan with several amendments. Topics which should receive consideration include:

- a. Building Height. The maximum building height requirements (2 stories/25 feet in RB, 4 stories/45 feet in GB) are inappropriate. A change to 2 stories/30 feet in both districts would bring the regulations more in line with existing conditions.
- b. Site Coverage. At present, unless a potential commercial development site is adjacent to a residential zoning district, an owner could propose to practically fully cover the site from property line to property line with building, parking areas and driveways. The only constraints to total coverage are a landscaping requirement for parking lots and possibly the need for an on-lot sewage disposal field. To ensure that some green areas, open or landscaped, will remain on each site, a standard should be adopted that no more than, at most, 70% of a lot's area can be covered by building, parking areas and driveways.
- c. Hamlet Local Office. A new zoning district should be established to implement the Hamlet Local Office land use concept as set forth in this Plan. The new district should have a purpose of protecting the existing character of the land and buildings it encompasses. Single-family residences should be a principal permitted use. Appropriate, defined local office uses should be allowed in existing buildings subject to limitations on traffic generation, commercial appearance and location of parking facilities.
- d. Permitted Uses. The list of permitted uses allowed in each business district should be reviewed for consistency with this Plan's policies

and for general updating. For example, more detailed controls should be developed for some uses (e.g. gasoline stations and fast-food restaurants) while other uses should be added (e.g. residential uses) and still others deleted (e.g. manufacturing).

C. Campus Commercial Development: An Overview

1. Characteristics. Campus commercial development is considered by this Plan to be a specific type of development which features a sizeable building or group of buildings along with necessary parking facilities surrounded by wide areas of open space consisting of undisturbed vegetation or landscaped areas. The actual use conducted in the building should not be discernable from off-site. Most typical would be office use although research facilities, light industrial operations and conference or hotel centers could potentially be designed to meet the primary characteristics. Based on a review of existing developments and zoning controls in the region, these primary characteristics are:

a. Use of Land. Typically, 5% or less of the total site area of such a development is covered by buildings. The land used for required accessory parking facilities usually encompasses less than 15% of the total land area. Combining these two figures indicates that often more than 80% of the land is left in an open state, either undeveloped or landscaped.

It is due to these land use characteristics that campus commercial facilities are considered to contribute to the preservation of open space within a community.

b. Relationship to Existing Adjacent Residential Areas. The application of strict municipal regulations on site coverage, building height, building appearance, landscaping and buffering to campus commercial facilities can prevent such uses from having a significant impact on adjacent residential areas and allow the two different types of land use to co-exist.

c. Impact on Natural Environment. Effective municipal controls on site coverage, wetlands alteration and disturbance of steeply sloped land substantially reduce the risk of serious damage to the natural environment resulting from development. Most environmental aspects can only be reasonably considered through an evaluation of a specific development proposal on a specific site.

Sound planning dictates that no final approval for any large-scale development be granted until after a detailed environmental impact analysis has been conducted and evaluated and appropriate mitigation measures have been identified and committed to by the developer. Anticipated water use and sewage disposal requirements require evaluation by appropriate agencies.

If the extent of projected environmental disturbance was found to exceed an acceptable level, a proposed development should not be approved, regardless of the degree of compliance with all other regulations and standards.

Zoning regulations should provide for the exclusion of land with very severe development limitations (i.e. wetlands and steeply sloped land) from the calculation of maximum permitted coverage and floor area.

- d. Traffic. Obviously, the impact of a campus commercial facility, particularly an office complex, on traffic flow can be substantial. It is critical, therefore, that careful attention be paid to the adequacy of the primary access roads and the potential impact on regional traffic levels and patterns. Approach roads should be able to accommodate the additional demand and be located so as to provide direct routes to a regional highway such as an Interstate.

Many traffic mitigation measures can be required by a municipality as part of its approval of a development if justified by an environmental impact review.

- e. Impact on Residential Development. Studies of campus commercial facilities have found that the location of employee residences is distributed over a wide area. The pressure for additional residential development within Lewisboro in the event a major office facility were to be constructed in Town would probably not be major.

Sizeable increases in the locally based workforce may well, however, increase the demand for such housing in the region. This will be a likely result of the construction and opening of the PepsiCo and IBM facilities in the Town of Somers. Lewisboro, as a very attractive residential community, will undoubtedly feel the pressure for

increased residential construction as a cumulative effect of the scale of office development in total throughout central and northern Westchester.

- f. Impact on Hamlet Business Areas. The impact that the employees of campus commercial facilities have on local business areas is considered to be minor. Most complexes of this type are self-sufficient, providing in-house cafeterias and some personal services. A municipality may implement measures to discourage, encourage or require such accessory uses. Depending on the direction pursued, local businesses may feel an impact in the area of worker-related services such as restaurants and banks.
  
- g. Tax Generation and Town Costs. Campus commercial development has been repeatedly shown to return the highest net revenue to a municipality (local taxes paid less costs of local services provided) of any type of land use. This is due to the high assessed value of this type of development and the lack of public services usually required.

The primary economic advantage of campus commercial development lies in the cost of public education. The largest individual item to which property taxes are devoted is the public schools. As discussed above, any influx of school children caused by a new office development is much the same in surrounding communities as it is in the town and the school district in which it is located. There is, however, an increase in tax revenues received by the school district in which the development is located.

Property developed as campus commercial will be served by fire and police protection and by streets, just as property developed for any other purpose. Fireproof construction is customary in such developments with the result that the demand on local fire departments is likely to be lower than would otherwise result from residential development with conventional frame construction.

A primary concern with respect to police protection is whether it would be necessary to assign officers to traffic duty at entrance drives during peak commuting hours. Most developments of this type do not require such service. A consideration of a municipality's initial review of a project could be to insure that police traffic service will not be required.

A remaining matter of importance is the necessity for capital improvements such as street improvements, possibly including traffic signals, and water and sewer facilities. Most existing campus commercial uses in the region have met the cost of such improvements and facilities at their own expense with no capital cost incurred by the municipality. Such an approach avoids burdening residents with costs which would otherwise be unnecessary.

The establishment of a limited amount of campus commercial development in Lewisboro would have several potential advantages or benefits for the Town. As discussed above, these include: a broader tax base which would provide residential property owners some relief from the property tax levels which would otherwise be incurred; the establishment of attractive, permanent open space areas; and a lesser long-term need for provision of Town and school district services than would be required by other types of development.

The above discussion of characteristics also highlights that this type of non-residential development can potentially produce significant disadvantages which, unless dealt with and resolved before approval, could alter the quality of life in Lewisboro and conflict with achievement of the Plan's major goals. These dangers include: an increase in peak-hour traffic levels, increased demands on water supplies, conflicts with adjacent residential areas and loss of important natural features.

2. Development Standards. The following standards are established to provide detailed guidance for the Town in evaluating any request for permission to construct a campus commercial development. They should also be used to redraft the Office/Research/Light Industry ORL-10 District regulations of the Lewisboro Zoning Ordinance. In both applications, the standards are intended to supplement the Plan policies listed in Chapter I, not to supplant them:
  - a. Total Land Area. The total land area occupied by campus commercial facilities should not exceed approximately 1% of the Town's total area - approximately 200 acres.
  - b. Size of Development Area. Any specific area which is to be developed for campus commercial uses should encompass one or more lots totaling at least 50 acres. Smaller development areas could not be adequately buffered from adjacent

properties nor would they provide the preservation of open space recognized as a benefit of this type of development.

- c. Size of Project Site. Individual project sites within the 50-acre minimum designated campus commercial area should be at least 20 acres in size.
- d. State Highway Access. Campus commercial areas must have safe direct access to a state highway which must be capable of handling the additional traffic without requiring improvements to be made at Town expense. Open access connections to Town roads shall not be permitted.
- e. Site Coverage, Floor Area Ratio and Building Height. Coverage of a site by buildings should not be permitted to exceed 7% of the total lot area. Buildings, parking lots and driveways combined should not cover more than 20% of the total lot area. Adherence to these standards will allow large areas of each site to be attractively landscaped or to remain undisturbed, protecting natural land formations and buffer areas. Consideration should be given to the use of a "net" land area, as discussed below, in the calculation of maximum permitted site coverage.

The permitted floor area ratio (the gross floor area of all buildings on a lot divided by the area of the lot) should be no higher than 0.20 provided that the calculation of this ratio is based on a "net" land area which includes no more than one-quarter of the area of all wetlands and steeply sloped land on the lot. The explicit recognition of severe development limitations in Lewisboro's land use regulations is a policy of this Plan.

Maximum permitted building height should be established at 35 feet above finished grade to the top of the structure at any point with no direct limitation on number of floors.

- f. Perimeter Buffer. The perimeter of development areas must be substantially buffered from all adjacent residential areas. A setback of 300 feet for site improvements from common property lines with residential-use lots should be maintained with this distance increased or decreased depending upon the terrain of the land and the extent of existing tree growth.

g. Environmental Performance Standards. Development proposals should be capable of complying with appropriate environmental performance standards. For example, the following potential impacts should be evaluated:

- (1) Traffic generation.
- (2) Truck movements.
- (3) Noise levels.
- (4) Emissions and pollutants.
- (5) Vibration, heat and electromagnetic interference.
- (6) Hazardous uses and activities.
- (7) Visual intrusion.
- (8) Water usage.
- (9) Sewerage disposal.

If impacts in one or more of these areas cannot be mitigated effectively for a proposed use, that use should not be permitted.

Several categories of commercial development could not comply with environmental performance standards appropriate for a low density residential community. These include, by way of example only, warehousing, trucking terminals and heavy manufacturing.

D. Recommended Development Pattern

1. Hamlet Business Areas. The Plan reaffirms the five factors identified by the 1973 Plan to be used to guide the future development of the hamlets. These factors are:

- o Relationship of the hamlets to existing regional and community commercial centers.
- o Relationship of the hamlets to roads, residential density and utility systems.
- o The business and service needs of the present and future residents of Lewisboro.
- o The existing pattern and characteristics of land use.

- o Site capacities and characteristics in terms of physical features, traffic circulation, parking and loading space, setbacks, landscaping and buffer areas.

Each of the four hamlets warrants recognition as a unique place serving special functions. This Plan recommends that these characteristics be identified and enhanced or protected as appropriate. The land use recommendations for the hamlets incorporate these special roles. At all locations, major emphasis must be placed on appearance, quality of design, and the incorporation of up-to-date site development standards. These features are discussed in Chapter VI "Community Character and Appearance".

- a. Goldens Bridge. The three business areas of Goldens Bridge are separated by Interstate 684 and the Route 138 overpass. The highways are significant impediments to planning for a Goldens Bridge hamlet. But with careful planning and with adherence to consistent design principles and objectives in each of the three areas, the image of a cohesive hamlet center, albeit split in three, could evolve. To succeed, each piece must receive detailed attention.

Lewisboro's only developed general business area is located in Goldens Bridge along the west side of the Metro-North rail-line. Traffic access to the six main business operations is poor and expansion possibilities are limited. The major portion of this neighborhood consists of approximately 40 residential buildings, one church and a community house all located immediately west of the business area, practically surrounded on the other three sides by New York City watershed land. As discussed in Chapter VI, this residential area should be protected. No presently non-commercial property should be permitted to convert to a commercial use. Two lots south of North Street, now classified for general business use by the Zoning Ordinance, contain large old buildings. These lots are included in the Hamlet Local Office land use category by this Plan. The Local Office designation is intended to establish an effective buffer use between the general business area on one side of the large buildings and the residential area on the other.

In the northeast corner of Anderson Lane (old Route 138) and Route 22 is a small area recommended for Hamlet Business. Although much smaller, this area now exhibits many of the same building characteristics of the non-commercial

area of Old Goldens Bridge. The restoration and use of the existing buildings should be encouraged while any new construction should be designed to relate to the existing buildings' scale, massing and directional expression.

South of Route 138 is the Goldens Bridge shopping center, a one-story building of 32,000 square feet of floor area. The existing center with parking area occupies four acres of land. As the population of Goldens Bridge grows, there will be a need for additional retail and service businesses as well as office space for locally oriented businesses and professionals. This site is the logical location for this expansion and the Plan Map shows a future business area occupying approximately 10 acres.

The redevelopment of the Goldens Bridge shopping center represents an opportunity to further strengthen the hamlet and to establish the sense and image of a neighborhood center. Commercial development on this site must be designed to compliment the community it is intended to serve. New construction should relate to the building design and scale characteristics of the other two parts of the hamlet center discussed above so as to promote cohesiveness. Establishment of a public common bordered by buildings would provide an entry from the community to a business hub in contrast to the existing shopping center building which stretches out linearly along Interstate 684. Pedestrian access, visual appearance and landscaping to reduce the image of large parking areas are also important design concerns.

- b. Cross River. The center of the Cross River hamlet extends along Route 35 from west of Route 121's south leg toward Bedford to east of Route 121's north leg toward North Salem. The main commercial area is located at the intersection of Route 35 and the north leg of Route 121. A smaller business area is located at the other Route 121 intersection.

Cross River Plaza, a two-level shopping center with 72,000 square feet of floor area, is the largest commercial building in Lewisboro. A substantial proportion of the center was vacant in late 1984. Additional commercial properties are located on the nearby frontage of Route 121 and Route 35. Safe driveway access, pedestrian movement and overall appearance will continue to be major planning issues as this Hamlet Business area develops.

The western end of the Cross River hamlet is designated an area of special character by this Plan. Included in this area is a small Hamlet Business section, nearly fully developed, consisting of the Fifth Division Market and Yellow Monkey Village, and a group of properties along Route 35 recommended for Moderate Density Residential or Hamlet Local Office. As discussed in Chapter VI, the Hamlet Local Office designation is proposed to provide an economic incentive for preservation of key structures and to expand the range of professional services available within the hamlet to local residents.

- c. South Salem. The South Salem hamlet center is located along Spring Street and Main Street between Lake Shore Drive on the south and the municipal center on the north. The entire area is included within the South Salem area of special character and the preservation of the present character is an objective of this Plan.

Unlike the other three hamlets, the center is located away from State roads and fronts on Town roads. Commercial operations are few in number, in fact, much fewer than the number of businesses that operated in South Salem many years ago. The municipal center consisting of the Town House, South Salem Library and South Salem Post Office establishes an important public focal point, unique to this hamlet.

The several small buildings, now mostly used as residences, which line the west side of Spring Street north of the Salem Market across from the Presbyterian Church, have long been considered business properties. This Plan recommends that any new non-residential use of these buildings be limited to the type envisioned by the Hamlet Local Office designations.

One approximately five-acre tract of land located southeast of the Salem Market, including the Market site, is identified by this Plan as suitable for Hamlet Business use. Development on this site must be in keeping with the hamlet's established character and maintain a separation between the hamlet and Route 35.

- d. Vista. The Vista hamlet center extends along Route 123 from generally the Oakridge condominium development on the north to Tommy's Lane on the south. The land area included within the 1984

zoned business districts will be adequate to serve the hamlet's needs into the future. It is designated by this Plan for Hamlet Business use.

The appearance of this business area has been improving over recent years as existing businesses expand and work continues on the renovation and enlargement of Oakridge Common, the hamlet's shopping center which occupies a 10-acre tract of land. Planning efforts should continue to be directed at encouraging a higher level of site design, safety and overall appearance. Special attention must be given to the establishment of effective buffers between commercial uses and adjacent developed and undeveloped residential areas.

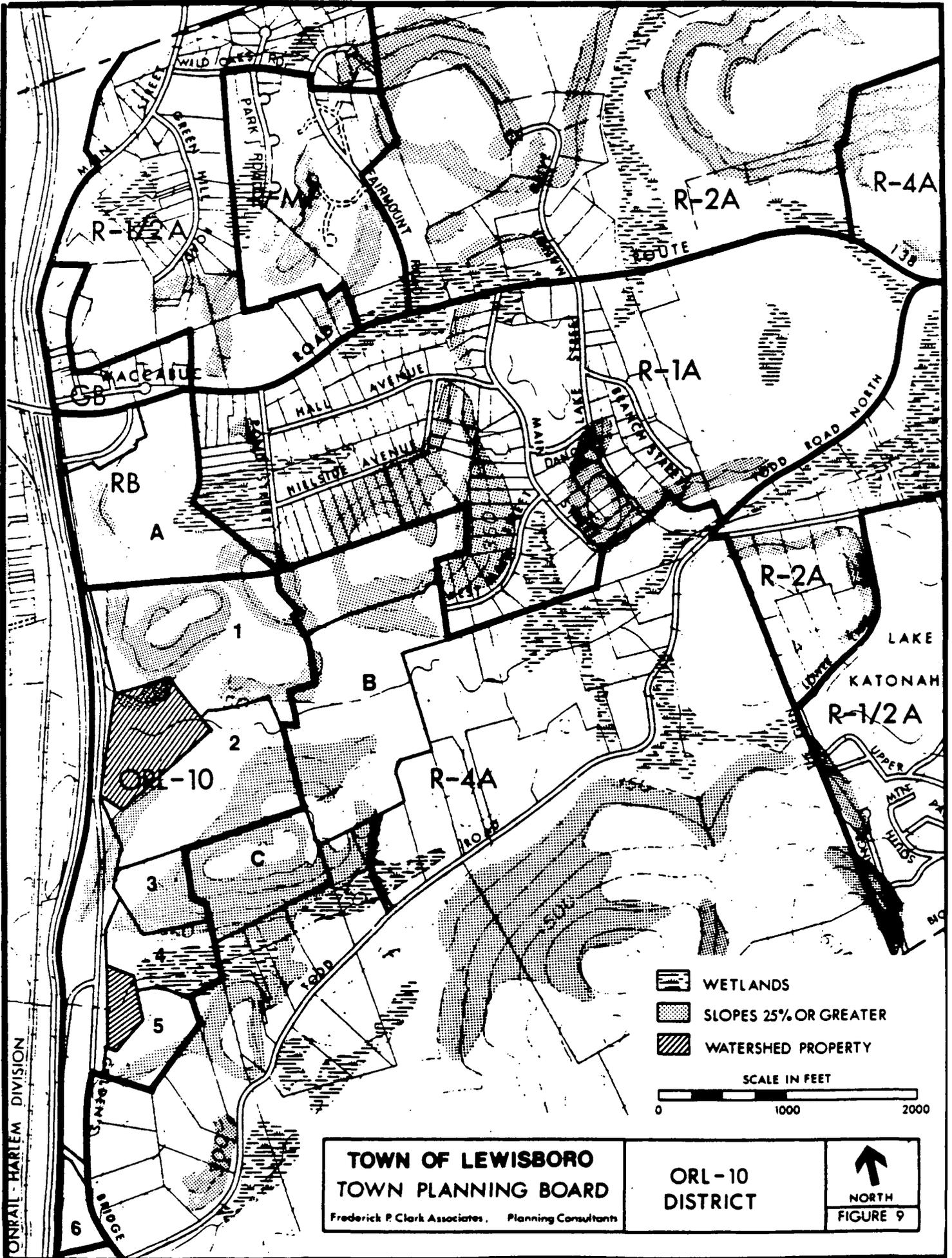
A second Vista Hamlet Business area is located in the northeast corner of East Street and Route 123. Upgrading of these properties should be required when the businesses expand.

2. Campus Commercial Areas. Application of the campus commercial development characteristics and standards to land in Lewisboro limits consideration of potential sites to property lots located adjacent to the only limited access highway in the Town, Interstate 684.

Lots located to the west of I-684 fall into one of three categories - New York City watershed land, general business uses in Old Goldens Bridge or public utility use. The only large tract of undeveloped non-watershed land consists of approximately 20 acres located at the southern end of the corridor. Although now included in the ORL-10 Zoning District, the lot has no access except from I-684. A reasonable use of the site could be public utility facilities similar to the electric substation located on an adjacent lot. This site has been discussed as a location for a regional refuse transfer station.

Existing property lot and zoning district configurations to the east of I-684 along Route 22 are shown on Figure 9, "ORL-10 District". The six non-watershed lots located in the ORL-10 District were recommended for Office/Research/Light Industrial uses by the 1973 Town Plan. Identified as lots 1 through 6 on Figure 9, these lots are undeveloped.

A review of this corridor results in two findings. First, two small land areas, lot 6 located between I-684 and Route 22 south of the Exit 6A off-ramp and lot 5 located on the east side of Route 22 south of the Exit 6A ramp, do not meet the campus commercial area development standards. Commercial development on



ONRAIL - HARLEM DIVISION

these small lots could not be effectively buffered and could produce an appearance of scattered roadside commercial use, a direct conflict with several goals and policies of this Plan. Residential development of these sites, consistent with the surrounding recommended density pattern, would best implement the Plan's policies. Second, the 76-acre land area of lots 1 through 4 located east of Route 22 beginning at the southern edge of the Goldens Bridge shopping center and extending south to the New York City watershed land near the Exit 6A ramp is capable of meeting the 50-acre minimum campus commercial area development standard.

East of the present ORL-10 District corridor are located two undeveloped tax lots with a combined area of 55 acres. These interior lots, identified as lots B and C on Figure 9, do not have direct access to a State highway. To the north of the ORL-10 District is located an area of approximately 28 acres that is undeveloped. This land, identified as lot A, is now part of the same tract of land containing the Goldens Bridge shopping center.

In total, the undeveloped area described above - part of the present ORL-10 corridor consisting of four lots (76 acres) plus the two easterly adjacent lots (55 acres) plus a portion of the northerly adjacent lot (22 acres) - encompasses 153 acres. Dependent on two objectives being met, one or more campus commercial development sites could potentially be established in this area.

The first objective is protection of the key natural areas which are recommended for preservation on the Town Plan Map. Most of this land area has severe development limitations. One major stream corridor crosses the mid-portion of the corridor and all of the lots encompass land with slopes over 25%. Planning for development must be done on the basis of the entire area so as to allow construction which would not destroy the natural topography or stream corridor and which would preserve wide natural buffer areas within these lots along their perimeter where they adjoin residentially-zoned properties.

A second objective is maintenance of the interior lots, B and C, as natural buffer areas. The area of these lots could only be included in calculating the permitted development scale of a campus commercial project if the bulk of construction took place on the Route 22 frontage lots and all access was limited to connections to Route 22.

The Town Plan Map recognizes the campus commercial development potential for this section of Lewisboro. Of all areas of Town, only this tract can provide direct access to regional highways without affecting residential areas. The area has also long been recognized as appropriate for such development. However, Plan policy requires that an independent determination be made in the future that any specific development proposal for this land can meet all of the standards set forth in this Plan.

The Campus Commercial land use category shown on the Plan Map should be implemented by an appropriate zoning district that reflects the standards established in this Plan. The present regulations of the ORL-10 District are not sufficient and require amendment.

No other section of Lewisboro warrants designation on the Town Plan Map as a potential development area for campus commercial uses.

#### IV. OPEN SPACE AND RECREATION

The rolling hills and numerous lakes of Lewisboro along with heavily wooded areas and scattered open fields crossed by streams provide an exceptional, and relatively rural, environment for the Town's residents. The character of the Town's setting may be appreciated even more when considered in perspective with the surrounding growth in Westchester, Putnam and Fairfield Counties.

A major goal of Lewisboro's planning efforts since 1970 has been the preservation of this quality of the natural environment. This Plan expands that emphasis in recognition of the critical period of development which will be facing the Town over the next several years. The key element in maintaining, and perhaps enhancing, the present character of Lewisboro is the preservation and protection of open space lands.

##### A. Definition of Open Space

In 1984, only 34% of Lewisboro's total area was classified as developed. Of the remaining area, 19% was identified as "open space" and 4% as water surface. The largest component of the Town's area, 43%, was properly termed "undeveloped".

The difference between "open space" and "undeveloped" land is that in order to be termed open space, a decision has been made to dedicate or reserve the land for recreational purposes or for conservation, aesthetic or passive use. There is no such commitment on "undeveloped" land and, absent that, it can be assumed that the land, or portions of it, will eventually be developed for some other use.

In this Plan, committed open space includes the following classifications of land:

- o public parks and preserve areas,
- o land owned by semi-public and public organizations for conservation and open space purposes,
- o land held for protection of public water supply facilities,
- o land set aside in the approved design of conservation subdivisions as areas not to be built upon except for recreational uses,
- o land protected by easements which restrict the use and development of the property to passive recreation or unaltered natural conditions,

- o portions of public school properties used for recreational facilities or left in a natural state, and
- o private recreational facilities.

B. Functions of Open Space

Open space serves three important functions for a community:

- o the maintenance of natural processes or conservation,
- o the provision of recreational opportunities, and
- o the establishment of a community image and a visually pleasant landscape.

Preserving land for conservation purposes is, in many instances, not only a matter of maintaining ecological equilibrium but of economic importance. For example, a ten-acre wetland can accommodate as much as three million gallons of water in a one-foot rise. If the wetland is filled in, the water would have to be provided for elsewhere. It is much less expensive to utilize appropriate existing wetlands in their natural state than to provide man-made facilities for water drainage. Maintenance of certain critical areas in their natural state can also help avoid flood hazards and protect and maintain ground water supplies. In addition, the preservation of natural vegetation on steep slopes can prevent erosion problems and help protect water quality.

Recreational opportunities in Lewisboro include the active-use facilities in the Lewisboro Town parks and larger recreational areas such as the Ward Pound Ridge Reservation which can serve a wide variety of uses through each season of the year. Private recreation facilities such as the lake community associations contribute to the total range of available recreation.

Community appearance is primarily established along the major roads in Lewisboro and through vistas of stream valleys, ridge lines and hilltops. The edges and dominant physical features seen from the roadside can either establish or remove a sense of natural environment and openness by enclosing and defining development so as to prevent a continuous unattractive sprawl. The maintenance of green belts along roads and stream corridors are particularly useful.

In the past, private choice and natural features which pose severe development limitations have prevented widespread development along many of Lewisboro's major roads. With the increasing pace of development, the sense of

compatibility or balance between developed areas and the natural environment can now probably only be retained if the appropriate regulations on land use are in place. These may include density definitions, special setbacks, restrictions on tree removal and maintenance of open fields.

The preservation of open space is, to a large degree, the preservation of the character of a low density residential community such as Lewisboro. Open space, if included as a major design component in town development, can provide for the continuance of an intimate connection between the natural environment and the people of the Town. Open space preservation must take place while there is still open space to preserve. Open space planning seeks to preserve the land which will be needed for open space in the future because once development occurs, the open space can no longer be retrieved.

C. Existing Open Space and Recreation Facilities

Lewisboro has not only a large amount of committed open space but a diversified mix of types of open space. As of October 1984, over 3,500 acres of the Town's total area fell into the category of "open space" as it has been defined above. An additional 851 acres consisted of surface of water bodies.

Of the total open space land, public park land available for active recreational use comprised 1,454 acres or 42%. An additional 212 acres (6%) are also active recreational lands although they are maintained in private ownership. Conservation land to which the public has been granted at least limited access encompasses 814 acres (23%). The remaining 1,023 acres (29%) of open space lands are owned and maintained for protection of public water supply or critical environmental areas and have restricted public access.

Table 17, "Open Space and Recreational Lands," shows that committed open space land in Lewisboro increased by 26% between 1972 and 1984. Both Town-owned park land and privately-held conservation lands increased substantially over the 12-year period. As recommended in the 1973 Town Plan, two additional sites were acquired for use as active recreation Town parks to supplement the original Town Park on Route 35 and to provide increased opportunities for residents in Goldens Bridge and Vista/Lake Kitchawan/Lewisboro. Construction of playing fields and courts in the 43-acre Fox Valley Park and 32-acre Onatru Farm Park began in 1983. The Town also acquired 71 acres of passive use conservation oriented land and a 117-acre parcel on Route 138 which can be developed to meet future needs of the Town's residents.

Table 17  
Town of Lewisboro

OPEN SPACE AND RECREATIONAL LANDS  
1972 and 1984  
(acres)

Category	1972*		1984**	
	Subtotal	Total	Subtotal	Total
Town Facilities:		126		409
Recreation Parks	55		147	
Conservation Preserves	71		262	
County Parks		1,215		1,217
Reservoir Watershed Lands		985		960
Conservation Lands:		98		617
Conservancy Group Holdings	98		365	
Section 281 Subdivisions	0		189	
Easement Lands	NA		63	
Private Recreation		257		212
Katonah-Lewisboro School District				
Recreation Facilities and Open Space		<u>90</u>		<u>90</u>
Total Open Space and Recreational Lands		2,771		3,505

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\*Source: "Open Space and Recreation - Preliminary Planning Study",  
Town of Lewisboro, September 1972.

\*\*Source: 1981 Land Use Survey Prepared by Frederick P. Clark  
Associates, updated to October 1984.

Lands under the sponsorship of conservation groups contributed the greatest increase of any single open space category with a 12-year increase of 267 acres. The new conservation parcels include areas of major wetlands and steep slopes identified on the 1973 Town Plan Map. Conservation (Section 281) subdivisions have contributed 189 acres since 1972. Through these subdivisions, several areas of steep slopes, hilltops and wetlands, identified on the 1973 Town Plan Map as worthy of preservation, have been placed in permanent open space lands intended to remain basically wild. An additional 63 acres are covered by conservation easements which preclude future development. Together, the old and new conservation lands establish a widespread outline of open spaces that will be seen in the future as increasingly important for maintaining a rural atmosphere in Lewisboro.

It is significant to note that the increase in open space conservation lands did not come at any expense to the Town aside from some reduction of property tax revenues on the individual lots involved. This reduction may be partially compensated by an increase in value in adjacent and nearby residential properties which benefit from proximity to the permanent open spaces.

Lewisboro is fortunate to have two County parks located partially within the Town limits. Although designed and maintained by Westchester County as regional facilities, their proximity makes them as accessible to Town residents as the Town parks and preserves. These facilities provide numerous recreational opportunities and establish a major element of a protected open space network without direct cost or administrative responsibilities for the Town.

The reservoir systems located within and adjacent to Lewisboro have remained essentially stable over the 12-year period. These waterbodies and adjacent watershed lands provide another unique open space resource for local residents.

The Waccabuc Country Club remains the single largest private recreation operation in terms of land area. The remaining private recreation uses consist of facilities operated by the several lake community associations which focus on beach uses and some racquet sport courts. Other facilities include the Laural Pond Swim Club, the recreation complex at Oakridge and the indoor tennis courts in Vista. There are no semi-public multi-use facilities such as a YMCA or Jewish Community Center in Lewisboro.

One final major group of recreation sites is the public school campuses operated by the Katonah-Lewisboro School District. Each school campus contains some recreation facilities which, even if access to them is limited, contribute to the Town's recreational needs.

D. Open Space and Recreation Land Standards

In order to guide public and private organizations when making decisions with regard to how much open space is needed or desirable, a number of planning organizations have formulated open space standards and guidelines. These standards represent an effort to make generalizations about the supply of open space that is needed for various purposes by a population of a given size. In most cases, they are expressed in terms of acres per 1,000 population. Table 18, "Open Space Standards," contains examples of such standards. The range in standards is due in part to the lack of precise definitions of open space lands.

With 3,505 acres of open space and recreation lands and an estimated October 1984 population of 10,228 persons, Lewisboro - in 1984 - had 342 acres of open space and recreation land per 1,000 population. This ratio exceeds by far all of the general standards. However, the reservoir watershed, public school district and private recreation lands are not necessarily permanently committed to open space use. If these lands were eventually used for other purposes, Lewisboro would have 2,243 acres of open space and recreation lands or 219 acres per 1,000 population. This ratio is also well above the general standards. When the components of Lewisboro's open space system were compared to the general standards, it was found that each category also exceeded the general standards.

At the maximum residential development level for Lewisboro as established by this Plan - and with no increase in open space and recreation lands - Lewisboro would have a total of 110 acres of open space per 1,000 residents (excluding watershed, school district and private recreation lands). This figure is closer to, but still exceeds, the standards for total acres of open space.

Much of northern Westchester County and adjacent Fairfield County in Connecticut has an open space image that, if it is to be maintained, must be identified and protected by municipal action in the face of strong development pressures. Part of the reason for this image is due to the establishment of open space in several of the communities that numerically far exceeds the national standards in addition to the fact that substantial portions of the region remain undeveloped. From a regional perspective, the quantity of open space lands in Lewisboro is not excessive.

Table 16  
OPEN SPACE STANDARDS

Agency	Total Acres of Open Space per 1,000 Pop.	Open Space Components Per 1,000 Population	Source
Regional Plan Association (RPA)	--	County park  Municipal park	10 acres or 5% of total (which- ever is greater) 10 acres+
RPA and Metropolitan Regional Council	--	Parkland	22 acres      --
Tri-State Regional Planning Commission	--	Large-scale regional Neighborhood	15 acres 12 acres      --
Tri-State Regional Planning Commission	--	Outdoor recreation	30 acres <u>Outdoor Recreation in a Crowded Region (1973)</u>
Westchester County Planning Department	18	County-owned open space Municipally-owned open space	10 acres      -- 6 acres
National Recreation and Park Association	90	Large parks, forests & other open space Urban recreation areas Extra open space (within 1 hour drive of home)	65 acres <u>Outdoor Recreation Space</u> 10 acres 15 acres
Clawson's Standard Baltimore, Md.	78	Regional open space Public park & Recreation Private park Green space	42 acres <u>Challenge of the Land</u> 14 acres 5 acres 17 acres      Charles E. Little (1968)

E. Recommended Open Space System

The existing 3,505 acres of committed open space are shown on the Town Plan Map as recommended permanent open space land. As described above, portions of this acreage serve different purposes and provide a range of benefits for the Town's residents. It is extremely important for the future of Lewisboro as portrayed in this Plan that all of this land be maintained in the open space system.

Additional acquisition of land by the Town for the purpose of establishing more open space parkland is not considered necessary by this Plan. The three active recreation Town parks will serve the Town's residents well into the future. Of course individual site improvements should be made at each park as determined to be necessary. Construction of an indoor recreation facility will warrant serious study. Additional room for expansion of Town recreation and park services will be available on the Brownell Estate property in Goldens Bridge for long-term development.

Open space planning in Lewisboro for the next several years should focus on protecting two categories of open space which may fall outside of the presently committed open space lands. These are:

- o Lands which are integral parts of natural systems. These include critical wetlands; streams and the adjacent upland buffers which protect their integrity; aquifers and aquifer recharge areas; floodplains; and potentially erodible steep slopes.
- o Land serving an important aesthetic function. These include highly visible hillsides and ridgelines; land immediately adjacent to major roads; natural buffer areas between different types of land use or levels of development density; and stream corridor greenbelts.

Land areas with these characteristics have been identified, in general terms, on the Town Plan Map and are recommended for protection and preservation.

F. Implementation

Several means are available to the Town to add uncommitted land areas to the protected open space system. The following actions are recommended:

- o Conservation Development. Section 281 of Town Law can be used to greater effect as a means of protecting uncommitted land which is part of the Town Plan's recommended open space system. First, the land set aside as open space in conservation developments

should be land shown on the Town Plan Map as warranting preservation for one or more purposes such as wetland areas, steeply sloped areas, scenic vistas and open space corridors. Second, appropriate legislative action should be taken by the Town Board to fully implement the provisions of Section 281 and authorize the Planning Board to require the use of conservation subdivision design when such use would achieve Town Plan policies.

- Wetlands Ordinance. Important wetlands and streams can be maintained in their natural state through effective use and enforcement of a wetlands protection ordinance. The present regulatory authority set forth in the Zoning Ordinance is insufficient. A new, separate ordinance should contain a definition of wetlands based on soil type and vegetation. Development of a priority ranking of importance of specific wetlands would establish useful information for decision-making on requests for wetland disturbance permits.
- Zoning Regulations. Amendments to the Zoning Ordinance should be made to provide a regulatory basis for maintaining the recommended open space corridors along roadways and the recommended open space buffer areas to be established between different land uses. These corridors and areas are shown on the Town Plan Map. Special building setbacks should be established as well as limitations on tree removal and maintenance requirements on open areas.
- Aquifer Protection. Additional research should be conducted into water resources including the identification and relative importance of aquifers and aquifer recharge areas located in Lewisboro. Depending on the characteristics of these areas, the development of an aquifer protection ordinance may be appropriate. In any event, known aquifers should receive attention during subdivision design and review.
- Conservation Easements and Subdivision Regulations. Stream valleys, buffer areas, hilltops, ridge lines and prominent rock outcroppings identified on the Town Plan Map can be protected by conservation easements and sensitive subdivision design rather than through public acquisition. Efforts should be made to acquire public trail easements in stream valleys which would serve to connect existing trail segments and to link established open space lands.

Other actions can be taken by the Town to achieve better protection of the existing open space system and critical environmental areas. These are:

- Watershed Land Protection. The Town should consider seeking right of first refusal in the event that New York City, the First Taxing District of Norwalk, or the Stamford Water Company ever decide to dispose of some or all of their lands in Lewisboro.
- Surface Water Protection. Land surrounding Lewisboro's lakes and reservoirs should be developed only in ways which do not diminish water quality. In most situations, Rural Density residential land use, implemented through low density zoning regulations, will provide the best protection.
- Ground Water Protection. Ponding of streams in areas where soil and bedrock conditions favor ground water recharge can be encouraged in subdivision design and development. Town regulations should be strengthened to prohibit or regulate disposal of toxic substances and pollutants into the ground. Revisions should be made to the permitted uses set forth in the Zoning Ordinance so as to confine or eliminate the types of uses which regularly require or produce such substances as part of their operation.
- Trail System. The realization of a Town-wide foot trail system should continue to be pursued. As part of the system, the Town should seek more extensive use of reservoir and watershed lands.

## V. PUBLIC FACILITIES AND SERVICES

As the long-range outline for guiding the growth of Lewisboro, the Town Plan must relate the recommended land use pattern to existing and anticipated public facilities, services and utilities. Locational aspects as well as scope or scale of facilities and services are considered in this Chapter.

### A. Town Government

The Lewisboro Town House was constructed about 1860 as a residence. The Town government moved into the building in 1950. The location in the hamlet of South Salem could not be improved as it is approximately the geographic center of the Town which stretches over 12 miles from end to end. Positioned around the Town House are the South Salem Library, the South Salem Post Office and the Town Highway Garage. This complex forms a highly desirable public common worthy of preservation and enhancement.

Until late in the 1970's, all Town offices were located in the Town House even though growth of the Town and its departments had led to cramped quarters. Limited expansion of the Town House was made and the building was renovated, but office expansion was directed away from the public common. The local police department and the Parks and Recreation Department were moved to another former residence located on the west side of the hamlet at the intersection of Spring Street and Route 35. A major change took place in 1981 when the Building Department, Tax Assessor's Office and the Planning Department were relocated to the second floor of the former Alice Lane Poor residence in what is now Onatru Farm Park. Located over three miles from the Town House, the annex offices are isolated from the other Town departments. However, the available floor area is now adequate and the needed expansion was accomplished with minimal cost to the Town.

If additional expansion is found to be necessary, the third floor of the Town House can be better utilized, especially for storage, and improved use could be made of the Onatru Farm space. One exception may be the relocation of the Parks and Recreation Department. As discussed below, the present offices of the Parks and Recreation Department in the Spring Street building would be better utilized in the long term by the Police Department which now occupies the remainder of the building. However, the Recreation Department should continue to be in a geographically central location. If adequate funding becomes available, consideration should be given to relocating the department to its own building in the Lewisboro Town Park on Route 35. Growth in recreation programs will require additional office space for the Department in any event.

Another alternate site for Town government office use is the building now occupied by the South Salem Post Office. The volume of mail handled by the post office has already exceeded the capacity of the building and it is likely that the post office will eventually relocate. At that time, so as to maintain the integrity of the public common and to centralize Town services, the Town should acquire use of the building for Town purposes. The Post Office itself should be encouraged to remain in the South Salem hamlet in a building that relates closely to the area's special character.

The Town should continue to maintain its community centers in Goldens Bridge and Cross River. Both of these facilities are well utilized by community and civic groups. The Goldens Bridge center is home to the Northern Westchester Center for the Arts. The equivalent community house in Vista has been closed due to its deteriorated condition. The need for a substitute facility in this section of Lewisboro has been alleviated with the acquisition of Onatru Farm. The first floor of the former residence is available for community events or use by residents. It should continue to be made available by the Town although the facilities should be improved as funds become available.

B. Highway Department

The Town of Lewisboro Highway Department operates from a 28-year old building located to the rear of the Town House and South Salem Library in South Salem. The Department makes use of approximately two acres of the total six acre Town-owned tract. Access to the combination garage and office is provided by driveways connecting with Main Street and Lake Shore Drive.

One deficiency of the present site, which is in close proximity to Truesdale Lake, had been its undesirability as a location for storing road maintenance materials such as gravel and salt. This problem was alleviated when the Town acquired property north of the intersection of Spring Street and Route 35 at the west end of South Salem hamlet for use as a storage yard. A second problem was lack of room for storing equipment. This has been partially addressed through use of garage space at Onatru Farm Park. The present garage should be adequate to serve the needs of the Department through 1990, probably longer. Operating efficiency could be increased with the relocation of the tool room. Also, there remains a need for two additional bays.

The size of the Highway Department is not expected to grow beyond the possible addition of one or two employees. As demands on the Department continue, the Highway Superintendent has suggested that it would be more cost

effective to follow a policy of increasing the level of contractual services rather than add Town employees and Town equipment to do all work directly, especially with respect to one-time special capital projects such as bridge replacement.

The linear mileage of Town-owned unpaved roads has decreased from 17 miles in 1973 to 14 miles in 1984. Significantly, the three miles which have been paved represent what were both the most expensive road sections to maintain and the most heavily traveled. The Department is following a policy of annually identifying those segments of unpaved road which represent the greatest maintenance burden and safety hazard for the Town and its residents. These segments are then reconstructed and paved.

Although the maintenance cost of unpaved roads in terms of material and man-hours is much higher than the costs of maintaining paved roads, there is no need to convert all gravel roads to paved surface. Many of these roads now adequately handle very limited traffic. In addition, such roads are an integral element of Lewisboro's rural atmosphere.

#### C. Police Service

The Town of Lewisboro is one of the few Westchester County municipalities which does not have its own local full-time police force. In northern Westchester, Pound Ridge, Somers and North Salem also do not have full-time local forces. Most other communities have made the determination that they passed a threshold in terms of population size and tax base to both necessitate and support a full-time local force.

In 1984, police services were being provided in Lewisboro on three levels. The local police force consisted of 7 part-time officers all of whom had received police training. They operated two Town-owned patrol cars. The base of operations for the local force is a Town-owned building on Spring Street near the intersection with Route 35 just west of the South Salem hamlet center.

The State Police established a physical operations base in the Spring Street building in 1978. With this satellite office, the State troopers could begin to spend their entire work shift within the Town. Additionally, in 1977 the Town entered into a 5-year contract with Westchester County for the assignment of County police officers to patrol Lewisboro.

If the rate of housing unit and population growth experienced by Lewisboro over the past two decades is maintained through 1990, Lewisboro will continue to have a

total population lower than the present population of nearby municipalities which have full-time local police operations with one exception, the Town of North Castle. Therefore, the commitment of the substantial local funds and resources needed for the establishment of a full-time police force is not likely to be required for another several years. However, the prospects for a full-time local force should be considered seriously as 1990 approaches.

This Plan recommends that the Town keep the long-term prospect of a full-time local police force in mind when making decisions on police protection and resource commitments. For example, the contractual expense for County police service has climbed substantially since the initial contract was signed. The point may be reached when the Town would be better served to redirect this contractual expense to the local police operation. There are several possible benefits to such a transfer. First, it would allow a progressive expansion of the local force in terms of man-hour coverage provided and resources made available to the force. The transition to a full-time police force need not be made at once. Second, a local police force would be available in and responsive to the community at all times and not subject to reassignment to other areas as the County patrols presently are. Third, the reduction from three to two levels of police operation should improve overall efficiency and cooperation. The local police and State Police presently share the same office building as an operations base which promotes coordination and allows the local officers to be in daily contact with the greater resources of the State Police operation.

This Plan also recommends the continuance and encouragement of an active State Police presence in Lewisboro along with a long-term objective of slow expansion of the local police operation. Expansion of State Police man-hours available should also be encouraged. It is essential that a central operations base for both components of the police service be maintained. The present structure housing the police is ideally suited for this role. The location is at the center of the Town and in a position where it establishes a visible presence for the public. The size of the structure should prove adequate to handle any expansion of the service over the next 10 to 15-year period. However, any expansion will require the relocation of the Parks and Recreation Department now also located in the building along with the closing of the first floor conference room for general community use.

The exclusive use of the Spring Street structure for police operations will allow improvements in the security and facilities of the building to be made. Also needed in the near future is the construction of a secure garage to house patrol cars when not in service.

D. Fire Protection

The Town of Lewisboro is divided into three fire districts: Goldens Bridge, South Salem and Vista. Each district is served by a volunteer fire department from one station house. The three existing fire districts provide a rational division of the Town of Lewisboro to meet present fire protection needs. Each of the three fire houses is located on a State highway providing access to all parts of the fire district. The fire houses of all three districts are also located in close proximity to the high value areas of their districts.

No new fire district facilities are likely to be needed in the future. The taxing authority of the fire districts has assured that each district has adequate equipment for present and foreseeable future needs.

A constant problem facing all three fire districts is access to adequate water sources. Water systems with mains and hydrants exist in few sections of Lewisboro and are unlikely to ever be broadly expanded. In light of this fact, the Town should require the establishment of emergency water sources for fire fighting purposes in newly developing areas. New central water systems should be required to include hydrants. Dry hydrants should be required to allow water to be readily drawn from existing or new ponds during emergencies. In other situations, access should be provided for fire trucks to reach existing potential water sources such as ponds and streams. Fire protection should also be considered as an integral component of the review of new site development proposals in commercial areas.

One aspect of fire protection which is likely to become a problem within the next few years is the availability of volunteers to operate the fire districts. As the composition of the Town's residents changes, there are fewer people able to or willing to volunteer their time and energy. Elements contributing to the problem are an aging population, the increase in number of household members who work full-time which reduces the time available for individuals to spend outside of the home, and the professional employment background of new residents. The use of volunteers in fire protection reduces costs dramatically. Efforts should be made to continue and encourage local participation. If the decline in number of volunteers continues, the Town must prepare to confront the establishment of a paid fire protection staff.

A significant addition to the safety and welfare of Lewisboro residents came about on January 1977 when the Lewisboro Volunteer Ambulance Corps began operation. Originally based in the Cross River Professional Building,

in 1984 the Corps moved into a new building constructed on one acre of land leased to the group by the Town of Lewisboro. The site is behind the Cyrus Russell Community House on Routes 35/121 in Cross River. This organization is supported by members and the community at large through donations.

#### E. Schools

One of the prime attractions of Lewisboro for new residents is the Katonah-Lewisboro School District. Local realtors report that the reputation of quality in the school district is well-known by potential home buyers. It is important to the community as a whole that the school district continue to provide the Town's residents with excellent public schools.

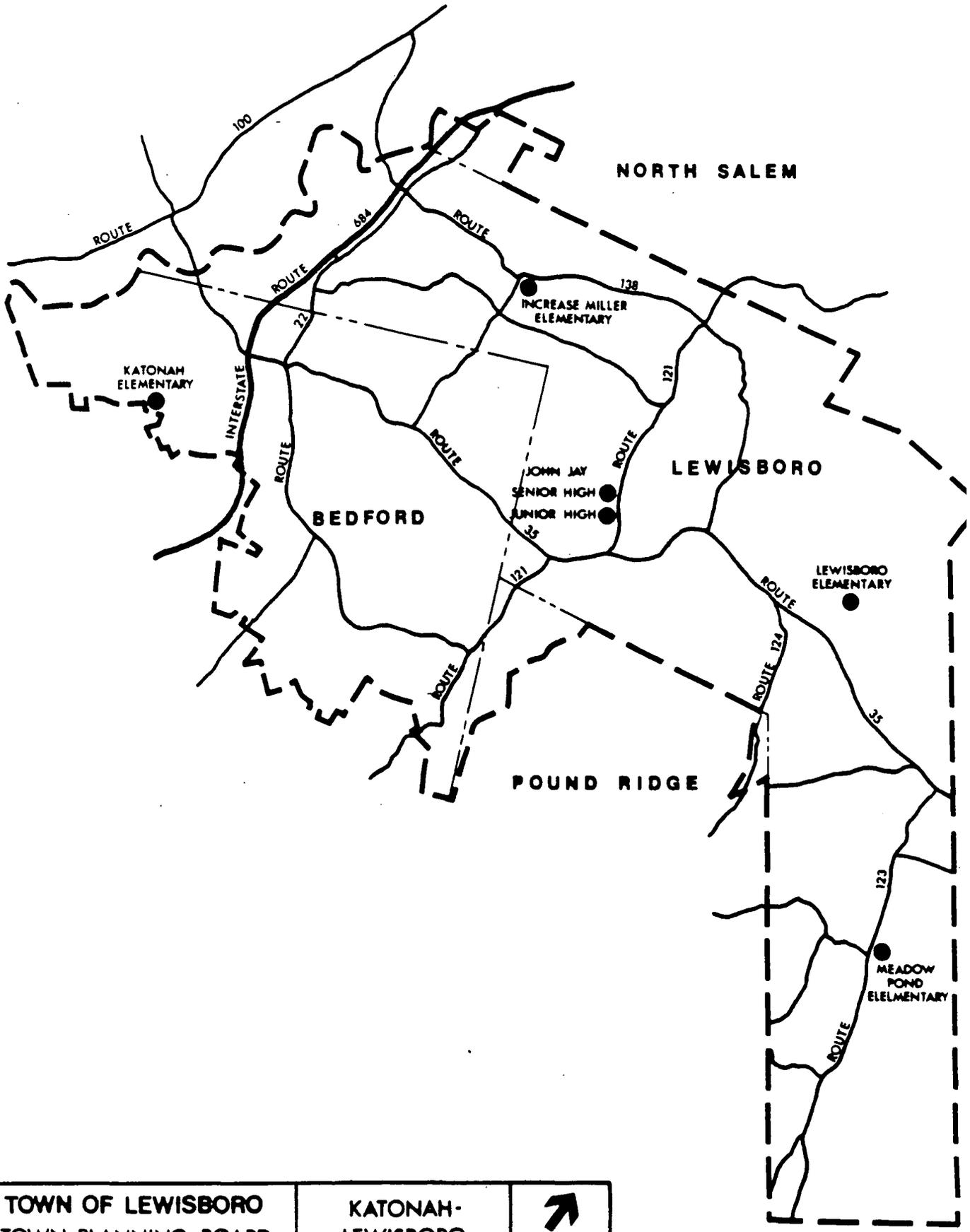
The 1973 outlook for the school district in terms of anticipated growth was dramatically different from today's situation. The 1982-83 academic year was the ninth year of declining student enrollment. Where the 1973 Plan addressed at length the future need for new school facilities and sites for expansion, this Plan deals with the interrelationship of increasing numbers of households, rising population, and a present trend of declining numbers of school age children.

1. Existing Facilities. The Katonah-Lewisboro School District includes the entire Town of Lewisboro, the Katonah section of Bedford and small sections of both North Salem and Pound Ridge. The boundaries of the School District and the locations of the six schools operated by the District are shown on Figure 10.

The John Jay Senior High School and the John Jay Junior High School share a site of 108 acres located on Route 121 just north of Route 35 in Cross River. This site is centrally located in the School District and has excellent access.

The Katonah Elementary School was built in 1940 and originally served grades K-12. The School is located on a seven acre site in the hamlet of Katonah. This site is at an edge of the School District. The smallness of the site in combination with the terrain would prevent significant expansion.

Of the three elementary schools in Lewisboro, the oldest is the Lewisboro Elementary School constructed in 1940 with additions in 1951 and 1960. This School is located on seven acres of land adjacent to Bouton Road north of the South Salem hamlet.



<p><b>TOWN OF LEWISBORO</b>  <b>TOWN PLANNING BOARD</b>  <small>Frederick P. Clark Associates, Planning Consultants</small></p>	<p><b>KATONAH-LEWISBORO</b>  <b>SCHOOL DISTRICT</b></p>	<p>          NORTH  <b>FIGURE 10</b></p>
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Both Increase Miller and Meadow Pond Elementary Schools were built in the 1960s and have essentially the same floor plan. Increase Miller Elementary School was constructed in 1963 with an addition in 1967 and is located on 14 acres of land at the intersection of Increase Miller Road and Route 138. It is adjacent to the Town's 44-acre Fox Valley Park. Meadow Pond Elementary School was constructed in 1967 and is located on 15 acres of land on Route 123 which also includes the School District administration building.

2. Demography and Enrollment Projections. School enrollment in the Katonah-Lewisboro School District reached a peak of 3,613 students in the 1972-73 academic year. Since that year, enrollment has declined by 641 children (1983-84 estimated enrollment), over 17%. Concurrently, between January 1971 and December 1982, 1,023 new residences were constructed and occupied within the Town of Lewisboro. Between the 1970 and 1980 U.S. Census dates, the population of Lewisboro increased by 2,261 persons, over 34%. The data indicate that the population has been aging and household size has declined.

Analyses prepared as part of the Town Plan update process found no evidence to expect enrollment in the Katonah-Lewisboro School District to significantly reverse the present trend of decline and to begin increasing before 1990. Table 19, "Housing Units, Population and School Age Children", shows that even though the number of children between the ages of 5 and 19 increased by 325 in Lewisboro between 1970 and 1980, overall enrollment in the District decreased by 232 students. Apparently there was a decline in school-age children in areas of the school district outside of Lewisboro or more students are now being sent to private schools. The projected increase in the 5 to 19 age group will be lower between 1980 and 1990 due partly to nearly one-half of the expected new residential units to be constructed being classified as multi-family which have fewer school-age children residing in them. In summary, the number of school-age children per housing unit will continue to decline. (The projection does allow for an increase in the birth rate.)

In light of the significant demographic changes which have occurred since 1973 and as a result of a lowering of the recommended residential density pattern in Lewisboro as shown on the Town Plan Map, this Plan projects an ultimate enrollment in the Katonah-Lewisboro School District of 8,200 children. This figure is less than 65% of the 1973 Plan

Table 19  
Town of Lewisboro

HOUSING UNITS, POPULATION AND SCHOOL-AGE CHILDREN  
1970, 1980 and 1990

	1970 <u>U.S. Census</u>	1980 <u>U.S. Census</u>	1990 <u>Projection*</u>
Occupied Housing Units	1,813	2,739	4,079
Total Population	6,610	8,871	12,455
Persons per Housing Unit	3.64	3.24	3.05
Population Ages 5 to 19	2,276	2,601	2,728
Population Ages 5 to 19 per Housing Unit	1.25	0.95	0.67
Katonah-Lewisboro School District Enrollment	3,486	3,254	-

\*Based on the "1980-90 Lewisboro Housing Plan" which identified 675 new single-family and 665 new multi-family residences to be constructed; 3.24 persons and 1.14 school children per single-family residence; 2.10 persons and 0.30 school children per multi-family residence; straight-line projection of Census age groups plus 6% growth over ten years in the 5 to 10 years age group.

projection of 13,000. The 1990 enrollment projection is 3,000 students, equal to the present enrollment level.

3. Future School Development. The revised ultimate enrollment levels described above reduce the need for the extensive program of land reservation called for in the 1973 Town Plan. The present land area held by the school district at the John Jay campus, Increase Miller School and Meadow Pond School should be sufficient to house any new construction which may ultimately be required.

#### F. Sewerage Facilities

One topic which repeatedly becomes a concern in all development, existing and proposed, in a growing area is the adequate provision of sanitary sewage disposal. Where large public sewerage systems serving a broad geographical area do not exist, the potential for new systems being created is remote. In the 1970s, a planning concept which called for the installation of small community or private sewage collection and treatment systems was seen as a means of allowing denser residential and commercial development. Since then, however, the costs of constructing and then maintaining a small sewage treatment plant have risen so high that the installation of such systems has become unlikely. The primary means of sewage disposal will continue to be the septic tank and field treatment of effluent approach or more advanced technology variations of on-site treatment.

Two community sewerage systems are operating in the Town of Lewisboro and one additional system has been proposed. The oldest is the Wild Oaks Sanitary Sewer District in Goldens Bridge. Its presence has allowed the development of a sizeable area of multi-family housing and it has the potential for serving a broader area in proximity to Route 138 and Route 22.

The second system was constructed at the other end of the Town as part of the utility system for the Oakridge condominium and commercial development in Vista. This system may have the potential to serve additional development on nearby properties.

A third community sewerage system has been approved to provide service to the Meadows, a large condominium development in Cross River. This system will have the potential to serve development on adjacent properties including Cross River Plaza.

Development in the remainder of Lewisboro is served by in-ground septic tank and field treatment systems usually on an individual lot or building basis. This reliance on

individual systems has caused localized problems where soils are not suitable for the systems, development densities are too high, or disposal areas are located too close to lakes and streams. A primary objective of this Plan is to better relate the development limitations of soils for sewage disposal to recommended residential density levels. If public improvements in the provision of areawide sanitary sewage collection and treatment facilities are not going to be made, then development must be planned at densities which the land itself can support.

Even without future public sewerage systems, a community of individual septic systems and single-family residences on large lots is not necessarily the only future development alternative available to the Town. The use of common septic systems may be desirable in clustered housing developments. Other types of sewage disposal may also be possible dependent on the scale and characteristics of individual projects, especially in combination with the provision of central water supply.

#### G. Water Supply

As installation of new public and private sanitary sewerage systems has become unrealistic, increased attention is being paid to the provision of central water supplies. The costs of constructing a central water system are more manageable than those of a sewage system. In addition, decreasing the number and location of wells increases the opportunities for in-ground sewage disposal systems and for a wider variety of development options.

There are no publicly-owned water supply systems in the Town of Lewisboro but there are nine major central supply systems. Four systems were built many years ago to serve the lake communities - Goldens Bridge Colony, Lake Katonah Club, Truesdale Lake Property Owners Association and Twin Lakes. The quality and adequacy of these systems vary and not all homes in the respective lake areas are connected. The five newer systems were constructed as components of residential development projects and include Wild Oaks and Indian Hill in Goldens Bridge, Oakridge and Soundview Loop in Vista, and Hunt Farm in Cross River.

Continued maintenance and modernization of the existing systems is extremely important. New central systems should be established or existing systems expanded as part of new developments when such an approach is reasonable in terms of density, scale of development, soils limitations and proximity to existing systems.

Because all of Lewisboro's present water supply, both central systems and individual lot wells, is drawn from ground water, the protection of known aquifers is an

objective of this Plan. Protection is needed from contamination and from over-development with ground water recharge areas left in an open state.

Any land use which would result in solid waste leachate, road salt, petroleum, or domestic waste percolating into ground water should be strictly controlled and, when possible, prohibited in aquifer recharge areas. All potential major water users should be required, as part of the development approval process, to establish a water level monitoring program for pre-existing wells in the nearby area. Both of these actions are positive steps which can be taken to protect existing water sources and to produce a data base on water resources.

#### H. Library Service

The South Salem Library, established in 1798, is one of the oldest libraries in New York State. The existing library building was completed in 1964 and more recently expanded on the present one-half acre site between the Lewisboro Town House and South Salem Post Office on Main Street. The one-story structure contributes to establishing a public common of Town facilities.

The South Salem Library has approximately 25,000 books, magazines and pamphlets in its circulating collection. It is a member of the Westchester Library System which provides considerable assistance to member libraries and Westchester residents who utilize them. A major portion of the South Salem Library's operating funds are provided by the Town of Lewisboro.

The present library structure is located in the geographical center of Town. Although it is several miles from the Goldens Bridge and Vista hamlets, the concept of branch libraries is not considered a cost-efficient or necessary service-oriented move today. Residents of these two hamlets have an option of using the larger Katonah and New Canaan Libraries respectively.

#### I. Refuse Collection and Disposal

There are two aspects to the refuse or solid waste problem: collection and disposal. Refuse collection is generally considered to be a local problem and can be accomplished by either the Town or individuals contracting with private collectors or by a municipal collection system. Refuse disposal has become an increasingly difficult and complex operation which can most adequately be handled by an inter-municipal, county or regional system.

Lewisboro is one of approximately seven towns in Westchester County which do not have some type of municipal involvement in the refuse collection process. Generally these towns are too sparsely settled to make a municipal collection system cost effective in terms of initial capital outlay and continuing operation. Lewisboro's refuse is cleared by private collectors who contract with individual homeowners or homeowner associations for their service.

In 1982, Westchester County began implementation of a solid waste disposal program, a result of a 1967 decision whereby the County decided that the disposal of solid waste was properly a County function. The program calls for the disposal of refuse at a new County garbage/energy conversion plant in Peekskill. Each Westchester municipality has the option of joining the system if it accepts a taxing district to support the operation and if it guarantees a minimum number of tons of refuse to be delivered to the plant each year.

Lewisboro could not initially join the system because the Town could not derive a minimum figure for the amount of garbage collected in the Town that would be delivered to the Peekskill plant. The Town government has since licensed the carters who operate in Lewisboro and required the submission of monthly reports of tonnage collected. Subsequently, in 1984, the Town Board did go to bid for municipal collections with a plan to include the cost in the property tax as a part of the General Fund. This approach could eliminate illegal dumping since all residences would have refuse collection. However, the bid costs presented were far more than expected and the Town decided not to contract for refuse collection at this time. Regulatory control under the present Refuse Ordinance should be continued.

For several years the Town has been operating a recycling center on the Town House tract in South Salem. Although administration of the center has involved problems with respect to littering and hours of operation, the cost to the Town has been relatively low. One problem limiting resident participation is certainly the size of the Town and the inconvenience in terms of travel required for residents in Vista or Goldens Bridge to make use of it. Nevertheless, the commitment of the Town to maintain such an operation is environmentally responsible and should be continued.

## VI. COMMUNITY CHARACTER AND APPEARANCE

The preceding chapters of this Plan discuss three types of land use and the provision of public services and utilities. Recommendations are made as to the best use of land to achieve the goals expressed in the first chapter. However, simply having the most appropriate uses in the most appropriate locations will not itself ensure that the Lewisboro of twenty years hence will appear the same as the Lewisboro anticipated by this Plan.

This chapter proposes that the key to realizing this Plan's vision of the future Lewisboro is, first, to identify the best qualities of the community's character and overall appearance and, second, to commit to maintain and enhance those qualities. This approach applies to every type of land use, development project and public facility.

### A. Residential Areas

Even after experiencing substantial residential growth, Lewisboro continues to have a visual identity distinct from that of neighboring towns. The higher density areas are well separated from each other and major roads by wide areas of wooded lands which conceal more isolated residences. The view south from Lookout Point in Westchester County's Mountain Lakes Camp on the North Salem border is one of seeming forest with only the homes on the edge of Lakes Waccabuc, Rippowam and Oscaleta revealing the presence of a residential community. A similar view is seen from other high points in Town.

Of course the present forested view of Lewisboro is quite different from the days when the Town was an active farm community - in a very real sense the vegetation has taken over. Beneath the undergrowth are the stone walls that delineated growing fields, pasture lands, swamps and farm borders. Now often hidden behind trees are numerous homes from the nineteenth and late eighteenth centuries. Fourteen historic cemeteries dot the landscape. The heritage of Lewisboro is far from lost.

Steps can be taken to insure that the same statement can be made in 2005. Of prime importance is the recommendation of the residential development chapter that the low density residential character of much of Lewisboro be maintained through application of rural and low density development standards. Additional guidelines can be followed regardless of development density. These are:

1. Use of Natural and Man-Made Features. The major features of the natural and man-made terrain should be incorporated into subdivision and site plan design whenever possible. This guideline has long been applied by the

Planning Board but stronger legislative support should be considered. Features of specific concern include:

- a. Intact stone walls should be preserved and used for property line definition when reasonable.
  - b. Natural wetlands and stream corridors should remain undisturbed by new construction or lot development.
  - c. Steeply sloped land should be protected from destructive encroachment.
  - d. Wooded areas should retain their character.
  - e. Remaining open space fields should be maintained for their own unique contribution to the landscape. Consideration should be given to selective clearing where it would serve a landscape architectural purpose or enhance a historical setting.
2. Separation From Major and Collector Roads. All new construction should continue the existing pattern of much of Lewisboro's residential development by being separated visually from major and collector roads. The rural atmosphere of the community is enhanced by open space or green corridors on the most traveled roads while at the same time new homes are best oriented toward quiet neighborhood streets.

In some circumstances, particularly in the hamlets, it may be appropriate to have new construction front on collector roads. In these situations, the new residences should be integrated with and related to the existing residential character. The use of high solid fences to screen such homes from the roads should not be premitted where it would create a tunnel effect along the road and defeat the green corridor or hamlet concepts.

3. Street Construction. New residential streets should be designed to fit in with the natural landscape. Major grading, excavation, excessive rock cuts and stream/wetland disturbance should be avoided. Limited relaxation of standard design guidelines should be considered as a means to mitigate environmental disturbance when no other option is available.
4. Architectural Review. Single development projects which involve the construction of a large number of residential units within a short period of time can have a dramatic impact on community appearance due to their scale alone. Detailed consideration must continue to be given by the Town to this aspect of any such development. As it has begun to do, the Planning Board should review large single-family subdivisions for architectural variety and

avoidance of repetition in building and site design. Multi-family developments should continue to be subject to more comprehensive architectural review.

## B. Commercial Areas

In 1984, each of Lewisboro's four hamlets encompassed small business areas. The commercial development chapter of this Plan recommends that these areas remain neighborhood business centers. Within this framework, the Plan designates room for growth which is directly related to the likely needs of the Town's present and anticipated future residents. While this commercial growth is both necessary and recommended by the Plan, it could affect the quality of the environment if not carefully reviewed by Town officials. Guidelines which should be applied to all commercial development for the purpose of protecting and enhancing community character and appearance are:

1. Visual Appearance. A visual cohesiveness should be promoted in each hamlet. This requires that all new buildings relate architecturally to existing buildings. It also requires that the visual relation between buildings and road corridors be considered. Establishment of a sense of cohesiveness can best be achieved through strengthening of the architectural review process now conducted by the Planning Board for all new commercial buildings.
2. Circulation. The visual integrity of the hamlets can be further enhanced through the development of a functional circulation system. At the time of site development plan review, vehicle and pedestrian links should be given careful consideration in terms of parking area connections, driveway locations, pedestrian access and sidewalks.
3. Site Development Standards. Detailed standards on elements of commercial site development are contained in the Town's zoning regulations. These include guidelines on such features as outdoor lighting, signing, landscaping, parking requirements and screening. It is critical that these standards be set forth in concise terms and be periodically updated as they provide the basic implementation tool for regulating the appearance of commercial areas.

## C. Areas of Special Character

The above discussion centers on the protection of a general "Lewisboro character" applicable to the entire community. There are several sections of the Town which embody particular aspects of this character in a visually striking manner. Each of these sections encompasses a relatively large land area

which contains a substantial number of contiguous buildings reflective of a period of Lewisboro history. Each is also characterized by well-defined features.

Five sections of Lewisboro are described below as areas of special character. Each one continues today to present a unique setting similar to a specific period of Lewisboro's past. This Plan considers it possible to both protect the significant characteristics of these areas and to allow for new development. Future generations of Lewisboro residents will greatly benefit from the Town's commitment to special preservation policies over the life of this Plan.

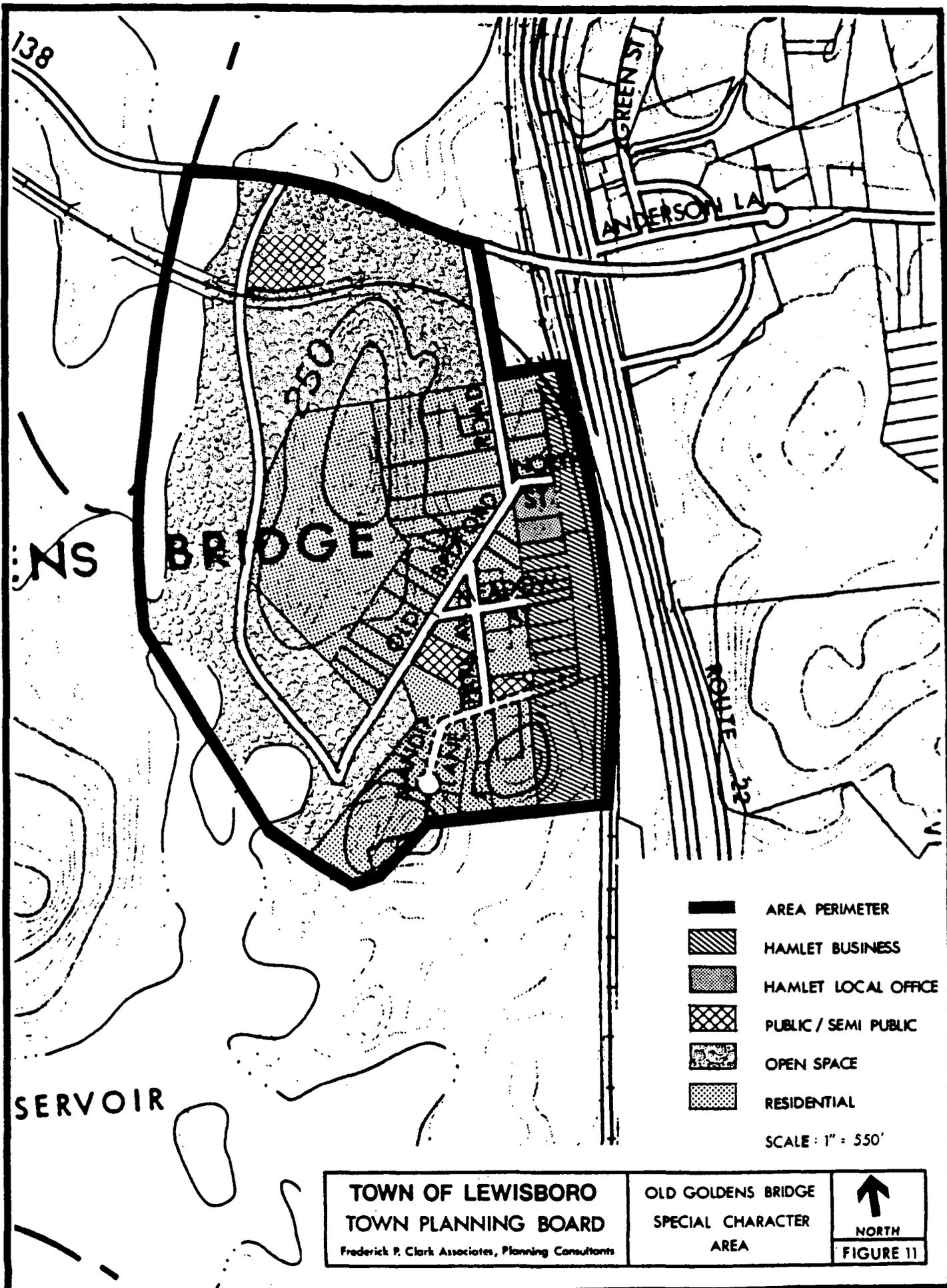
1. Old Goldens Bridge. Considering its history, it is a wonder that there is an Old Goldens Bridge remaining in 1985. Portions of the hamlet were subject to upheaval and destruction on several occasions including the permanent flooding of the Croton River as part of New York City's water supply program, the progressive widening of Route 22 and the construction of a six-lane Interstate highway. Through it all, a residential enclave reminiscent of a turn-of-the-century village has survived tucked between what is now a commuter railroad line on the east and what is still protected watershed land owned by New York City on the west.

Old Goldens Bridge, as outlined on Figure 11, contains many structures dating from the late 1800s to early 1900s. Access to the area is limited to Old Bedford Road which also serves the commuter rail station and several general business uses which line the railroad. Of special concern is the relationship between these commercial uses and the residential area. Preservation of the different period of time quality of this area is dependent on protection of the residential value of structures along Old Bedford Road and Park Avenue.

The following policies are established for Old Goldens Bridge:

- a. Commercial uses are to be confined to the land area presently occupied by such uses except as noted under "b" below.
- b. The two large old buildings (one being the former New York Store) located adjacent to the commercial area near North Street should be preserved.

Preservation can be encouraged by recognizing the potential for these buildings to be an effective buffer between the overtly commercial uses to the east and the residential area to the west. Hamlet Local Office uses, as described in Chapter III, would work well as a buffer and would also provide an economic incentive for continued building maintenance.



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GREEN ST

ANDERSON LA

BRIDGE

NS

ROUTE 22

SERVOIR

-  AREA PERIMETER
-  HAMLET BUSINESS
-  HAMLET LOCAL OFFICE
-  PUBLIC / SEMI PUBLIC
-  OPEN SPACE
-  RESIDENTIAL

SCALE : 1" = 550'

**TOWN OF LEWISBORO**  
**TOWN PLANNING BOARD**  
 Frederick P. Clark Associates, Planning Consultants

**OLD GOLDENS BRIDGE**  
**SPECIAL CHARACTER**  
**AREA**

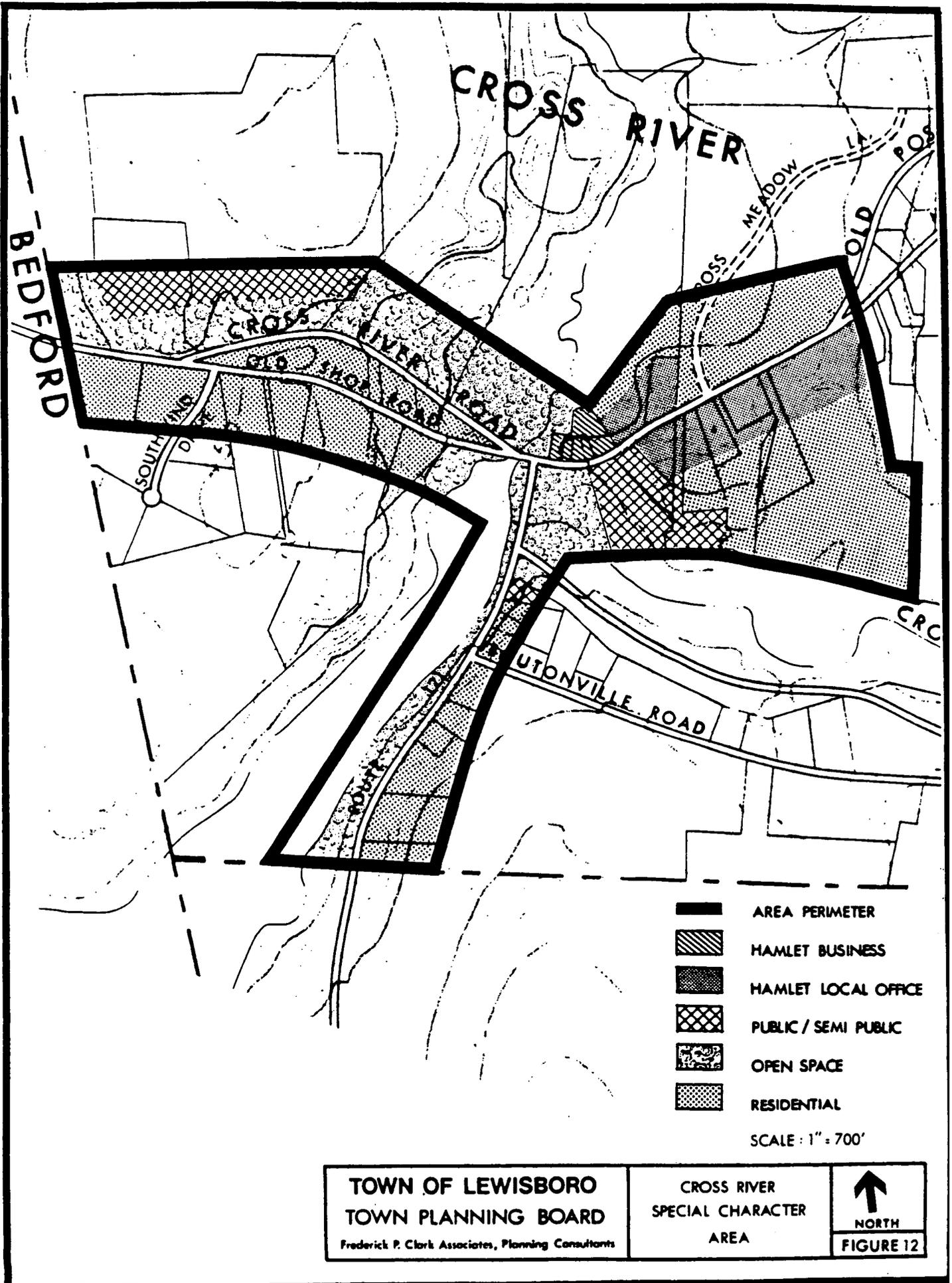
  
 NORTH  
**FIGURE 11**

- c. All new construction proposed for Old Goldens Bridge should be subject to architectural review. New residential buildings should be found to be compatible with the area's architectural character and scale. New commercial construction within the existing business area should also be architecturally sensitive to the residential area and not be disruptive to the neighborhood.
  - d. Future residential development of the 10-acre tract located northwest of Old Bedford Road should be subject to the above review policies. In addition, all development should be buffered from the rear of existing residences fronting on Old Bedford Road.
  - e. The old railroad bridge which crosses the Muscoot Reservoir is listed on the National Register of Historic Places. It is an important community asset now mainly unrecognized. The structure itself, it's setting and the old railroad bed extending to it from Old Bedford Road should be protected and enhanced. Any future expansion of commuter parking facilities or roads should not be permitted to infringe on this area.
2. Cross River. Some of Cross River hamlet's buildings have been facing the main roads through Lewisboro for over 200 years. Although the traffic has increased and some uses of property have changed, the visual image remains one of a nineteenth century village.

Figure 12 shows an outline of narrow corridors along Route 121 and Route 35 centering on their intersection at the Fifth Division Market. Within this perimeter is a remarkable density of historic homes, two church buildings, a cemetery and several retail stores. There is a cohesiveness to the area established by the age of the structures, the stateliness of the large residences and the low profile of the commercial uses. The challenge now is to maintain this antique quality with a mix of uses and increasing traffic volume.

The following policies are established for the Cross River special character area:

- a. All new construction proposed within the area should be subject to architectural review. Inappropriate design, bulk or setback could have a severe impact on the overall setting of the hamlet especially in recognition of the location of most properties directly on a State highway. The context of the entire area must receive priority in the review of individual plans.



**TOWN OF LEWISBORO**  
**TOWN PLANNING BOARD**  
 Frederick P. Clark Associates, Planning Consultants

**CROSS RIVER**  
**SPECIAL CHARACTER**  
**AREA**

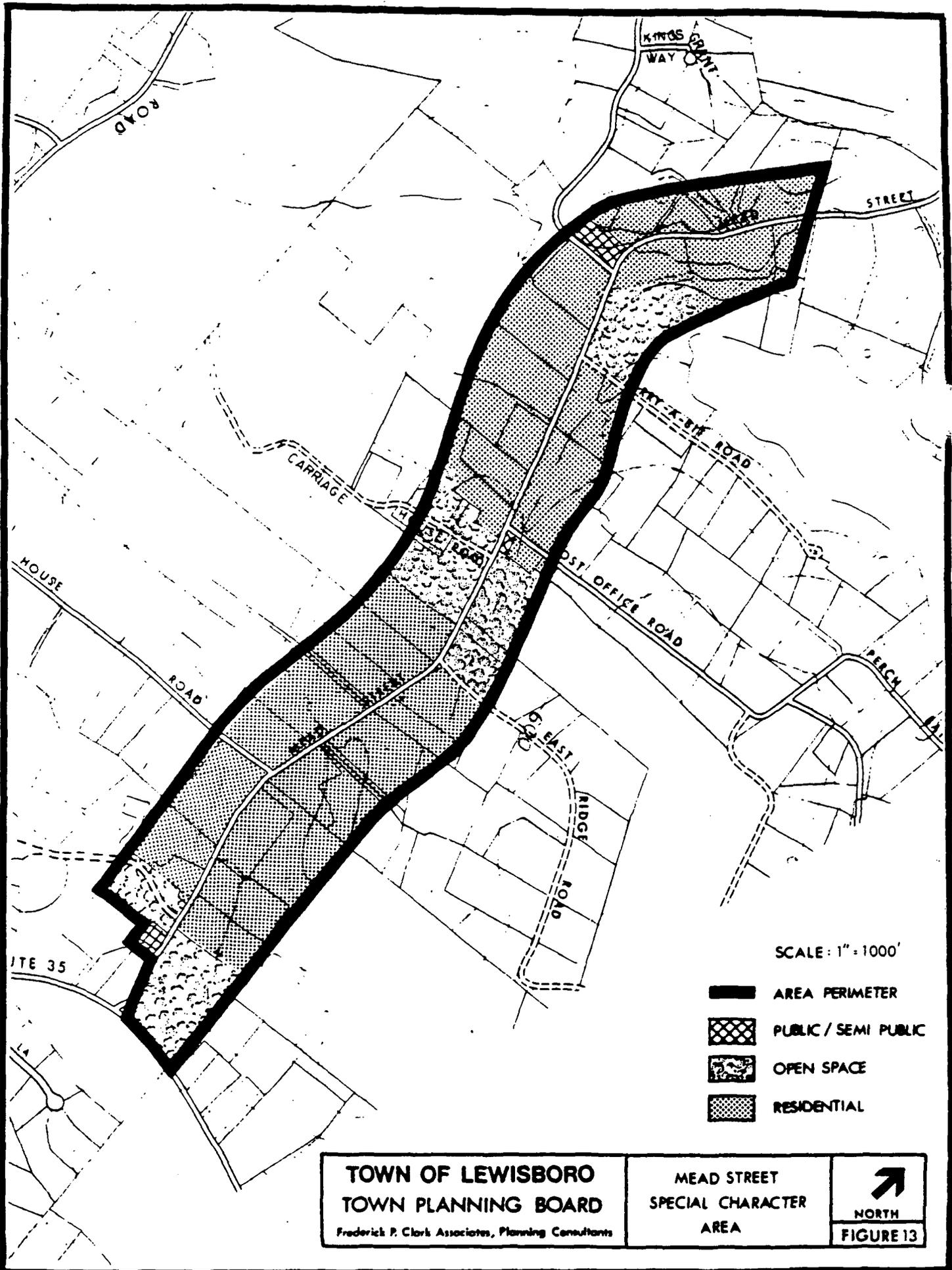
**↑**  
**NORTH**  
**FIGURE 12**

- b. The residential character of the area should remain dominant. To this end, the construction of buildings for commercial use should not be permitted.
  - c. Consideration should be given to permitting Hamlet Local Office uses, as described in Chapter III, in existing buildings which are located directly on Route 35 between Mark Mead Road on the east and Route 121 on the west. Subject to careful site plan review, this alternative use would both provide an economic incentive for preservation of these key structures and expand the range of professional services available within the hamlet to local residents.
  - d. Attention should be given to pedestrian movement through the Cross River area. At present, the lack of walkways makes leisurely strolling unsafe if not quite impossible. This reduces opportunities to appreciate the historic quality and setting of the area. A general walkway plan should be developed. Over time, through Planning Board review of site plans, the individual efforts of property owners and Town and community group programs, a walkway system could begin to emerge.
3. Mead Street. For two hundred years the Mead family has been building homes along this road which carries the family's name. Although in this century the Meads and their decendents have been joined on Mead Street by other families, the history of the old road is seen everyday in the quiet beauty of the street. The farms which were once dominant are gone but the stately old homes and well-tended lawns and meadows are still framed by trees and stonewalls.

There is a delicate balance between the scale of the homes, the road and the landscaping that exists for over a one mile length of Mead Street. Contributing to the overall setting are the Mead Street Burying Ground, the open spaces of the Waccabuc Country Club, the views of Lake Waccabuc and the Mead Memorial Chapel. Once lost, this special character could never be replaced.

The following policies are established for the Mead Street area as shown on Figure 13:

- a. Rural density residential land use is the only type of new development which is appropriate.
- b. Architectural review should be required of all new construction. The existing character could be quickly diminished with the construction of an inappropriate building due to bulk, exterior finish or setting.



SCALE: 1" = 1000'

-  AREA PERIMETER
-  PUBLIC / SEMI PUBLIC
-  OPEN SPACE
-  RESIDENTIAL

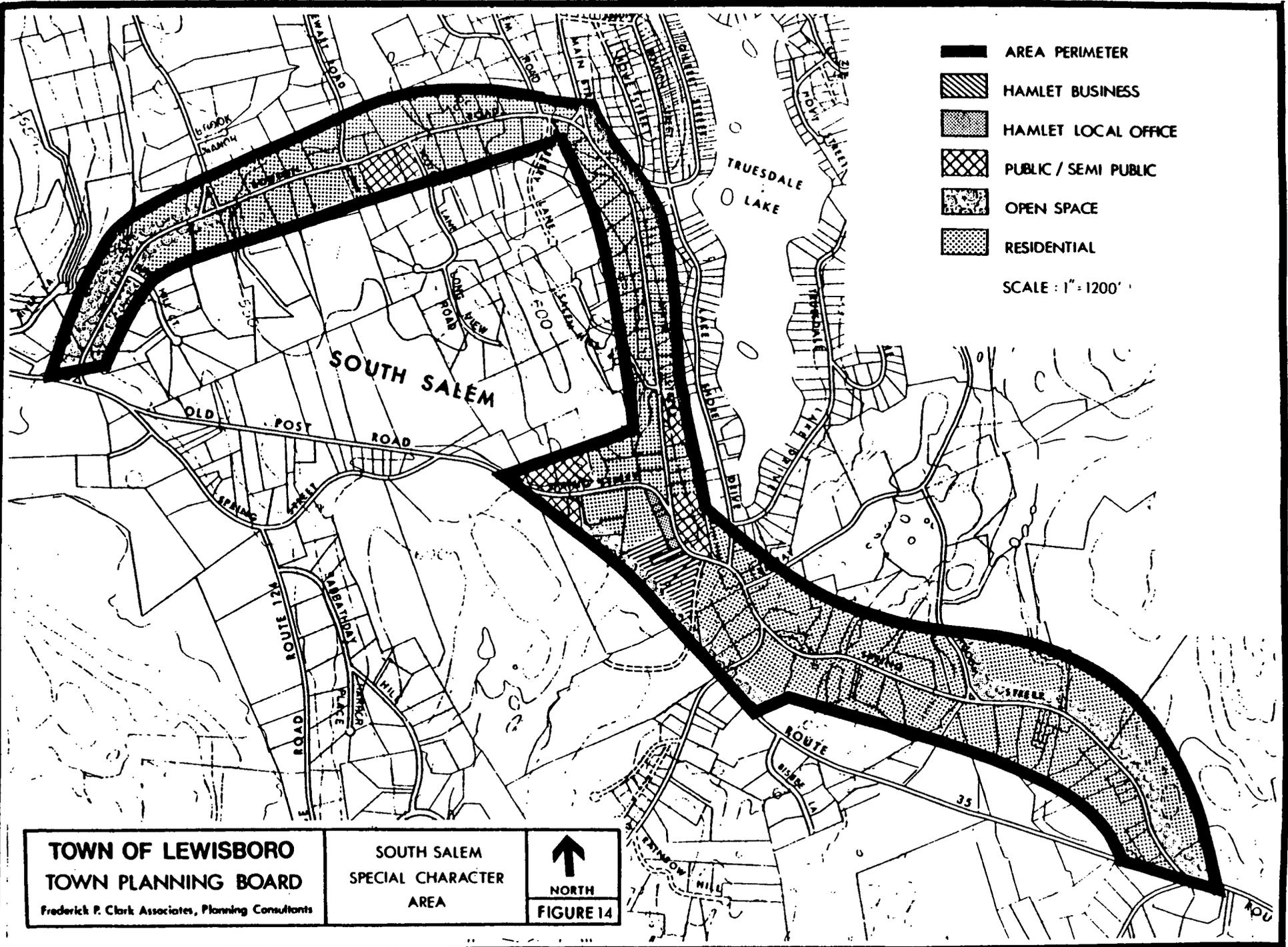
<b>TOWN OF LEWISBORO</b> <b>TOWN PLANNING BOARD</b> <small>Frederick P. Clark Associates, Planning Consultants</small>	<b>MEAD STREET</b> <b>SPECIAL CHARACTER</b> <b>AREA</b>	 NORTH <b>FIGURE 13</b>
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- c. Special attention must be paid to any proposal to develop the large tract located at the northeast corner of Mead Street and Route 35. The hillside on this tract faces the intersection and serves today as a pastoral gateway to Mead Street. All construction should be directed over the crest of the hill.
4. South Salem. "South Salem" is presently used as an address by over half of Lewisboro's residents, many of whom live far from the hamlet center. But for most, the name evokes a special image - a tree-lined village street, an imposing church on a hill, an old cemetery, antique homes both small and large and the Town House, itself once a stately residence. The roads leading into the hamlet - Spring Street, Main Street and Bouton Road, serve as portals to the old village center, lifting the traveler from the modern age of the State highways to the slower tempo of life along former country farm roads. Lining the roads are a remarkable assortment of historic buildings, some dating back to the eighteenth century but whose age is not necessarily apparent in a quick glance.

The center of South Salem and the roads leading into it establish an important community identity. This identity of a link to the farm community of the past should be protected for the benefit of all Town residents who travel through the area regularly.

The following policies are established for the South Salem special character area as shown on Figure 14:

- a. For all but a small part of the area, residential development is the only type of new development which should be permitted. The density of new development should be as shown on the Plan Map and differs by location.
- b. The cluster of buildings which line the west side of Spring Street across from the Presbyterian Church, north of the Salem Market, should continue to be used as residences. Conversion to the types of uses included under the Hamlet Local Office designation may be suitable but the expansion of existing parking to serve more typical commercial uses would destroy the attractiveness of the area. The buildings now occupied by an antique shop and the Horse and Hound restaurant are suitable for such limited commercial use.
- c. The approximately 5-acre area which fronts on Spring Street east of the Salem Market and extends through to Route 35 is designated by this Plan for long-term development as a Hamlet Business site. Any construction must be designed to complement and enhance the existing character and maintain a separation between the hamlet and Route 35.



-  AREA PERIMETER
-  HAMLET BUSINESS
-  HAMLET LOCAL OFFICE
-  PUBLIC / SEMI PUBLIC
-  OPEN SPACE
-  RESIDENTIAL

SCALE : 1" = 1200'

**TOWN OF LEWISBORO**  
**TOWN PLANNING BOARD**  
 Frederick P. Clark Associates, Planning Consultants

**SOUTH SALEM**  
**SPECIAL CHARACTER**  
**AREA**

  
 NORTH  
**FIGURE 14**

- d. All new construction, residential and commercial, proposed within the area boundaries should be subject to architectural review. With few exceptions, the existing structures on Spring Street, Main Street and Bouton Road respect the historic setting through design or buffering. If those few exceptions are joined by new discordant buildings, the visual image of a drive through South Salem could quickly change and lose its noteworthiness.
5. West Lane/Elmwood Road. Unlike the previously discussed areas of special character, the key characteristics of the West Lane/Elmwood Road area do not readily stand out. But a drive along these roads produces a feeling of uniformity. That feeling is attributable to the stone walls and large trees lining the roadside and the spatial relationship of several large homes to open fields. Although much of the existing architecture is diverse, the landscape elements are shared throughout the area.

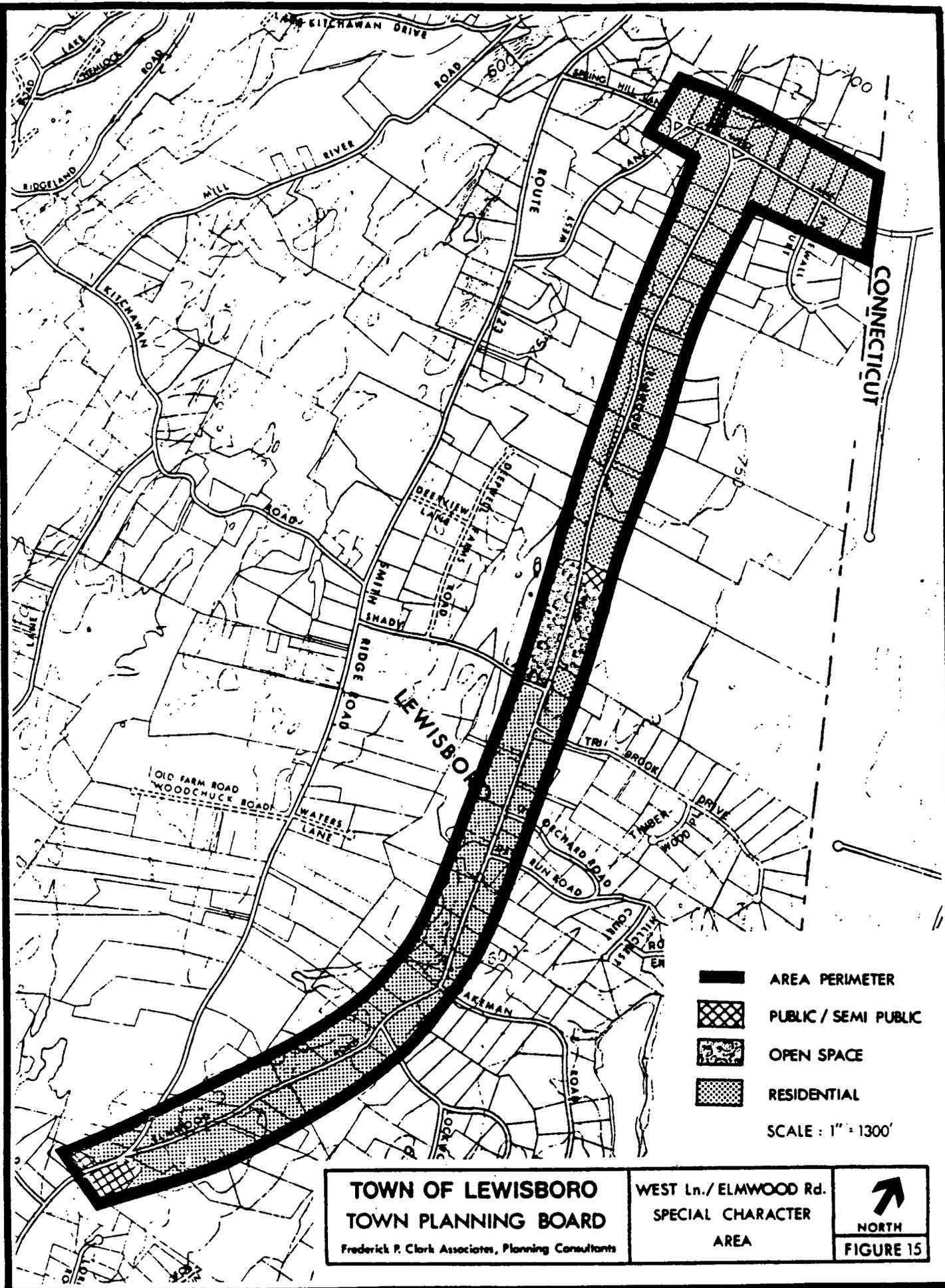
This area, more than any of the others, must be guided to realize its potential as an area of special character. Through the use and maintenance of the landscape elements, much of Elmwood Road can achieve the present visual quality of West Lane.

The following policies are established for the West Lane/Elmwood Road area as shown on Figure 15:

- a. The stone walls and large trees which line much of the length of West Lane and Elmwood Road are to be maintained as key landscape architectural features. Restoration of the many sections now overgrown or in disrepair should be encouraged.
- b. The rural density flavor of this area should be continued. Emphasis should be placed on the separation of buildings, setback from road and protection of open field areas.
- c. There is a diversity of building style in the area which reduces the need for detailed architectural review. However, review of the proposed bulk and exterior finish of new structures should be conducted to ensure compatibility with the immediate area.

#### D. Landmarks

Lewisboro has many notable individual buildings, many of historic interest, which are not located within one of the special character areas outlined above. Their individual and collective importance to the community is fully recognized by this Plan. Community groups have been engaged in efforts to identify these structures and their history. These efforts should receive the encouragement of the Town.



**TOWN OF LEWISBORO**  
**TOWN PLANNING BOARD**  
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WEST Ln./ ELMWOOD Rd.  
 SPECIAL CHARACTER  
 AREA

  
 NORTH  
**FIGURE 15**

The isolated location and relatively small size of landmark structures prevents individual discussion here. Nevertheless, policies can be established to provide guidance for Town agencies whenever such structures become involved in a development application or public issue.

The guidelines for the protection of landmark structures are:

1. Preservation. The destruction or inappropriate alteration of structures recognized as community landmarks by local historical groups or the Town historian should be discouraged and, when possible, prevented.
2. Zoning. Appropriate zoning regulations, consistent with the goals and policies of this Plan, should be developed and implemented for the purpose of promoting the preservation of landmark structures.
3. Development. When landmark structures are included as part of a subdivision or site development application, efforts should be made to not only retain the structure but to protect an appropriate setting.

## VII. TRANSPORTATION

There is relationship between the quality of residential life and the adequacy of the road network. That adequacy is controlled both by the physical capacity of the road system and by the land uses which create present and potential demands upon it. This chapter of the Town Plan analyzes roadway capacities and limitations both to identify upgrading needs of the road system and to partly establish the framework for Town policy on future land uses.

The Lewisboro road pattern has, for the most part, been long established. The system today consists of an Interstate highway, State roads, Town roads and private roads. Significant change in the foreseeable future is not likely but some major roadways will require improvement and some new local roads will be added as residential development continues to take place.

### A. Traffic Flow and Service Volumes

Six New York State roads and one Interstate highway form the major thoroughfares for through traffic in Lewisboro. Estimated traffic volume data for these roads is regularly assembled by the New York State Department of Transportation. To provide perspective on changes in the number of vehicles using these roads, Table 20, "Estimated Average Annual Daily Traffic," lists volumes for two count periods, 1969-1971 and 1978-1980. The greatest numerical and percentage increase in traffic volumes has occurred in the Interstate 684/Route 22 corridor. This is due, of course, to the completion of the Interstate which established a new link in the regional network of limited access highways. Some growth is also attributable to new development which has taken place along the I-684 corridor.

In both count periods, Route 35 carried two to three times the number of vehicles carried on the other State roads in Lewisboro. It has experienced a constant growth in volume totaling approximately 24 to 37 percent over the 10-year period. Route 123 (Smith Ridge Road) is the next busiest road; its relatively low growth rate of 12 percent is surprising considering the development which is occurring in that area and nearby Connecticut. The greatest percentage increase in traffic over the 10-year period was recorded on Route 121 between Routes 35 and 138 and on Route 124 although actual volume numbers remain relatively low. The recorded reduction of traffic volumes on Route 138 is due to a shift of the counting location from west of Increase Miller Road to a point east of the intersection. It is unlikely that volumes on any section of this road actually declined.

Table 20  
Town of Lewisboro  
ESTIMATED AVERAGE ANNUAL DAILY TRAFFIC

<u>Road</u>	<u>Road Section Covered by Count</u>	<u>Estimated Annual Annual Daily Traffic*</u>		<u>Percent Change in Traffic</u>
		<u>1969-1971 Counts</u>	<u>1978-1980 Counts</u>	
Route 22/I-684	Bedford Line to Route 138	23,400	45,100	+ 92.7%
Route 22/I-684	Route 138 to North Salem Line	19,000	51,500	+171.30
Route 35	Bedford Line to Route 121 (South Segment)	7,300	9,100	+ 24.65
	Between South and North Segments of Route 121	7,000	9,600	+ 37.14
	Route 121 (North Segment) to Route 124	8,300	9,450	+ 13.86
	Route 124 to Route 123	6,000	6,250	+ 4.17
	Route 123 to Connecticut State Line	5,000	6,250	+ 25.00
Route 121	Bedford Line to Route 35	1,600	1,650	+ 3.13
	Route 35 to Route 138	1,650	3,000	+ 81.82
	Route 138 to North Salem Line	1,300	1,450	+ 11.54
Route 123	Connecticut Line to Route 35	3,600	4,050	+ 12.50
Route 124	Pound Ridge Line to Route 35	1,700	2,850	+ 67.65
Route 138	Route 22 to Route 121	3,000	2,150	- 28.30

\*All figures are rounded.

Source: New York State Department of Transportation - 1971 and 1980 Traffic Volume Reports.

The number of vehicles using all of these major roads will continue to increase. Because they are through roads, much of the increase will be related to the level of new development in adjacent communities. But the increase in local traffic will also be significant. The new Town residents moving into each of the 100 homes constructed in Lewisboro on an annual average will likely bring with them one car for every household member age 18 and older. One or two of these cars from each of these households will join the peak-hour commuter traffic on the Town's roads. Other daily trips will be added for shopping and home-oriented needs. Obviously, the total volume of traffic can increase quickly.

To analyze the sufficiency of Lewisboro's roads to accommodate the traffic volumes, it is necessary to determine the maximum daily service volumes that these roads can be expected to handle. Many factors determine the capacity of a road. Of major significance is the geometric design which includes width of traffic lanes, existence and conditions of shoulders, lateral clearances, alignment and grades. The type of traffic using the road is also of importance. For example, heavy use by trucks or buses will reduce capacity as will traffic interruptions by street intersections and driveway curb cuts.

"Base Study 3: Transportation", December 1981, found that with two exceptions, all of Lewisboro's major roads operate at a Level of Service B, a technical description indicating acceptable stable traffic flow for rural roads. Each of these roads can handle some increase in traffic volume without affecting its service level. Furthermore, the capacity of each road could be increased with roadway improvements. This condition is particularly descriptive of Route 123.

The two exceptions are Interstate 684 and Route 35. I-684 operates at a Level of Service C which indicates periods of restricted speeds and reduced maneuverability. The problems of Route 35 are a more direct issue for Lewisboro. Over its entire length, Route 35 operates at a Level of Service C. Segments of the route, particularly west of the Route 124 intersection, approach Level of Service D which represents unstable traffic flow and reduced operating speed. The anticipated annual increase in traffic volume will continue to worsen the situation.

Service volume and capacity analysis is less readily applied to local roads. The concerns on these roads are more of safety and convenience rather than capacity. Such roads are not meant to carry high volumes of traffic nor to provide for high travel speeds.

## B. Traffic Safety

A review of traffic accident data for the 18-month period of January 1980 to June 1981 identified eight locations where

there were three to six reported accidents. All of the locations were on Route 35. The major factors which resulted in the collisions, as recorded on filed accident reports, were sharp intersection angles, varying grades and horizontal alignment, and sight distances often coupled with inattentive driver behavior, excessive speeds or alcohol abuse. Three of the eight locations were grouped near the intersections of Route 35 with Bouton Road and Route 124, a total of 13 accidents. Three other locations were grouped along the one mile length of Route 35 between the Bedford town line and Route 121 (south segment), also a total of 13 accidents.

### C. Roadway Classification

For the purpose of planning, as well as road design, roadways are classified by function focusing on two principal characteristics: the type of vehicle movement and the degree of land access provided. Ideally, as the proportion of through traffic on a road increases, the degree of land access provided decreases. Actual traffic volume is only a secondary consideration.

Four basic roadway types, appropriate for Lewisboro, are listed below according to the function they serve. They range from those roads primarily devoted to through traffic movement to those that serve local access. The characteristics and appropriate design standards are listed for each roadway type.

- o Limited Access Highways. These roads provide high travel speeds with virtually no interference to through movement of traffic between communities or major activity centers.
- o Major Roads. Major roads also carry traffic between communities and activity centers but normally have at-grade intersections and increased land access.

Access from adjoining residentially zoned land should be discouraged wherever possible. The width of the pavement should be sufficient to permit the movement of traffic in both directions, free from interference from parked or standing vehicles and, at key locations, from turning vehicles.

- o Collector Roads. This type of road collects traffic from local roads and feeds it to the major roadway system. Such roads should interconnect sections of the Town and be the principal means of circulation in and around residential areas.

Collector roads should have sufficient width to permit the passage of two-way traffic without interference from parked or standing vehicles. Where possible, abutting

residential properties should derive access from intersecting local roads, rather than directly onto collector roads. A right-of-way width of 50 feet should be adequate.

- o Local Roads. The primary purpose of local roads is to provide direct access to individual properties fronting on them. They require sufficient width to permit two-way traffic to pass safely. The overall right-of-way width should normally be 50 feet.

To meet the functional roadway needs and to preserve the residential character of Lewisboro, new or improved roads should be designed to encourage the maximum utilization by traffic of major roads and collector roads and to minimize the use of local roads for any purpose other than access to individual properties. The cohesion, identity and quality of neighborhoods or potential neighborhoods can be seriously affected by the intrusion of through traffic and, therefore, such considerations should be a major factor in road system design.

Table 21, "Roadway Classification", identifies the classification of Lewisboro's roads based on overall roadway characteristics and Lewisboro travel patterns. Interstate 684 is the only Limited Access Highway within Lewisboro. All Major Roads in the Town are State roads which, with the exception of the northeast area, provide a readily accessible network of through traffic corridors for the Town's residents. The collector road network will be discussed at length in the following sections.

#### D. Existing Road System and Recommended Improvements

The Lewisboro road system consisted of approximately 115 miles of open travelways in November 1984, an increase of 8 miles since January 1972. Table 22, "Lewisboro Road System", identifies the ownership and type of surface of the system by linear mileage.

The New York State component of the system, 24 miles or 20%, encompasses all major roads and the one limited access highway. Over 70% of the system, 82 miles, is owned and maintained by the Town of Lewisboro. The Town component includes all 28 miles of collector roads, 25% of the total system. Approximately 7 miles or 6% of the road system are in private ownership with private maintenance responsibility. Table 22 also shows that 18 miles, or 16%, of the total system consists of unpaved roads with 5 miles of unpaved roads serving as collector roads.

The adequacy of the existing road system can be evaluated through consideration of four factors:

Table 21  
Town of Lewisboro  
ROADWAY CLASSIFICATION

LIMITED ACCESS HIGHWAYS

Interstate 684

MAJOR ROADS

Route 35  
Route 138  
Route 22  
Route 121  
Route 124  
Route 123

COLLECTOR ROADS

o Wild Oaks Road/ Fairmount Road	o Boutonville Road
o Todd Road	o Peaceable Street
o Increase Miller Road	o Ridgefield Avenue
o Mount Holly Road	o Mill River Road/Lake Kitchawan Drive/Grandview Road
o Chapel Road	o Kitchawan Road
o School House Road	o Conant Valley Road
o Mead Street	o Spring Hill Lane
o Post Office Road	o West Lane
o Benedict Road	o Elmwood Road
o Bouton Road	o East Street
o Oscaleta Road	o Briscoe Road
o Main Street	o Silver Spring Road
o Spring Street	o Wilton Road

LOCAL ROADS

All others

Table 22  
LEWISBORO ROAD SYSTEM  
November 1984

<u>Road Classification</u>	<u>Type of Surface</u>	<u>Linear Mileage by Ownership*</u>				<u>TOTAL MILEAGE</u>
		<u>State</u>	<u>County</u>	<u>Town</u>	<u>Private</u>	
Limited Access Highway	paved	2.3	--	--	--	2.3
Major Road	paved	21.4	--	--	--	21.4
Collector Road	paved	--	--	23.9	--	23.9
	unpaved	--	--	<u>4.7</u>	--	<u>4.7</u>
	Total	--	--	28.6	--	28.6
Local Road	paved	--	1.9**	43.8	3.4	49
	unpaved	--	<u>--</u>	<u>9.9</u>	<u>3.5</u>	<u>13.4</u>
	Total	--	1.9	53.7	6.9	62.5
TOTAL ALL ROADS	paved	23.7	1.9	67.7	3.4	96.7
	unpaved	<u>--</u>	<u>--</u>	<u>14.6</u>	<u>3.5</u>	<u>18.1</u>
	Total	23.7	1.9	82.3	6.9	114.8

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\*All figures are rounded.

\*\*Roads within Ward Pound Ridge Reservation.

- o Actual road characteristics (pavement, curvature, width, grades, sight distance and other conditions affecting safety and capacity).
  - o Actual road utilization (traffic flow).
  - o Service which the road provides (functional classification).
  - o The existing and potential land use in the vicinity of the roadway.
1. Limited Access Highways. The most important roadway in Lewisboro for regional traffic is Interstate 684, the only limited access highway. The reserve capacity which existed in 1972 for this facility has practically been exhausted.

Within Lewisboro there are two ramp connections to Interstate 684. A northbound exit ramp connects to Route 22 approximately one mile south of Route 138. A southbound entrance ramp connects to the Route 138 bridge over the highway and Metro-North's Harlem Division rail line. A full interchange is located one mile south of Lewisboro in Katonah (Town of Bedford) where Route 35 crosses the highway. A partial interchange (northbound exit, southbound entrance) is located two miles north of Route 138 at Route 116 in North Salem.

The 1973 Lewisboro Town Plan, written at the same time the final design of I-684 was being decided, recommended that a full interchange be constructed in Goldens Bridge. In light of changes in the region since 1973 and the tendency for interchanges on limited access highways to attract additional through traffic, the need for and desirability of a full interchange in Goldens Bridge is unclear today.

In cooperation with the Town of Lewisboro and several other northern Westchester municipalities, the Westchester County Department of Planning began work in 1984 on a study of the Interstate 684 corridor north of Armonk. The study is expected to produce an overview of potential development in the area, traffic projections and the need for improvements on I-684 and connecting major roads.

The Town should consider the findings and recommendations of the County study before establishing a position on possible interchange improvements.

The land use and development density recommendations of this Plan do not require the increased access to the regional highway system which would be made available by

the construction of new northerly oriented ramps at Goldens Bridge. Equally as important, the recommendations of the Plan should not be changed so as to increase density or alter land use solely because new ramps may be constructed.

2. Major Roads. The major road network has traditionally served Lewisboro well as most residential areas are within one mile of a major road. The one area least served is northeastern Lewisboro.

a. Route 35. The principal east/west travel corridor in Lewisboro is a two-lane roadway with a pavement width of approximately 27 feet connecting Ridgefield to the east with Interstate 684 to the west. The roadway geometrics severely limit the level of service Route 35 can provide under the best of conditions. Vertical and horizontal alignments change continuously, reducing passing and stopping sight distances considerably.

Increased traffic volumes on Route 35 will contribute to an acceleration of roadway deterioration unless a regular program of maintenance is followed by the State. The regional importance of this road requires such a program. In addition, continued growth in Lewisboro and Ridgefield makes the consideration and implementation of intersection improvements critical. Available data indicates that Route 35 should be widened to three lanes at its intersection with Route 121 (north segment) so as to provide a separate traffic lane for left-turn movements. Full traffic signalization should also be installed. Similar improvements may be advisable at the intersection of Route 35 with Route 123. The number of new driveway access points for adjoining property should be kept to a minimum.

Several additional specific improvements should be made in the Cross River area to control access and improve traffic safety. These are:

(1) Separation should be provided between Route 35 and the parking area for the commercial building near Old Shop Road. The depth of the parking area between Route 35 and the structure is too narrow. The parking area to the rear should be expanded and improved to provide enough parking for all businesses. The front should be landscaped and, if possible, all parking should be eliminated. Access to the service station can be maintained but should be defined by curbing.

- (2) Parking for the Fifth Division market area should be relocated to the rear (north side) of the existing buildings. The rear yard area is now being used as an informal parking area. If improved, this lot could be linked to the existing parking facility serving the Yellow Monkey Village. A combined parking lot/driveway system would increase the attractiveness and accessibility of the entire area as well as achieve the primary benefit of improved traffic safety on Route 35.
  - (3) The driveway on Route 35 to the real estate office, west of Route 121 (north segment), should be closed. Access to the parking area should be restricted to Route 121 at a point as far north from the Route 35/Route 121 intersection as possible or, preferably, tied into the circulation system of Cross River Plaza.
  - (4) At the Sunoco gas station, the open drive area should be separated from Route 35 by raised landscaped medians. Access should be limited to two driveways.
- b. Route 138. This second east/west arterial links Route 121 on the east with Route 22 and 684 and continues west to an intersection with Route 100 in the Town of Somers. It is a two-lane roadway which received substantial improvements in 1981 including repairs, shoulder widening and repaving along the segment east of Route 22. In December 1984, a new bridge was opened across the Muscoot Reservoir separating Lewisboro and Somers. The bridge, designed to handle four lanes of traffic, replaced a narrow, weight restricted bridge constructed in 1903.

Route 138, through its connections with Route 22 and I-684, will serve as the main access road to the large IBM Corporation office complex in Somers. To avoid unacceptable traffic delays, improvements will be required to be made to the connecting road linking Routes 138 and 22. Traffic signalization may be necessary. Additional improvements may be required on the I-684 overpass and at the intersection with Old Bedford Road. The Town should request that the State Department of Transportation carefully monitor the situation and schedule improvements before traffic conditions worsen for Lewisboro residents.

The intersection of Route 138 and Increase Miller Road continues to be a site of concern. The intersection geometrics and resulting limited sight distances reduce its level of service and create a hazardous situation.

- c. Route 22. Over one-half of the Lewisboro length of this two-lane north/south roadway was reconstructed as part of the construction of Interstate 684. Route 22 generally parallels the interstate highway through Westchester County but only in Lewisboro and North Salem it is directly adjacent to it. The rebuilt segment reflects high design standards and contains sufficient capacity for substantial increases in traffic volumes. The southern segment, from a short distance north of Todd Road south to Route 35 in Bedford, has the same grade, width and alignment problems of the other older State highways in Lewisboro.
- d. Route 121 and Route 124. These two north/south major roads link Lewisboro with Bedford (Route 121) and Pound Ridge (Route 124) to the south and North Salem to the north. Constructed as two-lane roadways and maintained in serviceable condition, problem locations are limited to the intersections of these roads with Route 35 (four locations) and the intersection of Route 121 and Todd Road. At these locations, sight distance restrictions caused by poor vertical and horizontal alignments combined with high through-traffic approach speeds result in less than desirable travel conditions. Generally, low density residential uses or vacant land is located alongside both routes throughout Lewisboro. Adequate reserve capacity is available to handle additional traffic growth.
- e. Route 123. Smith Ridge Road is a two-lane north/south roadway with varying pavement widths connecting New Canaan and Route 35. The roadway has numerous shifts in vertical and horizontal alignment and a few segments with steep grades resulting in often severely restricted sight distances throughout its length. Several intersections, such as Elmwood Road, are even more hazardous because of sharp intersection angles. The roadway's intersections with Route 35 and with Spring Hill Lane are also problem locations because of limited sight distances.

Establishment of a safe and efficient roadway would require extensive reconstruction and realignment. Such work is not feasible. The Town should encourage the State to provide proper maintenance and to improve sight distance when the right-of-way

is available. Attention should be given to intersection improvements, particularly at Elmwood Road. Signalization may be required at Route 35. The Town should discourage additional driveway connections when possible.

Within the Vista business area, the remaining areas of open access between parking lots and Route 123 should be restricted to a minimum number of defined driveways located at points of greatest sight distance. Commercial development along the east side of Route 123, both existing and proposed should be treated as much as possible as an integrated operation with regard to parking facilities and driveway access.

3. Collector Roads. The physical layout of the existing collector road system is generally adequate to effectively fulfill its role of linking local roads and individual lots with the Town's major road system. Exceptions are discussed below under "Recommended Road Plan."

Some segments of individual collectors are not in appropriate condition to efficiently and safely serve the level of traffic which they may be required to serve. These deficiencies should be scheduled for correction over a multi-year time schedule. Identified problems on Lewisboro's collector roads include:

- o Increase Miller Road - narrow travelway; hazardous intersection at Todd Road.
- o Oscaleta Road - poor alignment; narrow travelway.
- o Post Office Road - inadequate sight distance.
- o Spring Street - inadequate sight distance; narrow travelway; hazardous intersection at Route 35(east).
- o Ridgefield Avenue - hazardous intersection at Route 35; narrow travelway.
- o East Street - poor alignment; narrow travelway.
- o Lake Kitchawan Drive/Grandview Road - poor alignment; narrow travelway.
- o Elmwood Road - hazardous intersection at Route 123.
- o Kitchawan Road - poor alignment; inadequate sight distance.

Several collector roads which are not listed above are unpaved. All of these roads are located in low density residential areas. They include the west end of Todd Road, the eastern end of Chapel Road, School House Road, and sections of East Street and Silver Spring Road. At the present level of development, these roads carry very low traffic volumes. They also help establish a rural residential character.

The land use and density recommendations of this Plan do not require major alteration of these roads in order for them to adequately serve future development. One improvement which is needed to alleviate future traffic pressure on Chapel and School House Roads is the establishment of an alternate connection between Route 121 and Mead Street.

4. Local Roads. Local roads by definition are intended to serve low traffic volumes with reduced speeds. They are expected to have numerous access connections to adequate property. As a result, regular maintenance of existing roads should be the primary concern. Road sections with special problems such as poor drainage or pavement surface may require improvement. The preparation of an inventory of local road conditions including information on pavement surface condition, drainage facilities, sight distance and signage would allow the establishment of a multi-year improvement program based on pre-determined priorities.

Existing unpaved local roads generally do not require paving for traffic safety reasons. Some sections of such roads may need to be paved to reduce drainage or grade problems. In other locations, the higher maintenance costs associated with unpaved roads is considered an acceptable cost for maintaining the community character such roads evoke.

#### E. Commuting Patterns

The 1980 U.S. Census reported that the mean one-way travel time between home and work for the Lewisboro labor force is 38 minutes. Approximately 25% of Lewisboro's workers commute in less than 20 minutes. The plurality of workers (43%) travel 20 to 44 minutes. This range includes White Plains, the central Westchester Interstate 287 corridor and Stamford, Connecticut. Almost 32% travel more than 44 minutes.

Since 1960, the percentage of the Lewisboro resident work force working within Westchester County has remained constant at approximately 57%. The percentage of workers traveling to New York City reached 21% in 1980 after dropping to 16% in 1970 from the 1960 reported total of 20%. This indication of

commuting patterns is shown in more detail in Table 23, "Place of Work of Resident Work Force".

The fact that over 700 Lewisboro residents commute to New York City daily and over 300 to White Plains adds significance to the need for reliable transportation, particularly rail and bus transportation. Although the percentage of the local work force using public transportation for the longest segment of the work trip declined from 13% in 1970 to 10% in 1980, the actual number of persons using public transportation increased from approximately 300 to 400.

The use of an automobile for the longest segment of work trips has been increasing, from 67% of all work trips in 1960 to 84% in 1980. Of all towns in Westchester County, only the Yorktown resident labor force was a greater utilizer of automobiles; 86% used a car. Almost 19% of all Lewisboro workers claimed to be part of a carpool.

The evidence of carpooling is visible in many locations in Lewisboro and surrounding towns. Numerous cars are parked on a daily basis on roadway shoulders near the interchanges on I-684. Other commuters frequently park on private property such as in the parking lot of the Goldens Bridge shopping center. While the concept of encouraging carpooling and mass transit use is commendable, the use of private property and the shoulders of State roads for long-term parking can cause problems. The provision of commuter parking facilities may be both advisable and necessary.

As commuter parking is often a regional concern, the Town should encourage the New York State Department of Transportation and Westchester County to coordinate commuter parking projects along the Interstate 684 corridor. An intermediate step could be cooperation between the Town and the owners of commercial facilities with large parking lots for the purpose of having special areas in the lots designated for use by commuters on a paid permit basis.

One popular alternative for work-commuter trips in the region has been "MetroPooling". MetroPool, which bills itself as a "unique ridesharing service", matches prospective riders with each other. These groups then share the cost of gas and the van lease. Many alternatives exist as to methods of implementing this type of service, as long as there is commuter interest. The Town could act as a liaison between commuters and an organization such as MetroPool. This procedure has been used by several towns in neighboring Connecticut. Corporate use of this system is increasing as well.

#### F. Rail and Bus Transportation

The Harlem Division of Metro-North Commuter Railroad provides passenger train service from the Town of Lewisboro via the

Table 23  
Town of Lewisboro  
PLACE OF WORK OF RESIDENT WORK FORCE  
1980 U.S. Census

<u>Place</u>	<u>Number of Persons</u>	<u>Percentage of Total Reporting Place of Work</u>
WESTCHESTER COUNTY		
Lewisboro	392	11.7
White Plains	303	9.0
Elsewhere in County	<u>1,248</u>	<u>37.1</u>
Total	1,943	57.8
NEW YORK CITY		
Manhattan	468	13.9
Bronx	111	3.3
Elsewhere in City	<u>143</u>	<u>4.3</u>
Total	722	21.5
STAMFORD/GREENWICH/ NEW CANAAN	377	11.2
PUTNAM COUNTY	18	0.5
ELSEWHERE	300	8.9
Total Reporting Place of Work	<u>3,360</u>	<u>99.9</u>

Goldens Bridge railroad station to White Plains and New York City. The line's terminus is at Grand Central Terminal in Manhattan, approximately 45 miles south of Goldens Bridge. The northern terminus is in Brewster, Putnam County. For residents of the Vista area, Metro-North/Connecticut Department of Transportation service to Stamford and New York City is provided from New Canaan.

Electrification of the Harlem Division was completed in 1984, reducing travel time from Goldens Bridge to Grand Central Terminal to 70 minutes. Improved service and convenience resulting from the replacement of antiquated equipment, combined with an increase in area population, is increasing ridership on the line. Between 1971 and 1980, ridership increased 29%, approximately 3% annually. In 1980, there were approximately 259 daily commuters departing or returning during the peak hours from Goldens Bridge.

The train station parking facility located on Old Bedford Road contains approximately 245 permit spaces and 41 metered spaces, a total of 286 parking spaces. Sufficient permit parking is available to meet immediate demands generated by ridership increases. However, planning for parking area expansion should begin immediately.

One potential expansion site is situated north of Route 138 bounded by the Muscoot Reservoir, the Harlem Division tracks and Route 138. This triangular lot would require access to the railroad waiting platform entrance area to be constructed under the Route 138 overpass. If a road connection between the new and existing lots could also be made, westbound left turn movements onto Old Bedford Road from Route 138 could be reduced as access to the northern and southern lots, from the east, could be accomplished via a right turn movement from Route 138 into the northern lot. This site is part of the New York City watershed land, as is the existing lot. The area was extensively regraded as part of the construction of the new Route 138 bridge across the reservoir. Any use of this land for parking would require approval of the City.

Bus service through Lewisboro has been in operation since 1973. Two commuter routes provide service for Town residents to the White Plains area from where transfers to most locations in the County can be made. One route originates in Somers hamlet and stops in Katonah, Cross River, at the Town Park on Route 35 and Pound Ridge, as well as other points south, before terminating in downtown White Plains. A second route originates in Putnam County and utilizes I-684 making stops at all interchanges before terminating at Cross Westchester Corporate Park on I-287 in White Plains.

## G. Recommended Road Plan

Much of Lewisboro's 8,000 acres of undeveloped land can be found in large tracts belonging to one or a few landowners. The owners may or may not one day apply for approval to develop this land. If they chose to do so, the Town Plan should be able to provide guidance not only with regard to type and density of land use, but also in terms of future road alignment. The Plan Map identifies recommended road patterns in 17 areas of Lewisboro.

The alignments shown on the Plan Map for future roads do not represent recommendations for specific locations of rights-of-way. Rather, they indicate desirable routes and connection points from the perspectives of overall Town development and of enhancement of the Town's road system. The conceptual corridors can guide the Planning Board in its review of specific proposed subdivisions. Additional local roads not addressed by the Plan Map may also be needed. Often there will be alternative alignments which can meet the Plan's road network objectives as well as the suggested pattern.

The planning objectives for expansion of the Town road system are:

- o Provide safe access for emergency purposes.
- o Establish more than one means of access to all roads which serve more than 15 single-family residences.
- o Avoid the establishment of permanent dead end roads (cul-de-sacs) in public ownership which serve few residences or which could reasonably be designed as through or looped roads.
- o Encourage future local road design which serves area residents without promoting through traffic.
- o Retain unpaved roads, particularly in areas recommended for rural density residential use.
- o Pursue the establishment of new parallel roads and road connections for the purpose of distributing traffic volumes.

Three of the 17 areas on the Plan Map with future road recommendations represent extensions of existing temporary cul-de-sacs. These are Deer Track Lane, Shoshone Drive and Silvermine Drive. The Plan Map identifies five areas where a new loop road may be feasible, thereby avoiding the establishment of one or more cul-de-sacs. These are located: on the east side of Route 121 north of Route 35, on the east side of Mead Street north of Route 35, between Post Office Road and Benedict Road, between Rainbow Hill and Laurie Lane,

and on the east side of Elmwood Road north of Onatru Farm Park.

The other nine areas show schematic road patterns on large tracts of undeveloped land. Each area reflects special concerns.

- o West end of Todd Road. To preserve the rural atmosphere of Todd Road, any future development on land bordering Todd Road on the south should incorporate a parallel local road to serve the additional traffic.
- o Northwest quadrant of Routes 35 and 121. Development of the tract which abuts the Four Winds Hospital and the John Jay School campus should include a local road connection between Route 35 and Route 121.
- o South of Chapel Road. Chapel Road, as one of only three links between the west and east sides of Lewisboro, must be considered a collector road today.

However, it does not serve this role adequately. If the land to the south is developed, plans should include an alternate connection between Route 121 and Mead Street, possibly utilizing the easternmost section of Chapel Road. Such an arrangement would reduce or eliminate the need for major changes along the central section of Chapel Road and thus protect its present character.

- o Northeast quadrant of Woodway and Spring Street. Development of this land recommended for rural density residential use should incorporate an internal road system capable of linking the large tracts. One road connection each should be provided to Woodway and Spring Street. Direct access to Route 35 should be avoided.
- o Southeast quadrant of Routes 124 and 35. If determined to be feasible, a looped road system should be established with connections to Spring Street (Route 124), Route 35 and Boutonville Road.
- o Southwest quadrant of Routes 35 and 123. Any future development of this large tract should include local road connections between Route 35, Ridgefield Avenue, Ida Lane and Lake Kitchawan Drive. The establishment of an access point on Route 35 must be considered carefully so as to insure adequate safety.
- o West of Route 123 between Mill River and Conant Valley Roads. Much of the land in this area has severe limitations for residential development. The same limitations apply to the feasibility of road

construction. However, there are possibilities for future connections between Mill River Road, Route 123 and Kitchawan Road as well as between Old Church Lane Old Farm Road and Melody Lane. The appropriateness of such options should be considered whenever development proposals are presented for approval.

- o Land between Route 123 and East Street. Because of the roadway characteristics of East Street, the provision of an alternate connection between East Street and Route 123 would be beneficial to the community. Future development of this area should include such a connection. Tommy's Lane should be extended to provide additional circulation options.

The recommended road plan as shown on the Plan Map also includes identification of the following eight intersections as warranting improvement in the near future:

- o Route 138 at the Route 22 connector ramp.
- o Route 138 at Increase Miller Road.
- o Increase Miller Road at Todd Road.
- o Route 35 at Route 121 (north segment).
- o Route 35 at Route 124 (west approach).
- o Route 35 at Spring Street and Ridgfield Avenue.
- o Route 35 at Route 123.
- o Route 123 at Elmwood Road.

## VIII. TOWN PLAN MAP

The land use recommendations of this Plan are shown graphically on the Town Plan Map. Table 24, "Categories of Land Use Shown on the Town Plan Map", lists the different types of land use as well as important physical characteristics which impose severe limitations on development. The existing and recommended future road systems are also shown.

The recommended land use pattern for Lewisboro may be summarized as follows:

<u>Type of Land Use</u>	<u>Percentage of Town Area</u>	<u>Acres</u>
Residential	70	12,955
Commercial	1	220
Public and Semi- Public Facilities	2	345
Open Space and Recreation	18	3,420
Road System	4	760
Water Surface	<u>5</u>	<u>850</u>
Total	100%	18,550 Acres

Areas shown on the Plan Map as recommended for "Open Space Corridor, Buffer Area or Key Natural Area" and areas characterized by "Very Poorly Drained Soil" are included within the above totals, chiefly in the "Residential" use category. If the objectives of this Plan are realized and such land areas are protected, there will be an increase in the land set aside as open space and a corresponding reduction in land used for residential development.

The Plan Map is intended to be interpreted in a general manner and must always be used in conjunction with the text of this Plan. As previously discussed, the locations of proposed roads are conceptual in nature and do not represent recommendations for specific locations of rights-of-way. They are intended to show desirable points of connection and alternate road corridor objectives in the event tracts of undeveloped land are proposed for development.

Table 24  
Town of Lewisboro  
CATEGORIES OF LAND USE SHOWN ON TOWN PLAN MAP

RESIDENTIAL

- Rural Density (1 housing unit per 3 to 4 acres)
- Low Density (1 housing unit per 2 acres)
- Moderate Density (1 to 3 housing units per acre)
- Moderately High Density (4 to 8 housing units per acre)

COMMERCIAL

- Hamlet Business
- Hamlet Local Office
- Campus

PUBLIC AND SEMI-PUBLIC FACILITIES

- Municipal
- School
- Church or Hospital
- Cemetery
- Utility or Railroad

OPEN SPACE AND RECREATION

- Town Park or Preserve
- County Park
- Conservation Area
- Reservoir Watershed Land
- Open Space Corridor, Buffer Area or Key Natural Area
- Private Recreation

PHYSICAL CHARACTERISTICS

- Waterbody
- Very Poorly Drained Soil
- Slope 25% and Over

AREA OF SPECIAL CHARACTER

ROAD SYSTEM

- Limited Access Highway
- Major Road
- Collector Road
- Local Road
- Future Road Connection Corridor

**TOWN OF LEWISBORO  
TOTAL HOUSING UNITS AND POPULATION**

<u>Year/Source</u>	<u>Housing Units</u>			<u>Population</u>
	<u>Total</u>	<u>Single-Family</u>	<u>Multi-Family**</u>	
1970 Census	2,198	2,105	93 ( 4%) 3.01/du	6,610
1980 Census	3,006	2,826	180 ( 6%) 2.95/du	8,871
1984 Town Plan*	3,499	3,114	385 (11%) 2.92/du	10,228
1986 July 1st*	3,939	3,311	628 (18%) 2.88/du	11,350
1987 January 1st*	4,030	3,402	628 (16%) 2.89/du	11,650
1987 July 1st*	4,104	3,446	658 (16%) 2.89/du	11,850
1988 January 1st*	4,152	3,468	684 (16%) 2.89/du	12,000
1988 July 1st*	4,175	3,490	685 (16%) 2.89/du	12,050
1989 January 1st*	4,191	3,505	686 (16%) 2.89/du	12,100
Full development of Lewisboro under current zoning	6,900	6,000	900 (13%) 2.98/du	20,600

\* Housing unit totals are based on building permits. Population estimates are based on full occupancy of these units. As there is a construction period prior to occupancy, the population estimate is likely higher than actual current population. See Town Master Plan for details on calculation of estimates.

\*\* Includes condominiums, townhouses and accessory apartments.

Sources: Lewisboro Building Department, Town Master Plan, Comprehensive Zoning Revision Draft Environmental Impact Statements.

**TOWN OF LEWISBORO  
NEW RESIDENTIAL CONSTRUCTION 1970 THROUGH 1988**

<u>Year</u>	<u>Single-Family Units</u>	<u>Multi-Family Units*</u>	<u>Total Units</u>
1970	61	4	65
1971	52	22	74
1972	59	16	75
1973	50	35	85
1974	38	8	46
1975	76	2	78
1976	124	0	124
1977	99	0	99
1978	104	0	104
1979	60	21	81
		(21 Oakridge I)	
1980	35	51	86
		(51 Oakridge I)	
1981	54	30	84
		(30 Oakridge I)	
1982	39	51	90
		(48 Oakridge II, 3 acc. apts.)	
1983	94	67	161
		(49 Oakridge II, 18 acc. apts.)	
1984	94	15	109
		(1 Oakridge I, 5 Meadows I, 9 acc. apts.)	
1985	150	38	188
		(35 Meadows I, 3 acc. apts.)	
1986	110	175	285
		(79 Oakridge III, 80 Meadows II, 14 Katonah Close, 2 acc. apts.)	
1987	66	56	122
		(54 Meadows III, 2 acc. apts.)	
1988	37	2	39
		(2 acc. apts.)	
<b>Totals</b>	<b>1402</b>	<b>593</b>	<b>1995</b>
Percentage	70.3%	29.7%	100%

\* Includes condominiums, townhouses and accessory apartments.  
Source: Building permit data/Lewisboro Building Department