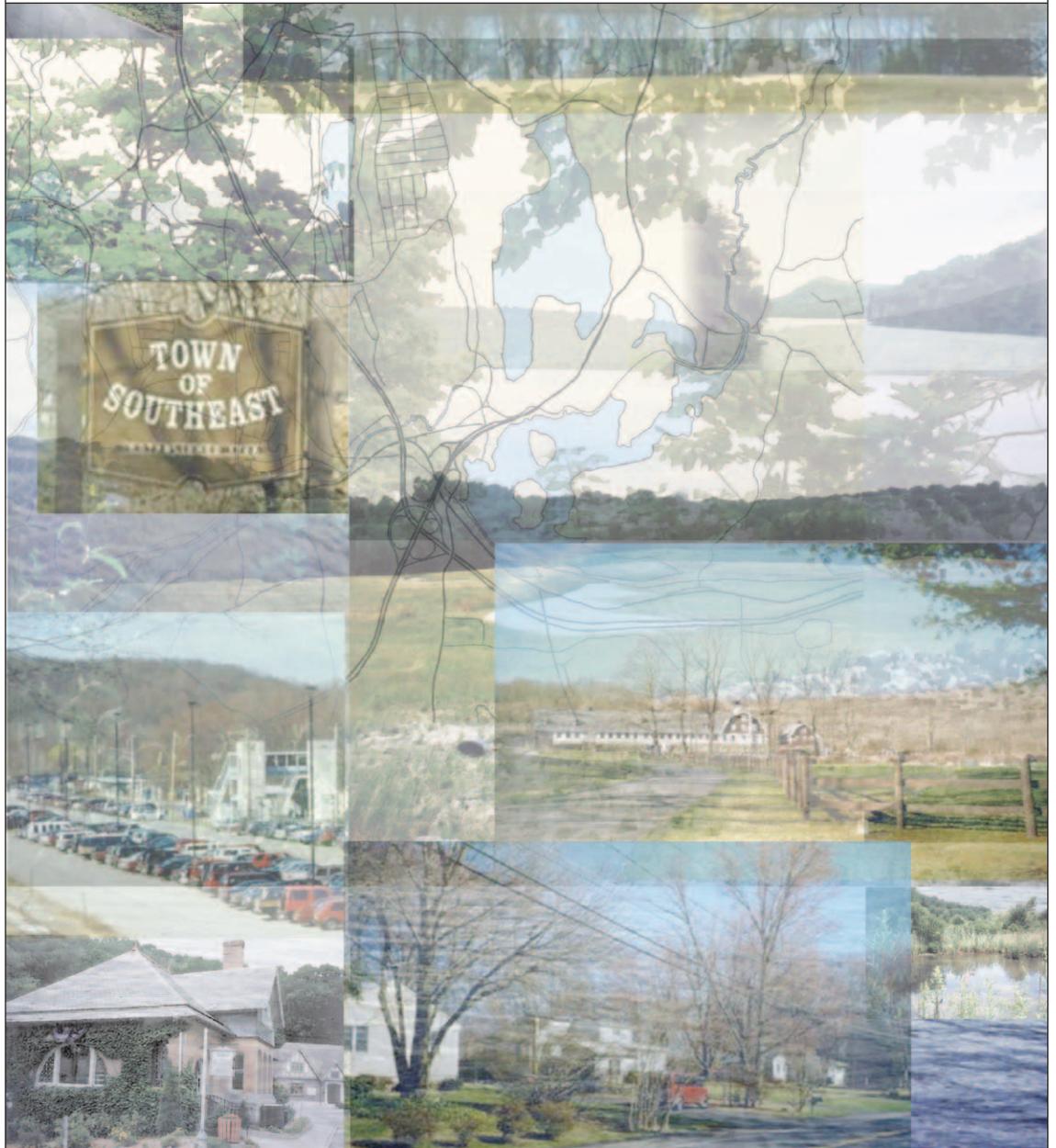


TOWN OF SOUTHEAST

Comprehensive Plan Update



Prepared for:
Town of Southeast

Prepared by:
AKRF, Inc.

Adopted August 21, 2014

Town of Southeast Comprehensive Plan Update

Adopted August 21, 2014

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1.0 INTRODUCTION

This document is an update to the Town of Southeast's 2002 Comprehensive Plan. The Town has undertaken this update in response to a number of factors affecting its quality-of-life, character, and the changing local economy. This document updates the policies contained in the 2002 Comprehensive Plan to take into account the following factors:

- changing demographic and land use trends;
- the protection of community and natural resources;
- the Watershed Rules and Regulations promulgated by the New York City Department of Environmental Protection;
- the change in the local economy and housing market following the 2008 economic downturn; and
- the implementation of action items identified in the 2002 Comprehensive Plan.

The New York City Watershed Regulations have had a dramatic effect on local land use, community character, and economic activity in the Town of Southeast. This *Comprehensive Plan Update* helps establish a basis upon which the Town of Southeast can affirm its primacy in local land use planning and community development issues that contribute to water quality protection and watershed planning efforts, as well as the future development goals of the Town of Southeast.

Much of the descriptive text in the 2002 Comprehensive Plan remains relevant, especially with respect to the community's historic and geographic relationship to its neighbors and Putnam County. This material has been included in the *Comprehensive Plan Update* with some editorial changes or updated information.

The *Comprehensive Plan Update* was prepared by AKRF, Inc. based on its own investigations, discussions with the Comprehensive Plan Committee, Town Board, Planning Board, Town Staff, and members of the public. Public participation has been included in the preparation of this *Comprehensive Plan Update*. AKRF, Inc. presented an overview of the comprehensive plan update process and as well as a review of population and land use trends since 2002 at public information meeting on March 16, 2013. Public visioning sessions were held on March 28, 2013, April 11, 2013, and April 13, 2013.

Draft sections of the *Comprehensive Plan Update* as they were developed were presented to and reviewed by the Comprehensive Plan Committee between May and June, 2013 and a full draft of the *Comprehensive Plan Update* was presented and discussed with the Comprehensive Plan Committee on June 27, 2013. After a series of revisions recommended by the Comprehensive Plan Committee, a Public Hearing was held on October 3, 2013 in accordance with New York

Town of Southeast Comprehensive Plan

State Town Law §272-a(6). Based on public comment received at the public hearing, revisions were made and presented to the Comprehensive Plan Committee on October 18, 2013.

The Comprehensive Plan Committee referred the document to the Town Board on October 24, 2013, and the Town Board held its own public hearing on February 6, 2014, February 20, 2014, and March 13, 2014, with a written comment period held until March 20, 2014. Following changes to the document, another public hearing was held on July 10, 2014, with a written comment period until July 21, 2014. This document incorporates all public comment on the *Comprehensive Plan Update* from all public hearings as well as all written comments received by the Town.

Environmental analysis of the policies and implementation measures included in the plan is included as an integral part of the Comprehensive Plan. To comply with the State Environmental Quality Review Act (SEQRA), the Town Board declared itself Lead Agency on June 5, 2014, and prepared a Full Environmental Assessment Form (EAF) on May 28, 2014. The Town Board issued a Negative Declaration of Environmental Significance on August 21, 2014.

1.1 COORDINATION WITH OTHER PLANNING EFFORTS

The 2002 Comprehensive Plan was prepared in coordination with the Town's portion of the Croton Watershed Plan (the "Croton Plan"), which was prepared by the Towns and Putnam County as a requirement of the Memorandum of Agreement between the watershed communities and New York City. The Town of Southeast submitted a draft final report to the Putnam County Division of Planning and Development, which assembled each of the town Croton Plans into a combined Croton Plan for Putnam County. The County's Croton Plan was submitted to the New York City Department of Environmental Protection (NYCDEP) for review, but was never finalized.

Nevertheless, the Croton Plan contains specific planning and engineering analyses and policy recommendations for balancing land use development, infrastructure capacity, and water quality protection, including land use and natural resource protection objectives to be implemented at the town level. These objectives and recommendations were integrated into the 2002 Comprehensive Plan. Those objectives and recommendations that were implemented by the Town of Southeast since 2002 have been identified in this *Comprehensive Plan Update*.

While the Croton Plan was never formally adopted, and some of the New York City and Putnam County policies have since been superseded, the general planning and growth recommendations contained in Southeast's portion of the Croton Plan remain valid. As such, this Comprehensive Plan Update retains relevant references to the Croton Plan. However, the Section 10, "Croton Plan," summary has been removed from this document.

In addition, prior to 2002 several studies were prepared by other agencies to assess the impact of new development on the Town of Southeast. Although these studies were not formally part of the 2002 Comprehensive Plan, and were not part of the Town's official growth and development policies, they did inform the preparation of that plan and subsequent zoning map and text changes. As such, they continue to be relevant to this Comprehensive Plan Update, as they helped to shape the current land use patterns of the Town. These studies may be referred to for additional information on historic trends and projections for growth. Additional planning studies include the Phase I Planning Analysis prepared by Rapport, Meyers, Whitbeck, Shaw & Rodenhausen, LLP and the Chazen Companies as part of Putnam County's Croton Plan effort,

and a Growth-Inducing Impacts assessment prepared by Edwards & Kelcey for NYSDOT for the Route 22 widening project.

1.2 THE COMPREHENSIVE PLAN

From a planning perspective, there is little difference between a “master plan” and a “comprehensive plan.” Either term describes a document that describes a community’s vision for land development, natural resources, transportation systems, and community facilities among other issues. “Comprehensive plan” is the more modern term and is defined in New York State Town Law §272-a.2(a) as “the materials, written and/or graphic, including but not limited to maps, charts, studies, resolutions, reports and other descriptive material that identify the goals, objectives, principles, guidelines, policies, standards, devices and instruments for the immediate and long-range protection, enhancement, growth and development of the town located outside the limits of any incorporated village or city.” This *Comprehensive Plan Update* is prepared under the authority of Town Law §272-a.

All land regulations (zoning, subdivision, natural resource protection) must be “in accordance with a comprehensive plan” (Town Law §263). Consequently, the policies articulated in this plan serve as the basis for future revisions to the Town’s land use regulations. In addition, the law requires that capital projects of other government agencies on land included in the adopted comprehensive plan must take the Plan into consideration. As a result, this Plan not only helps the Town of Southeast develop its own programs, but it enables the Town to help shape the capital programs of other units of government acting within its borders.

The *Comprehensive Plan Update* is a vision for how the Town of Southeast will grow and develop over the next decade or more. This plan updates the 1992 Master Plan, and this plan should be revisited and updated within five to ten years. The *Comprehensive Plan Update* should be a “living” document, and every year the Town Board should review the Plan and develop a specific set of goals and actions for the year, noting which goals have been met, and examining those which have not. This annual review should result in a strategic implementation plan for the upcoming year.

1.3 THE VISION

The Town of Southeast seeks to balance a healthy economic environment with quality residential and commercial character while protecting the integrity of its natural resources and infrastructure. This overarching vision is embodied in the goals and policies of this *Comprehensive Plan Update*:

Protect the Town’s community character

Maintain the Town’s picturesque rural character, including historic and scenic resources, while allowing for appropriate commercial and residential development.

Protect valuable natural resources

The Town of Southeast is committed to protecting its natural resources as a critical component of quality-of-life, the Town’s character, scenic views, the region’s ecological functions, and water supply. Wetlands, watercourses, open space, woodlands, and agricultural lands contribute to the quality and character of Southeast, and their preservation, enhancement, and restoration must be considered in all actions that may affect them.

Provide a diversity of housing opportunities

The Town of Southeast seeks a balanced diversity of housing opportunities and types to meet the needs of its current and future residents. The Town seeks to maintain its existing supply of housing, including its variety of price ranges, to accommodate residents of all income groups. Any new age targeted housing should be located in areas that are in close proximity to essential services. Accessory apartment regulations should reflect the needs of multi-generational households, as well as caregivers for seniors aging in place. New housing styles and types should reinforce the Town's rural qualities and predominately single-family detached housing patterns. New housing should also be sensitive to existing environmental constraints, including those related to the Croton watershed.

Provide a healthy economic environment

The Town of Southeast seeks a diversified base of business and industry to strengthen the Town's tax base and to provide employment opportunities for area residents while preserving the Town's rural residential character and protecting the Town's portion of the regional drinking water supply. Future non-residential uses should be targeted to those areas where they will have minimal impact on water quality, traffic, and community character. Existing zoning laws should be enforced, and new zoning laws should include provisions to maintain and enhance community character through appropriate architecture, site planning, and landscaping. Existing businesses within the Town should be encouraged to enhance their outward appearance to improve the overall look of the Town.

Provide necessary community services

The Town of Southeast is committed to providing its residents with adequate, accessible, and efficient community services and facilities. The Town is committed to enhancing its emergency services and facilitating the restoration of services in the wake of natural disasters.

Maintain the Town's transportation network

The Town of Southeast is committed to maintaining an efficient, uncongested, safe and well-maintained network of roadways to serve local and through-travelers, especially residents, businesses and visitors. The Town is committed to maintaining the historically rural flavor of Southeast by protecting the character of many of its rural and scenic roadways. New neighborhoods should be walkable, and should discourage the use of cul-de-sacs. *

2.0 LOCAL AND REGIONAL CONTEXT

The Town of Southeast is a picturesque and peaceful community of nearly 35 square miles located in the Harlem Valley in the southeastern portion of Putnam County just north of the Westchester County border (Figure 2-1). Within that area is a diversity of landscapes and community patterns including rolling hills, reservoirs, lakes, and streams, historic farm properties, and suburban housing developments as well as areas of commercial activity, both retail strips and office parks. The Village of Brewster, a separate political jurisdiction, is the historic center of the Town of Southeast and retains its identity as one of the centers of the Town.

The Town of Southeast is the economic center of Putnam County. The Town's access to major transportation corridors, including the Metro-North Railroad and interstate highways (I-684 and I-84), has made the Town an attractive location for new economic activity and a major exporter of workers to jobs in Westchester and Fairfield Counties, and New York City. As more people are choosing to live in Putnam County, Southeast has grown from a rural to a more suburban community.

The Town of Southeast is also at the center of the Croton Watershed, the source of 10 percent of New York City's drinking water supply. In all, 99 percent of the Town's land area lies within New York City's drinking water supply watershed. Five reservoirs are located in the Town—Bog Brook, East Branch, Middle Branch, Croton Falls, and Diverting Reservoir—and the drainage basin of a sixth, the Muscoot, occupies a portion of the southwest corner of the Town (see Figure 2-2). The drainage basins for these reservoirs extend beyond the Town's boundaries into neighboring communities in Putnam and Westchester Counties. Southeast shares watershed basins with Patterson, Kent, and Carmel in Putnam County and with North Salem in Westchester County. The East Branch of the Croton River flows diagonally northeast to southwest through the Town. In addition, several large lakes and wetland areas are located in Southeast: Tonetta Lake and Peach Lake form the nucleus of several residential communities, and the Great Swamp is a regionally significant wetland area that covers parts of Southeast and Patterson.

2.1 SOUTHEAST'S HISTORY*

Historical records show migration to the area that is now the Town of Southeast started as far back as c.1716. At least three houses in the Town remain standing that can trace their history back to that time: c.1716 House at 706 Route 312; c.1719 Gage House on Milltown Road; and

* The Town of Southeast Historic Sites Commission prepared the material in this section, some of which was taken from the 1992 Town of Southeast Master Plan prepared by Buckhurst Fish Hutton Katz & Jacquemart, Inc.

Town of Southeast Comprehensive Plan

the c.1720 Salmon House also on Milltown Road. Most of these early residents were tenants who did not own their land.

Originally, the area known as “Southeast Town” or “Southeast Precinct” stretched the full length of the current Putnam County border with Connecticut and the town was only about 1.8 miles wide, within a section of land called The Oblong. This area would later become the official “town” in 1788, with a population under 1,000 people. “Southeast Town” was actually part of Dutchess County in the 18th century (Putnam was not established until 1812) and got its name from its geographic location. It was the southeast quadrant of Dutchess County.

For many years, ownership of The Oblong was a point of contention between New York and Connecticut. In 1731 an agreement was reached - at least partially. Importantly, it was now possible for settlers to own their land, which made the area within The Oblong and thus Southeast’s eastern portion, very attractive. The first two New York residents of The Oblong to own patents for their properties were Samuel Field and David Townsend.

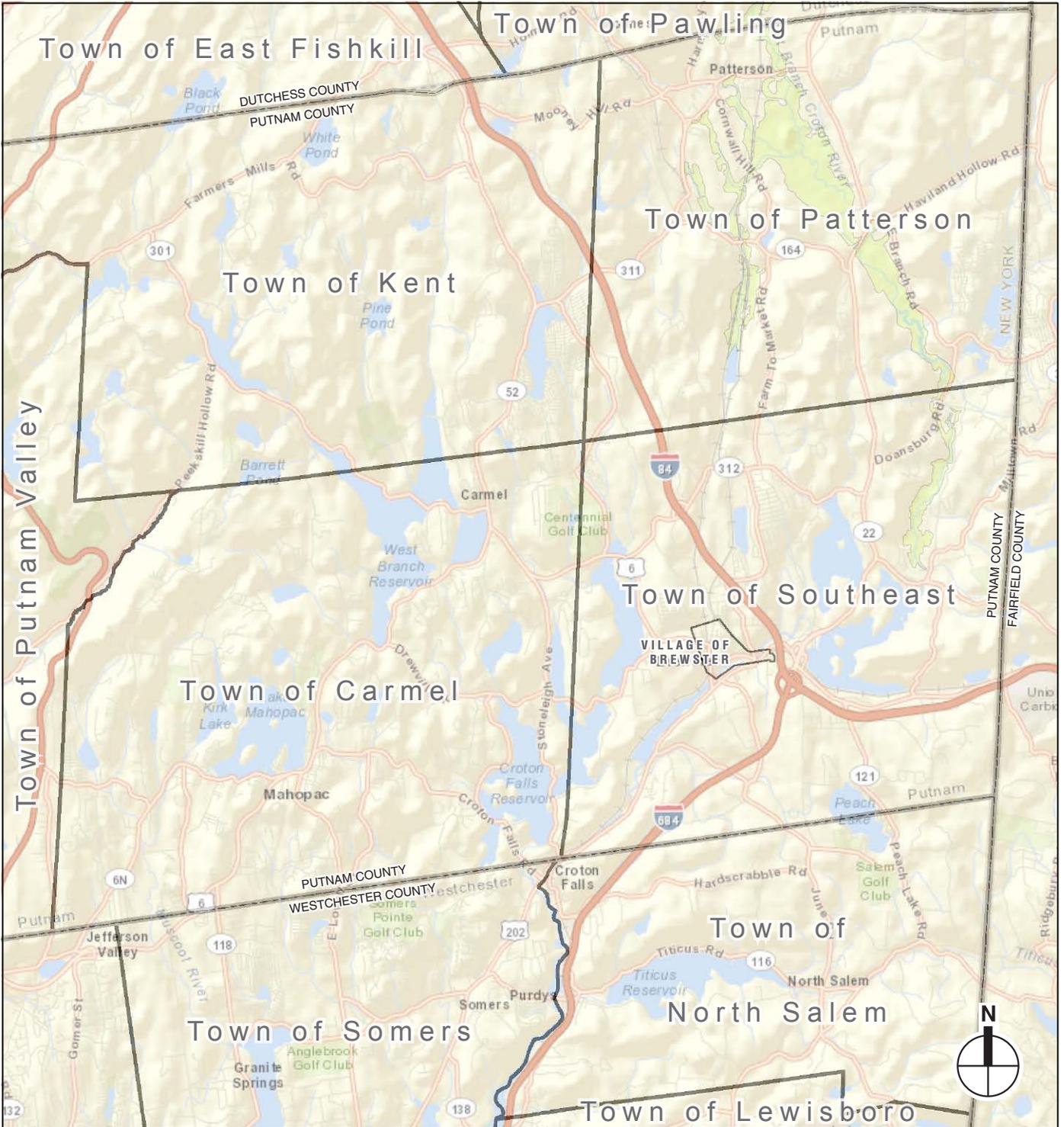
In 1795 the town’s borders were adjusted to their current lines. The northern portion of the town became part of Patterson (then called Franklin), and Southeast’s western border expanded about 4 miles westward.

In the early years, Putnam County was the breadbasket of New York City - its rich valleys home to dairy and crop farms. Route 22, which traverses Southeast’s eastern half, was the sheep and cattle drovers’ road used for herds on the way to New York City markets.

The East and West Branches of the Croton River served as the foundation for the early settlements in the Town of Southeast. The neighborhoods of South East Centre (currently known as Sodom), Milltown, Crain’s Corners (known today as DeForest Corners), Doansburg and Kelley’s Corners (known today as Tilly Foster) were the first settlements in the Town of Southeast. In time, additional communities such as Dykemans, Whitney’s Corners, Gayville (Foggintown) and Budd’s Corners (the Elks Club) evolved in the northern portion of the Town. The neighborhoods of Dingle Ridge, Drewville, Sanford’s Corners, Bailey’s Corners, and Brush’s Corners were formed to the south.

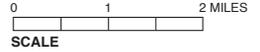
Figure 2-3 illustrates the location of these old neighborhoods on a current map of the Town as well as Southeast’s and the Village of Brewster’s National Register buildings. This figure also shows the historic area in Milltown, and three districts around Starr Ridge Road, Dingle Ridge Road, and Sodom containing a significant number of well-preserved historic homes, and a landscape largely unchanged from Southeast’s early days.

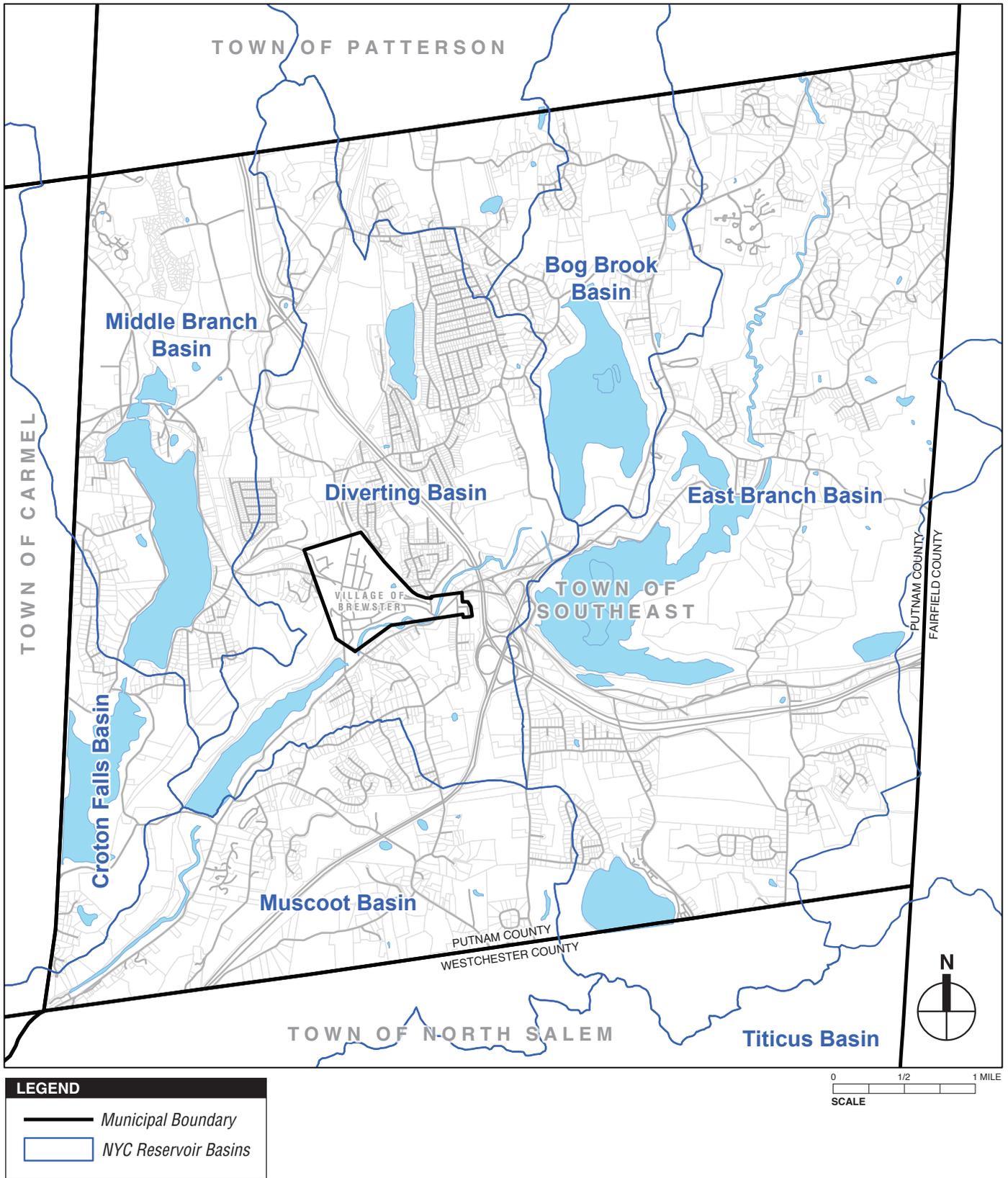
As the population increased into the mid-18th century, there was a greater need for improved communication and, therefore, the development of new roads. South East Centre, which was formed of a cluster of business, civic and ecumenical structures, naturally became the hub for the major roads leading to and from the Town. Leading south to Westchester County and eventually to New York City were Main Street (Oak Street), Starr Ridge Road and Peach Pond Road. Howes Street, or as it is known today Brewster Hill Road, led in a northerly direction, and traveling in an easterly direction was Church Street (today Sodom Road). South East Centre prospered for almost 100 years. However, the arrival of the Harlem Railroad in 1849 drew development away from South East Centre to what became the Village of Brewster. Much of what was left of Southeast East Centre was then cleared during 1874 and the following years with the construction of the reservoirs. The Village of Brewster lies within the Town of Southeast.

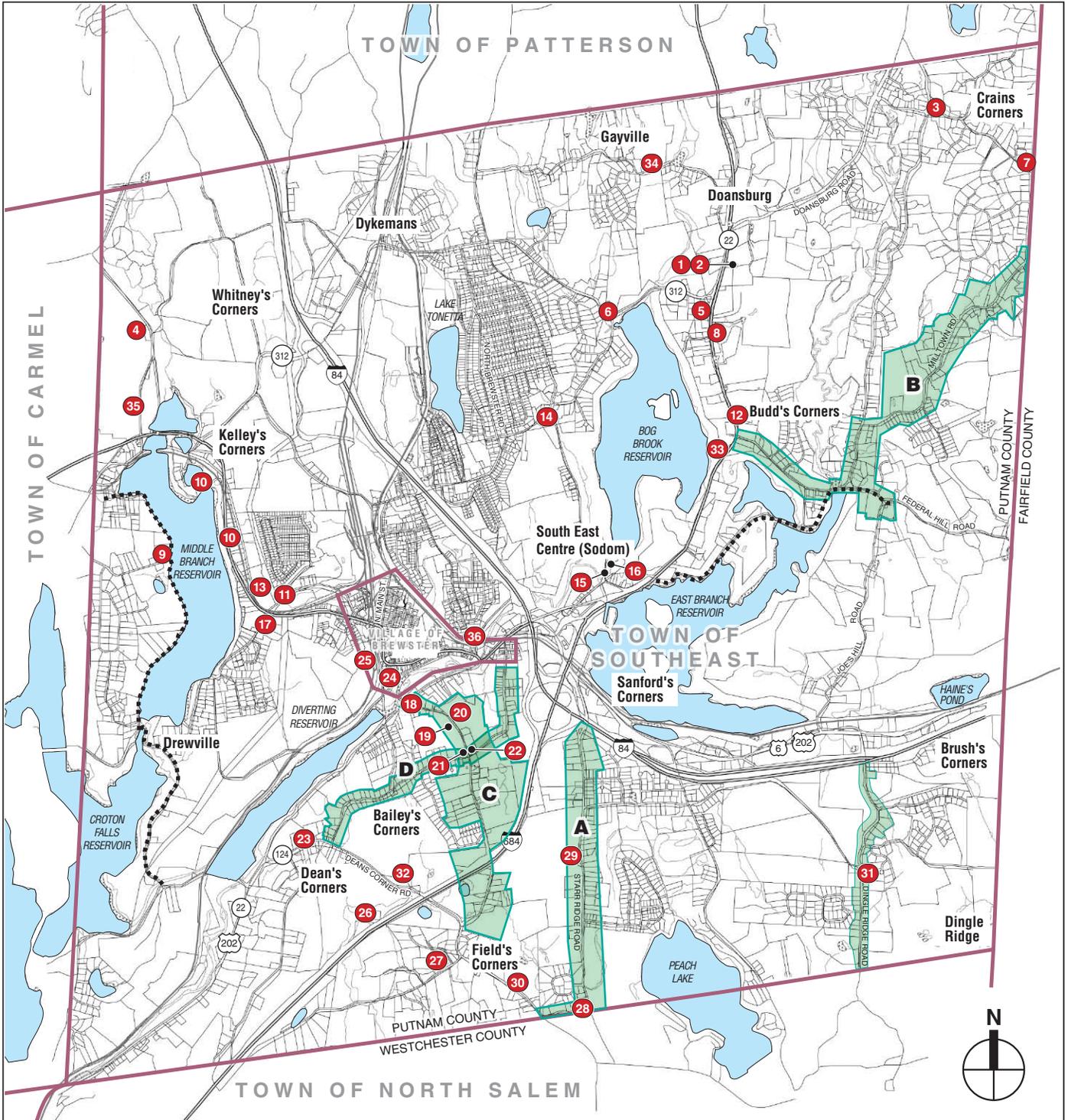


LEGEND

Great Swamp

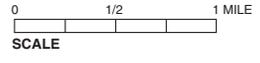






LEGEND

- Municipal Boundary
- 1 Historic and Cultural Resource (see Table 2-1 for reference)
- A Scenic and Historic Routes
- Scenic Road
- Drevville Neighborhood



A second original settlement that remains intact is Milltown. This area, as with many others in Southeast, grew from the need of its industries to develop near a major water source, in this case, the East Branch of the Croton River. Established in Southeast's portion of The Oblong, Milltown sits on the eastern border of the town by the crossroads of Milltown Road and Federal Road. It was also known as Ryder's Mill and Morehouse's Mill after the three grist and saw mills of the community. The area is recognized as an important part of the Town's history and is known as the Milltown Historic Route.

Dingle Ridge, a community also settled early in the history of the Town of Southeast, is located in the south-eastern portion of the Town. History tells us that this road was once part of the New York Post Road, and was a well-traveled route connecting New York City and Vermont. It was also part of the Boston Turnpike. Many of the original houses along the eastern side of the road still exist today. The open spaces in the Dingle Ridge community serve to maintain the rural quality of the area today.

During these early years, farmers developed the traveling menagerie – the precursor to what we know as the circus. It started with an investment in exotic creatures such as an elephant, later combined with horse-riding and acrobats, firmly established the neighboring community of Somers as the birthplace of this American tradition. Southeast was the winter home of one of the great traveling circus entrepreneurs of the day. Seth B. Howes would spend his winters in the Town, building two of its most prominent houses – Stonehenge on Brewster Hill Road and Morningthorpe Castle on Turk Hill Rd. The circus animals were wintered in Southeast and surrounding communities. One section of town even became known as “Monkeytown” for its winter visitors.

In 1817, an iron foundry was established by the federal government in Cold Spring, a Putnam County village on the Hudson River. This, combined with increased access made possible through road, river and railroad connections, led to new industrial development in Putnam County.

In 1849, two railroads were built crossing Putnam, one along the river and the other through Southeast's long valley on the eastern side of the County. The Village of Brewster, in the heart of Southeast, was founded in the late 1800s in anticipation of the railroad continuing to expand from populous New York City to and through the town of Southeast. Walter Brewster constructed a train station on the Harlem Line, which came to stop at “Brewster's Station.” Steam trains needed to be serviced every fifty miles, and a roundhouse was constructed at “Brewster North” (now the “Southeast” train stop), creating hundreds of jobs in the railroad industry.

Southeast's economy shifted and expanded, impacted by the industrial revolution and the connections made possible by the railroad. Gail Borden, founder of the Borden Condensed Milk Company, located his third factory at the edge of the Village of Brewster in 1864. This factory was the one to make Borden's fortune supplying milk to the Union Army and New York City market. It was model of cleanliness and efficiencies that at its height processed ninety thousand quarts of milk a day. The transportation needs of the Borden Condensery and the other dairy farms (which supplied New York City with ten percent of its milk supply) led to the improvement and further expansion of the local road network.

Iron mining was also a big part of Southeast's past. The 1795 town map shows a mine in the vicinity of the current location of Brewster Village, on the hill behind the present day Main Street. The Tilly Foster Magnetic Ore Mine, located outside the Village towards Carmel, was

Town of Southeast Comprehensive Plan

first active around the time of the Revolution. Railroad connections and the invention of the Bessemer steel process led to booming production at Tilly Foster after 1879, when the Lackawanna Iron and Coal Company of Scranton, PA acquired the mine. The company employed hundreds of workers who lived in the Hamlet of Tilly Foster. At its height of production, 7,000 tons were extracted each month from the open pit mine, which was forced to close after a disastrous collapse in 1895.

In 1865 an event occurred whose repercussions are still felt in Southeast today. New York City was authorized by the State to condemn upstate land, securing itself a municipal water supply adequate for its burgeoning population. In 1883, the City bought land along the Croton River and began the construction of five reservoirs in Southeast. The waters held behind the Croton dams flooded hundreds of acres of Southeast farmland, forever changing the topography of the town. The Borden dairy plant closed as the dairy farms it depended on were no longer in business. The Tilly Foster mine open pit, which lies next to the Middle Branch Reservoir, filled with water. Southeast's economic health suffered and did not begin to revive until, ironically, the lake-like reservoirs began to attract vacationers to the area. In the early part of this century, New York City created new water reserves in more western parts of the County, leading to the revitalization of Southeast's lakes. One-fifth of Southeast's land area was now covered by reservoirs, streams, ponds, and natural lakes. The rest of the Town was unspoiled hills, long vistas, and the scattered upland meadows of the remaining farms. Several resorts flourished in this part of the County.

This slow change in Southeast's economy and population progressed until the end of the World War II. Then, as elsewhere, the boom happened. The population of Southeast grew from 4,388 in 1950 to 18,404 in 2010. Development in the Town was accelerated by the building of I-684 up to Route 22, construction of I-84 in the 1960s, and the electrification of the railroad through to Brewster in 1984. The summer cottages that had built in the early 20th century around Peach Lake and Tonetta Lake were winterized for year-round residency. From the 1980s until the present day, Putnam saw an influx of residents looking to escape the population density and high taxes of Westchester, Long Island and New York City.

In contrast to Southeast's population explosion, the downtown area of Brewster Village (fully contained within the borders of Southeast) lost businesses and people from the 1970's through early part of 1990's. Like many "Main Streets" across America, the suburban lifestyle dependent upon the automobile became the norm. Currently, the Village of Brewster has embarked on a plan to revitalize the downtown area, a development that Southeast's comprehensive plan should acknowledge and incorporate into its own plans. Main Street in Brewster Village has great historic integrity and architectural diversity, with many buildings embodying styles from the turn of the twentieth century. In addition, there are four sites listed in the National Register of Historic Places within walking distance of Main Street.

Now, more than one hundred years after the reservoirs were built, fast-paced development had led New York City to again protect its water supply, this time from the encroachment of residential and commercial growth on the edges of its reservoirs. This further turn of history and its implications for growth and conservation in the Town was one impetus for Southeast's 2002 Comprehensive Plan.

There are a number of historic cemeteries within the town. The oldest marked grave in Putnam County sits within Old Southeast Cemetery on Route 22. Revolutionary War and Civil War Veterans can be found at many of the cemeteries within the town.

Southeast was home or host to a number of historical figures. Chancellor James Kent was born in a house on Old Doansburg Rd. Railroad magnet and sometime notorious businessman Daniel Drew lived on Deans Corners Rd and is buried in Drewsclift Cemetery. Blind hymnwriter Fanny Crosby was born on Foggintown Rd. Bookbinder Edith Diehl lived just off Route 22. Civil War General Darius Couch was born near Gage Rd. Revolutionary War Spy Enoch Crosby lived in Southeast after the War and served as Town Supervisor. Brewster born John C McCloy is one of only 19 people in history to be the recipient of two Medals of Honor. Former Secretary General of the UN Dag Hammarskjöld spent weekends at his home on Foggintown Rd. World-renowned sculptor Chester Beech lived here, and sculpted the monument at Brewster's, Veterans Field. Insurance and globalization entrepreneur Cornelius Vander Starr built a weekend home and the Morefar Golf Course off Federal Hill Road. "Nero Wolfe" author Rex Stout and "Torchy Blane" actress Glenda Farrell both lived off of Milltown Road.

2.2 HISTORIC RESOURCE PROTECTION

The Town of Southeast adopted Chapter 83, "Historic Sites and Historic Districts" of the Code of the Town of Southeast in 1986. This chapter established the Historic Sites Commission to safeguard the Town's historic, aesthetic and cultural heritage.

Following the adoption of the 2002 Comprehensive Plan, the Town Board of the Town of Southeast embarked upon the process of updating its inventory of local historic resources to ensure that all structures deemed historic within the Town are preserved. In 2004, the Town Board amended Chapter 83 to include the adoption of a list of Historic Sites as well as certain text amendments, and then in 2006 several additional resources were added to that list.

In 2012 and 2013, the Town of Southeast Historic Sites Commission undertook the task of updating the Historic Sites list. This included researching each of the listed properties, and evaluating the historic value of each site. After much study, the Historic Sites Commission recommended that the properties identified in Table 2-1 remain on the Historic Sites List, and that a description of each of these properties be included in the Code. The "Map Key" corresponds to Figure 2-3.

**Table 2-1
Recommended Historic Sites List**

Map Key	S/B/L	Site Name	Address	Street	Reason for Listing
1	46.-2-35	Old Doansburg Schoolhouse	1660	Rte. 22	Excellent example of early 19th Century one room schoolhouse. The building was used as a school until 1947.
2	46.-2-33	Old Southeast Church	1664	Rte. 22	The Old Southeast Church was constructed in 1794 and is the oldest place of worship in Putnam County.
3	36.17-1-25	David DeForest House	2	Sherwood Hill Road	Example of Georgian Colonial style. David Lambert DeForest, one of the earlier settlers in Southeast, and builder of the Southeast Church. He served in the Revolutionary War and was buried in Milltown Cemetery.
4	44.-1-2	T. Kelley Residence	147	Simpson Road	Kelley served Supervisor of the Town of Southeast in 1876. He later worked in several capacities for the Aqueduct Commission, including at the Drewville Reservoir and at the Commission offices at the Yale Homestead in Southeast Center. The Colonial style home contains an excellent example of beehive oven.
5	46.-1-19	Old Southeast Church Cemetery	1601	Rte. 22	Contains the graves of notable Southeast residents, among them the oldest marked grave in Putnam County, that of Abigail Moss Kent, wife of the Southeast Church's first pastor and veteran of the American Revolutionary War. The cemetery contains graves dating back to the 1700s.
6	46.-3-7	J. Minor House	772	Rte. 312	Excellent example of Greek revival style. Home of Rev. J. Minor, pastor of the Old Southeast Church. Later owners included Daniel Reed, Reuben D. Barnum and James Crosby.
7	47.-2-26	Sherwood House	160	Sherwood Hill Road	Traditional colonial home, originally owned by the Sherwoods, farmers of English descent. It was then home to the Quigleys. William Quigley served as Naval Attaché to Peru, Chief of Staff of the Peruvian Navy, and as Commander during the North African Landings in 1941 and at Guadalcanal. Colonel Ludington's men passed the house on their way to fight the British in Danbury during the American Revolution.
8	46.-2-43	Red Rooster	1566	Rte. 22	The Red Rooster restaurant is an example of 1950s roadside architecture and its design (including building form, color, lighting, and signs) is iconic of that era and of American roadside architecture in general. Listed primarily for architectural significance.
9	56.-1-60	Enoch Crosby Homestead	8	Enoch Crosby Road	Former homestead of Enoch Crosby, Putnam County's famous "spy" who served in the Secret Service of the Commission of Safety during the American Revolutionary War. Crosby left the farm to his oldest son, Lewis Crosby whose heirs sold it to Reuben Wright Kirkham. According to the records from the Genealogical Sketch of the Family of Enoch Crosby, Kirkham tore down the old house and built the "present mansion."

Section 2: Geographic and Historic Context

10	56.-1-9, 56.-1-11, 56.-1-12, 56.-1-13, 56.-1-14, 56.-1-18, 56:1-19	Tilly Foster Mine		Old Mine Rd.	First mined in 1853 by the Harvey Iron and Steel Company, the Tilly Foster mine boomed under the auspices of the Lackawanna Iron and Coal Company of Scranton, Pennsylvania, which acquired the mine in 1879. At its height of production, the mine employed hundreds of workers extracting 7,000 tons per month. By 1890, the owners converted the mine to an open pit. At one time, the pit was the largest man-made hole in the world. However, in 1895, a major collapse occurred, and the mine was closed. The mine is known worldwide for its unique variety and expanse of rocks and minerals, which are included in the collections of major museums.
11	56.18-1-34.1	Reed-Bloomer House	150-152	Putnam Avenue	Excellent example of Greek-Revival style. The property was once an expansive dairy farm.
12	57.-1-17	Budd's Tavern	1430-1432	Rte. 22	Greek Revival tavern, located at important crossroad from Brewster to Connecticut. Hiram Budd, a coach-builder on Broome Street moved to Southeast around 1830 over fear of the cholera epidemic that had struck New York City. He purchased 80 acres from Alexander Young. He ran the "Mountain House" also called the "Kishawana Hotel," which was patronized by farmers driving their beef cattle to New York and by stage coach travelers. The building was a landmark (Old Drover's Tavern) on the New York and Albany Post Road.
13	57.5-3-2	Waring Homestead	11	Minor Road	Two story vernacular residence. The Waring family was in the hatting business; at one time, William Waring employed over 800 men making 800 hats per day at his Yonkers factory. In 1859, he opened a hat factory on Railroad Avenue in the Village of Brewster, south of today's Bob's Diner.
14	57.5-3-28	Triangle House	512	Tonetta Lake Road	Built before 1760, the Triangle House is a wonderful example of an early Saltbox house. In 1795, first meeting of the present day Town of Southeast, was held here, at the home of Zalamon Sandford.
15	57.18-1-2	Stonehenge Howes Residence	10	Brewster Hill Road	Original home in Southeast of Seth B. Howes. Eclectic mix of Queen Anne Style, Tudoresque and Romanesque styles. Listed for its architectural and historic significance.
16	57.18-1-3	Yale House	2-4	Brewster Hill Road	Excellent example of Greek Revival farmhouse with square columns, small windows and 2 nd story.
17	67.6-1-41	Howes House	1083	Drewville Road	Fine example of ornamental Victorian architecture. Home to one of the Howes family.
18	67.11-1-5	Old Thomasville Corners House	4	Turk Hill Road	Neo-colonial farm house with Victorian era windows. William Thomas was originally from England; he moved to the United States in 1867. He managed many rental properties in a settlement just east of the East Branch of the Croton River along a thriving furniture store. Most of the "Thomasville" settlement was flooded during the construction of the reservoir.
19	67.16-1-16	Spring Cottage	85	Turk Hill Road	Tudoresque style building, listed for architectural significance. Originally part of the Howes/Heartfield property. Mrs. William Ives (daughter of Egbert Howes) lived here briefly.

Town of Southeast Comprehensive Plan

20	67.16-1-18	Morningthorpe	100-108	Turk Hill Road	Home of Seth B. Howes. He purchased the property from Benjamin Mead in 1893. Significant for its architectural style and for the impact Howes made on the growth and development of the American Circus. Howes employed the New York City architectural firm, Rossiter and Wright to change the modest Romanesque residence to a grand Tudor style building. Listing includes carriage house, main building, and out buildings.
21	67.16-1-18		114	Turk Hill Road	Architecturally significant building in relationship to the Morningthorpe property.
22	67.16-1-3		115	Turk Hill Road	Work of architectural significance. Relating to early 19th century.
23	67.18-1-1	H. Dean House	74	Deans Corner Road	Home of Hiram Dean, son of Elijah Dean for whom Deans Corner was named. Elijah Dean served in the American Revolutionary War, Westchester County 2nd Regiment under Thaddeus Crane. Hiram Dean and his wife, Rebecca Hoag are buried in Drewsclift Cemetery.
24	67.34-2-47	Old Town Hall	67	Main Street	The building was erected in 1896 and served as the Town Hall until 1965 when the Supervisor and Town Clerk moved to One Main Street. The building was designed by the New York City firm, Child & de Goll. The first movies in Brewster were shown on the second floor theater. Listed on the National Register of Historic Places.
25	67.34-2-56	1 Main Street	1	Main Street	The original First National Bank of Brewster, and formerly Town Hall was built in 1886. The Romanesque style building features a granite base, Philadelphia red brick and graduated slate roof. Listed on the National Register of Historic Places.
26	78.-1-58	Drewsclift Cemetery		Rte. 684	Significant as the burial place of the Clift family and Daniel Drew, 19 th century entrepreneur and financier. In addition, seven Revolutionary War soldiers are interred at Drewsclift.
27	78.-2-12	Field House	50	Fields Lane	The Field family is one of the oldest in Southeast, playing a significant role in Town and County civic and military life.
28	79.13-1-9	Rundle House	22	Starr Lea Road	Significant example of French Second-Empire Victorian style built by Nathan Rundle. The Rundle family was deeded the property by the Commissioners of Forfeiture; father and sons fought in the American Revolution.
29	79.-1-9	"Old Walls" (Beach-Fitchen Home)	283	Starr Ridge Road	Home of American sculptor Chester Beach who purchased the property in 1917. In 1918, he built a home made of stone from the old stone walls on the property, which became known as "Old Walls."
30	79.-1-39	Ryder Homestead	400-406	Starr Ridge Road	90 acre farm, settled first by Eleazer Ryder. It continues to be a working farm, still owned and managed by the Ryder family. Contains significant Colonial era farm buildings.
31	80.5-1-12	DF Bailey House and AP Brush House	214	Dingle Ridge Road	Known also as the Ratchford House, the building is a Greek Revival with deep frieze and large return eaves. It stands at what was once the New York Post Road, an important thoroughfare between New York City and Vermont. Dr. Matthew & May Bailey Ratchford were active citizens in the town of Southeast and supporter of many local charities. May was the granddaughter of Devoe Festus Bailey. The Baileys are one of the founding families in Southeast.

Section 2: Geographic and Historic Context

32	78.-4-77	Drewsclift	150	Deans Corner Rd	Drewsclift was the family home of Daniel Drew, the notorious early 19th century financier. The property was later purchased by Patrick Ryan, contractor of “Hell’s Gate” bridge and many other New York City stone bridges and highways. Ryan built the stone “castle” at the property, which was later home of Max and Victoria Dreyfus. Dreyfus was one of the giants of the music publishing industry; he discovered, recruited, and promoted Jerome Kern, George Gershwin, Vincent Youmans, Richard Rodgers, and Cole Porter. Victoria Dreyfus was an award-winning horse breeder.
33	57.-1-4	Edith Diehl House	1391-1395	Route 22	The first part of the house was built by a member of the Howes family for his bride. In the 20 th century, was home to Edith Diehl, the famous bookbinder whose seminal work “Bookbinding: Its Background & Technique” remains an important work for the field. She founded the Brewster Library in 1896, and during World War I, Edith Diehl held prominent positions with the American Red Cross and Women’s Land Trust Army.
34	46.6-1-39	Fanny Crosby House	284	Foggintown Road	Birthplace and home of the renowned blind American hymnist.
35	55.-1-38	Fowler House	51-59	Root Avenue	Significant example of colonial style architecture and for its role as a stopping place for George Washington and the Continental Army.
36	67.8-1-29	Lily Deacon Forepaugh House	3	Lodar Lane	The British equestrienne Lily Deacon immigrated to the United States in 1882. She became a star attraction of the Adam Forepaugh circus, known for her equestrienne act and superior horsemanship.
Source: Town of Southeast Historic Sites Commission					

2.3 RECENTLY IMPLEMENTED ACTIONS

In 2013, the Historic Sites Commission identified a number of inconsistencies in Chapter 83, as well as conflicts in the ability to enforce the Code. To remedy these concerns, the Historic Site Commission recommended the following changes which were implemented by the Town Board on November 7, 2013:

- Updated the list of Historic Sites as follows:
 - Removed properties that are in the Village of Brewster (except those owned by the Town of Southeast)
 - Corrected address and Tax Map Identification numbers for all properties.
 - Removed properties that have been demolished.
 - Simplified the list into one comprehensive table (see Table 2-1 above).
 - Added information regarding the reason for listing each property.
- Added a “Definitions” section to Chapter 83.
- Carefully considered and reviewed the designated “Historic Districts” and determined that the districts do not possess a significant concentration, linkage, or continuity of sites,

buildings, structures, or objects united historically or aesthetically by plan or physical development to be considered a “Historic District.” As such, the districts were delisted. However, the definition of “Historic District” was maintained should a district be established at a later date.

- Created a new “Scenic and Historic Route” designation that is less restrictive than the former “Historic District” designation. This designation establishes a “buffer zone” along historic routes which would be equivalent to the front yard setback in that Zoning District. Any significant disturbance, such as tree removal, clearing, grading and filling, or the building or demolition of structures within the buffer zone, requires a certificate of appropriateness by the Historic Sites Commission. Maintenance of existing landscaping, fences, driveways, and structures within the buffer zone, and any activities outside of the buffer zone, are exempt from review. The following areas were designated as Scenic and Historic Routes (see Figure 2-3):
 - Starr Ridge Road Scenic and Historic Route: all properties that have land that abuts either Starr Ridge Road or Starr Lea Road south of I-84.
 - Milltown Road Scenic and Historic Route: all properties that have land abutting either Milltown Road or that portion of Federal Hill Road from Milltown Road to Joe's Hill Road.
 - Turk Hill Scenic and Historic Route: all properties that have land that abuts Turk Hill Road.
 - Allview Avenue Scenic and Historic Route: all properties that have land that abuts Allview Avenue south of US Route 6/NYS Route 22 to Birch Hill Road.
- Exempted interior renovations of Historic Sites from Historic Sites Commission review.
- Add a “Hardship” clause by which the Historic Sites Commission could grant relief from the Chapter.

2.4 COMPREHENSIVE PLAN RECOMMENDATIONS

GOAL AND POLICY

Maintain the Town’s picturesque rural character, including historic and scenic resources, while allowing for appropriate commercial and residential development.

IMPLEMENTATION ACTIONS

As discussed above, in an effort lead by the Historic Sites Commission, the Town of Southeast recently updated Chapter 83, “Historic Sites and Historic Districts.” This effort, which required extensive research by the Commission, included a comprehensive review of all of the properties on the Historic Site List. To continue and compliment this effort, and to accomplish the goals of this Comprehensive Plan, the Town of Southeast intends to:

- Research and review potential historic properties within the Town of Southeast as they reach the age of eligibility.
- Enforce the provisions of Chapter 83 of the Code of the Town of Southeast, and continue to update the Code as necessary.

Section 2: Geographic and Historic Context

- Actively engage the Historic Sites Commission in the review of development applications that have the potential to impact Historic Resources.
- Designate the following as a Scenic and Historic Route (see Figure 2-3):
 - Dingle Ridge Scenic and Historic Route: all properties that have land that abuts Dingle Ridge Road south of Interstate 84 to the Westchester County borderline.

*

3.0 INTRODUCTION

This section of the *Comprehensive Plan Update* identifies how the “path of regional development” has affected Southeast between 2002 and 2013. The 2002 Comprehensive Plan was prepared during a time of residential and commercial development pressure. Since that time the economy entered a significant downturn, and is slowly on the rebound. Many projects that were in the planning stages in 2002 were eventually approved, but remain un-built.

Southeast enjoys many of the benefits of its location along major transportation routes, including access to jobs in the New York City, White Plains, and Danbury areas as well as having its own economic base. Southeast’s proximity to these economic centers, combined with its beautiful natural topography and the aesthetic assets of the New York City reservoirs, has made the community a popular place to live, although like much of the region new housing starts have slowed in recent years.

As emphasized in the 1992 Master Plan and 2002 Comprehensive Plan, Southeast maintains its inherent strengths of transportation and buildable land, and lies in the path of regional development. The northward progression of development from Westchester County and the outward expansion of two employment centers, White Plains and Danbury, have continued to lead to development in Southeast. However, with the regional decline of traditional office parks Southeast must look at the new types of commercial development that may capitalize on the Town’s strengths while preserving and enhancing its community character.

3.1 LAND USE TRENDS

The effects of development and the “suburbanization” of the rural landscape in Southeast can be observed through an examination of aerial surveys (prepared by Cornell University for Putnam County in 1968 and 1991), land use data compiled from NYCDEP studies by the Putnam County Department of Planning, and an evaluation of Town of Southeast Tax Parcel data from 2013. During this 45-year period, several trends are apparent:

1. Expansion of residential development not only around older and denser neighborhoods like Tonetta Lake and Brewster Heights, but also in areas that historically have had fewer homes, like the Milltown Road area (see Figures 3-1, 3-2, 3-3, and 3-4).
2. Expansion of commercial districts along the major roads, especially Route 22 and Route 6. The interchange of Interstate 84 and Route 312 has also developed as a node of commercial development with the construction of the Highlands Shopping Center and Terravest Corporate Park (see Figures 3-5, 3-6, 3-7 and 3-8).
3. While the amount of agricultural and forested land decreased from 1968 to 1990, in recent years there has been an increase in the agricultural use of land particularly for niche farming activities such as equestrian centers, organic farming, and nursery stock farms. This trend

Town of Southeast Comprehensive Plan

has been apparent throughout New York State, and is likely to continue in the foreseeable future.

4. The 2002 Comprehensive Plan was written during the boon of the big box store. However, since 2008 there has been a decline in demand this type of retail use, and several of the large chains have closed. While Southeast’s retail vacancy rates are fairly at the Highlands Shopping Center are fairly low, there are substantial vacancies in the larger centers along the Route 22 corridor. There has been no new large scale retail development in recent years, despite a 183,000 square foot project being approved in 2010.

CORNELL SURVEYS: 1968 AND 1991

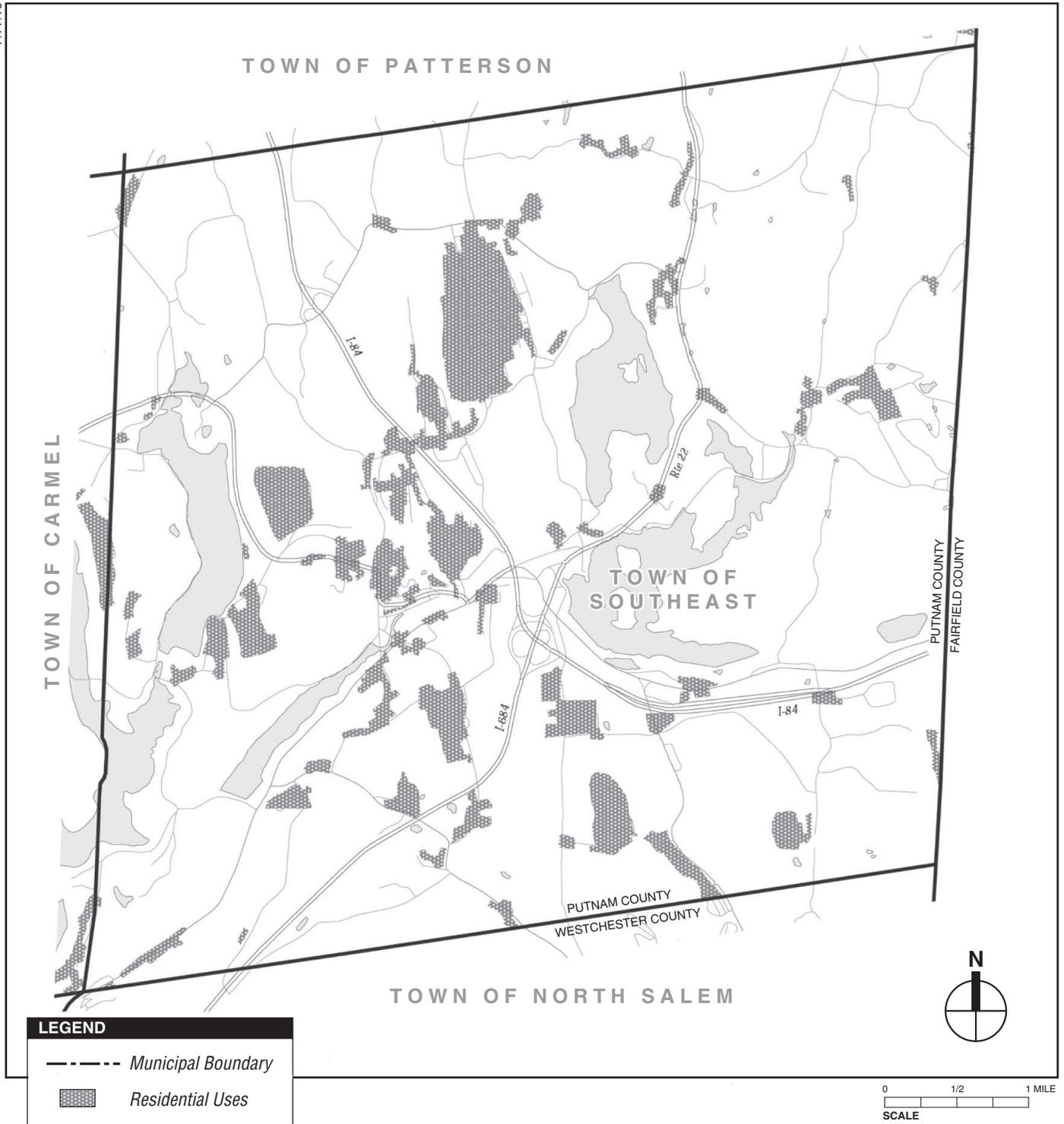
The Cornell Laboratory for Environmental Applications of Remote Sensing (CLEARS) conducted an analysis of changing land use patterns between 1968 and 1991 using aerial photography. This “Putnam County Land Use Dynamics Study” observed county-wide changes in land uses. Land uses were delineated and categorized based on manual interpretation of aerial photographs. Table 3-1 provides a general summary of some of the most relevant data from the Cornell surveys in 1968 and 1991.

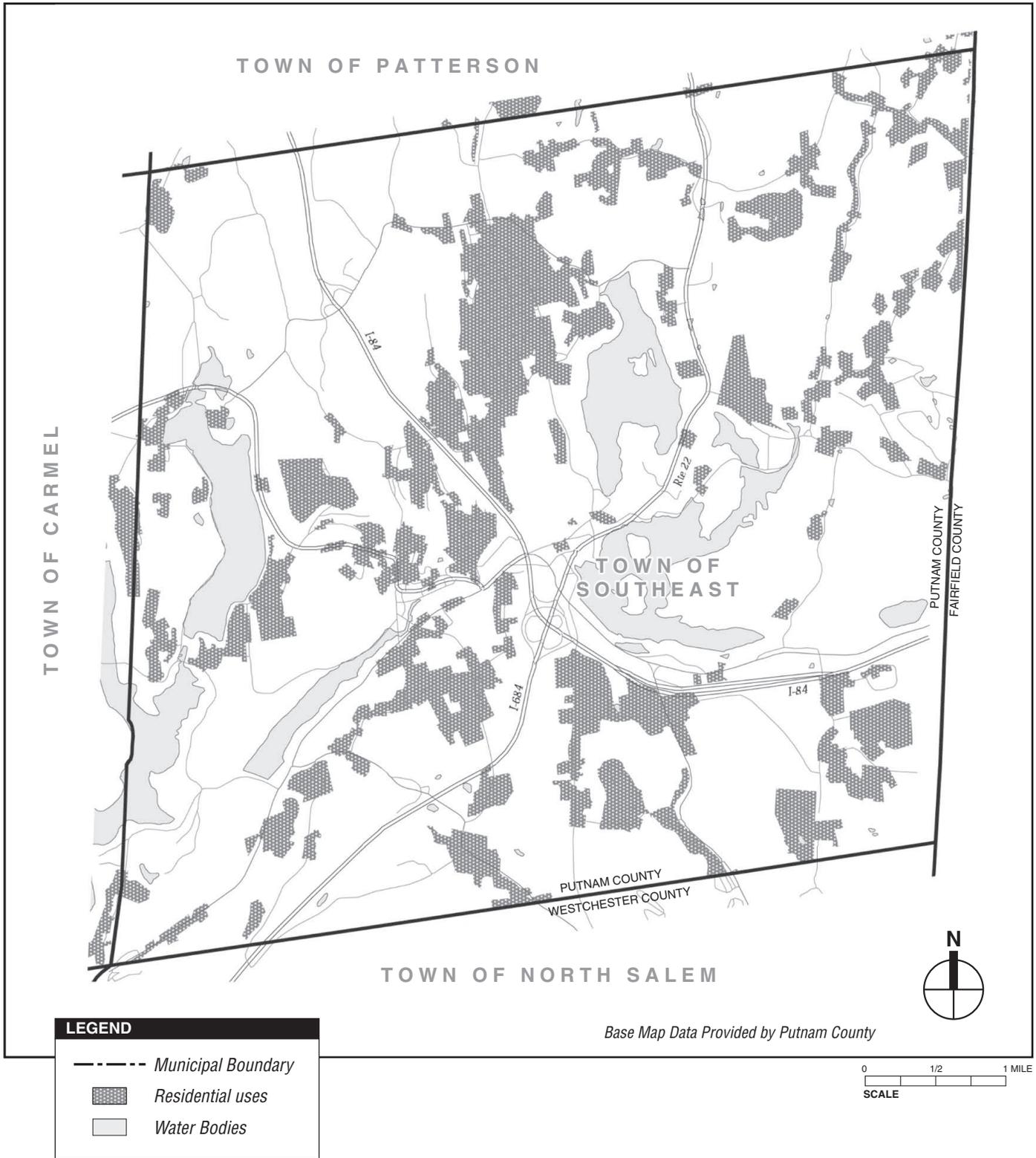
Table 3-1
Generalized Land Use Trends: Town of Southeast and Putnam County

	Town of Southeast					Putnam County				
	1968		1991		1968-1991	1968		1991		1968-1991
	Acres	%	Acres	%	%	Acres	%	Acres	%	Pct.
Residential	1,707	7.7	3,842	17.3	125.1	13,377	8.5	24,967	15.9	86.6
Commercial	118	0.5	700	3.0	493.2	911	0.6	2,028	1.3	122.6
Ag/For/Und/Wet*	19,589	88.0	16,114	73.0	-17.7	136,149	86.5	124,189	78.9	-8.8
Notes:	* “Ag/For/Und/Wet” = Agriculture, Forested, Undeveloped, and Wetland. Estimates for this category may not accurately reflect actual use of the land as the estimates were based on aerial reconnaissance and not ground surveys. Total acreage exceeds total area in Town due to variables inherent to aerial surveys.									
Sources:	Putnam County Land Use Dynamics Study, Cornell Laboratory for Environmental Applications of Remote Sensing, 1993.									

Several figures in Table 3-1 are particularly relevant for the Town of Southeast. Residential acreage increased by 125 percent between 1968 and 1991, while the population increased by only 15 percent over a similar period. Much of that may have been attributable to the increased residential development of the 1980s, which tended to favor larger lots. This Town-wide growth in residential land development (125 percent) substantially exceeded the growth experienced throughout Putnam County as a whole (almost 87 percent).

For commercial land, the increase is even more dramatic. Between 1968 and 1991, commercial acreage in the Town of Southeast increased by almost 500 percent, whereas Putnam County’s increase was 123 percent. Much of the increase in commercial land was experienced along Route 22 where service-oriented retail establishments were built to serve the growing residential population and travelers along Route 22. In addition, as the competitive advantages of Southeast’s access to interstate highways became apparent to the expanding metropolitan market, new office and light industrial development began to appear in areas such as Fields Lane, Route 6 east of the Village of Brewster, and at the interchange of Interstate 84 and Route 312.





TOWN OF PATTERSON

TOWN OF CARMEL



PUTNAM COUNTY
WESTCHESTER COUNTY

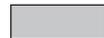
PUTNAM COUNTY
FAIRFIELD COUNTY

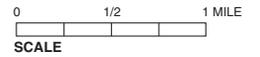
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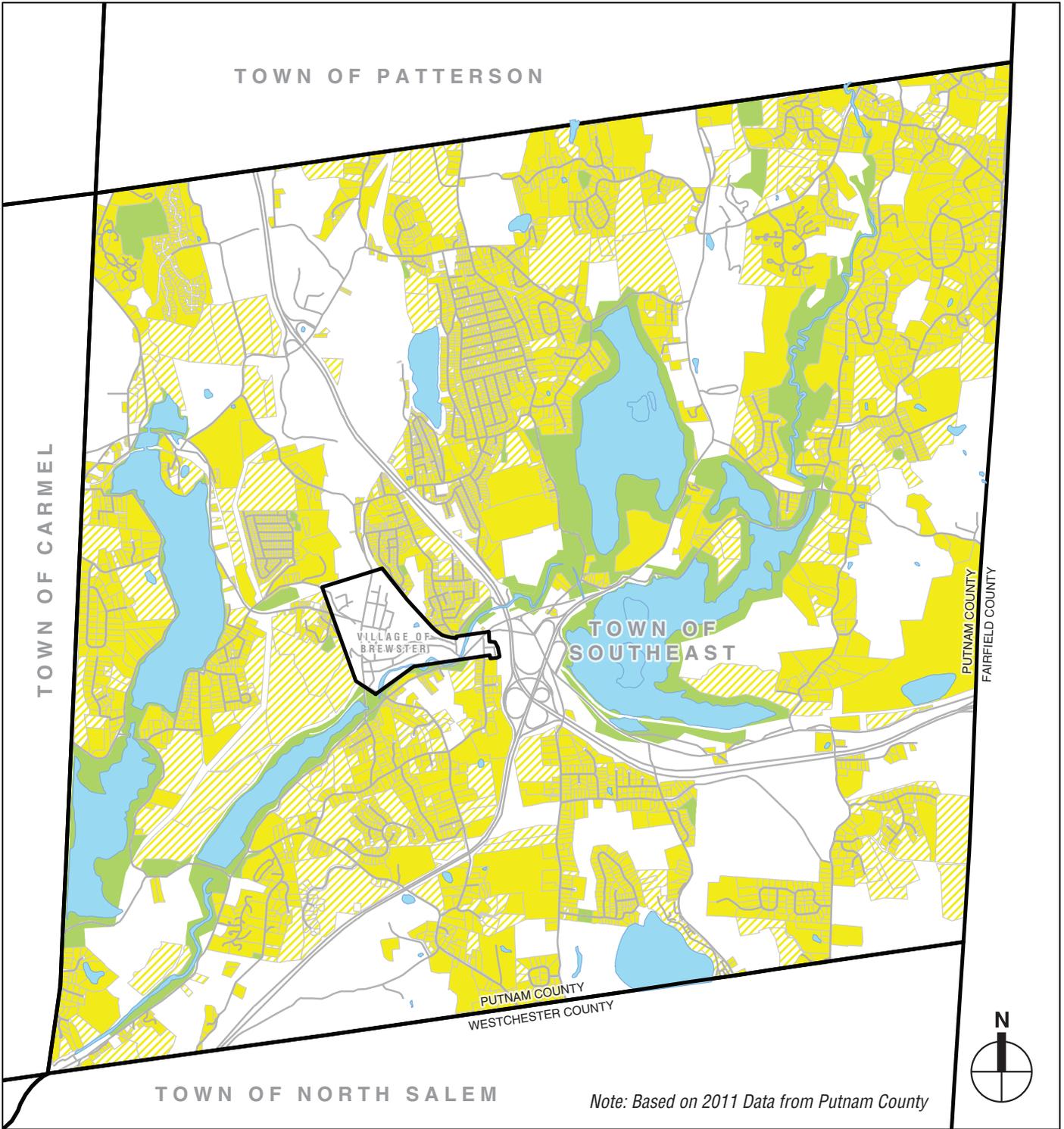
TOWN OF
SOUTHEAST

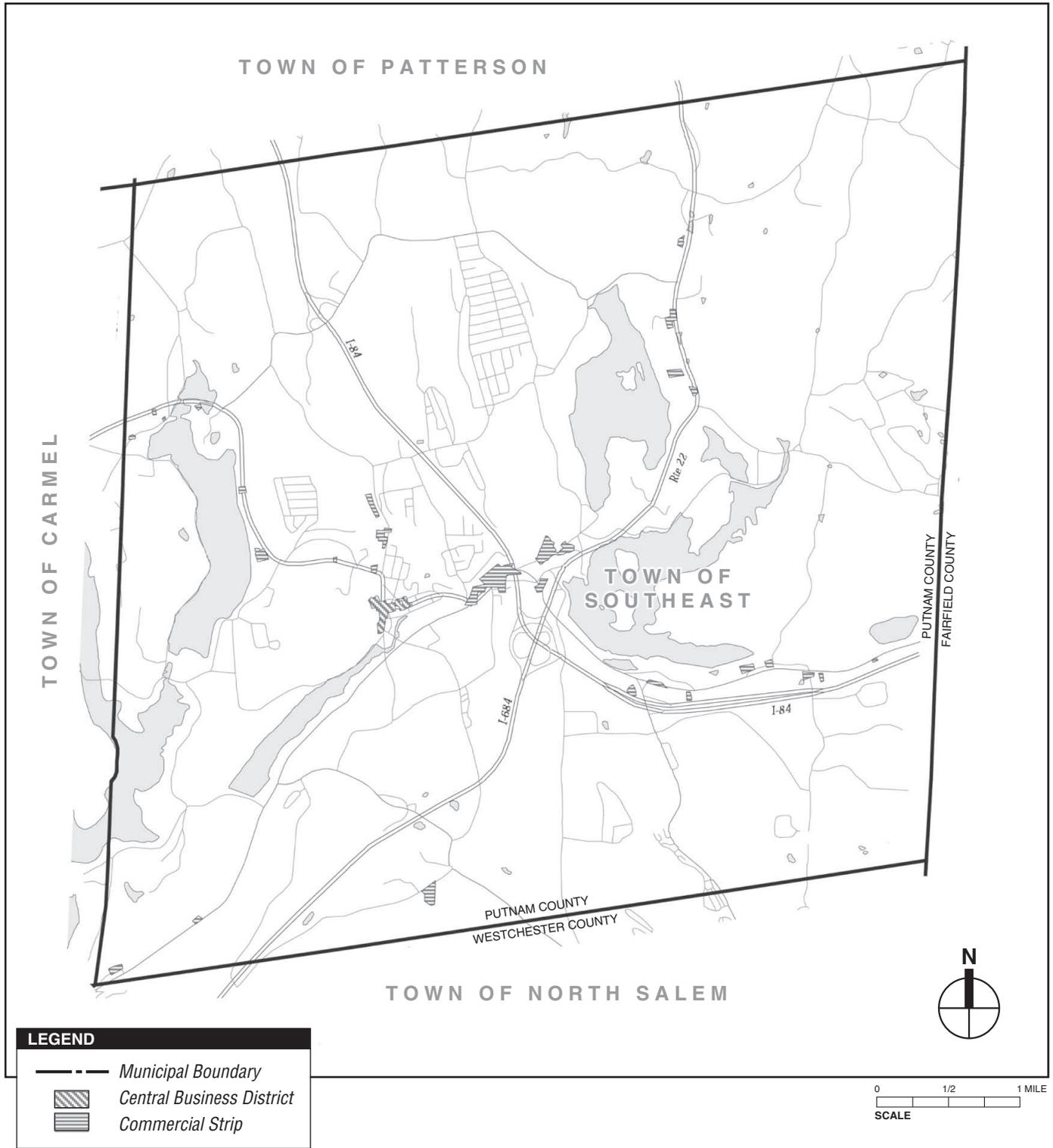


LEGEND

-  *Municipal Boundary*
-  *Water Bodies*
-  *Residential Uses*

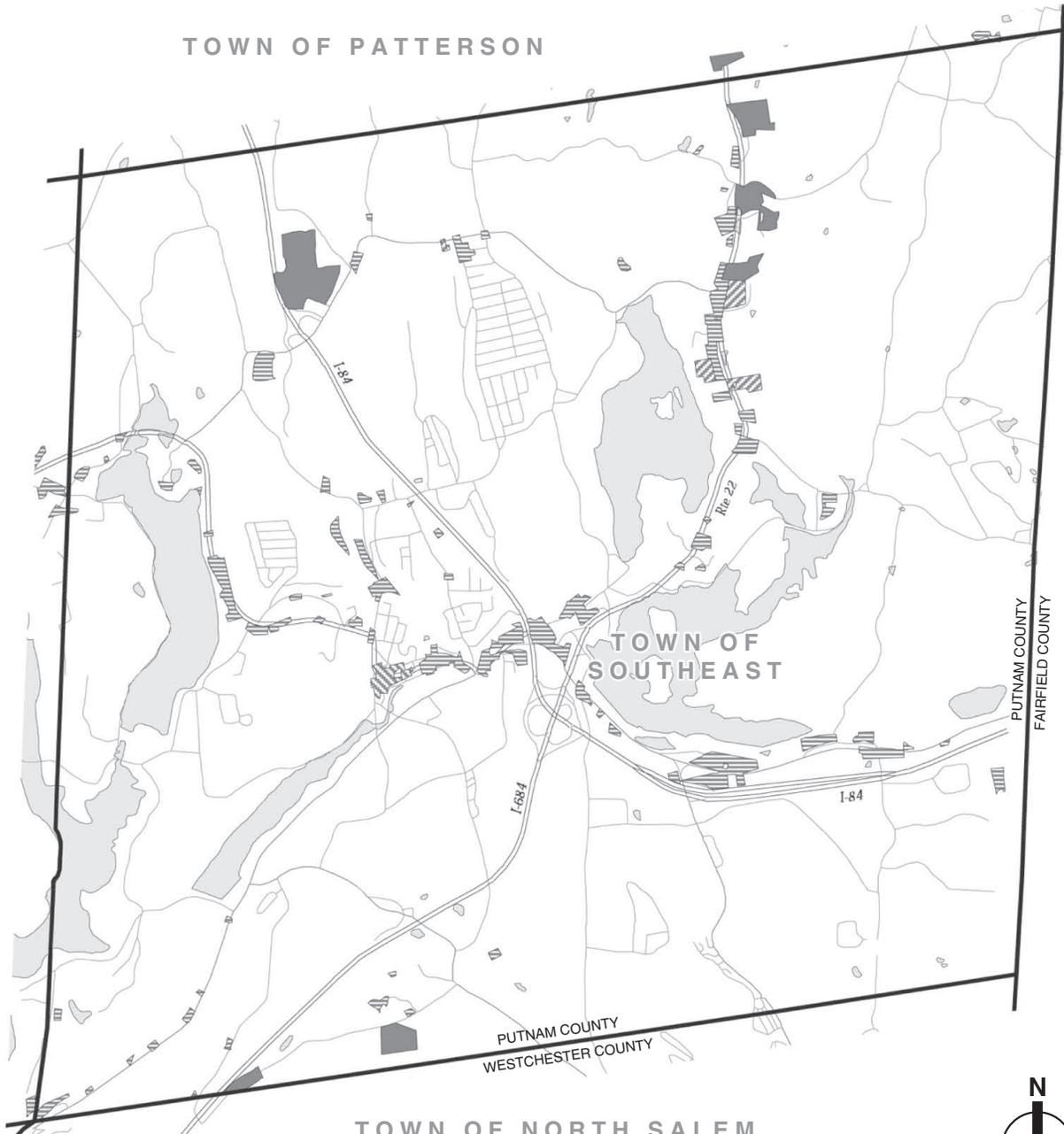






TOWN OF CARMEL

TOWN OF PATTERSON



LEGEND

-  Municipal Boundary
-  Commercial/Industrial
-  Central Business District
-  Shopping Center
-  Commercial Strip

TOWN OF PATTERSON

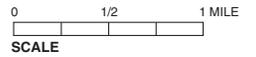
TOWN OF CARMEL

TOWN OF SOUTHEAST

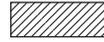
PUTNAM COUNTY
FAIRFIELD COUNTY

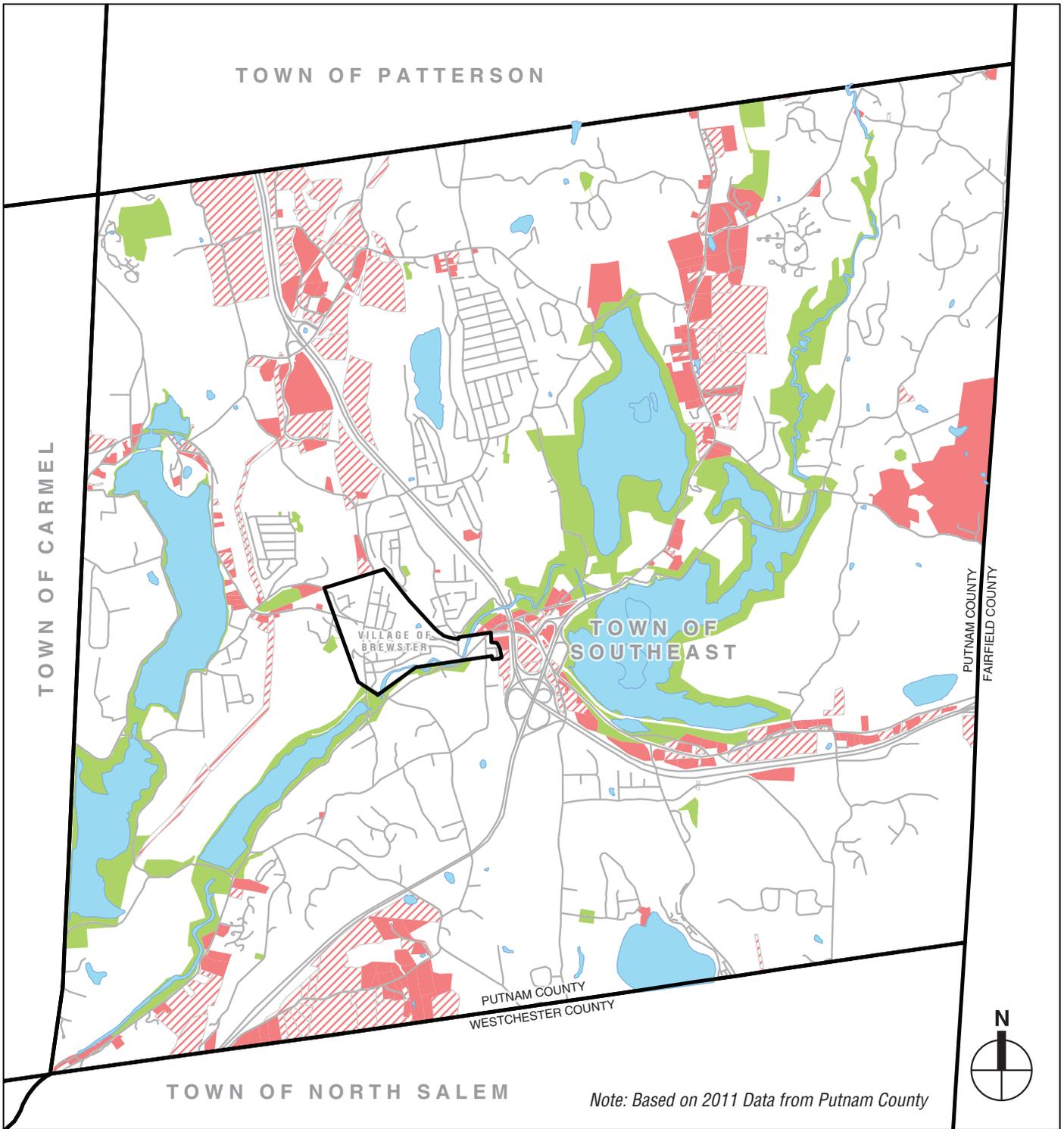
PUTNAM COUNTY
WESTCHESTER COUNTY

TOWN OF NORTH SALEM



LEGEND

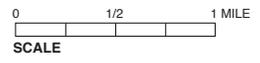
-  *Municipal Boundary*
-  *Water Bodies*
-  *General Commercial*
-  *Light Industrial*



Note: Based on 2011 Data from Putnam County

LEGEND

-  Municipal Boundary
-  Commercial
-  Vacant Commercial (as coded by RPS)
-  Water Supply



The net result of the increase in residential and commercial development is a marked decrease in agricultural land, forests, wetland areas, and other undeveloped land. In Southeast, between 1968 and 1991, there was a loss of 18 percent of this undeveloped land, double the rate of loss in Putnam County as a whole. Since a significant amount of the acreage in this category includes New York City watershed lands and reservoirs, the effective acreage of undeveloped land lost is greater than this figure suggests.

LAND USE ESTIMATES: 1993, 2000, AND 2013

Two separate analyses of land uses within Southeast have been prepared using New York State Office of Real Property Services (RPS) tax parcel data. The 1993 data were obtained from the County's Phase I Planning Analysis for the Croton Plan which replicated data from the Final Generic Environmental Impact Statement on the Watershed Regulations prepared by NYCDEP. These data are aggregated into broad categories, but are not defined by specific RPS codes. Tax parcel data current to 2000 and 2013 were obtained from the Town of Southeast's Tax Assessor specifically for use in this document. Once again, individual RPS classifications were aggregated into larger categories.

It is important to note that these two sets of data should not be directly compared to determine trends in land use because the data sources and analyses are likely different. For example, commercial and industrial land uses in 1993 occupy significantly more acreage than in 2000 or 2013. This is likely the result of an uncorrected reporting of 1993 land uses that may show some vacant or residential (condominium ownership) land as commercial. The 2000 data were field checked for accuracy and corrected in some cases. (This does not imply that the underlying RPS classification is in error; rather, that RPS classifications and land use classifications are not directly comparable.)

Estimates of land uses in the Town of Southeast for 1993, 2000, and 2013 are summarized in Table 3-2. The estimates are presented together in Table 3-2 in order to provide a general overview of land uses at two points in time. The current residential and commercial land uses are illustrated in Figures 3-4 and 3-8, respectively.

Table 3-2
Land Use in Southeast 1993, 2000, and 2013

Type	1993		2000		2013	
	Acres	%	Acres	%	Acres	Percentage
Agriculture	693	3%	283	1%	1,343	7%
Residential	3,513	16%	6,277	28%	7,467	36%
Commercial / Industrial	1,027	5%	702	3%	1,022	5%
Industrial	299	1%	NA	NA	103	1%
Government / Institutional	500	2%	1,077	5%	472	2%
Vacant	11,729	52%	6,379	28%	5,041	25%
Open Space	1,205	5%	1,237	6%	1,320	6%
Water Supply Land	NA	NA	2,950	13%	3,271	16%
Utility	NA	NA	NA	NA	520	3%
Unidentified	3,200	14%	3,261	15%	1,607	7%
Village of Brewster	284	1%	284	1%	284	1%
TOTAL¹	22,450	100%	22,450	100%	22,450	100%
Notes: The 1993 and 2000 data was adjusted to capture the full land area of the Town. Acreage for which no land use is known, is indicated as “unidentified.”						
Sources: 1993: Putnam County, Comprehensive Croton System Water Quality Protection Plan: Phase I Planning Analysis. October 1998, Revised November, 2000. 2000 and 2013: Town of Southeast Tax Assessor.						

While the data between 1993, 2000, and 2013 should not be directly compared (due to constraints with the sources discussed above), certain trends and the current land use pattern are worth noting. Following the earlier land use trends identified between 1968 and 1991, residential development between 1993 and 2000 increased by approximately 2,085 acres. While it continued to grow between 2000 and 2013, it grew at a slower rate, adding 1,190 acres.

Residential land uses currently represent approximately 36 percent of the Town’s overall land use.

Between 1993 and 2000 there was significant growth in commercial and light industrial uses along the existing commercial corridors (Route 22 and Route 6), and in new areas such as Fields Lane and the interchange of I-84 and Route 312. However, these land uses did not change substantially between 2000 and 2013. Instead there has been a growth in agricultural uses over the past decade. While some of this growth may be attributable to the parcel being “unidentified” or “vacant” in 1993 and 2000, the growth of this use has been particularly due to the expansion of equestrian uses in the past few years.

Between 1990 and 1997, development of housing followed a different pattern from what was seen during the last five years of the 1980s, when several hundred residential building permits were being issued each year. Following the economic downturn of the late 1980s and concern over the effect of the watershed regulations, new building permits in the 1990s followed a flatter pattern, with years when only 50 or 75 units were constructed punctuated by two years (1993 and 1994) when several hundred units were constructed. This pattern is typical of a community whose neighborhoods have largely been developed or “built out” and whose remaining open

parcels, though difficult to build on because of environmental constraints, are being considered for large subdivisions.

Residential Development continued to grow between 2000 and 2013, but at a slower rate overall. This was likely due to two factors, the first being that the Town changed its subdivision and zoning regulations following the adoption of the 2002 Comprehensive Plan. These changes increased the minimum lot size for most areas of the Town, which in turn reduced development potential. The second major factor was the economic downturn of 2008, which resulted in a nation-wide collapse of the housing market and significantly slowed development in Southeast.

3.2 DEMOGRAPHIC AND EMPLOYMENT TRENDS

Driving the consumption of undeveloped land is the pressure placed on the Town by an increasing residential population (see Table 3-3 below). The populations of Southeast and surrounding communities in Putnam County grew quickly between 1970 and 2000. However, that pace has slowed since 2000, and reflects a number of factors including the general decline in birth rates nationally and the economic downturn of 2008. However, it is noted that Southeast's population has grown at a faster rate than Putnam County as a whole. This is likely due in part due to its location at the intersection of two interstate highways, the availability of mass transit, and employment opportunities.

GROWTH TRENDS

In the post-war decades from 1940 to 1970, Southeast's population increases lagged behind several of the other communities—such as Kent, Carmel, and Patterson—where population increases averaged 67 percent over the three decades. Growth rates between 1970 and 1980 in Putnam County towns were lower than the initial post-war boom but were still exceptionally high averaging 44 percent. During the same period, the villages in the County averaged only 0.6 percent growth, with the Village of Nelsonville losing 2.7 percent of its population. Between 1970 and 1980, the County as a whole increased in population by 36.2 percent. This trend reflects the suburbanization of the New York metropolitan region during this period and appears to have concentrated in Carmel, Kent, and Patterson more than in Southeast.

Between 1980 and 1990, however, Southeast's growth rate surpassed the surrounding communities and the County as a whole. The Town's population increased by nearly 31 percent, more than triple the rate of Putnam County and significantly greater than that of surrounding towns. This disparity is a result of the decreasing availability of land in other towns. After land consumption peaked in the other communities during the previous three decades, Southeast became more attractive for development during the 1980s.

Between 1990 and 2000, Southeast's population growth continued to exceed growth throughout Putnam County and that of other municipalities, with the exception of Patterson. Patterson led the growth in the County with a rate of 30.3 percent, similar to what Southeast had experienced during the 1980s (see Table 3-3). This trend continued between 2000 and 2010, albeit at a substantially lower rate, with Patterson leading the growth in the County with a rate of 6.34 percent. Southeast followed closely behind with a rate of 6.28 percent. Both Towns exceeded Putnam County's growth rate of 4.14 percent between 2000 and 2010.

Putnam County's population growth rate between 1990 and 2000 surpassed all counties in the lower and middle Hudson River valley, including Westchester (5.6 percent), Dutchess (8.0 percent), Rockland (8.0 percent), and Orange (11 percent) counties.

While Putnam County continued to outpace Westchester County (2.8 percent) between 2000 and 2010, it fell behind the growth of Dutchess (6.2 percent), Rockland (8.7 percent), and Orange (9.2 percent) Counties.

**Table 3-3
Population Trends in Putnam County**

Town	Population					Percentage Change			
	1970	1980	1990	2000	2010	1970-1980	1980-1990	1990-2000	2000-2010
Putnam County	56,696	77,193	83,941	95,745	99,710	36.15%	8.74%	14.06%	4.14%
Town of Southeast	9,901	11,416	14,927	17,316	18,404	15.30%	30.76%	16.00%	6.28%
Town of Carmel	21,639	27,948	28,816	33,006	34,305	29.16%	3.11%	14.54%	3.94%
Town of Kent	8,106	12,433	13,183	14,009	13,507	53.38%	6.03%	6.27%	-3.58%
Town of Patterson	4,124	7,247	8,679	11,306	12,023	75.73%	19.76%	30.27%	6.34%

Notes:
Sources:

EMPLOYMENT TRENDS

Despite the recent economic downturn, employment in Southeast has continued to increase since the 2002 Comprehensive Plan. As shown in Table 3-5, below, employers in Southeast provided approximately 3,924 jobs in 1997, representing 35 percent of the County’s job base. In 2007 (the most recent data available) employers in Southeast provided approximately 6,275 jobs, representing 39 percent of the County’s job base.

The largest industry sectors in Southeast remain manufacturing, wholesale and retail trades, and health care/social services. The manufacturing industry in Southeast continues to provide almost half of the County’s manufacturing jobs. The concentration of these types of industries in Southeast is likely due to the Town’s accessible location near major transportation routes.

Table 3-4
2007 Employment Statistics

Employment Status	Southeast		Putnam County	
	Estimate	Percent	Estimate	Percent
Population 16 years and over	14,745		78,988	
In labor force	10,785	73.1%	54,038	68.4%
Civilian labor force	10,785	73.1%	54,019	68.4%
Employed	9,996	67.8%	50,615	64.1%
Unemployed	789	5.4%	3,404	4.3%
Armed Forces	0	0.0%	19	0.0%
Not in labor force	3,960	26.9%	24,950	31.6%
Notes:				
Sources: U.S. Census Bureau, 2007-2011 American Community Survey				

Table 3-5
1997 Employment by Industry

Industry	Southeast		Putnam County	
	Number of Establishments	Number of Employees	Number of Establishments	Number of Employees
Manufacturing	27	789	74	1,595
Wholesale Trade	52	391	126	729
Retail Trade	88	728	320	2,707
Real Estate, Rental & Leasing	38	76	107	251
Professional, Scientific, & Technical Service	73	388	248	853
Administrative, Support, Waste Management & Remediation Services	25	344	92	768
Educational Services	3	N.A.	17	50
Health Care & Social Services	50	517	189	1,999
Arts, Entertainment & Recreation	12	61	34	377
Accommodation & Food Services	44	431	144	1,207
Other Services (except Public Administration)	40	199	168	670
Total	452	3,924	1,519	11,206
Notes: N.A. Not available since this sector employs under 20 employees.				
Source: U.S. Census Bureau, 1997 Economic Census.				

Table 3-6
2007 Employment by Industry

Industry	Southeast		Putnam County	
	Number of Establishments	Number of Employees	Number of Establishments	Number of Employees
Manufacturing	33	828	92	2,030
Wholesale trade	43	595	119	928
Retail trade	96	1,221	342	3,171
Information	15	186	58	**
Real estate and rental and leasing	20	70	110	300
Professional, scientific, and technical services	79	484	341	***
Administrative and support and waste management and remediation services	49	170	196	782
Educational services	5	*	29	253
Health care and social assistance	70	1,569	269	4,944
Arts, entertainment, and recreation	16	304	78	933
Accommodation and food services	51	554	209	1,704
Other services (except public administration)	61	294	244	1,081
TOTAL	538	6,275	2,087	16,126
Notes:	* 20 to 99 employees			
	** 500 to 999 employees			
	*** 1,000 to 2,499 employees			
Sources:	U.S. Census Bureau, 2007 Economic Census			

*

4.0 INTRODUCTION

Natural resources help to define Southeast's community character. Residents of Southeast can identify with the rolling topography, the streams and reservoirs, and the broad vistas available from many local roads. The quality of this landscape is important to the residents of Southeast. The quality of the landscape is also important to the consumers of New York City's drinking water as well as the consumers of local groundwater. Protecting the Town's natural resources is a significant consideration in the Town's Comprehensive Plan.

As anticipated by the 2002 Comprehensive Plan, concerns for environmental quality and the impact that new development has on the environment, especially with respect to wetland and water quality issues, has led to new regulatory and planning tools at multiple levels of government. The 2002 Comprehensive Plan recommended that the Town's local laws and policies be coordinated with the New York City Watershed Regulations, and federal and State wetland laws to ensure a unified approach to natural resource protection. Coordinating protection efforts serves the Town's interests by ensuring that the Town has the first opportunity to protect its own resources; especially as the Town's remaining open spaces and undeveloped lands are considered for potential development. Protecting natural resources and protecting community character go hand in hand. As such, since the 2002 Comprehensive Plan, the Town has taken the following actions to protect water quality and natural resources:

1. Amended the Zoning Map to reduce the development potential of certain sensitive sites. In particular, substantial areas within and around the Great Swamp were rezoned to R-160 and RC (Resource Conservation).
2. Adopted Chapter 78 of the Town Code, "Freshwater Wetlands."
3. Adopted Chapter 97 of the Town Code, "On-Site Sanitary Sewer Systems."
4. Adopted Chapter 119 of the Town Code, "Stormwater Management and Erosion and Sediment Control."
5. Adopted a ridgeline protection ordinance.
6. Implemented water quality improvements to Lake Tonetta and established a Tonetta Lake Advisory Committee. In addition, a Lake Tonetta Watershed (LTW) Zoning District was established and applied to the area west of Tonetta Lake.
7. Entered into an inter-municipal agreement with North Salem to create the Peach Lake sewer district and to construct the Peach Lake Environmental Center to treat waste water from the adjacent residential communities.

4.1 BACKGROUND

The Town's supply of open spaces (both public and private lands) includes land surrounding the reservoirs and East Branch of the Croton River that is owned by NYCDEP. Significant elements of the Town's open spaces are part of the New York State Department of Environmental Conservation managed Bog Brook Unique Area, the Great Swamp Critical Environmental Area (CEA), the Atlantic White Cedar swamps north of Lake Tonetta and Brewster Pond, and several aquifer areas including one that provides the Village of Brewster with drinking water. Other important parcels are owned by Putnam County Land Trust: Save Open Spaces, Inc. A number of federal, State, and local designated wetlands are also located throughout Southeast. Together these open spaces contribute to the community character and provide clean drinking water for residents of the Town and New York City.

The Great Swamp Watershed Conservation Strategy study, prepared by The Nature Conservancy in 1999, outlines additional levels of protection for this important natural resource. The 1992 Master Plan outlined several recommendations with respect to the Great Swamp, including revisions to zoning and wetland laws to provide additional protection. This Comprehensive Plan echoes those recommendations by reference.

Another study, entitled "Lake Tonetta: A Guide to the Past, Present and Future" and prepared by the Town of Southeast Conservation Commission in 1997, describes the natural and cultural influences on Lake Tonetta and its water quality.^{1, 2} This document outlines a number of management strategies to ensure the continued quality of the Lake Tonetta environment for use as a Town park and for the rare and important Atlantic White Cedar Swamp located on the lake's northern shore. According to the Lake Tonetta report, this ecosystem has been identified by New York State's Natural Heritage Program as imperiled throughout its range or with a high vulnerability to extinction. The Atlantic White Cedar itself is a protected rare plant in New York State.

According to Putnam County Parcel and Real Property Service (RPS) data, Southeast contains approximately 25 agricultural parcels totaling approximately 1,343 acres. These agricultural uses are divided between horse farms, dairy farms, orchards, nurseries and greenhouses, and some land currently used for educational purposes or as rural residential property. These properties contribute to the Town's mix of rural and suburban community character, and several are located along scenic roads or entrances to the Town.

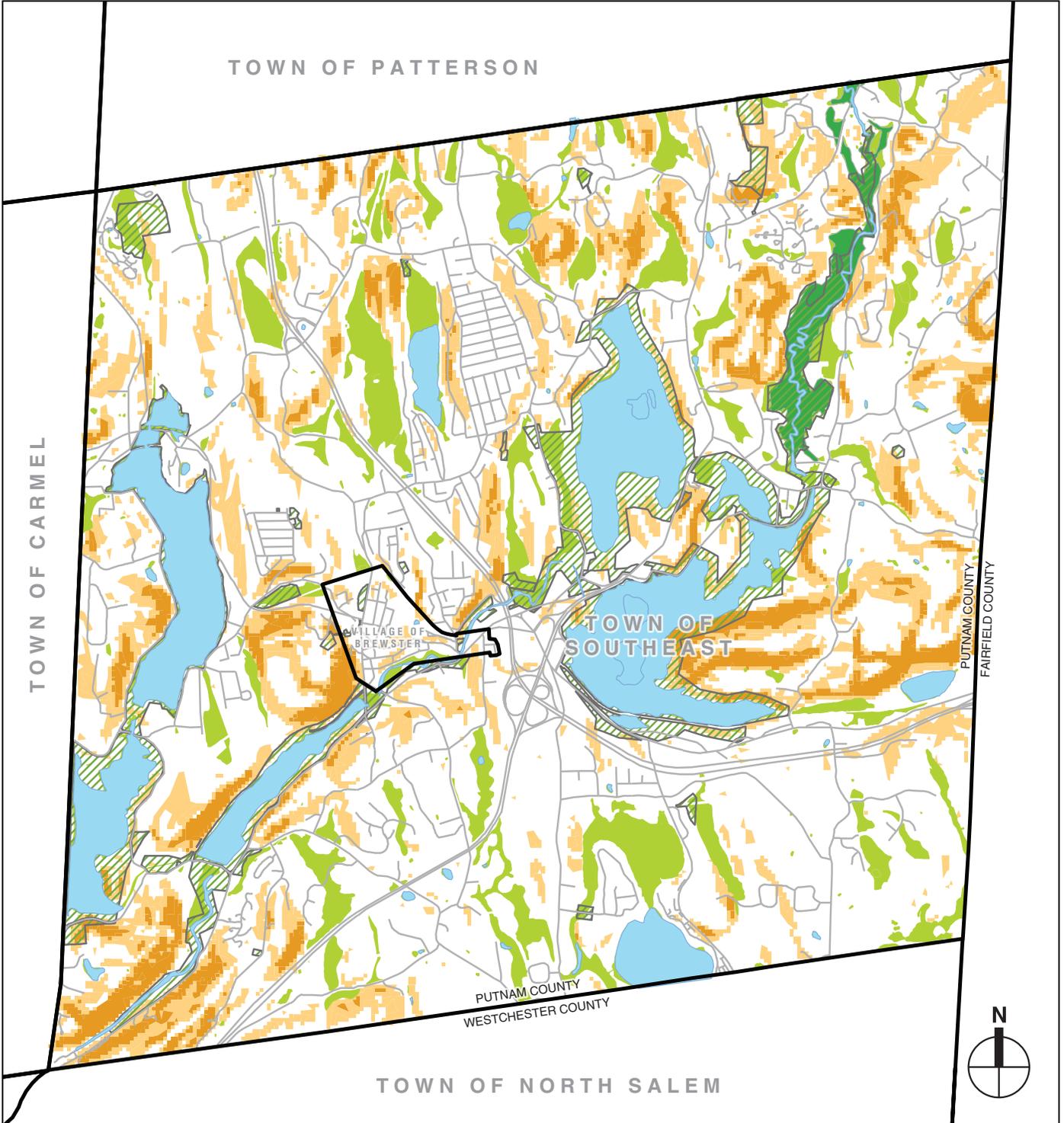
4.2 INVENTORY OF NATURAL RESOURCES³

Figure 4-1 identifies some of the important natural features within the Town of Southeast. As the figure indicates, much of the Town's land is characterized by steep slopes, wetlands, or water

¹ Michael T. Ciaiola led many of the efforts involved in this study and was the primary author of the report entitled "Lake Tonetta: A Guide to the Past, Present, and Future."

² The Conservation Commission was dissolved in 2007. The Town of Southeast Planning Board and Town Wetland Inspector now fill that role.

³ Information in Section 4.2 was obtained from the January 1992 Town of Southeast Master Plan prepared by Buckhurst Fish Hutton Katz & Jacquemart, Inc. which derives some of its material from a Generic Environmental Impact Statement for proposed rezoning actions within the Town prepared by Manual S. Emanuel Associates. Minor editing has been done.



LEGEND

- Municipal Boundary
- Water Supply Land
- Great Swamp
- Wetlands
- Slope**
- 15% - 25%
- >25%

courses and reservoirs. These features are critical components of the Town's quality-of-life, community character, and watershed protection efforts. Figure 4-2 locates some of the streams and water bodies with Southeast. Figure 4-3 identifies some of the open space resources. Figure 2-3 (see Section 2, "Geographic and Historic Context") identifies some of the historic and cultural resources that add to the Town's character.

TOPOGRAPHY

Southeast lies in the Harlem Valley, with a slice of the smaller, historic Oblong Valley running through its eastern side. Despite this, Southeast is hilly. Southeast's hilliness is interwoven with large, flat parcels, rivers, streams, and waterbodies. With no one water system or range of hills, Southeast's defining feature is the variable texture of its terrain. Its varied elevations are part of the larger Hudson highlands range. The highest hills in Southeast are Joe's Hill at 917 feet, Snake Hill at 770 feet, and Farrell Hill at 766 feet. Other distinguishing hills are Marvin Mountain, partly in the Village of Brewster, and Mount Ebo.

Topography or terrain can limit the type of development considered and may prohibit development altogether depending upon the degree of slope. Slopes in excess of 25 percent may prohibit development. Low-density residential development on these slopes is feasible; however, it is very difficult to build the roads needed to service them. In addition, excessive erosion may result as a consequence of development in these areas. Land having 15 to 25 percent slopes is considered unsuitable for residential development. Since May 2000, the Putnam County Department of Health will not approve septic systems on slopes of 15 percent or greater or on slopes modified to 15 percent. Land with slopes of 8 to 15 percent is considered moderate in degree. These areas can be utilized for both residential and commercial development, but are more conducive to residential development since commercial development may require extensive re-grading of the land to produce the required gentle contours. Land with slopes of 0 to 8 percent may be preferred for commercial development, which generally requires large flat areas for building pads and parking lots.

Land with prominent steep slopes can be found in the northeastern quarter of the Town, with the exception of some areas within the East Branch of the Croton River basin. Probably the two most pronounced areas of steep slopes can be found east of the East Branch Reservoir, better known as Joe's Hill, and in the southwest corner of the Town. The northwestern quarter of the Town has a great deal of slopes greater than 8 percent, but only a few considerable large areas of steep slopes exist. The southeastern quarter of the Town has generally slight to moderate slopes and is, therefore, less susceptible to erosion problems compared to more steeply sloped portions of the Town.

SOILS

The Town's soils characteristics are important development and conservation information, as they determine vegetation, wildlife, surface and groundwater resources, and development potential. New development is particularly constrained by shallow soils (shallow depth to bedrock) and poor or slow permeability.

Southeast has a wide variety of soil types resulting from glaciation during the Ice Age and subsequent weakening and erosion of bedrock and glacial till. These soils can be grouped into eight general categories based on their principal properties, such as: presence of rock outcrops, shallow depth to bedrock, extremely stony, slow permeability, shallow depth to seasonal water

Town of Southeast Comprehensive Plan

table, wetland soils (constant shallow depth to water table), well-drained soils, and unclassified or cut-and-fill soils.

Southeast has only three significant concentrations of bedrock outcrops. The first major outcrop area is located in the southwestern corner of Town and extends along the eastern side of two large hills immediately west and southwest of Diverting Reservoir. A second major outcrop area is located in the higher elevations of land immediately east of the East Branch Reservoir (Joe's Hill). The third significant area is located in the northeast corner of the Town in the higher elevations east of Sears Corners and south of Deforest Corners.

Areas within the Town having bedrock at a depth of less than four (4) feet generally correspond to areas of bedrock outcrops, but tend to be more widespread. In addition to the three bedrock outcrop areas, shallow depth to bedrock can be found west and immediately north of the Middle Branch Reservoir, on both sides of I-84 in the northern portion of the Town, and in scattered areas north and south of Bog Brook Reservoir and north of Peach Lake.

Several areas tend to have large boulders or stony soils. These are located in scattered bands, primarily in the northeastern quadrant of the Town and are strongly associated with the presence of bedrock at or near the surface. Other areas of stony soils are located east of the East Branch Reservoir, at the southeastern end of Croton Falls Reservoir, west of the Middle Branch Reservoir, and directly north of Lake Tonetta.

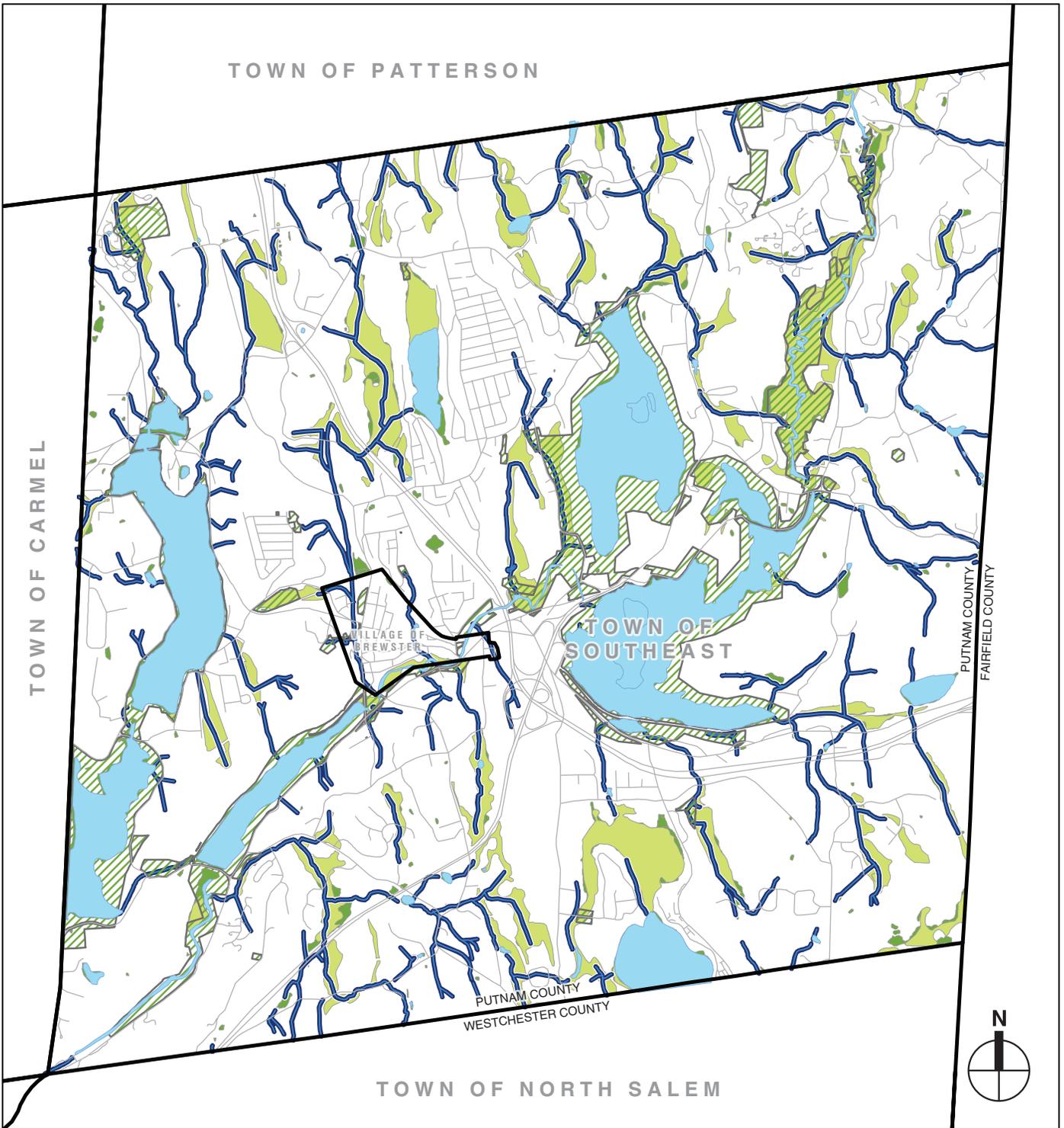
A large portion of the Town's soils is classified as having slow permeability—a property usually resulting from the presence of a fragipan, or impermeable layer of soil. These soils are typically located in areas of moderate elevation and slopes, and can be found in most of the land south and west of I-84, except at high and very low elevations, and in land near I-684. Two additional areas having the same soil characteristics are located in areas of moderate elevation along the northern portion of Route 22 and along the northeastern border of the Town (extending north to south).

Soils with a shallow depth to the seasonal water table are generally found in areas adjacent to wetlands or in other low-lying areas. These soils are found in only very small bands throughout the Town.

Wetland soils correspond directly to wetland areas in the Town where soils remain saturated for most or all of the year. These soils are widely dispersed throughout the Town. Large areas of wetlands soils are evident south of Diverting Reservoir, north of Peach Lake, north and west of Lake Tonetta, and in low-lying areas north of the Bog Brook and East Branch Reservoirs.

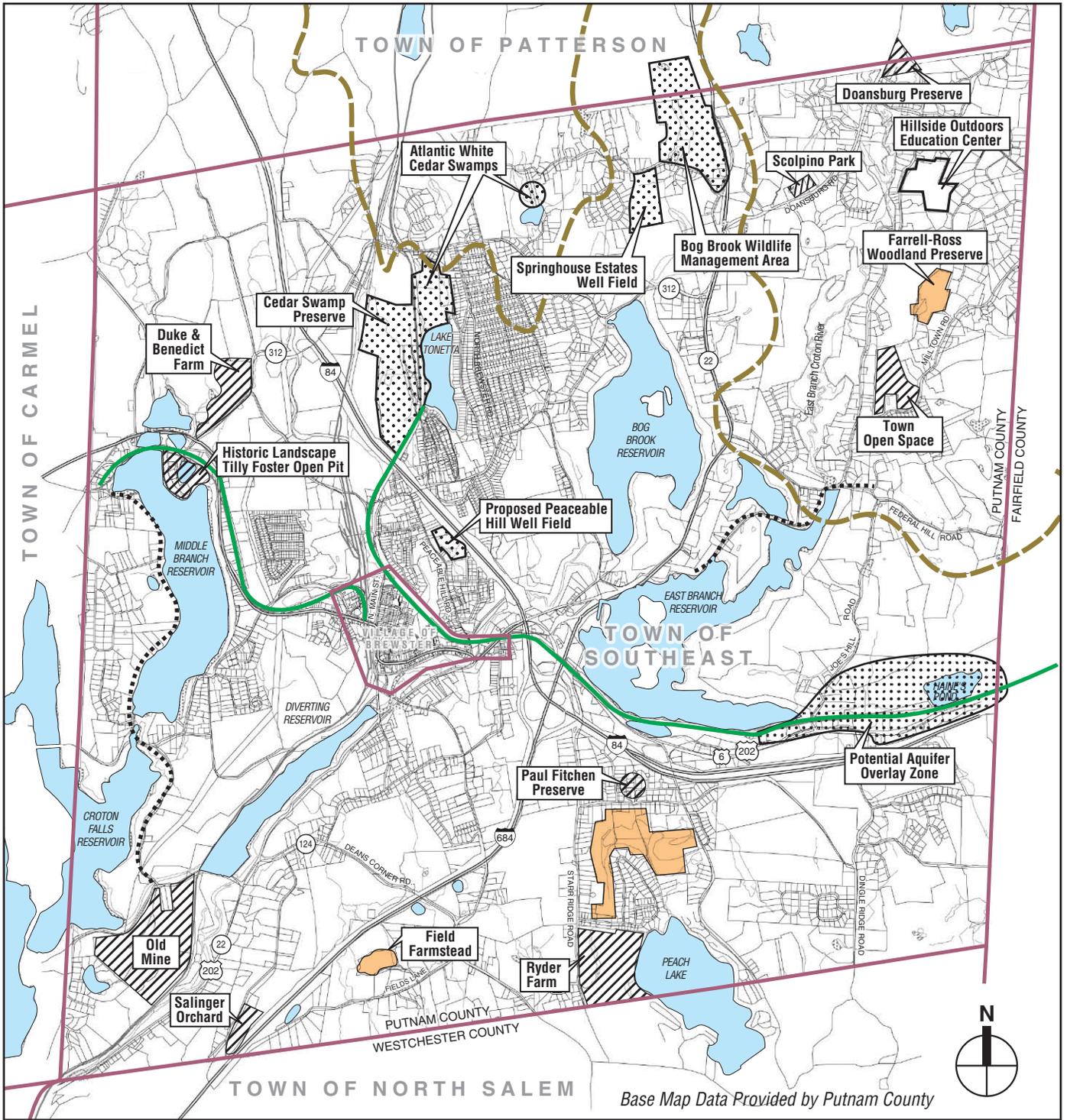
Soils with relatively good permeability (well-drained soils) form a fairly large band in the central portion of the Town. The northern portion of this band is located east of I-84, and extends southward nearly to the interchange of I-84 and I-684. The southern portion of this band begins directly west of this interchange and extends south to the Town border, on either side of I-684.

Unclassified, or cut and fill soils, are generally a result of human activity, but include soils that do not readily fit into any of the other categories described above. These can be found in small pockets along roads in the Town or as dams for the various reservoirs.



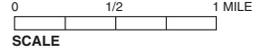
LEGEND

-  Municipal Boundary
-  Water Supply Land
-  Streams (NYC DEP)
-  Fresh Water Wetlands (DEC 2006)
-  NWI Wetlands (2009)
-  NYCDEP Regulated Buffers



LEGEND

	Municipal Boundary		Significant Features
	Putnam Land Trust		The Great Swamp Watershed/CEA
	Potential Critical Environmental Area		Scenic Road
	Putnam Trailway		



WETLANDS

Southeast has abundant freshwater wetlands, identifiable by their soils, vegetation and hydrology. Many used to be called swamps or marshes up until the day they were filled in. Wetlands are now recognized for their many functions and benefits:

- groundwater recharge and discharge;
- flooding and stormwater runoff control;
- sediment retention;
- sediment stabilization;
- wildlife and aquatic diversity and abundance;
- nutrient removal and transformation;
- recreation and open space; and
- visual relief from the built environment.

Wetlands are natural filters, able to remove and transform contaminants from daily runoff and floodwaters before they enter adjoining water courses or groundwater resources. This filtration is especially important as so many homeowners in Southeast are dependent on wells for potable water. As water enters a wetland, its velocity is generally slowed often to the point where its sediment load is deposited. These sediments can contain contaminants such as heavy metals, pathogens, organic matter, and excessive nutrients. Nutrients, such as phosphorus and nitrogen, can be assimilated by wetland plants. Nutrients can also bond to wetland soils where chemical processes can transform them into non-polluting elements.

Protection of wetlands requires more than not filling, draining, or dredging them. A wetland’s capacity to perform these functions must be protected through wetland vegetation, gradient, size and the amount of time water is detained. In 2003, the Town of Southeast updated its wetland ordinance (Chapter 78 of the Code of the Town of Southeast) to further protect wetlands and wetland buffers. The wetland ordinance protects all wetlands and the area surrounding the same based on hydrological soil grouping, and all watercourses and adjacent contributory surfaces based on hydrological soil grouping and slope percentage as indicated by the distances on the Tables 4-1 and 4-2 below. "Hydrological soil grouping" (HSG) is defined as a system of grouping soils according to the water infiltration and transmission rate characteristics when the soil is thoroughly wet. The Town of Southeast does not maintain a Town wetland map, and instead relies on a site specific investigation of soil hydrology by the Town Wetland Inspector.

**Table 4-1
Wetland Buffer by Hydrological Soil Group**

HSG		Buffer (feet)
A	High infiltration, transmission deeply drained	100
B	Moderate infiltration and transmission and moderately drained	133
C	Slow infiltration, transmission poor to well drained	166
D	Very slow infiltration, transmission, permanent water	200
Sources: §78-2 of the Code of the Town of Southeast		

Table 4-2
Watercourse Buffer by Hydrological Soil Group or Slope Percentage

HSG	Slope%	Buffer (feet)
A or A and B	0-3%; 3-8%	100
B or C	8-15%	100
C or D	15-25%	130
D or E	25-35%	170
F	35-60%	200
Sources: §78-2 of the Code of the Town of Southeast		

As indicated in Tables 4-1 and 4-2, the Town of Southeast regulated wetland buffer area is variable, depending on the hydrological soil group and slopes. Due to its more encompassing definition and variable buffer, the Town of Southeast wetland ordinance protects wetlands and wetland buffers that may not otherwise have been protected by the New York State Department of Environmental Conservation (NYSDEC) or Army Corps of Engineers (ACOE). The wetland ordinance requires development that is proposed to occur within a Town regulated wetland or wetland buffer to first obtain a permit from the Town of Southeast Planning Board. The Town of Southeast wetland permit does not replace the need for applicants to obtain permits from the NYSDEC or ACOE for development within a State or Federally controlled area, respectively.

There are a significant number of State-designated wetlands located in Southeast. Of these, three notable areas include the Tonetta Brook area located west of Lake Tonetta, the Peach Lake Brook located north of Peach Lake, and an area surrounding the East Branch of the Croton River extending from the East Branch Reservoir to the Town of Patterson.

The Great Swamp is another significant wetland located partially in Southeast. Southeast’s upper northeastern corner encompasses the southern tip of the Great Swamp and its drainage basin. This 4,202-acre wetland (other estimates of the size of the wetland areas within the Great Swamp are as high as 6,768 acres) located within a 62,343-acre watershed is a valuable resource and one of the State’s largest wetlands. The Great Swamp is a designated Critical Environmental Area in Putnam and Dutchess Counties, is listed as a Priority Conservation Project in the New York State Open Space Conservation Plan, as a Priority Wetland by the United States Fish and Wildlife Service, and has been nominated as a National Natural Landmark.

The Great Swamp has an important function in the hydrologic cycle of this area, acting as a vast biological filter for the East Branch of the Croton River and the New York City reservoirs downstream. The immensity of this wetland, and its value as a wildlife and rare plant habitat, water filter, backyard wilderness, and prime real estate have been recognized by several recent studies. The Regional Plan Association (RPA) prepared the Great Swamp Conservation Plan in 1991, which included specific recommendations to the towns that share the benefits and responsibilities to protect the swamp. The RPA study contained several recommendations for Southeast:

- Revise the Town wetlands ordinance to expand the designated buffer area to 150 feet for streams and wetlands;
- Recognize the Great Swamp in any new master plan;

- Create a Great Swamp overlay zone which would guide land use decisions, including the dedication of conservation easements, the use of transferable development rights, or other resource protection measures;
- Revise site plan review ordinances to specify that the Great Swamp and other wetlands be included as a positive natural feature in the site design; and
- Revise site plan requirements so that proposed site plans show the location of hydric soils, Town-and State-regulated wetlands, and slopes over 15 percent.

Another study, prepared by the Nature Conservancy in 1999, examined the Great Swamp and its watershed in extensive detail. “The Great Swamp: A Watershed Conservation Strategy” documents the multiple natural resources located in the swamp and its watershed, identifies the many existing opportunities for public access to and use of the Great Swamp, and encourages adoption of six primary initiatives to protect the Great Swamp:

- Increase public awareness of the Great Swamp;
- Foster local leadership on wetland and watershed protection;
- Strengthen wetland protections;
- Improve water quality;
- Protect plant and animal habitat; and
- Encourage compatible economic development and improved land-use planning.

As discussed above, the Town adopted a new Freshwater Wetlands ordinance in 2003. The new ordinance responded to the recommendations contained in the above studies, as well as the 2002 Comprehensive Plan. The purpose of the Freshwater Wetlands ordinance (Chapter 78 of the Town Code) is to preserve, protect and conserve fresh water wetlands and the benefits derived therefrom, to prevent the despoliation and destruction of wetlands and water courses, and to secure the natural benefits therefrom for the protection of public health and safety and consistent with the general welfare and the beneficial economic, social and agricultural development of the Town. Initially, the power to grant wetland permits was with the Conservation Commission. However, that authority was transferred to the Town Board with guidance from the Town’s Wetland Inspector in 2007, and then to the Planning Board in 2012. However, the overall protection of regulated areas remains constant.

WATER RESOURCES

Southeast’s groundwater and surface water system provides not only the Town’s own potable water supply, but also part of New York City’s municipal supply. Water is critical for residential, commercial and industrial use, and for animal and vegetative habitat. The presence of reservoirs, wetlands, lakes, ponds and streams add immeasurably to Southeast’s scenic and rural character.

GROUNDWATER

Nearly all Town residents rely on groundwater obtained from wells for their drinking water supply. Groundwater replenishment occurs through infiltration of rainfall into the ground and then into aquifers. Groundwater recharge depends on the intensity and amount of precipitation, the moisture content of the soil, the porosity or permeability of the ground surface, slope of the

land, and amount and type of vegetation. The Town has no control over precipitation or the rock geology that holds the groundwater. The Town can, however, manage the development impacts (e.g., limiting impervious surfaces) on slopes, vegetation and soils to protect and sustain the water supply. For example, some parts of Southeast contain rich deposits of sand and gravel. In their natural state, these are often water aquifers. Where mining and extraction is permitted, the loss of a water resource must be weighed by the Town against the economic benefits of gravel mining.

Two known large aquifers exist in the Town: one around Haines Pond and one southwest of Bog Brook Reservoir, which serves as the Brewster Village public water supply. Southeast also has several fault lines running through it or near it, and occasionally has minor earthquakes. Generally, groundwater collects along faults and geologic fractures, so there is a strong possibility of finding other significant pockets of clean subsurface water with good yields along these lines. In 2004, Putnam County retained the Chazen Companies to prepare a Putnam County Groundwater Protection and Utilization Plan. Since nearly 75 percent of the residents of the County obtain their drinking water from local groundwater sources, this County-wide study provides valuable information for development of comprehensive groundwater protection strategies.

Groundwater resources can be threatened by inappropriate development, overpumping, drought, leakage from bulk storage of hazardous chemicals, and the continued reliance on individual subsurface septic fields and wells.

SURFACE WATER

Southeast's surface water, although a part of its natural beauty, is largely a product of human effort. In the late 1800s, New York City's Croton Watershed System was created through the damming of the East Branch and Middle Branch of the Croton River. Southeast has five of the watershed reservoirs in its borders: part of the Croton Falls, and all of the Middle Branch, Bog Brook, East Branch and Diverting Reservoirs. In addition, the Town is laced with streams, creeks, small ponds and the large natural waterbodies of Peach Lake, Haines Pond, Brewster Pond, and Lake Tonetta. Protection of surface water is important to Town residents. Clean surface water enhances property values and aesthetic values, provides recreation opportunities, and protects the drinking water supply. Figure 4-2 shows the location of many of the streams within Southeast and indicates the 100-foot buffer required by the NYCDEP Watershed Regulations. The 300-foot buffer to reservoirs is also shown.

The stress of development on lakes has led to eutrophication of Lake Tonetta, Peach Lake, and the New York City reservoirs. (Eutrophication is a process by which a buildup of organic material, sediments, and nutrients results in chemical and physical changes within a waterbody). In 2002, Lake Tonetta and Peach Lake required immediate attention to ensure that water quality and the scenic and recreation values were preserved. Lake Tonetta is a Town-owned water body, and Peach Lake is a privately-owned water body. The Town, as part of the Croton Plan effort, identified infrastructure improvements to improve water quality in Lake Tonetta and Peach Lake, and took steps to implement these action items. At Lake Tonetta, the Town constructed a stormwater treatment basin at the northeast corner of lake to provide water quality treatment. The purpose of this improvement was to treat runoff from the existing Lake Tonetta residential area. Surface water from the developed and undeveloped portions of the area around Lake Tonetta contributes phosphorus and other pollutants to the Lake. This project retrofitted an older existing neighborhood with a new stormwater treatment basin to contribute to pollutant

reductions. For Peach Lake, the Town entered into an inter-municipal agreement with the Town of North Salem in Westchester County to establish the Peach Lake sewer district. The sewer district encompasses the residential communities of Bloomerside Cooperative, Northern Westchester Country Club, Pietsch Gardens and Vails Grove, and a small commercial district. The Peach Lake Environmental Center wastewater treatment plant was constructed in the Town of Southeast treat wastewater generated by these areas. Going forward, the Town should continue to implement improvements identified in the Croton Plan to further improve the water quality of Lake Tonetta and Peach Lakes.

New York City Department of Environmental Protection monitors the quality of water within its reservoirs and institutes regulations and policies to protect the integrity of this drinking water resource. In 1990, a far-reaching surface water protection program began when New York City moved to protect its watershed. The Watershed Rules and Regulations were developed to protect the water quality from any additional degradation resulting from wastewater discharges into surface and groundwater, land use practices that result in non-point source runoff, and improper use of storage of materials such as pesticides, de-icing salt and solid waste.

Eutrophication of waterbodies is generally driven by the quantity of phosphorus entering the water. Too much phosphorus creates algae, weeds, slimes and other organic by-products that degrade water quality. New York City considers any “non-source water” reservoir containing 20 milligrams per liter or more of phosphorus to be “Phosphorus-limited.” Of the five reservoirs located within Southeast, only the Bog Brook is not currently designated as phosphorus-limited at this time. In addition, the Muscoot Reservoir, the watershed for which extends into Southeast, is phosphorus-limited. Section 2 of the Croton Plan provides detailed descriptions of water quality in each of the major water bodies in Southeast.

SCENIC RESOURCES

One final element of Southeast’s natural resource inventory is the visual perception of the collected resources. Southeast’s scenic quality is one of its most important resources from the perspective of quality-of-life or community character. The scenic quality includes the Town’s varied texture of hills and water, uplands and wetlands, farm fields and tightly gathered village core, old cemeteries, cedar stands and old meadows. The scenic quality is not created solely, however, by the naturally occurring formations; the human impact on the landscape contributes to the historic and cultural landscape.

The historic and cultural landscapes are those that have been altered through human involvement with the earth or which have some historic association. They are the visual reminders of particular episodes or times in Southeast’s history. Thus, active agricultural operations including the Salinger, Ryder, and Tilly Foster Farms are cultural landscapes that are integral to Southeast’s overall community character. (Chapter 7 includes a discussion of measures the Town can take to ensure that these components of the landscape are protected.)

Land use and conservation proposals are needed to ensure the survival of working farms and cultural landscapes. The open pit of the famous Tilly Foster Mine could be an attractive historic landscape and a reminder of the Town’s early mining history. In addition, old cemeteries play an important role in Southeast’s character. These scenic resources are small patches of designated open space, inserted into a local woods or meadow corner, and serve as a reminder of a time when families buried relatives close at hand near the fields they had worked and the home where they had grown up. (See also Figure 2-3, which maps some of these important resources).

Scenic roads are another visual resource. These roads, some of them dirt, provide less-traveled ways to experience some of the Town's visual qualities including wide vistas of meadows and hillsides, and views of the reservoirs. The Town Board adopted a Local Law allowing the Town to designate scenic roads (Chapter 110 of the Town Code). The Town has designated Old Milltown Road and Maple Road as scenic. Lower Mine Road and John Simpson Road are potential scenic roads. In addition, Chapter 83, "Historic Sites and Historic Districts," of the Town Code regulates the protection of Scenic and Historic Routes, which currently includes Starr Ridge Road, Milltown Road, Turk Hill, and Allview Avenue. The Historic Sites Commission has recommended Dingle Ridge Road for inclusion on this list as well.

4.3 COMPREHENSIVE PLAN RECOMMENDATIONS

GOAL AND POLICY

The Town of Southeast is committed to protecting its natural resources as a critical component of the Town's quality-of-life, rural and scenic character, and the region's water supply. Wetlands, watercourses, open space, woodlands, and agricultural lands contribute to the quality and character of Southeast, and their preservation, enhancement, and restoration must be considered in all actions that may affect them.

IMPLEMENTATION ACTIONS

To accomplish these goals, the Town of Southeast intends to:

- Establish a zoning overlay district to provide additional protection to the Great Swamp Critical Environmental Area. The overlay district should, for example, require decreased allowable development coverage (impervious surfaces) and on-site stormwater management.
- Continue to rigorously enforce environmental protection regulations in the Town Code, especially stormwater management, wetland, and steep slope protections.
- Create a natural resource inventory (NRI) and adopt an open space master plan to identify and prioritize sites, parcels, and features to be protected, preserved and/or acquired. The inventory and plan should be incorporated into the site plan approval process.
- Consider designation of new Critical Environmental Areas (CEAs), including:
 - The Village of Brewster wellfield and wetland system;
 - The aquifer area in the vicinity of Haine's Pond;
 - The Atlantic White Cedar swamps just north of Lake Tonetta and Brewster Pond;
 - The scenic area between the Diverting and Croton Falls Reservoirs with historic importance as the location of old mines and habitat importance as the home of a large bat community; and
 - Bog Brook Wildlife Management Area.
- Continue to implement measures to improve the water quality in Lake Tonetta to improve this important recreational resource.
- Continue to assist the Peach Lake community through infrastructure improvements or inter-municipal agreements with North Salem.

- Consider additional designations of scenic roads.
- Continue to identify and designate local historic sites and districts, and enforce protection measures to preserve historic structures. Consider offering incentive measures for the preservation of designated sites and structures.
- Create a tree protection ordinance to ensure protection of significant trees.
- Create a timber harvest ordinance to ensure that forests are harvested in a sustainable and environmentally protective manner, and utilize best management practices. The ordinance should include the following protective measures:
 - Buffers along streams, steep slopes, scenic byways, recreational trails, or where threatened or endangered species exist;
 - Erosion and sedimentation control techniques;
 - Standards for the construction of forest roads, skid trails and stream crossings;
 - Standards for the construction of log decks and landings; and
 - Standards related to clean-up and site restoration.
- Continue to enforce the Town’s ridgeline protection ordinance to protect notable view sheds within the Town.
- Continue to enforce the Town’s stonewall protection ordinance to maintain stonewalls as important elements of the Town’s visual character.
- Update the Town’s lighting ordinance to promote dark sky compliance and establish maximum foot candle levels for commercial uses.

*

5.0 LAND USE, COMMUNITY CHARACTER, AND ZONING

The Town's future land use pattern is driven by its overall plan and vision for land use and community character, the zoning code that regulates the location and scale of uses, and the transportation network that ties all of the uses together. Within the overall plan and vision for land use and community character are considerations for housing, commercial development, and open spaces. Each of these issues is examined separately in this Comprehensive Plan Update.

This section provides an overview of the many issues that contribute to the overall community character that is most evident in the Town's land use pattern. Included in these considerations are community character, community facilities, land use regulations for housing and commercial development, and the Town's transportation network.

Based on the recommendations of the 2002 Comprehensive Plan, the Town underwent a series of zoning revisions which sought to retain its overall rural character by revising development regulations to reflect existing patterns of low-density residential neighborhoods and to make commercial development more compatible with community character through proper siting criteria and design guidelines. While the zoning regulations were largely successful, particularly in maintaining the more rural residential areas, the commercial regulations created a number of pre-existing non-conforming uses. The Town is now faced with enforcing a zoning code that would force the relocation or closure of certain businesses, or to identify paths to compromise through this comprehensive plan.

A common theme emerged through the visioning sessions for the Comprehensive Plan Update as the public discussed the types of uses that should be allowed in the Town's commercial corridors. The general consensus was that it wasn't the use that mattered, as much as what it looked like from the public rights of way, and the potential impacts that it could generate (e.g. traffic). As such, it is the recommendation of this Comprehensive Plan Update that the Town should seek to retain and enhance existing commercial development within the Town by legalizing existing uses that are non-polluting in nature and simplifying paths to redevelopment and property improvement. In addition, the Town should maintain and expand design guidelines for commercial properties, while broadening the allowable use categories within the Town to allow uses not previously considered. Specific recommendations with respect to land use and zoning for residential and commercial areas are described in Sections 6 and 7.

5.1 LAND USE

EXISTING LAND USE PATTERN

The existing land uses in the Town of Southeast fall into ten main categories:

- Single-family Residential—The predominant use of land in the Town;

Town of Southeast Comprehensive Plan

- Multi-family Residential—Residential structures containing more than one housing unit (examples include Reed Farm, Eagles Ridge, Hunters Glen, and Twin Brook Manor);
- Retail—This category includes service uses, general business and repair services. Major retail areas include Route 22 (which serves as the Town’s central retail district) and Route 6;
- Office—Professional and corporate offices located throughout the Town but primarily at the I-84/Route 312 interchange and along Route 6 west of the Village of Brewster;
- Industrial and Light Industrial—These uses include traditional industrial uses as well as warehousing and distribution facilities. They are located primarily in the Fields Lane area and along Route 6 east of I-684;
- Institutional—This category includes land devoted to county and local government functions, schools, churches and other social, civic and religious functions of the community. The JFK Elementary School, Henry Wells Middle School and Brewster High School comprise one of the major institutional uses in Southeast. The schools, playing fields, and administration and maintenance buildings form a substantial educational campus. The other significant parcel is Morningthorpe on Turk Hill Road, a non-profit drug rehabilitation center;
- Parks—This category includes Scolpino Park, the park at Lake Tonetta and several other Town-owned parcels;
- Agricultural—Horse stables tend to be the primary agricultural land use remaining today, although Salinger Orchards and the Ryder Farm remain active;
- New York City Watershed—Undeveloped land purchased by the City of New York to buffer reservoirs and watercourses within the Town; and
- Undeveloped—Much of this land is constrained by steep slopes, wetlands, or lack of roadway access.

An analysis of the Town’s land use in 2013 was performed using tax parcel data provided by the Town’s Tax Assessor. The breakdown of land uses is summarized in Table 5-1. (Section 3, “Patterns of Development,” describes some of the changes in the land use pattern over the last 40 years; especially changes in the last decade.)

**Table 5-1
Land Use in Southeast 1993, 2000, and 2013**

Type	1993		2000		2013	
	Acres	%	Acres	%	Acres	Percentage
Agriculture	693	3%	283	1%	1,343	7%
Residential	3,513	16%	6,277	28%	7,467	36%
Commercial / Industrial	1,027	5%	702	3%	1,022	5%
Industrial	299	1%	NA	NA	103	1%
Government / Institutional	500	2%	1,077	5%	472	2%
Vacant	11,729	52%	6,379	28%	5,041	25%
Open Space	1,205	5%	1,237	6%	1,320	6%
Water Supply Land	NA	NA	2,950	13%	3,271	16%
Utility	NA	NA	NA	NA	520	3%
Unidentified	3,200	14%	3,261	15%	1,607	7%
Village of Brewster	284	1%	284	1%	284	1%
TOTAL¹	22,450	100%	22,450	100%	22,450	100%
Notes: ¹ The 1993 and 2000 data was adjusted to capture the full land area of the Town. Acreage for which no land use is known, is indicated as “unidentified.” Sources: 1993: Putnam County, Comprehensive Croton System Water Quality Protection Plan: Phase I Planning Analysis. October 1998, Revised November, 2000. 2000 and 2013: Town of Southeast Tax Assessor.						

Figure 5-1 illustrates the distribution of these land uses throughout the Town and Village. Residential development is the largest land use, approximately 88 percent of which is single-family. Vacant properties occupy approximately 25 percent of the Town total. Water supply lands are the next largest category at approximately 16 percent. Commercial development still tends to be located along the major thoroughfares. In particular, Route 22 and the Highlands Shopping Center on Route 312 have become the Town’s main commercial shopping centers.

From a land-use perspective, the Village of Brewster has historically served the role as the village center to the Town of Southeast. Today, its role has diminished with new commercial development located along the highway corridors of Southeast. While Brewster’s role as a municipal, institutional, and commercial center has been reduced with the suburbanization of Southeast, Main Street in Brewster still fulfills an important role as a commercial center. Smaller stores and eating establishments, that don’t compete with the larger retail facilities on Route 22 or the Highlands Shopping Center, are located in the Village. The Village is also home to community resources such as the Walter Brewster House, Library, Southeast Museum, and recently closed Garden Street School. Coordinated planning between Southeast and Brewster to attract appropriate commercial development either in the Village or along the Town’s commercial corridors could result in mutual benefits from a land-use and economic development perspective. The Town and Village can also work together to rehabilitate and adaptively reuse the historic and civic buildings within the Village, such as Old Town Hall (67 Main Street) and the Garden Street School.

DEVELOPMENT POTENTIAL STUDIES

Several studies have been prepared on land use development potential within the Town of Southeast. As part of the Croton watershed planning effort coordinated by Putnam County, a Phase I Planning Analysis was prepared that, in part, identified community needs and areas for projected growth and development. A separate build-out analysis was performed by Edwards & Kelcey on behalf of the New York State Department of Transportation (NYSDOT) as part of its planning and design for the Route 22 corridor. Lastly, a residential development build-out was performed as part of the 2002 Comprehensive Plan for several areas of large vacant or underutilized properties throughout the Town. Each of these studies, which were based on the Town of Southeast Zoning and Subdivision regulations prior to their update in 2004, is summarized below.

PUTNAM COUNTY PHASE I PLANNING ANALYSIS (2000)

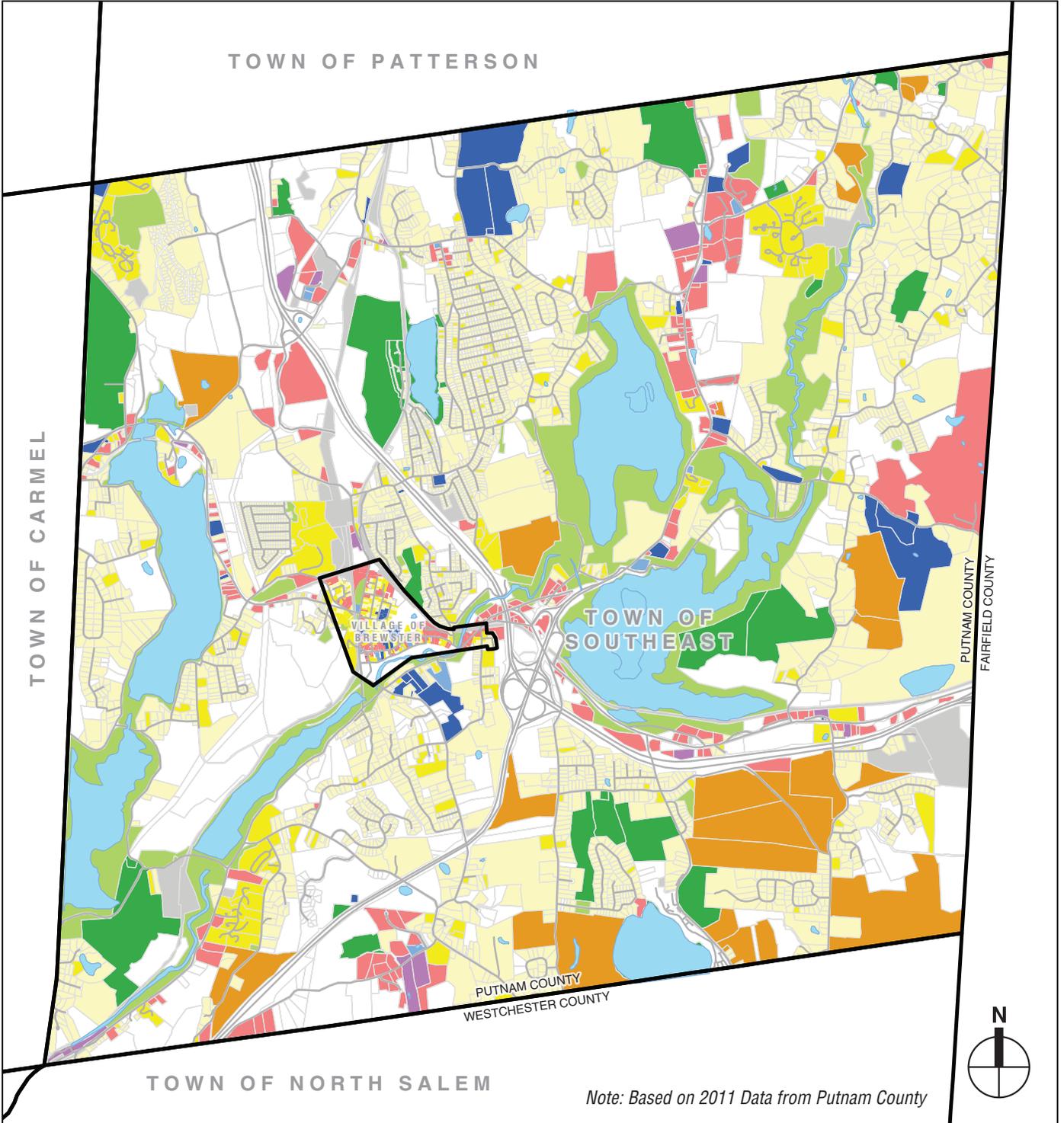
The Putnam County Phase I Planning Analysis provided a baseline assessment of zoning and land use conditions within each municipality, as well as a development build-out for areas zoned commercial, industrial, and high-density residential to determine “whether any adjustments are needed in [municipal] master plans and land use laws to meet community character needs and water quality goals.”* The Phase I report did not address low-density residential land, which in 2000 made up approximately 32 percent of Southeast’s total land area; in addition, a significant portion of Southeast’s undeveloped or vacant land was zoned for low-density residential use.

The development build-out analysis for Southeast noted that, of the 4,122 acres of land zoned for commercial and industrial uses in the Town, approximately 2,342 acres were considered vacant or underutilized. The Phase I report then determined how much of this vacant/underutilized land could actually be built upon after removing land that is constrained by regulatory restrictions, “including regulatory buffers, wetlands, steep slopes, and poor soils that do not permit the use of sub-surface wastewater treatment systems.”** Of the 2,342 acres, only 531 acres of commercial and industrial land were considered available for development. On these 531 acres, it was estimated that approximately 6.95 million square feet of building area could be constructed. Most of this could occur in three areas: the Fields Lane area (1.77 million square feet), an area south of Route 312 and west of Tonetta Lake (1.10 million square feet), and an area northwest of Route 312 along the I-84 corridor (1.36 million square feet). Thus, the analysis concluded that environmental constraints and the Watershed Regulations could diminish the amount of commercial/industrial development significantly.

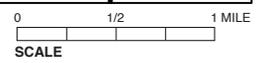
For multi-family residential areas, the conclusions on actual amount of developable land were similar. The total acreage of multi-family zones in 2000 in Southeast was 848 acres. Only 22 acres were considered buildable when constraints such as soil type, wetlands, wetland buffers, and steep slopes were considered. The Phase I report estimated that an additional 122 multi-family dwelling units could be built, all of which would be in the ‘RMF’ zone straddling Doansburg Road. It is important to note, however, that the Phase I estimate did not take into account the prior approvals for this land. The majority of the RMF zone straddling Doansburg

* Putnam County, *Comprehensive Croton System Water Quality Protection Plan Phase I Planning Analysis*. October 1998, Revised November, 2000, page 3.

** *Ibid.*, page 22.



Note: Based on 2011 Data from Putnam County



LEGEND

— Municipal Boundary

Land Use

Agricultural	Vacant Land	Open Space
Single Family Residential	Institutional	Water Supply
Multi-Family Residential	Government	Utility
Commercial	Industrial	

Section 5: Land Use, Community Character, and Zoning

Road is part of the Fieldstone Pond development open space component. Thus, no further multi-family units could be developed in this area.

The Phase I report did indicate several areas where the Town's current, or anticipated, development pattern may affect water quality protection. The report notes that continued development of commercial and light industrial uses in the Fields Lane area, as recommended in the 2002 Comprehensive Plan, may be constrained by the prohibition on new surface-discharge wastewater treatment plants in the Muscoot basin. In addition, the Phase I report noted that the current phosphorus-restricted status of four of the five other reservoir basins in Southeast could limit the amount of additional commercial development in other areas of the Town.

NYSDOT ROUTE 22 BUILD-OUT ANALYSIS (2000)

The Route 22 Build-Out Analysis prepared by Edwards & Kelcey for NYSDOT addressed development potential town-wide as Route 22 is one of the central transportation links for the community.* This analysis used a classic planning overlay technique to identify important environmental constraints such as wetlands, steep slopes, and poor soils for septic systems. The analysis also identified significant vacant parcels and the zoning districts within the Town. When these "coverage layers" were combined, two different levels of potential development were estimated: the "low" estimate assumed that poor soil conditions would constrain future growth, and the "high" estimate assumed that soil conditions, and the challenge of wastewater treatment, would not be a factor in development. The "low" estimate projected that, on 171 properties, 3.4 million square feet of new commercial development and 823 new residential units could be built. The "high" estimate projected 12.9 million square feet of commercial development and 3,745 new residential units.

It is important to note that this analysis did not include specific site constraints or effects of the Watershed Regulations. Thus, the development potentials presented in the Route 22 Build-Out Analysis (and the Putnam County Phase I report), were likely higher than what could realistically be built.**

2002 RESIDENTIAL DEVELOPMENT ANALYSIS

As part of the 2002 Comprehensive Plan, an analysis of potential development on large vacant properties in residential districts was prepared. Many of the vacant properties analyzed were located directly around the reservoirs or along wetland or stream corridors, and were zoned for one- or one-and-a-half-acre lots. Approximately 7,000 acres of land were identified in this analysis, 5,900 acres of which were considered buildable (public lands, land occupied by utility rights-of-way, and institutions were not considered developable in this analysis). Under the 2002 zoning, anywhere from 3,000 to 4,000 units of housing could have been constructed assuming sufficient capacity for wastewater treatment and consideration of site-specific environmental constraints. While the ultimate number of new housing units would likely have been less, given the natural features that limit development that are described in Section 4, the addition of these housing units and the 9,000 people that could have potentially occupied them, would have

* The development analysis also included a small portion of the Town of Patterson just north of the Southeast border.

** Without benefit of a detailed inventory of site-specific constraints, which would be an unwieldy exercise, the Route 22 analysis did use appropriate methodology for its traffic planning purposes.

altered the community character and the land use pattern of the Town. As such, the subdivision and zoning regulations were updated following the adoption of the 2002 Comprehensive Plan to substantially reduce the development potential of these residential areas. Section 6 provides a more detailed description of the 2002 analysis, as well as specific calculations for each area analyzed.

SUMMARY

What each of these build-out analyses demonstrated is that the 2002 zoning (and the large supply of vacant land) within the Town of Southeast could have resulted in a large amount of new residential and commercial construction. While the build-out estimates took environmental constraints into consideration and adjusted the estimated development levels, the overall development potential projected was higher than what could have been supported by the Town's natural and physical infrastructure. As such, following the adoption of the 2002 Comprehensive Plan, the Town adopted changes to its zoning map, and zoning and subdivision regulations to attain its goal of protecting the rural community character while balancing new commercial and residential development. This Comprehensive Plan Update recommends that the zoning changes which reduced the overall development potential of the land—in terms of dimensional regulations—be maintained, but that the use types allowed in each district be reviewed to consider a greater mix of compatible uses. For example, there could be opportunities to introduce recreation, theater, and performing arts uses to districts where these uses were not previously considered, but would be appropriate for those locations. The purpose of establishing zoning designations within a community is to ensure that neighboring land uses are compatible with one another. While residential uses, for example, are generally not compatible with industrial uses, they could be added as accessory uses in districts which provide essential services such as retail and medical office, which would encourage a more walkable community.

FUTURE LAND USE

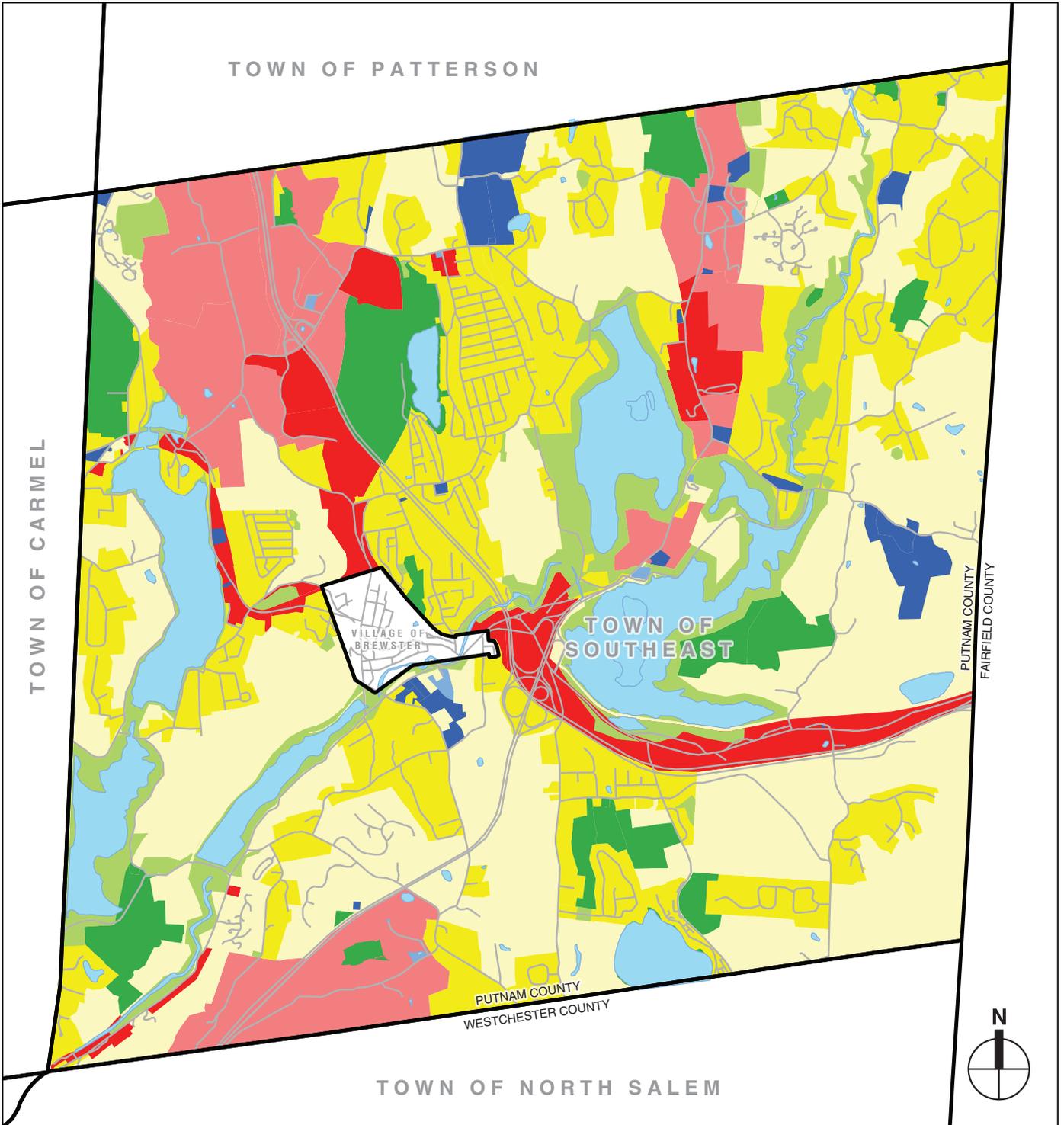
Figure 5-2 illustrates future land uses based on the existing Zoning Map and proposed changes to commercial development patterns (described below in “Zoning” and in Sections 6 and 7). The areas of particular interest to the Town with respect to future development are described below.

RURAL COMMERCIAL DISTRICTS

Following the adoption of the 2002 Comprehensive Plan, the Town implemented a new “Rural Commercial” (RC) Zoning District at key entry points into the Town and specific parcels of notable rural character. Uses to be permitted in this new district recognize the importance of visual character, and could be linked to Hudson Valley tourist-oriented development. To further the tourism oriented uses recommended in the 2002 Comprehensive Plan, this Comprehensive Plan Update recommends revisiting the permitted principal and special permit uses in the RC Zoning District. Additional uses that could be considered are craft workshops, agricultural tourism based businesses, and performing arts or other arts based uses.

SOUTHEAST TRAIN STATION AREA

The 2002 Comprehensive Plan identified opportunities to enhance the area around the Southeast Train Station (formerly known as the “Brewster North” train station). This area is generally defined by properties abutting Independent Way, the existing parking areas, and land on the east side of the railroad tracks. As recommended by the 2002 Comprehensive Plan, Metro-North



LEGEND	
	Municipal Boundary
	Lower-Density Residential
	Higher-Density Residential
	Lower-Density Commercial
	Higher-Density Commercial
	Institutional
	Open Space
	LTW
	Government
	Water Supply
	Village of Brewster

changed the name of the station to “Southeast” to recognize this as an important gateway into the Town. The Town would support improved services at this Train Station, including the creation of new parking areas. In addition, the Town would support small-scale retail uses integrated into the design of any station or parking areas so long as the retail use is intended primarily for the use of railroad commuters. Compatible uses could include a newsstand, coffee shop, florist, or drop-off dry cleaning.

If, in the future, wastewater treatment capacity at this location were to become available, and environmental considerations with respect to wetlands and streams could be properly addressed, the Town envisions a more intense commercial use or transit-oriented development for this area (this may include a hotel/conference center, transportation center, and associated retail activity) to take advantage of the proximity to the train station and I-84. This type of development assumes that access from I-84 and/or across the railroad tracks at Independent Way would be provided and that improvements to Route 312 would be implemented by the developer. Shared parking, including structured parking, for train commuters and any other uses should be considered where feasible. Specific design guidelines and zoning provisions (height, floor area ratio, sign design) would have to be developed to ensure that any development would be consistent with the Town’s overall rural character.

ROUTE 312/I-84 INTERCHANGE

The interchange of Route 312 and I-84 is an important node of economic activity. The 2002 Comprehensive Plan recommended a continuation of commercial uses at this interchange in conjunction with the creation of a Transportation Improvement District (TID) to facilitate the necessary traffic improvements. Since the TID was never implemented, any new development in this area would be responsible for mitigating any traffic impacts through traffic improvement measures.

FIELDS LANE

The Fields Lane area has evolved into a location for light industrial uses that are not as appropriate on highly-traveled entryways into the Town. The Town would like to see the Fields Lane continued in this function, and the Zoning Code has been amended in recent years to reflect the shift toward outdoor storage at many of these uses (see Section 7). However, in this area and others, the Town would like to see visual improvements to outdoor storage areas. Improvements could include the use of landscaping, attractive privacy fencing, berms, and site planning (e.g. locating outside storage behind buildings where feasible) to ensure that the rural character of Southeast is maintained and enhanced. (see “Outside Storage” section below).

VILLAGE OF BREWSTER

While the Village of Brewster is a separate political jurisdiction empowered to guide its own land use development, the Town of Southeast feels that it is important to mention the Village within the Town’s Comprehensive Plan. As indicated above, the Village has historically served an important role as a center of activity within the Town. As that role has changed with new commercial activity being developed in the Town along Route 22 north of the Village and Route 6 east and west of the Village, the Village remains an important feature to Town residents. The Village of Brewster provides smaller, specialized shopping and dining opportunities as well as vital Town functions (Town offices, Southeast Museum, a Metro-North Railroad station, and a library are located within the Village). Many residents of the Town include Brewster as part of

the community they identify as their own. The Town intends to develop land use policy and development guidelines for residential and commercial uses in a manner that will not negatively affect the Village of Brewster. (See additional discussion on the commonality of Southeast and Brewster below).

OUTSIDE STORAGE

During the Comprehensive Plan Update process, members of the public were divided between the desire to maintain and legitimize existing businesses with outside storage, and the desire to prohibit outside storage in favor of more “attractive” uses. This division of opinion was particularly evident in the Route 6 corridor between the Village of Brewster and the Danbury, CT line. At one time, this area was zoned Economic Development (ED), which is currently the most permissive zoning district in the Town. However, following the adoption of the 2002 Comprehensive Plan this area was rezoned Gateway Commercial 2 (GC-2). The intent of the gateway zoning was to establish an attractive retail, office, and commercial corridor, and to phase out the more industrial and motor vehicle service type uses in existence along the corridor. The rezoning included an amortization clause for the use of outside storage, which many of the existing businesses maintained. However, the amortization clause was never enforced. As such, the Town is now in a position of determining whether to enforce the law that was adopted, which could result in the closure or relocation of existing businesses, or amending the law. While a consensus could not be reached among the members of the public, who were strongly divided between eliminating and preserving outside storage, the Comprehensive Plan Committee sought to develop a pragmatic approach. As a result of their deliberations, it is this Comprehensive Plan’s recommendation that the zoning code be amended to eliminate the amortization clause regarding outside storage in the Code, which would effectually “grandfather” existing outside storage, and to permit outside storage in all commercial zoning districts subject to the following conditions:

1. Outside storage shall be screened from view from public rights of way and residential areas. Screening may include the use of privacy fencing, evergreen landscaping, or berms.
2. To the greatest extent practicable, outside storage shall be located behind a building.
3. Outside storage areas should include appropriate stormwater management controls.
4. The permitted square footage of outside storage should be variable based on the type of outside storage proposed (e.g. a plant nursery should be permitted a greater amount of outside storage than a manufacturing use).

It is also the Comprehensive Plan’s recommendation that the definition of outside storage be amended. Currently, the overnight storage of motor vehicles associated with a business is considered outside storage. This should be treated differently than the storage of materials such as landscaping supplies or building materials.

The Comprehensive Plan’s recommendations regarding outside storage specifically exclude junk yards, garbage dumps, and waste transfer stations, which should not be permitted within the Town. Furthermore, outside storage should only be an accessory use.

The Town Board and Town Attorney should work to develop specific zoning language to address the residents’ concerns regarding the appearance of outside storage, as well as the needs of businesses within the Town. In the Town’s gateway areas, such as Route 6, new outside

storage areas should only be permitted with proper screening. Existing non-compliant outside storage areas should be permitted to remain within the boundaries of the approved site plan. However, at such time that the property owner proposes any improvements that require Site Plan approval from the Planning Board, the Planning Board and Architecture Review Board should require the improvement of the outside appearance of the property through additional screening or other means necessary to bring the property into closer compliance with the Town Code.

AUTOMOBILE DEALERSHIPS

The Town of Southeast is home to several new and used automobile dealerships. These dealerships predated the existing zoning of the Town, and are pre-existing non-conforming with regards to use and, in some instances, development area. At the time of the 2002 Comprehensive Plan, there was a strong dislike among community members of the negative visual and community character effect that these dealerships had on the Town. Of particular concern was the storage of vehicles, which sometimes occurs outside designated parking areas and can appear disorganized or crowded. Also of concern were excessive night lighting, signage, and corporate architecture. These concerns persist today among a substantial portion of the community. However, the Town recognizes the important economic role these dealerships play in the community. While the proliferation of automobile dealerships on undersized lots near the Village of Brewster border is not encouraged, the Town should consider alternative locations where these uses could be accommodated should any of the existing dealerships seek to relocate. Automobile dealerships, which are currently not defined in the Town's Code, should be defined and Special Permit criteria established in the Zoning Code.

The adoption of Special Permit criteria would establish conditions for the improvement of existing automobile dealerships, which could mitigate some of the negative community character or visual impacts these uses have on the Town. Existing automobile dealerships seeking to upgrade their facilities should be required to make aesthetic improvements to their lighting, landscaping, and vehicle storage areas to mitigate the effects of these uses on community character. New automobile dealerships should have convenient interstate highway access, and should not be located in residential areas.

5.2 COMMUNITY CHARACTER

The Town of Southeast is a picturesque and peaceful community of nearly 35 square miles. Within that area is a diversity of landscapes and community patterns including: rolling hills, reservoirs, lakes, and streams, historic farm properties, rural settlements, and suburban housing developments as well as areas of commercial activity, both retail strips and office parks. The Village of Brewster, a separate political jurisdiction, is the historic center of the Town of Southeast and retains its identity as one of the centers of the Town.

The Town of Southeast is the economic center of Putnam County. The Town's access to major transportation corridors, including the Metro-North Railroad and two interstate highways (I-684 and I-84), has made the Town an attractive location for new economic activity and a major exporter of workers to jobs in Westchester and Fairfield Counties, and New York City. Between 1980 and 2000, as more people chose to live in Putnam County, Southeast's community character began shifting from a rural to a more suburban community. The 2002 Comprehensive Plan identified this trend, and recommended measures to ensure that the community character was maintained. It is the recommendation of the Comprehensive Plan Update that the Town continue its commitment to maintaining its overall rural quality in areas outside of the more

Town of Southeast Comprehensive Plan

developed commercial and residential districts. Guiding new development, while retaining the Town's scenic resources and rural quality-of-life, is a goal that should guide Town's land use and growth decisions.

While the Town should continue to encourage growth in its commercial corridors to maintain a healthy tax and job base, that growth should be developed in a way that is visually pleasing and should not detract from the character of the Town. As such, the Town should evaluate its design guidelines and outside storage regulations and update them not only to enhance new development, but to identify reasonable paths for improving the outward appearance of existing businesses within the Town.

The Town of Southeast is also located at the geographic center of the Croton Watershed, the source of 10 percent of New York City's drinking water supply during normal conditions and up to 30 percent during droughts. In all, 99 percent of the Town's land area lies within New York City's drinking water supply watershed. Five reservoirs are located in the Town—Bog Brook, East Branch, Middle Branch, Croton Falls, and Diverting Reservoir—and the drainage basin of a sixth, the Muscoot, occupies a portion of the southwest corner of the Town. The drainage basins for these reservoirs extend beyond the Town's boundaries into neighboring communities in Putnam and Westchester Counties. Southeast shares watershed basins with Patterson, Kent, and Carmel in Putnam County and with North Salem in Westchester County. The East Branch of the Croton River flows diagonally northeast to southwest through the Town. In addition, several large lakes and wetland areas are located in Southeast: Tonetta Lake and Peach Lake form the nucleus of several residential communities, and the Great Swamp is a regionally significant wetland area that covers parts of Southeast and Patterson.

The attractiveness of Southeast as a place to live and to do business is a product of its proximity to major business centers in the tri-state metropolitan area and the numerous scenic views and neighborhood qualities. In addition, housing prices in Southeast have lagged behind those of towns in northern Westchester County, attracting homebuyers otherwise priced out of the Westchester market. As these qualities have been discovered by the growing suburban market, the balance of different land uses in Southeast has shifted from a community of agricultural uses, larger estates and horse farms, seasonal homes, light manufacturing based on natural resources (e.g., timber and mining), and undeveloped open lands toward increased residential subdivision developments, commercial retail strips, and local and regional business offices. This change in the Town's land use pattern has resulted in impacts to the environmental character of the community, and to the water quality of both groundwater aquifers and reservoirs that provide Southeast and New York City with drinking water.

Physically, the character of the Town is defined by the streams and reservoirs and the rugged topography of the many hills that surround them. Historically, where the land flattened out from the hills and steep slopes, the rural landscape was dotted with farms, small hamlets, and low-density residential areas. This land use pattern was lost when the valleys were flooded for construction of New York City's reservoir system. Houses and farms were relocated to land above the reservoirs but the older centers were lost. Development and economic activity slowed until early in the 20th century when resorts were built to take advantage of the scenic qualities of the Town and its reservoirs. The post-World War II residential boom began to change the face of Southeast as existing residential neighborhoods matured. Growth over the last three decades has spread new residential development further and has changed the overall Town pattern to a more suburban character with nodes of commercial activity along the primary roads traversing the Town.

Section 5: Land Use, Community Character, and Zoning

Economically, the community continues to be shaped by its location within the larger New York metropolitan area. Firms seeking to take advantage of the metropolitan market while providing quality-of-life for its employees will locate within Putnam County. The easy access to the interstate highways within the Town of Southeast provides many of these firms, and the Town itself, with a competitive advantage.

Specific goals and policies developed to protect the Town's community character are discussed in more detail in Sections 6 through 9 of this Comprehensive Plan.

The Town of Southeast's historic importance and natural setting require that special consideration be given to the quality of design. Design includes not only the architecture of individual buildings, but also their relationship to specific sites; streetscaping; landscaping; lighting; sign design; and other aspects of the public environment. Topics to be focused on for these guidelines will be gateways, ridge line development, building setbacks, office developments, parking, roadside trees, screening, lighting, sign design, scenic roadsides, and outside storage.

GENERAL DESIGN PRINCIPLES*

The following general principles to guide future public and private development in the Town are in support of the goals and objectives of the Town's Comprehensive Plan:

- Future development throughout the Town should be of a context and scale that enhances the visual appeal of the Town and its character;
- Building heights and setbacks should conform to the predominant characteristics of each specific area and should preserve vistas to the surrounding hillsides and reservoirs; and
- The quality of design should be a general consideration of all development decisions in the Town. The Planning Board and Town Board should continue to engage the Architectural Review Board in the development review process.

GATEWAYS AND ENTRANCE CORRIDORS

The significant entrances to the Town should be given priority design consideration. "Gateways" have been defined at those points on the major arterial roadways leading into the Town. The roads into Southeast are significant not only for moving cars in and around the Town, but also serve as some of the first gateways to upstate New York. Some are historic old post roads and turnpikes. Other roads are the transition between suburban and rural areas of the Town while others are the gateways into the Town's different communities. A program to improve these entry points would benefit Southeast in three ways:

- Enhancement of the Town's image;
- Improvement of the experience of entering the Town; and
- Directing visitors and drivers to points of interest, such as historic or scenic features.

* Material from this section is from the 1992 *Town of Southeast Master Plan* prepared by Buckhurst Fish Hutton Katz & Jacquemart, Inc. Minor editing has been done.

Four such gateways and entrance corridors have been identified for special design treatment: Route 22 from the north, Route 22 as it branches off I-684 from the south, Route 6 from Carmel, and Route 6 from Connecticut.

RIDGELINE AND HILLSIDE DEVELOPMENT

The ridgelines, wooded hillsides and hilltop pastures of Southeast are important natural assets that remain largely unspoiled by development. Following the 2002 Comprehensive Plan, the Town of Southeast created a ridgeline protection ordinance to prevent buildings from being constructed on slopes that could be perceived as rising above the ridgeline. It is the recommendation of this Comprehensive Plan that the tops of ridgelines that are visible from public roadways, parks, or other scenic community resources, continue to be protected.

The following recommendations are designed to ensure that future land development is sensitive to these special sites, and is compatible with the goals and objective of this plan. The ridgeline protection ordinance should be updated as necessary to ensure that it is adequately protecting view sheds, while allowing for reasonable development of a site.

- Establish a Ridgeline Development Permit. Development within a ridgeline would be subject to a public hearing and permit approval by the Town Board, with review and recommendation by the Planning Board. To ensure that development is appropriately sited on a property, the permit approval should be contingent on the following provisions:
 - Buildings, structures, towers, storage tanks, or other improvements should not be visible above the top of the ridgeline, or above the top of vegetation located within the ridgeline area, from surrounding private property or public rights-of-way in adjoining lowlands or adjoining ridgelines by cause of excessive clearing, building or structure height, or location of any building or structure with respect to the top of the ridgeline. Development within a ridgeline area should be carefully evaluated during site plan review. The developer should be required to submit detailed viewshed analyses and alternatives so siting choices can be evaluated by the Planning Board.
 - Buildings should be sited to minimize intrusions into viewsheds. This can be achieved by taking advantage of topographic changes and existing vegetation.
 - Buildings and other structures should be placed to maintain the harmony between the built and natural environment and not change the sequence of views to or from other areas of the Town. Objects such as dumpsters, antennas, satellite dishes, and solar panels should be screened. Where practical, development should occur at the edge of wooded and open areas.
 - Development of parcels containing steep slopes should be evaluated during site plan review to minimize the potential for erosion and visual intrusion.
 - Excessive clearing of any ridgeline should not be permitted for the purpose of site access, site landscaping, installation of subsurface sewage disposal systems, or any other modification to the natural land. The term “excessive clearing” means the removal of more than 10 trees, eight inches or more in diameter at breast height, per quarter acre of land disturbed.
 - Lighting of building and parking areas within a ridgeline area should be dark sky compliant. All exterior lighting should utilize full cut off fixtures. Berms and

evergreen buffers should be used to further shield views of lighted parking areas and buildings from off-site locations. Exterior lighting should be zoned so that only those lights which are necessary for health and safety remain on after hours.

- Ridgelines should be designated as the uppermost 50 vertical feet of a hill or mountain above a minimum elevation of 500 feet above mean sea level.
- Promontories should be designated as the high point of land or rock projecting into a body of water or a local summit(s), ridge(s), or high point(s) along a ridgeline measured to a maximum of 150 horizontal feet but no more than 75 horizontal feet on any side.
- Visual analysis of potential impacts to ridgelines should be conducted in the leaf-off season.
- In addition to ridgelines and promontories, specific scenic vistas could be designated for protection. Designated scenic vistas should be areas that are publically accessible, such as views from public lands, trails, or rights-of-way. One possible scenic vista is the view across the East Branch Reservoir to Joe's Hill and Devil's Den from Route 6.

BUILDING SETBACKS

Conforming Lots

Where existing buildings express a traditionally modest (pre-zoning) front setback, creating a characteristically close relationship with the street, it is highly desirable to continue this pattern in order to retain the area's historic character. Therefore, the maximum setback of new construction should harmonize with the average setbacks of existing adjacent buildings.

Outside the areas of generally uniform building setback, where existing structures are located at various distances from the roadway, front setbacks may vary to a greater degree. Principal buildings shall generally be located within 100 feet of the front lot line unless there are substantial counter-balancing considerations (such as irregular topography, wetlands, or the preservation of natural rural features, including pastures, cropland or meadows.) In all instances, parking should be excluded from areas between the principal building and the roadway and located instead to the sides and back of the building.

Where commercial development is proposed adjacent to a residential use, a sideyard setback of 25 to 50 feet should be observed for buildings, parking, or storage. This area is to be used as a buffer zone and shall be landscaped according to the standards listed in the Parking Guidelines.

Non-Conforming Lots

Where the proposed expansion or reconstruction of a non-conforming lot fails to meet the above setback requirements, and if a variance is granted, increased screening should be provided to lessen the effect on adjoining lots.

For side and rear yard setbacks of between 25 and 30 feet, an increased number of both deciduous and evergreen shrubs, growing to a tall mature height, should be required, in a planting bed at least 10 feet wide.

OFFICE PARK DEVELOPMENTS

The exterior design of office developments should be given special attention because of the buildings' prominent and highly visible locations in the Town. The Town's zoning regulations for OP-1, OP-2 and OP-3 districts should be amended to reflect the following:

- Broad naturally-landscaped buffers should be established along the I-84, I-684, and Route 22 frontages. Commercial buildings along these highways should be at least 150 feet from the paved edge of the highway. Residences should be set back at least 250 feet. This buffer area should be planted with trees or retain existing trees. On Route 22, the required 50-foot setback must be maintained to allow future planned expansion of the road.
- Site plans should identify and preserve specimen or mature trees. Heavy woods, tree breaks and allees of trees, and key rock outcrops should be maintained. Historic features, such as stone walls and stone chambers, should be preserved.
- Building height and bulk should relate to natural features and site topography. Building coverage should not exceed 20 to 25 percent (depending on zoning regulations) of the buildable land area, minus buffers and other designated natural features. Total coverage by impervious surfaces should be limited to 40 percent of the buildable area.
- Include pervious paving in areas of light use within parking lots. Use of pervious paving should be coordinated with the overall stormwater management program to ensure adequate control of stormwater volumes and pollutants.

COMMERCIAL/LIGHT-INDUSTRIAL USES

- The design of commercial, light-industrial, or "flex" buildings should include appropriate facade treatment on all sides of a building visible from streets. Unadorned "butler" buildings are discouraged.
- Mechanical equipment, such as air conditioning units and duct work or rooftop satellite dishes and telecommunication antennas should be set back from the edge of the roofline to minimize visibility from a road and surrounding properties. Where necessary, a cornice should be used to screen the equipment from view.
- Open storage or product display areas, exposed machinery, and outdoor areas used for the storage and collection of rubbish, must be visually screened from the road and surrounding land uses. Suitable types of screening include opaque wooden fences and dense evergreen hedges. Where evergreen hedges are proposed, a temporary fence should be built to provide screening until the evergreens are of sufficient height. In locations where potential health or safety hazards may arise (such as rubbish storage or collection areas), a solid wooden fence should be required. Open storage areas should be limited to an area delineated on a site plan approved by the Planning Board, which should be enforced to prevent future creep of the storage area into the buffers.
- Include pervious paving in areas of light use within parking lots. Use of pervious paving should be coordinated with the overall stormwater management program to ensure adequate control of stormwater volumes and pollutants.

PARKING

- Parking lots should be located primarily at the side or rear of buildings. Landscape requirements within the parking areas will apply to side and rear parking lots, just as to front parking lots.
- Parking lots that must be placed along the road should have landscaped buffers to minimize their adverse visual impact on Town character.
- Parking areas should also be screened along lot lines bordering institutional or residential uses. Screening should be densely planted with a mixture of deciduous and evergreen trees and shrubs, and should create an effective visual barrier. Native trees and shrubs should be planted wherever possible in order to capture the spirit of the area through indigenous species.
- Parking lots, even if landscaped, may not be calculated as part of a project's open space requirement.
- Include pervious paving in areas of light use within parking lots. Use of pervious paving should be coordinated with the overall stormwater management program to ensure adequate control of stormwater volumes and pollutants.

ROADSIDE TREES

Because roadside trees are extremely important to the character of the Town, removal of trees over six to eight inches in diameter (at breast height) should be absolutely minimized, especially along scenic roadways. The impact of removing existing trees as a result of new development can usually be lessened by shifting the site of the building, parking lots, or the entrance/exit drive. In addition, planting of new or replacement trees every thirty feet along side roads is encouraged, to reinforce the Town's rural character. New or replacement trees should be deciduous hardwoods, such as maple (*Acer* sp.), oak (*Quercus* sp.), linden (*Tilia* sp.), or sycamore (*Platanus* sp.), not conifers or flowering ornamentals, to be consistent with the rural character of the eastern hardwood forest.

Roadside trees should meet the following criteria:

- Cast moderate to dense shade in summer;
- Be long-lived, i.e., over 60 years;
- Be tolerant of pollution and direct or reflected heat;
- Require little maintenance by being mechanically strong and insect-and disease-resistant;
- Be able to survive two years with no irrigation after establishment; and
- Be of native origin.

STONE WALLS

Stone walls act to retain the character of rural roads and land parcels. Care should be taken to avoid disturbing existing stone walls. New development projects or road widening should seek to preserve these walls or rebuild the walls after relocation, if necessary.

LIGHTING

Lighting should be controlled in both height and intensity to maintain rural character. The light level at the lot line should not generally exceed 0.2 foot-candles measured at ground level. To achieve this, luminaires should be shielded to prevent light shining onto neighboring properties or public ways.

Where there is a mix of residential and commercial uses, light standards should be restricted to a maximum of 20 feet in height. In addition, all lighting (except that for security purposes) should be turned off between 11 PM and 6 AM. Exceptions would be made for those businesses that operate during these hours.

SIGN DESIGN

Since commercial roadside areas often act as entryways to older and more densely settled areas of Town, sign design should be compatible with that in the Village center. The goal of regulation in this area is to encourage legible signs for commercial facilities and to identify the goods and services available, while deterring excessive visual competition which lowers the quality of the town scape and visual environment. Since these areas usually contain auto-oriented facilities, special care must be taken with sign design to avoid the clutter and confusion associated with commercial strip development, and to avoid becoming a center of visual blight.

To create visual harmony within multi-occupant structures, buildings with more than two tenants should be required to prepare comprehensive sign programs that would be reviewed and approved by the Architectural Review Board. A Comprehensive Sign Program is a sign system to create visual harmony among the signs within the Program area and compatibility with surrounding establishments and structures. It should include specifications for all signs within the Program Area, including sign type, lettering or graphic style, size, shape, scale, colors, lighting, materials, installation, and position on site plan.

Sign and landscape design is very important to commercial areas. Trees and shrubs help to integrate conspicuous, free-standing signs into the landscape, softening their larger scale.

Identification of businesses from moving cars must be balanced with the visual impact of large signs on the landscape. Restraint in sign design can aid in identification (since small, simpler signs identify businesses with less confusion), limit counterproductive sign competition, and protect the quality of the landscape.

Billboards should be prohibited and phased out over time.

COMMONALITY OF BREWSTER AND SOUTHEAST

As discussed above, the Village of Brewster and the Town of Southeast are separate incorporated entities. Their municipal budgets and administrations are separate, but the two municipalities share a history and an identity: Southeast residents have mail delivered through the Brewster Post Office and send their children to the Brewster Central School District. Many Town residents even say they live in Brewster, giving the Village's name to the entire Town.

Before the arrival of the railroad, the small community known as South East Centre (now Sodom) showed every promise of becoming the town center. However, the construction of the railroad and the foresight of the Brewster family drew ensuing development into the Village, which became the area's most urban center. The Village remains the center of many functions within the Town, despite the strong residential and commercial growth happening throughout the

Town. The Village is the site of local government, library, churches, schools, and small scale shopping—all the necessary components of a town center.

Through its Comprehensive Plan, the Town of Southeast may set forth policies to enhance the centrality of the Village within the Town. The land use and zoning recommendations contained in this plan recognize that the Village of Brewster is an historical center of activity within the Town and that new activity should be encouraged in the Village by not creating competing centers of activity outside the Village.

In addition, the Town and Village should continue to work together to share resources and services where able. Cooperation between both municipalities could enable both Town and Village officials to deliver services to their taxpayers at reduced costs, with increased quality, effectiveness and convenience. Expanded inter-governmental cooperation between Brewster and Southeast could be handled through informal agreements to share services, solve mutual problems, or accomplish common goals. It could also be a formal contractual arrangement, under Article 5-G of NYS General Municipal Law. Such written service agreements have been shown to work best for New York municipalities where the participants are substantially different in size and capability.

The Town and Village can also work together to restore and revitalize the historic Old Town Hall at 67 Main Street in the Village as a community amenity. Plans had been set forth to improve public access and utilization of this community amenity; including the restoration of the front steps per the original 1896 architectural drawings by architects Child and deGoll, the installation of ADA accessible bathrooms on each floor, and an elevator. The existing theater on the third floor could be restored and available for community use, while the Southeast Museum could continue to occupy the second floor.

5.3 ZONING

EXISTING ZONING

A town's local laws including its Zoning Code and Subdivision Code, as well as its procedures for reviewing development applications through site plan review or architectural review, when taken together with other local laws for natural resource protection, form the community's toolbox for guiding growth and development in a manner that respects the existing community character and the community's vision for its future. The Zoning Code should clearly lay out what types of uses are appropriate in combination with similar and dissimilar uses. Zoning districts should be designated to appropriately separate the dissimilar uses and encourage mixes of other similar uses.

Southeast's base zoning regulations were adopted in May 1968 and have been extensively amended since that time. Commercial zoning was initially revised in 1985, and residential zoning was revised in 1991. Both commercial and residential zoning were revised following the adoption of the 2002 Comprehensive Plan. In addition, since 2002 the Town has amended its Architectural Review Board, Freshwater Wetlands, Historic Sites Commission, and Stormwater Management regulations in response to the recommendations of the 2002 Comprehensive Plan and other regulatory changes.

The overall thrust of the changes has been to increase the minimum lot size of much of the Town's area (thereby reducing density in certain areas), establish a performance zoning system, and to protect community and natural resources. New procedures are established for determining densities in all residential districts which depend on soils, topography and other natural resource

Town of Southeast Comprehensive Plan

data. Density bonuses may be awarded if the proposed development promotes one or more of the following objectives:

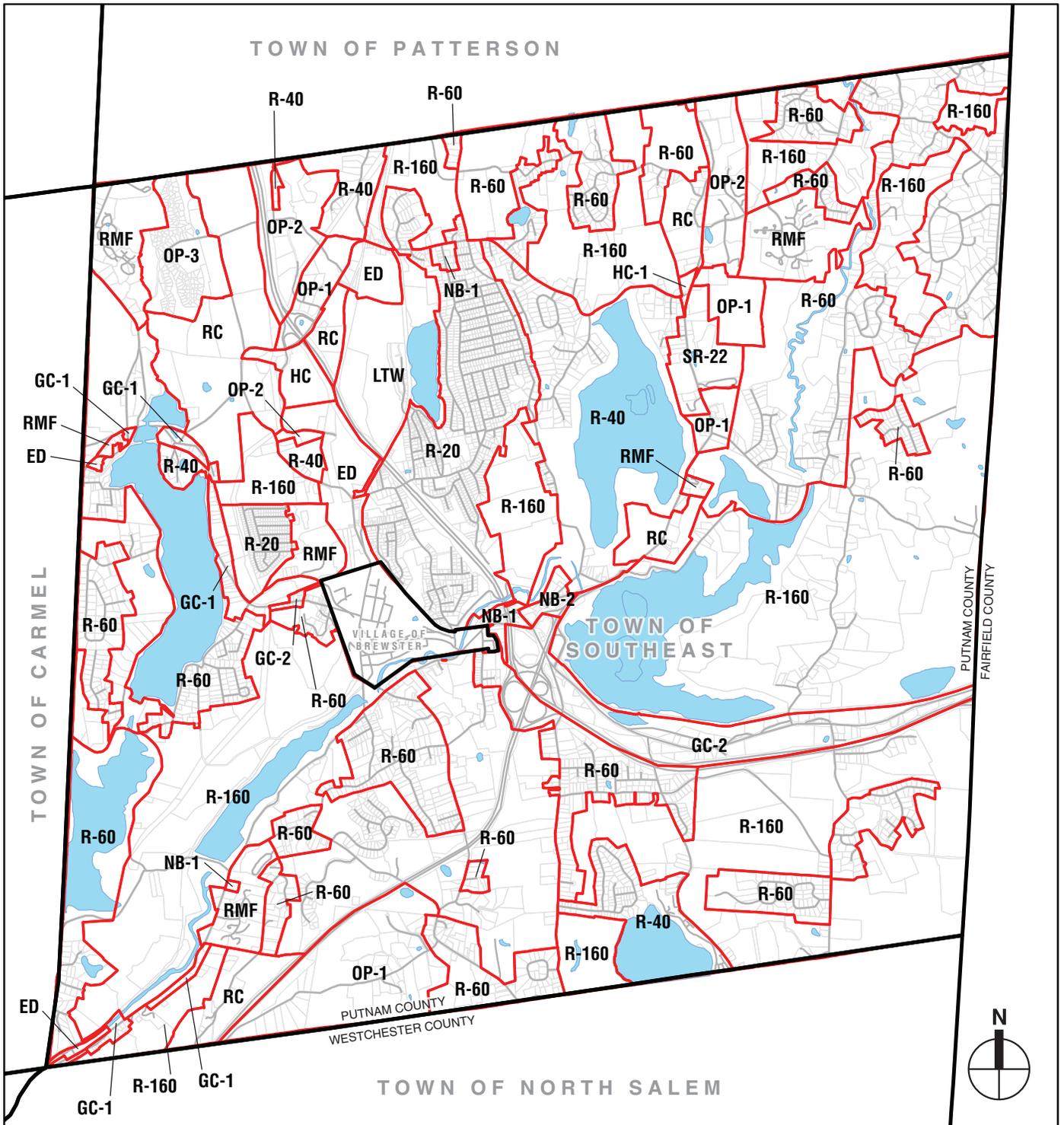
- Preservation of prime agricultural land;
- Preservation of a historic area or landmark;
- Provision of moderate income housing; and
- Promotion of unique and innovative design.

The Town's zoning currently includes the following residential zoning districts (see Figure 5-3):

- R-160 District—Primarily a single-family detached dwelling unit with a minimum lot area of 160,000 square feet (i.e., just under 4 acres). Other permitted principal uses include accessory apartments, farms, and government buildings. Home based occupations, bed and breakfasts, and country inns are allowed by Conditional Use Permit from the Planning Board, and schools, nursing homes, recreation facilities, libraries and houses of worship are allowed by Special Permit from the Town Board.
- R-80 District—Primarily a single-family detached dwelling unit with a minimum lot area of 80,000 square feet (i.e., just under 2 acres). Other permitted principal uses include buildings and uses of any government unit. Similar to the R-160 District, there are a number of uses permitted as Conditional Use Permits from the Planning Board or Special Permit from the Town Board. It is noted that there are currently no properties within the Town which are mapped R-80.
- R-60 District—The same principal uses are permitted in this district as in R-80, with a decrease in the minimum lot area to 60,000 square feet per residence.
- R-40 District—The same principal uses are permitted in this district as in R-80, with a decrease in the minimum lot area to 40,000 square feet per residence.
- R-20 District— Primarily a single-family detached dwelling unit with a minimum lot area of 20,000 square feet per residence.
- RMF District—Single-family detached dwelling units with a minimum lot area of 20,000 square feet per residence. Multi-family dwellings are also permitted in this zone.
- LTW—Single-family detached dwelling units, accessory apartments, and the buildings and uses of any government unit are permitted principal uses in this district with a minimum lot area of 10 acres.

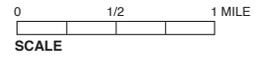
The Town's existing commercial zoning districts are as follows. Table 5-2 below lists the permitted principal, special permit, conditional use permit, and accessory uses currently allowed in each district:

- NB-1 Neighborhood Business (minimum lot area 10,000 square feet).
- NB-2 Neighborhood Business (minimum lot area 30,000 square feet).
- HC-1 Highway Commercial (minimum lot area 80,000 square feet).
- ED Economic Development (minimum lot area 80,000 square feet).
- OP-1 Office Park (minimum lot area 120,000 square feet).
- OP-2 Office Park (minimum lot area 200,000 square feet).



LEGEND

- Municipal Boundary
- Zoning District



Section 5: Land Use, Community Character, and Zoning

- OP-3 Office Park (minimum lot area 100,000 square feet).
- GC-1 Gateway Commercial (minimum lot area 10,000 square feet).
- GC-2 Gateway Commercial (minimum lot area 30,000 square feet).
- HC-1 Highway Commercial (minimum lot area 40,000 square feet).
- SR22 Special Route 22 (minimum lot area not defined).
- RC Rural Commercial (minimum lot area 200,000 square feet).

**Table 5-2
Existing Zoning District Uses**

	NB-1	NB-2	ED	OP-1	OP-2	OP-3	GC-1	GC-2	HC-1	SR22	RC
Adult Uses, Nightclubs, Pawnshops, Pool or Billiard Halls, and Tattoo Parlors									SP		
Bed-and-Breakfast		SP									SP
Car Wash									SP		
Cemetery											SP
Country Inn											SP
Conference Center			SP	SP	SP	SP					SP
Equestrian Center											SP
Farm Use											SP
General Business	SP	SP	P	P	A			P			
Hotel			SP	SP	SP	SP					SP
Institutional											SP
Kennels and Animal Hospitals			SP	SP	SP				SP		SP
Private Utilities											
Large Retail								SP	SP		
Light Manufacturing			SP	C	P	SP					
Motel			SP	SP	SP	SP					
Motor Vehicle Service Stations			SP								
Nursery			P								SP
Office			P	P	P	P	P	P	P	SP	P
Outside Storage	C		A	A	A						
Personal Services	P	P		P	A	SP	P	P	P	SP	
Professional Services	P	P	P	P	A	SP	P	P	P	SP	
Public Utilities	SP	SP	SP	SP	SP	SP	SP	SP	SP		SP
Private Utilities	A	A	A	A	A	A	A	A	A	A	A
Residential	A	A				P			A	A	
Retail	SP	SP		A	A	SP	SP	SP	SP	SP	
Recreation	P	P	P	C	SP	SP			P	SP	P
Research Labs				P	P	P					SP
Restaurant	P	P	P	C	SP	SP	P	P	P	SP	P
Senior Housing					SP						
Telecommunications Tower	C	C	C	C	C	C	C	C	C	C	C
Warehouse			P	C, A	P						
Notes: P = PERMITTED PRINCIPAL USE SP = SPECIAL PERMIT USE C = CONDITIONAL USE PERMIT A = ACCESSORY USES											

FUTURE ZONING

The 2002 Comprehensive Plan identified several broad zoning actions which included:

- Rezoning of large areas of undeveloped or under-developed residential properties to a new “Rural Residential” (4-acre minimum lot size) zoning district.
- Creation of a new “Rural Commercial” zoning district to replace certain Office Park (OP) zoning districts that will permit commercial development that has a smaller impact on environmental systems and the traffic network, but that will still permit high-value uses related to the Town’s rural character.
- Creation of an Historic District overlay zone that will recognize certain historic features (e.g., the Tilly Foster Iron Mine and cemeteries) within the Town to enhance recognition of these features and to minimize the potential for development on these sites (while permitting the continued use of the historic property or encouraging the adaptive re-use of the property for historic interpretation).
- Rezoning of publicly-owned park lands to a new “Park and Open Space” zoning district.

Figure 5-4 indicates the areas proposed for re-zoning in 2002. Figure 5-3 illustrates the Town’s current Zoning Map. As indicated by the current zoning map, a number of recommendations of the 2002 Comprehensive Plan were implemented. In particular, properties were rezoned from R-80 to R-160 and a new Rural Commercial zoning district was created. While a Historic District overlay zone was not created, the intent of this recommendation was captured in the designation of the Milltown and Starr Ridge Road Historic Districts.

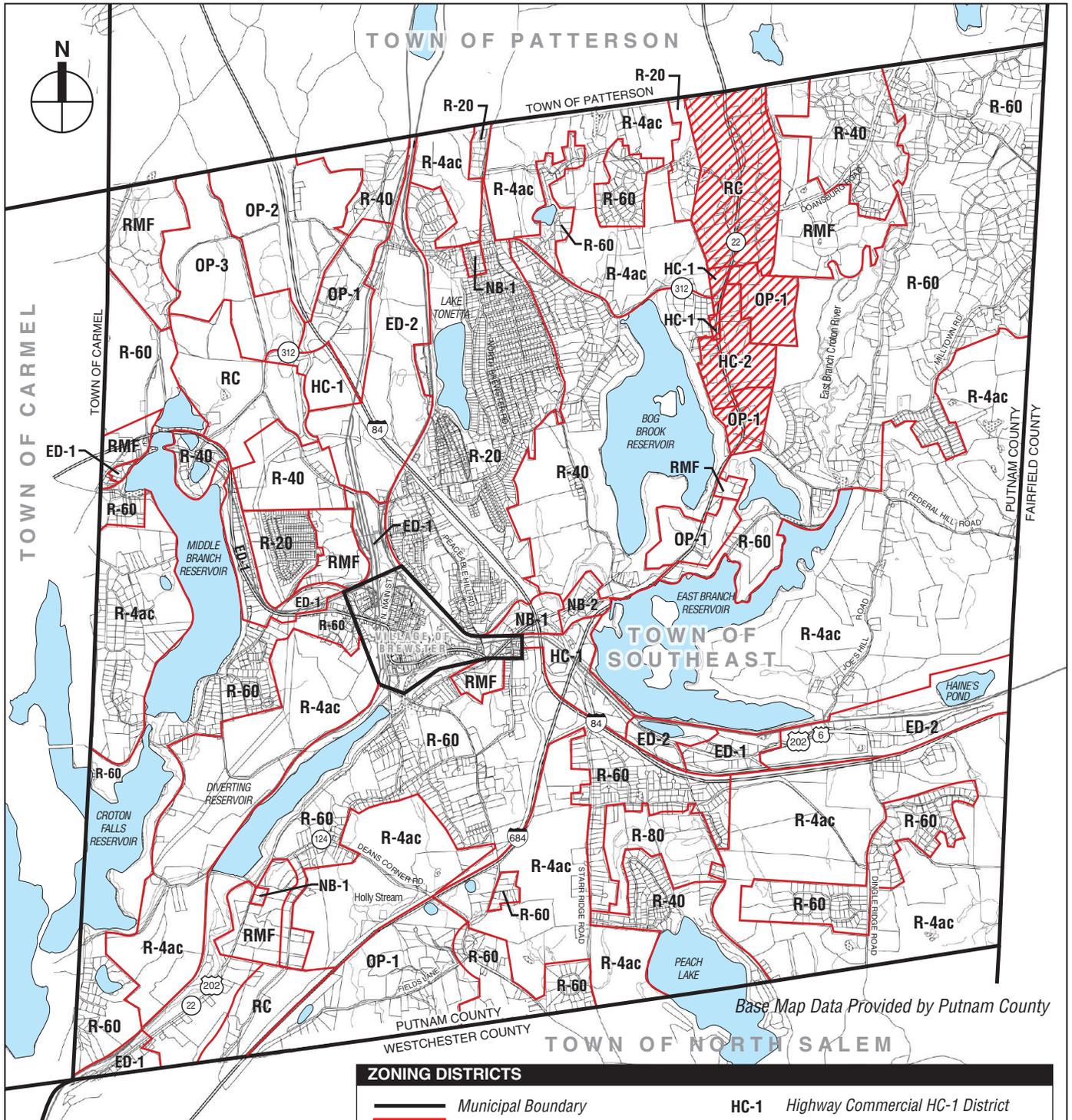
This Comprehensive Plan Update recognizes that although the Town’s Zoning Code has evolved since 1968, it has not fully kept pace with current uses of land. Many of the uses which were defined in the Code at that time are outdated, and that new uses have not been added to capture the types of commercial enterprises envisioned today. In addition, the continual updating has led to some inconsistencies within the Code, as well as sections that are not user friendly. For example, most of the Town’s residential zoning districts refer readers to the R-80 zoning district for the list of allowable uses. However, the R-80 zoning district no longer exists on the map. In addition, there are eleven commercial zoning districts in the Town, many of which have similar permitted uses and dimensional regulations. As such, it is the recommendation of this Comprehensive Plan that the Town’s commercial zoning districts be consolidated (see Figure 5-5), and that the use and dimensional tables for the residential and commercial zoning districts be updated to be more user friendly. It is also the recommendation of this Comprehensive Plan Update that the definitions section of the Zoning Code be updated and expanded to reflect current uses. In particular, the following types of uses should be further defined within the Code:

- Activity facilities, such as indoor and outdoor recreation
- Automobile dealership
- Cottage industries
- Outside storage should be redefined to differentiate between different types (e.g. vehicular storage, materials storage, etc.)
- Theater and performing arts uses

**Table 5-3
Proposed Zoning Districts and Uses**

Uses	NB	ED	OP	OP-MU	GC	HC-1	SR6	SR22	RC
Adult Uses, Nightclubs, Pawnshops, Pool or Billiard Halls, and Tattoo Parlors						SP			
Bed-and-Breakfast	P	P	P	P	P	P	C	C	P
Car Wash						SP			
Cemetery									SP
Country Inn	P	P	P	P	P	P	C	C	P
Conference Center		P	P	P	C	C	C	C	C
Equestrian Center		P	P	P	P	P	C		P
Farm Use		P	P	P	P				P
General Business	C	P	P	C	C	P	C	C	C
Hotel		SP	SP	SP	C		C	SP	SP
Institutional		SP	SP				SP		SP
Kennels and Animal Hospitals		SP	SP	SP		SP	SP	SP	SP
Large Retail						SP	SP	SP	
Light Manufacturing		C	C	C			C		
Motel		SP	SP	SP	C		C	SP	SP
Motor Vehicle Service Stations		SP							
Nursery		P	P	P	P	P	C	C	P
Office	P	P	P	P	P	P	C	C	P
Outside Storage	C	A	A	C	C	C	C	SP	C
Personal Services	P	P	P	C	P	P	C	C	C
Professional Services	P	P	P	C	P	P	C	C	
Public Utilities	SP	SP	SP	SP	SP	SP	SP		SP
Private Utilities	A	A	A	A	A	A	A	A	A
Residential	A			P		A	A	A	P
Retail	P		A	SP	C	P	C	C	
Research Labs			P	P	C	P	C	SP	C
Restaurant	P	P	SP	SP	P	P	P	C	P
Senior Housing	C		SP	C	C	C	C	C	
Telecommunications Tower	C	C	C		C	C	C	C	C
Warehouse		P	P	C	C		C		C
New Uses									
Auto-mobile dealership							SP		
College & Universities		C	C	C	C	C	C	C	C
Craft workshop		P	P	P	C	P	C	C	P
Expand Office type uses to encourage:									
Bio-tech		P	P	P	C		C		P
Call centers		P	P	P	C		C		P
Medical	C	P	P	P	C	C	C	C	
Elder care	C				C	C	C	C	
Mixed-Use	P				P	P	P	C	
Public parking lot or garage		SP							
Recreation, large scale		P	C	C	C	P	C	C	P
Recreation, small scale	P	P	P	P	P	P	P	C	P
Theater and performing arts	P	C	C	C	C	C	C	C	C
Notes:	P = PERMITTED PRINCIPAL USE SP = SPECIAL PERMIT USE C = CONDITIONAL USE PERMIT A = ACCESSORY USES								

In addition, the use tables currently identify Permitted Principal, Conditional Use Permit, and Special Permit uses. Traditionally, Conditional and Special Permit uses are those uses which have greater potential for impacts to a community. As such, they are required to meet certain

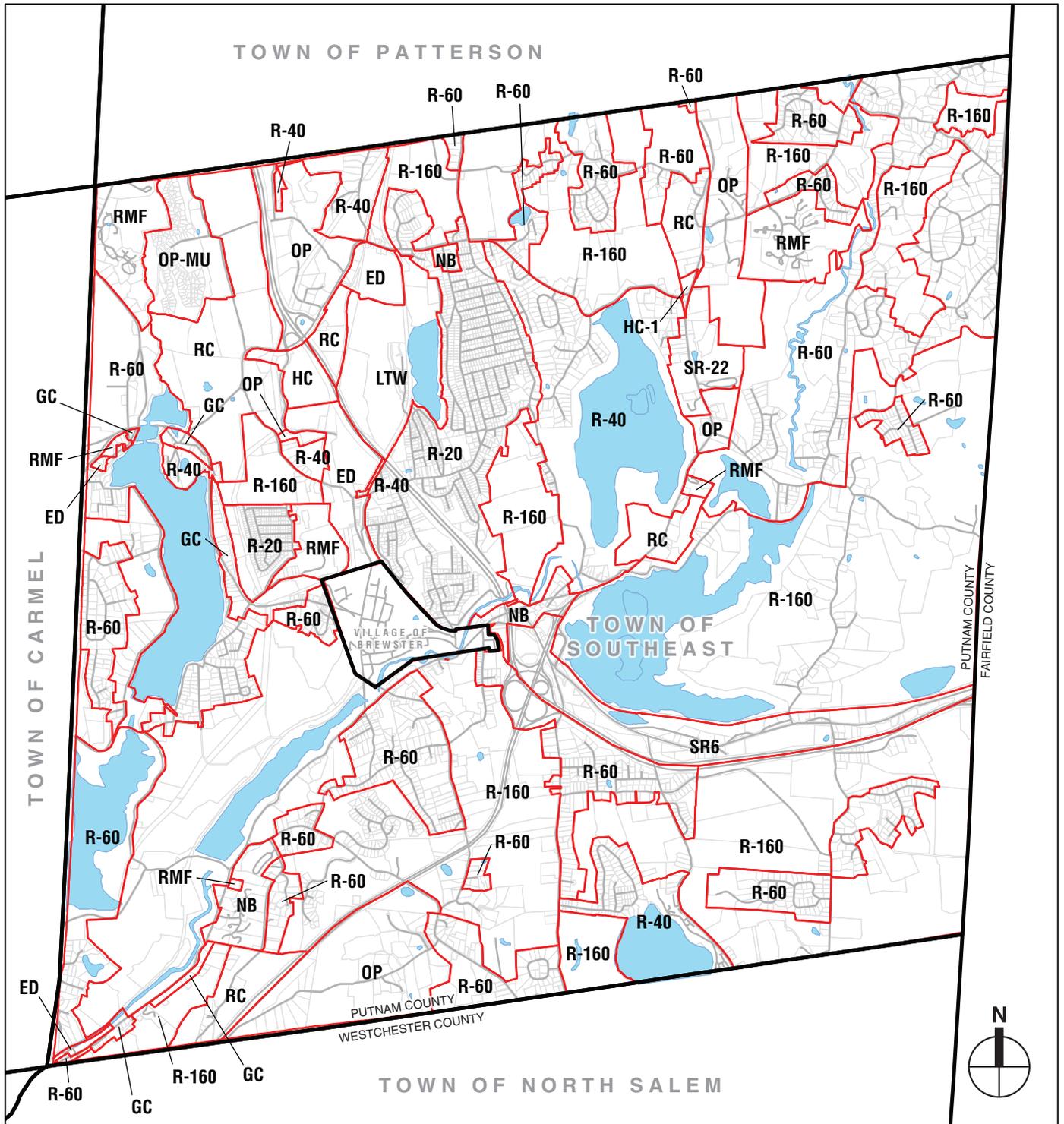


ZONING DISTRICTS

	Municipal Boundary		Route 22 Overlay
	Zoning District Boundary	HC-1	Highway Commercial HC-1 District
R-4ac	Residence 4 ac. District	HC-2	Highway Commercial HC-2 District
R-80	Residence R-80 District	ED-1	Economic Development ED-1 District
R-60	Residence R-60 District	ED-2	Economic Development ED-2 District
R-40	Residence R-40 District	OP-1	Office Park OP-1 District
R-20	Residence R-20 District	OP-2	Office Park Op-2 District
RMF	Residence RMF District	OP-3	Office Park OP-3 District
NB-1	Neighborhood Business NB-1 District	RC	Rural Commercial
NB-2	Neighborhood Business NB-2 District		

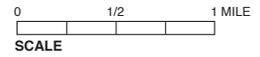
Zoning Adopted: April 18, 1991
 Amended: September 19, 1996
 Map Updated: March 2000

Base Map Data Provided by Putnam County



LEGEND

-  Municipal Boundary
-  Zoning District



performance criteria. In the Town of Southeast, Conditional Use Permits are approved by the Planning Board, and Special Permits are approved by the Town Board. This Comprehensive Plan Update recommends that those Special Permit uses which have less potential for town-wide impact be changed to Conditional Use Permit uses. Table 5-3 above describes the redistribution of uses, as well as new uses which are proposed. It is also recommended that the performance standards for *all uses* within the Town be evaluated to ensure that appropriate measures are in place to protect view sheds and community character. Furthermore, since site plan review is an integral part of the special permit approval process, no separate site plan approval should be required for uses requiring a Special Permit. As such, site plans for uses requiring a Special Permit should be approved by the Town Board with a recommendation from the Planning Board.

5.4 COMPREHENSIVE PLAN RECOMMENDATIONS

LAND USE

GOAL AND POLICY

The Town of Southeast seeks to balance a healthy economic environment with quality residential and commercial character while protecting the integrity of its natural resources and infrastructure.

IMPLEMENTATION ACTIONS

To accomplish these goals, the Town of Southeast intends to:

- Ensure that all local laws, including the zoning code and subdivision regulations, are consistent with the recommendations contained in this Comprehensive Plan and are adequately enforced.
- Continue to update the Town Code as necessary to be consistent with federal and state water quality, flood zone, wetland, and natural resources regulations.

COMMUNITY CHARACTER

GOAL AND POLICY

Maintain the Town's picturesque rural character while allowing for appropriate commercial development.

IMPLEMENTATION ACTIONS

To accomplish these goals, the Town of Southeast intends to:

- Revise the zoning code to strengthen design controls for all commercial buildings, parking lots, and outside storage areas.
- Ensure that the recently amended sign code is adequately enforced, and facilitate the compliance of existing businesses.
- Continue to enforce the Town's protection of scenic stone walls and historic resources.
- Continue to update the inventory of local historic resources (see Section 2).

Town of Southeast Comprehensive Plan

- Prepare a Special Area Plan for the Route 6 corridor between the Village of Brewster and the Danbury Town Line to facilitate the creation of a Special Route 6 Zoning District.

ZONING

- Update the definitions and use tables within the Code to capture the types of commercial enterprises envisioned today. In addition, amend the Code to allow for a greater mix of compatible uses, such as permitting senior housing in close proximity to food stores and medical offices.
- Amend the Zoning Code to put a greater emphasis on the outward appearance, and mitigation of potential impact of a particular use (e.g. traffic), as opposed to the strict separation of uses.
- Edit the Code to remove inconsistencies and make the use and dimensional tables more user friendly.
- As recommended in Table 5-3 above, consolidate the eleven commercial zoning districts in the Town which have similar permitted uses and dimensional regulations.
- Special Permit uses which have less potential for town-wide impact should be changed to Conditional Use Permit uses. Since site plan review is an integral part of the special permit approval process, no separate site plan approval should be required for uses requiring a Special Permit. Site plans for uses requiring a Special Permit should be approved by the Town Board with a recommendation from the Planning Board.
- Eliminate the amortization of outside storage, the enforcement of which could negatively affect the Town's tax and employment base.
- Performance standards, in particular design regulations, for all uses within the Town should be evaluated to ensure that appropriate measures are in place to protect view sheds and community character.
- Maintain the R-160 and LTW Zoning Districts as implemented following the adoption of the 2002 Comprehensive Plan to protect community character, natural resources, and the watershed.

*

6.0 INTRODUCTION

Southeast is predominantly a bedroom community with a few concentrated areas of commercial activity. Reinforcing this pattern is a vital component of the Town's land use plan. Housing locations should be coordinated with the growth of commercial areas and capacity of transportation networks. Housing also serves an important role in meeting the needs of local employers by providing housing opportunities to residents working in the community.

6.1 BACKGROUND

In 2000, approximately 32 percent of the land area in Southeast was low-density (single-family) residential. In addition, there was a significant portion of undeveloped or vacant land that was zoned for low-density residential use. The expansion of residential uses in the 1970s included a combination of single-family and multi-family developments. Earlier periods of development directly after World War II saw an expansion of low- to medium-density housing development surrounding existing residential neighborhoods. Development around Tonetta Lake, Peach Lake and the Brewster Heights neighborhood largely followed existing patterns of smaller houses on smaller lots. During the 1980s, however, the trend in housing development shifted toward medium- to high-density townhouse-style developments and larger lot single-family houses in the rural areas such as Milltown Road and Starr Ridge Road. Figure 6-1 shows three different housing styles from typical neighborhoods.

As discussed in Section 3, between 1990 and 1997 development of residential housing followed a different pattern from what was seen in the last five years of the 1980s when several hundred residential building permits were being issued each year. New building permits in the 1990s followed a flatter pattern with years when only 50 or 75 units were constructed punctuated by two years (1993 and 1994) when several hundred units were constructed. This pattern is typical of a community whose neighborhoods have largely been built out and whose remaining open parcels, though difficult to build on because of environmental constraints, are being considered for large subdivisions.

As discussed in Section 3, residential development continued to grow between 2000 and 2013, but at a slower rate overall. This was likely due to two factors, the first being that the Town changed its subdivision and zoning regulations following the adoption of the 2002 Comprehensive Plan. These changes increased the minimum lot size for most areas of the Town, which in turn reduced development potential. The second major factor was the economic downturn of 2008, which resulted in a nation-wide collapse of the housing market and significantly slowed development in Southeast.

Southeast has historically provided an appropriate mix of housing opportunities for all of its residents, especially first-time homebuyers, empty-nesters, and people of modest or fixed incomes. In fact, Southeast has provided a wider range of housing options and values when

Town of Southeast Comprehensive Plan

compared to other communities in Putnam County or to the south in Westchester County. This diversity has attracted many new residents and businesses to Southeast and has enabled the Town and its economy to grow.

As shown in Table 6-1, detached single-family homes accounted for 63 percent of Southeast’s housing stock in 1990, whereas attached housing and other types of homes accounted for 37 percent. This represented a relatively balanced mix of housing compared to other Putnam County communities. Overall, Southeast provided over 31 percent of Putnam County’s supply of attached housing units in 1990, but only 18 percent of the County’s total housing stock.

**Table 6-1
Housing Options, 1990**

Housing Type	Number of Units						Total (County)
	Carmel	Kent	Patterson	Philipstown	Putnam Valley	Southeast	
Detached	7,978	4,500	2,520	2,862	3,701	3,605	25,166
Attached and Other	2,174	574	652	943	285	2,104	6,732
Total	10,152	5,074	3,172	3,805	3,986	5,709	31,898

Source: U.S. Census Bureau, 1990 Census of Housing.

As shown in Table 6-2 below, Southeast continues to have a balanced mix of housing options. According to the 2007-2011 American Community Survey 5-Year Estimates (the latest data available), detached single-family homes accounts for 59% percent of Southeast’s housing stock, whereas attached housing and other types of homes accounted for 41% percent. It is also important to note that the Town of Southeast changed its accessory apartment regulations following the 2002 Comprehensive Plan, which enabled the creation of legal in-law suites and caretaker apartments, which are important resources for an aging population.

**Table 6-2
Housing Options, 2010**

Housing Type	Number of Units						Total (County)
	Carmel	Kent	Patterson	Philipstown	Putnam Valley	Southeast	
Detached	9,884	4,789	3,380	3,159	4,393	4,269	29,874
Attached and Other	2,466	659	1,028	798	272	2,976	8,199
Total	12,350	5,448	4,408	3,957	4,665	7,245	38,073

Source: U.S. Census Bureau, 2007-2011 American Community Survey 5-Year Estimates

Housing prices, real property taxes, and housing demand in northern Westchester County increased dramatically during the 1990s, fueling a similar rise in prices and demand in Putnam County. This trend continued until the economic downturn in 2008, which resulted in a housing market crash and an increase in unemployment rates. The economy and housing market are slowly recovering, and the future may bring similar real estate pressures to what the Town experienced in the 1990s. In addition, the economy and demographic trends have increased the demand for intergenerational housing. As such, Southeast should continue to provide a balanced housing climate with a diversity of housing options.



Townhouses in Fieldstone Pond



Single family housing on larger lot



Residential houses on North Brewster Road

6.2 IMPACT OF RESIDENTIAL DEVELOPMENT

Each of the main types of residential development—denser neighborhoods of smaller homes and rural, low-density neighborhoods with larger homes—has a different impact with respect to community character, water quality, and environmental planning.

Density of new residential housing is a key determinant of its impact on community character. Where the rural character of residential areas can be maintained, even when new housing is developed, then community character is not threatened. When new housing is constructed without respect to existing patterns, then impacts on community character can result. Many of the Town's residential communities have large mature trees lining the roads with periodic broad vistas across a field or lake. The older neighborhoods with smaller homes also have tree-lined streets that are important to the overall character of the neighborhood. It should be noted that it is possible to develop high-density housing with fewer apparent impacts on character by incorporating strong design guidelines. Design guidelines for both residential and commercial areas are addressed in the Town's Comprehensive Plan.

One of the most useful indicators of potential environmental impact from residential development, especially with respect to water quality, is impervious surface area coverage. Impervious surfaces collect pollutants such as nutrients, oils, and particulates that get picked up in stormwater and carried to local water bodies. The traditional residential pattern of smaller lots served by a network of roads with convenient access to commercial shopping districts while covering a higher percentage of the land area with impervious surface may actually have less total square feet of impervious surfaces (counting all roads, driveways, and structures) than a lower-density pattern seen in newer subdivisions and housing in rural areas. However, these denser neighborhoods do not typically have enough land available for stormwater best management practices (or were never built with such controls to begin with).

Perhaps the most obvious component of a residential neighborhood's environmental impact is the manner in which wastewater is collected and treated. Older neighborhoods with smaller lots are more easily served by central collection of wastewater in sewers and treatment of wastewater at a wastewater treatment plant because of the economy of scale involved with laying out sewer lines. Lower-density areas, on the other hand, require a greater capital investment in sewer lines to reach each of the houses within the service area. However, where central wastewater collection and treatment does not exist, older residential neighborhoods are more likely to be served by septic systems on lots that are too small to adequately treat wastewater while newer residential construction either has more up-to-date septic systems installed or have larger land available to find suitable soils for a septic system. Generally speaking, individual septic systems on lots less than one acre in size are more difficult to site than septic systems on larger residential lots. Where individual groundwater wells are used for drinking water supply on the same site, sufficient separation distance must be observed to ensure the safety of the drinking water. A one-acre lot serves as a good threshold of the minimum area to serve both well and septic system.

Section 2 of the Croton Plan identifies three Septic System Focus Areas where the density of existing housing, or the number of known septic failures, points to an existing problem with failing or likely-to-fail septic systems. The Septic Focus Areas are located adjacent to Peach Lake, Tonetta Lake, and along North Brewster Road. These are some of the Town's older residential communities with smaller homes set on smaller lots. The Croton Plan quantifies the phosphorus loading both from sanitary waste discharged through the septic systems and from

surface runoff associated with the developed and undeveloped portions of these Septic Focus Areas. Phosphorus loading from both sources (the sanitary flow and surface runoff) is considerable and poses a threat to water quality in the reservoirs. The Croton Plan identifies a number of infrastructure options to address this existing water quality problem.

Consistent with the recommendations for Peach Lake, in 2009 the Town entered into an inter-municipal agreement with the Town of North Salem in Westchester County to establish the Peach Lake sewer district. The sewer district encompasses the residential communities of Bloomerside Cooperative, Northern Westchester Country Club, Pietsch Gardens and Vails Grove, and a small commercial district. In 2012, the Peach Lake Environmental Center wastewater treatment plant opened in the Town of Southeast to treat wastewater generated by these areas.

At Lake Tonetta, the Town constructed a stormwater treatment basin at the northeast corner of lake to provide water quality treatment. The purpose of this improvement was to treat runoff from the existing Lake Tonetta residential area. Surface water from the developed and undeveloped portions of the area around Lake Tonetta contributes phosphorus and other pollutants to the Lake. This project retrofitted an older existing neighborhood with a new stormwater treatment basin to contribute to pollutant reductions.

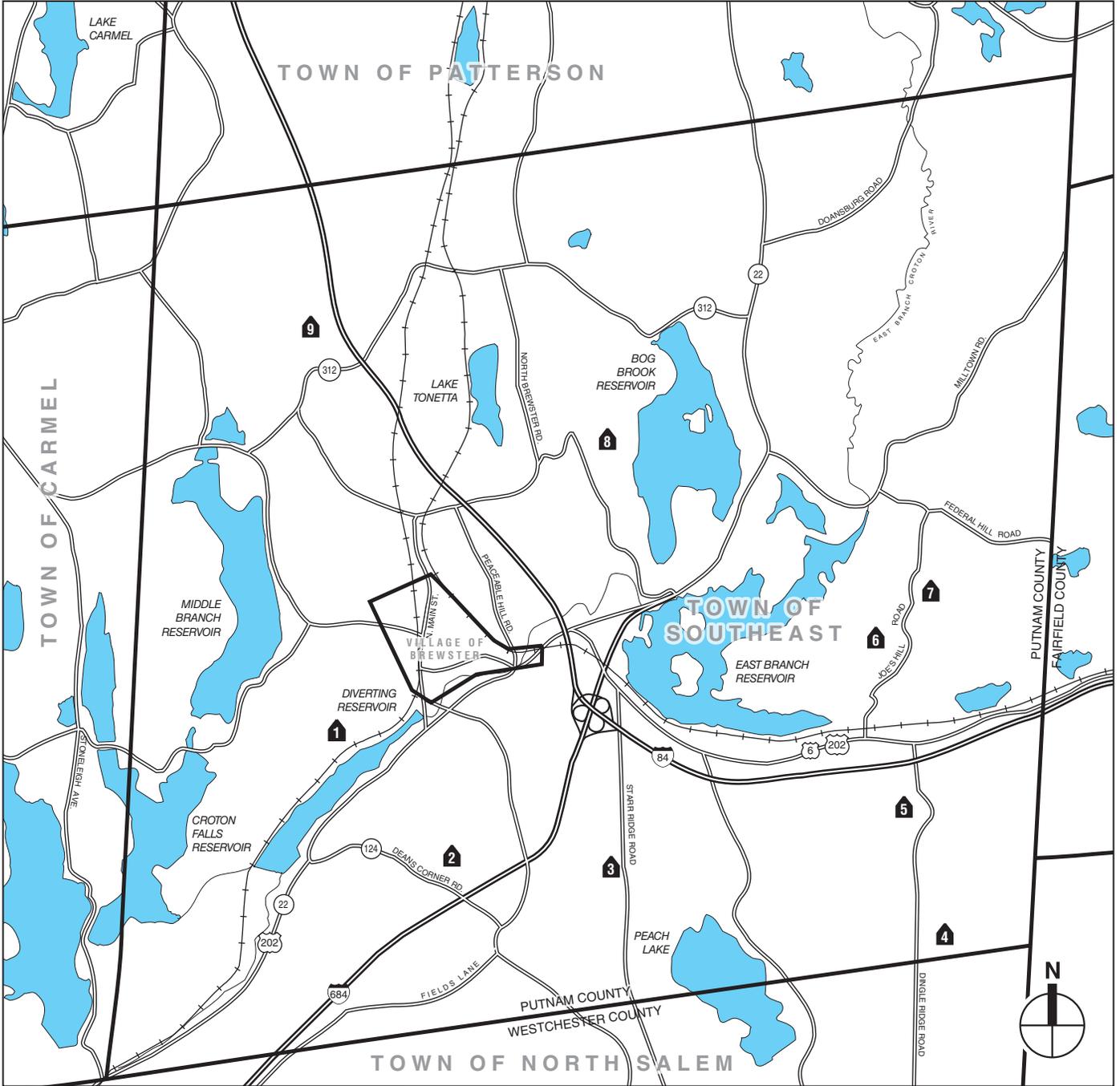
6.3 FUTURE RESIDENTIAL DEVELOPMENT

The 2002 Comprehensive Plan included an analysis of the potential build-out of vacant parcels within the Town. The plan identified several areas of under-developed properties that had the potential for significant amounts of new residential development (see Figure 6-2). The plan noted that a couple of these areas are in close proximity to reservoirs, while others are notable for their rural character, and that how these areas are developed could have impacts on community character, water quality, or both. As a result of this analysis, much of the Town was rezoned following the adoption of the 2002 Comprehensive Plan to reduce the potential build-out of residential areas.

2002 COMPREHENSIVE PLAN BUILD-OUT ANALYSIS

In 2002, nearly 33 percent of the Town was vacant or under-developed. Much of this land was zoned for single-family residential development on lots as small as one acre but also ranging up to a minimum of two acres in size. While significant portions of this vacant land was not suitable for development due to constraints on locating septic disposal fields, slopes, wetlands, or soil conditions, there was the theoretical possibility that this land can be developed.

A Geographic Information System (GIS) analysis was used to identify the vacant or under-utilized parcels. Figure 6-3 identifies vacant parcels according to the Town's 2002 tax parcel database. Many of the vacant parcels are in areas adjacent to reservoirs. A basic build-out analysis was performed in these nine areas (see Figure 6-4) to determine a range of potential single-family residential units and commercial office space (from the portions zoned for commercial uses) based on existing zoning districts. Land currently designated as public park, transportation (e.g., railroad track), or utility was deducted to achieve a total developable area. Any existing improvements on the properties were not considered. A high range estimate was calculated by dividing the total developable acres by the minimum lot size required in that district. The low range estimate was calculated by assuming that development constraints (slopes, wetlands) and the need for roads would reduce the overall development efficiency by 25

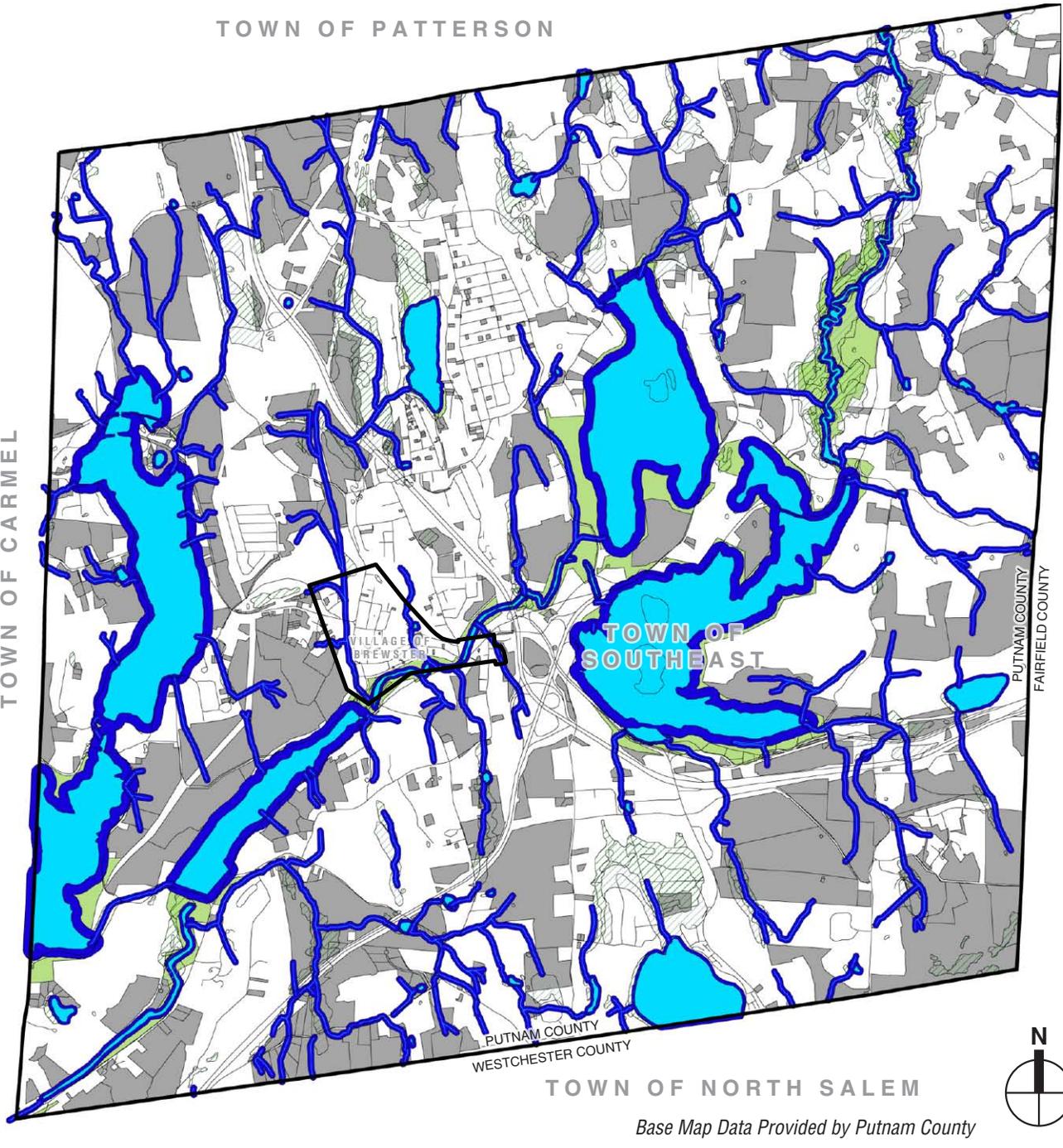


LEGEND

- Municipal Boundary
- Residential
 - 1 Brady Farm
 - 2 Meadows at Deans Corner (±139 lots on 310 ac.)
 - 3 Starr Ridge Road (±49 lots on 203 ac.)
 - 4 8 Bells (±185 ac.)
 - 5 Mendel Farm (±400 ac.)
 - 6 Joe's Hill Road (±195 ac.)
 - 7 Augusta Subdivision (±40 ac.)
 - 8 Brewster Hill Road (±81 ac.)
 - 9 Campus at Fields Corner (±141 lots on 327 ac.)

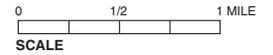
TOWN OF PATTERSON

TOWN OF CARMEL



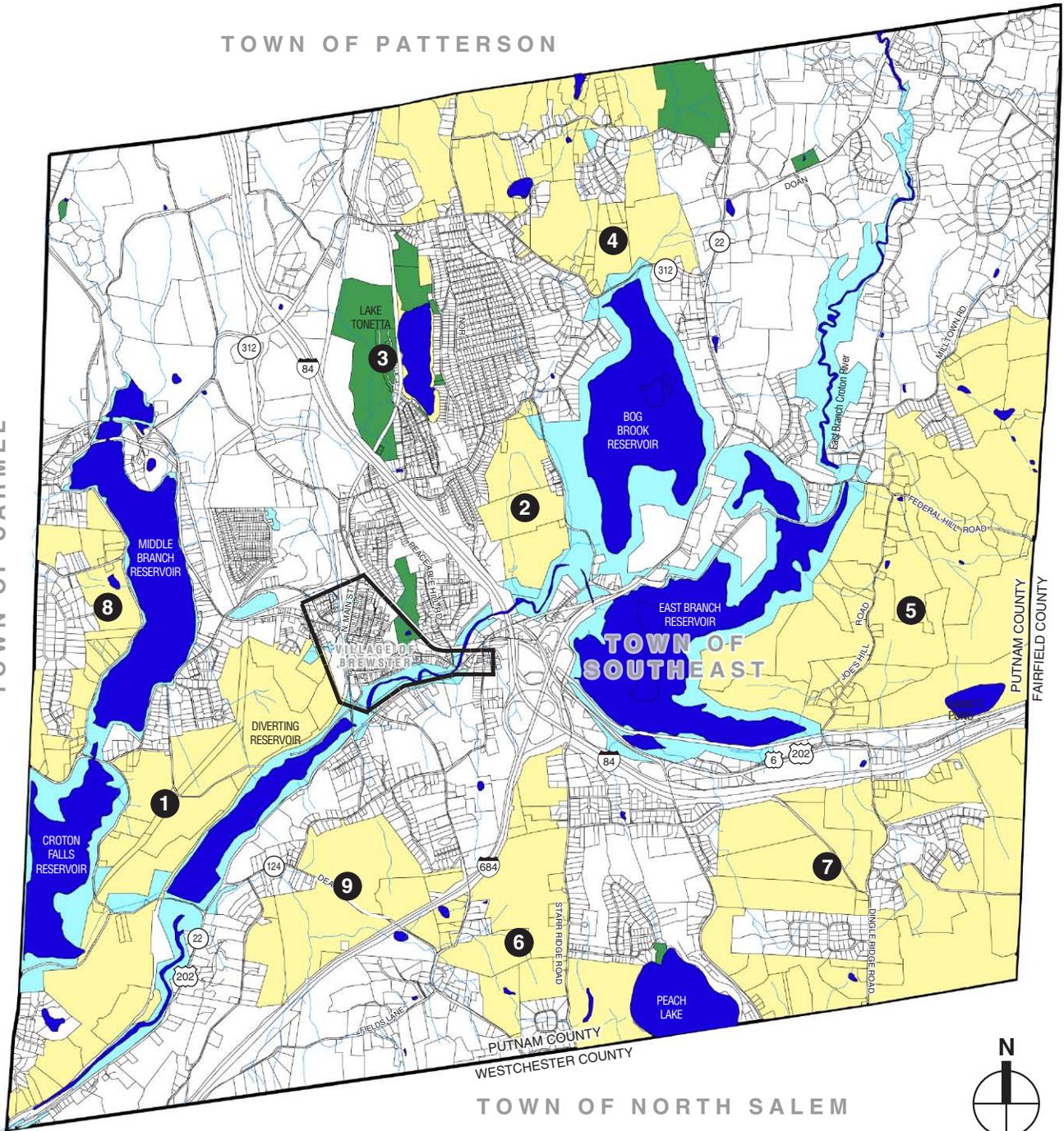
LEGEND

- Municipal Boundary
- Water Bodies
- Regulated Buffers
- Water Supply Land
- Vacant
- NWI Wetlands
- DEC Wetlands



TOWN OF PATTERSON

TOWN OF CARMEL

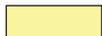


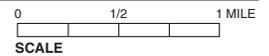
TOWN OF NORTH SALEM

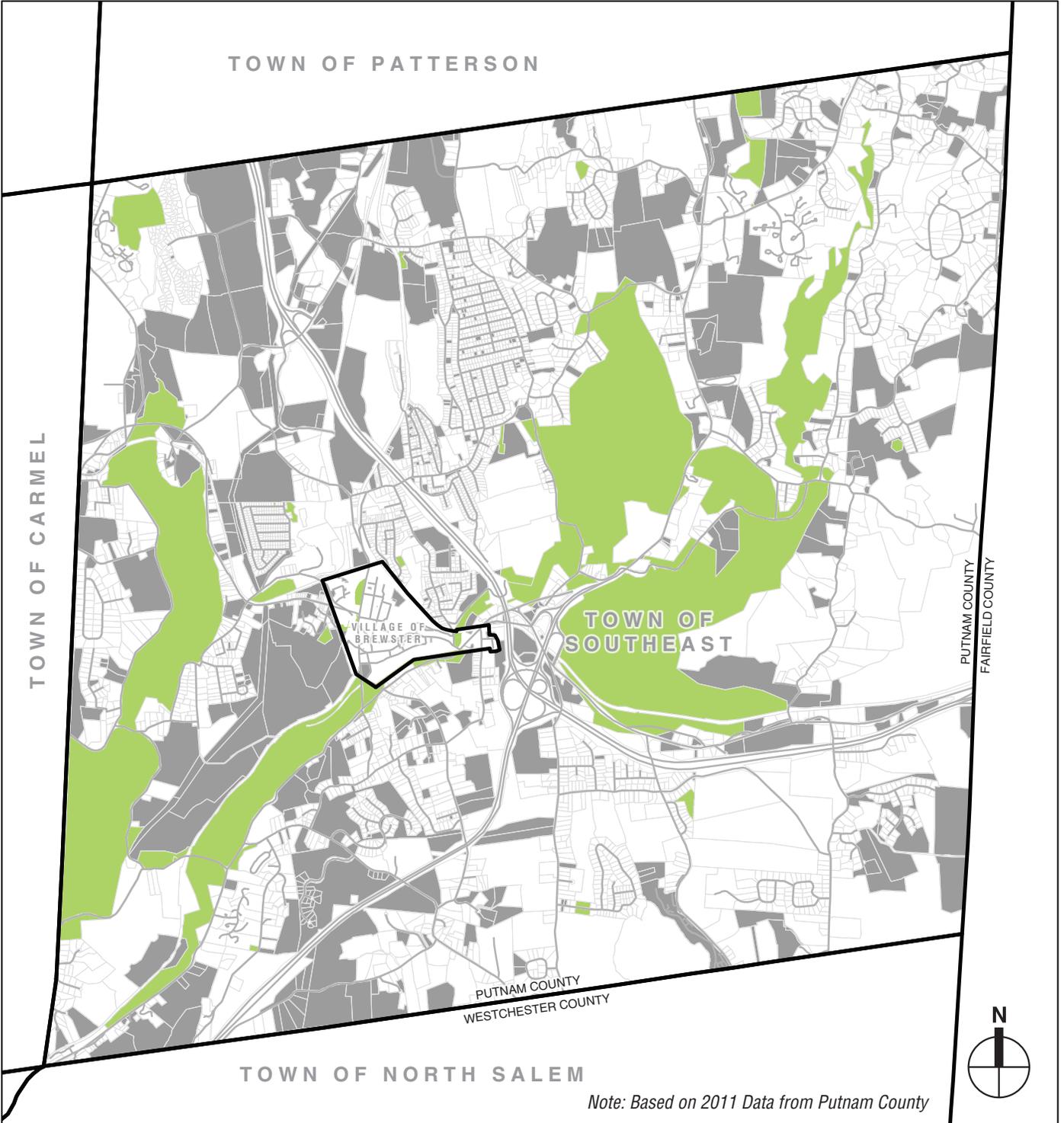
Base Map Data Provided by Putnam County



LEGEND

-  Municipal Boundary
 -  Water Bodies
 -  Residential Rezoning Areas
- | | |
|------------------------------|---------------------------|
| 1 Diverting reservoir Area | 6 Starr Ridge Road |
| 2 Brewster Hill Road | 7 Dingle Ridge Road |
| 3 Tonetta Lake | 8 Middle Branch Reservoir |
| 4 Foggintown Road | 9 Deans Corner Road |
| 5 East Branch Reservoir Area | |





Note: Based on 2011 Data from Putnam County

LEGEND

-  Municipal Boundary
-  Vacant Land
-  Water Supply

percent. (This analysis is not meant to be a site-specific analysis that would address specific environmental constraints). Table 6-3 summarizes the results of the build-out analysis for each of the nine areas.

**Table 6-3
Residential Development Potential Under 2002 Zoning**

Area Name	Total Acres	Developable Acres†	2002 Zoning	Potential Residential Units	
				Low	High
Brewster Hill Road	233	229	R20/R40	187	250
Deans Corner Road	420	420	R60	228	304
Dingle Ridge Road	1,247	1,094	R60/R80	582	776
Diverting Reservoir	885	806	R60	439	586
East Branch Reservoir*	1,812	1,501	R60/R80/ED-2	612	816
Foggingtown Road	807	636	R40/R60/OP-1	475	634
Middle Branch Reservoir	256	256	R60	139	186
Starr Ridge Road	564	564	R60	307	410
Tonetta Lake	11	11	R20	18	24
Totals	6,235	5,517		2,987	3,986
Notes: †- Total acres minus public lands, utility rights-of-way, and institutions. *- Approximately 2.9 million square feet of office development on approximately 167 acres could also be built.					
Sources: AKRF, Inc. based on Town of Southeast Tax Parcel Data.					

The analysis made it quite clear the extent to which new residential development could occur in the Town of Southeast. While Watershed Regulations and the lack of sufficient capacity for wastewater treatment would significantly reduce the number of residential units likely to be developed, the potential existed under the 2002 zoning for these areas.

Based on the community character and water quality assessment presented above, and information obtained from the Croton Plan regarding phosphorus loadings from areas of residential development (from both septic discharge and surface runoff), the 2002 Comprehensive Plan recommended that the zoning for these areas be changed to come into concert with current planning efforts to protect community character and water quality.

New R-160 (4-acre minimum lot size) low-density residential zoning was proposed for these nine areas to accomplish the two goals of protecting Southeast’s rural community character and the quality of the water supply. Lower densities of septic systems would increase the likelihood that suitable soils would be found for proper treatment of sanitary flows and lower densities of houses would reduce the impact to the land and leave undisturbed areas intact. The lower density of housing is also more consistent with a rural character. Continued residential development at the one-acre and two-acre lot size threatened to eliminate what is left of the Town’s rural character. The 2002 Comprehensive Plan also noted that the 4-acre minimum lot size was more consistent with contemporary development experience in Southeast where residential subdivisions tended to have lower overall densities than what was permitted by zoning due to the challenges presented by environmental constraints and site engineering.

Table 6-4 presents the potential residential build-out of the areas proposed to be rezoned to 4-acre minimum lot size by the 2002 Comprehensive Plan. Since, at the recommendation of the Comprehensive Plan, all of the properties identified in Table 6-4 were rezoned to R-160 (4-acre minimum lot size); the build out presented below is consistent with what could be developed

today. The same methodology was used to calculate this development potential as was done using the 2002 zoning.

Table 6-4
Residential Development Potential Under R-160 Zoning

Area Name	Total Acres	Developable Acres†	“Proposed” Zoning (R-160)	Potential Residential Units	
				Low	High
Brewster Hill Road	233	229	4 acre min. lot	43	57
Deans Corner Road	420	420	4 acre min. lot	79	105
Dingle Ridge Road	1,247	1,094	4 acre min. lot	205	273
Diverting Reservoir	885	806	4 acre min. lot	151	202
East Branch Reservoir	1,812	1,501	4 acre min. lot	281	375
Foggingtown Road	807	636	4 acre min. lot	119	159
Middle Branch Reservoir	256	256	4 acre min. lot	48	64
Starr Ridge Road	564	564	4 acre min. lot	106	141
Tonetta Lake	11	11	4 acre min. lot	12	16
Totals	6,235	5,517		1,044	1,392

Notes: †- Total acres minus public lands, utility rights-of-way, and institutions.
Sources: AKRF, Inc. based on Town of Southeast Tax Parcel Data.

Ultimately, the R-160 zoning substantially reduced the potential density of housing in each area, ensuring that future development is guided in a manner that is compatible with the Town’s rural character and water quality protection efforts. As such, it is the recommendation of this Comprehensive Plan that the minimum lot sizes recommended by the 2002 Comprehensive Plan, and subsequently adopted, be maintained.

The Town should continue to enhance existing zoning and subdivision provisions with respect to buffers between residential uses and commercial uses, and to encourage open space set-asides in residential subdivisions. These measures will seek to guide the design and layout of new subdivisions to further reinforce community character.

In addition, the Resource Protection Plan (§138-21) of the Zoning Code identifies specific features that comprise “site resource protection land” that must be considered in calculating permitted density of new residential developments. While the calculations in this section adequately address the need for protection of the natural features, specific language that would preclude development that affects the features should be enhanced. The Zoning Code addresses this issue in the “General criteria and standards” (§138-46.K(1)) relating to site plan review; but the language should be strengthened.

6.4 COMPREHENSIVE PLAN RECOMMENDATIONS

GOAL AND POLICY

The Town of Southeast seeks a balanced diversity of housing opportunities and types to meet the needs of its current and future residents. The Town seeks to maintain its existing supply of housing, including its variety of price ranges, to accommodate residents of all income groups. New housing should reinforce the Town’s rural qualities and predominantly single-family detached housing character.

IMPLEMENTATION ACTIONS

To accomplish these goals, the Town of Southeast intends to:

- Amend Resource Protection Plan provision (§138-21) and site plan review criteria (§138-46) of the zoning code to indicate that resource protection areas, such as steep slopes and wetlands, cannot be built upon.
- Maintain the reduction in allowable density in residentially-zoned areas adjacent to reservoirs and their tributary streams.
- Encourage provision of senior housing in appropriate locations in either residential or commercial zoning districts. Specifically define “senior housing” to ensure that the needs of seniors are met while minimizing the potential for senior housing to revert to standard market-rate multi-family units.
- Encourage the establishment of conservation easements for open-space set-asides in existing and future residential developments to ensure long-term preservation of that land.
- Strengthen subdivision regulations to encourage the implementation of conservation subdivisions.
- Increase buffer zones between residential and commercial uses to protect the rural residential character of the community.
- Strengthen existing subdivision regulations to enhance open-space protection provisions within conservation design subdivisions.
- Enforce architectural design standards and review procedures for new residential development in coordination with the Architectural Review Board.

*

7.0 INTRODUCTION

A community's character is a function of its residential neighborhoods, its open spaces, and its commercial districts. Commercial uses also play another role in a community: they provide opportunities for people to shop and work. A well-balanced community will ensure that residential, open space areas, and commercial districts are integrated into an overall plan.

7.1 BACKGROUND

Figure 7-1 identifies the major nodes of commercial development in the Town. Commercial shopping uses are concentrated along the major arterial roads traversing the Town: Route 22 and Route 6, as well as the Highlands Shopping Center at the intersection of Route 312 and Interstate 84. To some extent, the proliferation of automobile oriented development, such as strip malls, has drawn business away from the traditional Main Street in the Village of Brewster. However, the Town is currently experiencing retail vacancies due to the economic downturn, as well as competition from Danbury, CT and internet based businesses.

The businesses in the Village generally serve consumer convenience-goods needs, including florists, delis, and small grocery-type stores. In 2009, the Putnam County Main Street Partnership Program, with funding from the New York State Quality Communities Program, prepared the *Niche Marketing Plan: Village of Brewster*. The purpose of the Niche Marketing Plan was to "identify commercial uses that are economically viable, compatible and appropriate and make specific recommendations to the Village of Brewster to strengthen the business mix, enhance economic activity, and develop a commercial "niche" or identity." The plan found that there is no real "anchor" on Main Street to drive business to smaller retailers on a frequent basis (e.g., a grocery store or a pharmacy). It also found that the relocation of the Town of Southeast offices and court to Route 22 decreased the foot traffic in the Village.

The 2002 Comprehensive Plan extensively discussed the future development of the Route 22 corridor as the Town's "Main Street." This corridor is the Town's primary gateway from the north (and for people continuing on Route 22 from I-684 to the south), and plays an important role in Southeast's community character and overall image.

As recommended by the 2002 Comprehensive Plan, in 2007 the town developed a Route 22 Special Area Plan which included planning and design guidelines for businesses along the corridor. The plan was incorporated into the Town's Zoning Code so that physical and aesthetic improvements to existing or new properties along the corridor can be done in a coordinated fashion. The plan included the conceptual layout of a bypass road to the east of Route 22 and a new Town green around the small wetland complex just south of the Red Rooster restaurant. However, the future build-out of this plan will face challenges. From a water quality standpoint, the Route 22 corridor is a primary contributor of stormwater runoff to both the Bog Brook and East Branch Reservoirs and to the Great Swamp. New development along Route 22 must

comply with Watershed Regulations with respect to stormwater management. Additional constraints on development along Route 22 include NYSDEC wetland regulations and poor soils for wastewater management. If new development within this area is able to connect to an existing wastewater treatment plant, the implementation of this plan may still be viable.

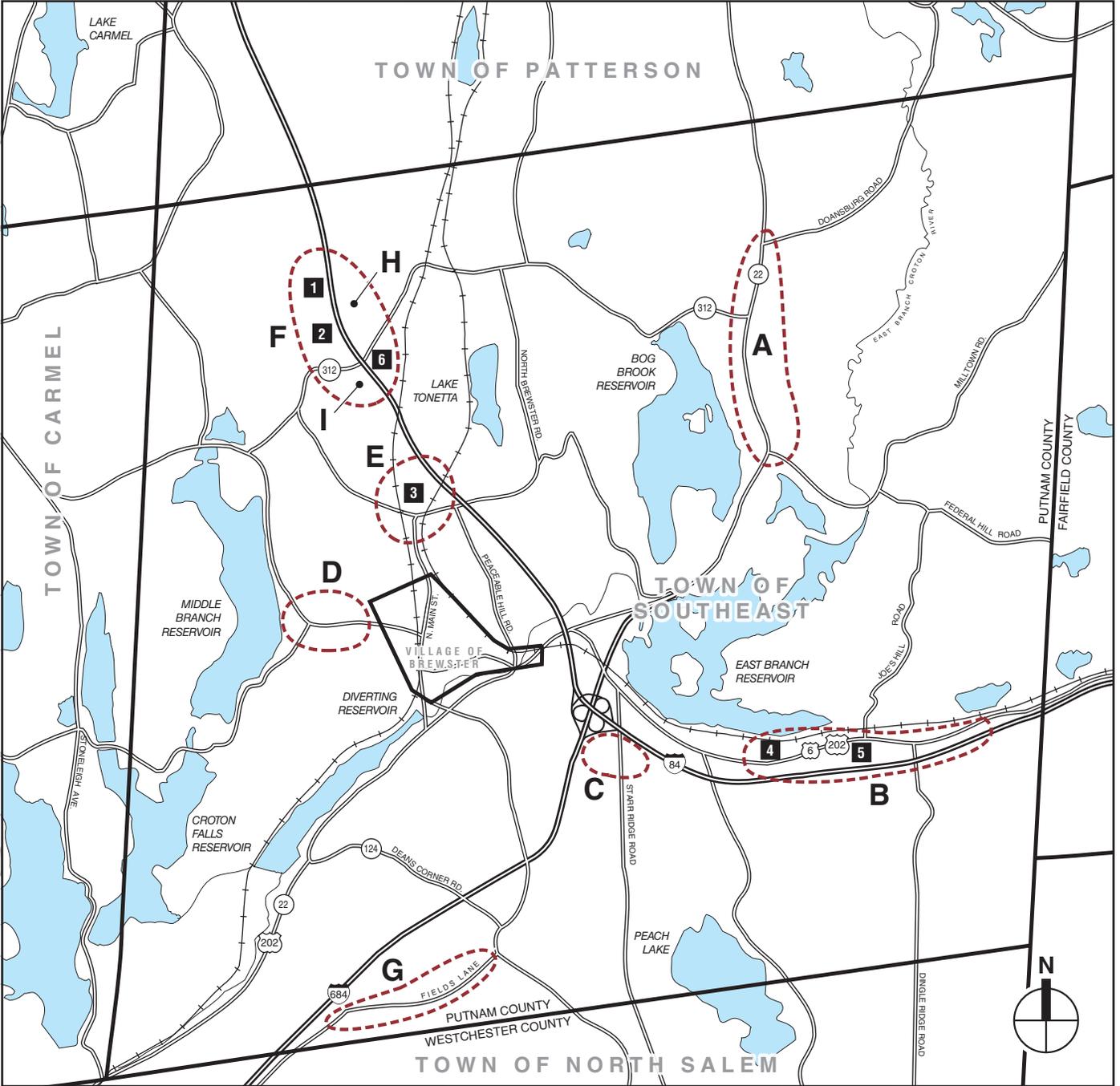
Additional opportunities for commercial expansion may exist on Route 6 both west and east of the Village of Brewster. New commercial businesses along the western portion toward Carmel could serve convenience-good demand for residents located in Brewster Heights and Turk Hill; but are limited due to the proximity of the Middle Branch Reservoir. Similarly, along Route 6 east of the Village, topography on both the north and south sides of the road and the proximity of the East Branch Reservoir to the road make additional development difficult. A large scale retail development, Stateline Retail Center, was approved in 2010 for the south side of Route 6 near the Town's border with Danbury. However, this project has not yet been built.

The section of Route 6 between the Village of Brewster and Danbury was formerly zoned Economic Development (ED), which is the most permissive zone in the Town. As such, small light industrial, warehousing, and outside storage uses had proliferated along this portion of Route 6. Following the adoption of the 2002 Comprehensive Plan, this area was re-zoned to Gateway Commercial 2 (GC-2), which limits the uses, includes specific design guidelines for certain uses, and eliminates outside storage. This rezoning has resulted in a number of pre-existing non-conforming uses along this corridor.

Larger development sites at the interchange of I-684 and Route 6 have been proposed and have met with considerable public concern. Large-scale commercial development at this location could have an immediate impact on community character for people entering the Town from I-684 and from the historic district along Starr Ridge Road depending on how the development is configured and designed. A large-scale use, if well designed, could have a beneficial impact on community character.

From 2000 to 2008, Southeast experienced an increase in office commercial and light industrial/warehouse development. Office parks such as the Mt. Ebo Corporate Park on Route 22 and Terravest Corporate Park on Route 312 captured some of the early interest in Southeast as a commercial office and manufacturing center. Interest in similar development was slack in the 1990s, and has declined again since 2008 following the economic downturns. However, Southeast's location could lead to a resurgence of demand for new commercial office and light industrial uses. In recent years, plans for new commercial office or light industrial uses have been focused on the Fields Lane area of Southeast, as well as the interchange of I-84 and Route 312.

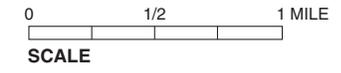
The 2002 Comprehensive Plan evaluated the development potential of vacant parcels of land in the Town. In response to concerns about over-development and the loss of significant "gateway" or open space parcels, the Town rezoned a number of parcels to Rural Commercial (RC), Gateway Commercial, or otherwise reduced the development potential of the parcels. The plan specifically identified the following large agricultural or vacant parcels as being along gateways to the Town on land notable for its scenic qualities and rural character: (1) land along either side of Route 312, between Route 6 and Pugsley Road; (2) land along either side of Route 312, between I-84 and the railroad tracks; (3) land to the west of I-684 along Guinea Road; and (4) land on either side of Route 22, between Brewster Hill Road and Virginia Woods Drive (see Figure 7-2).

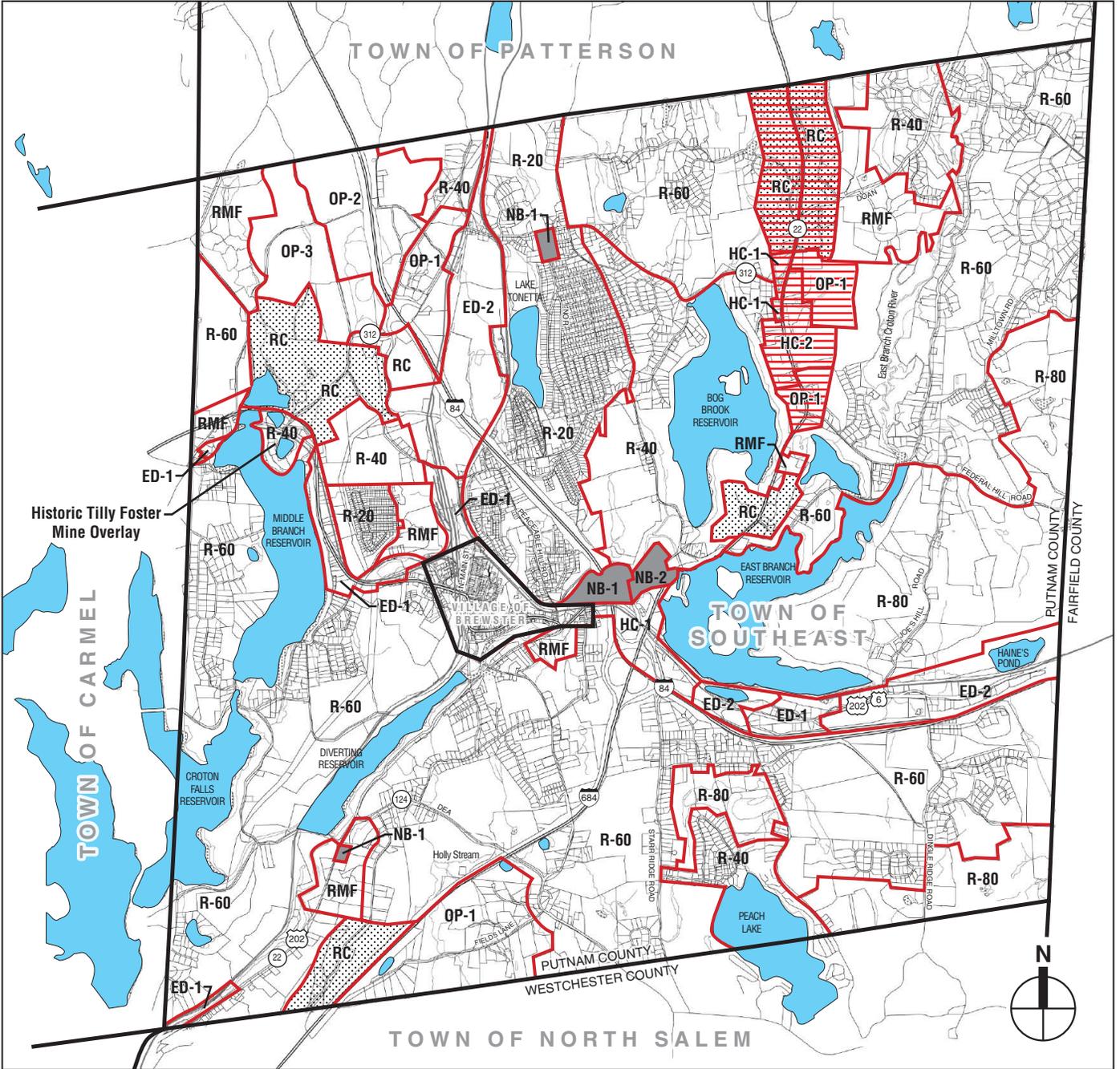


LEGEND

- Municipal Boundary
- Development Areas

<ul style="list-style-type: none"> A Route 22 B Route 6/202 → Danbury C Route 6/202 at Starr Ridge Road D Route 6 → Carmel E Brewster North F I-84/Route 312 Interchange G Fields Lane H Terravest I The Highlands 	<ul style="list-style-type: none"> 1 Potential Commercial Activity 1 Putnam Fields 2 Campus at Fields Corners 3 Marketplace at Brewster North 4 Reservoir Ridge 5 Stateline Retail Center 6 Croosroads 312 Retial Center
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LEGEND

-  Municipal Boundary
-  Zoning District Boundary
-  Water Bodies
-  Rural Commercial (New District)
-  Neighborhood Business (Revise Permitted Uses)
-  Route 22 Overlay

The intent of this rezoning should be maintained, in that the Zoning Map and Code should encourage uses that would maintain and enhance the parcels' scenic qualities and rural character. Agricultural, tourist-related and recreational uses should be permitted, including farms, bed and breakfasts or inns, or corporate retreat facilities. Larger lot sizes and landscaped buffers should be maintained to minimize any visual impact of new development.

Commercial activity related to tourism would diversify the Town's economic base, capitalizing on its scenic qualities and rural character and, at the same time, preserving them. Furthermore, there would be fewer environmental effects from such commercial activity, as compared to a commercial office park. Tourism-related use would entail less development and therefore less impervious surfaces (e.g., parking lots). This would enable higher rates of groundwater recharge because a greater portion of stormwater would be permitted to drain directly into the soil.

When properly designed and located, new commercial uses can contribute to community character. Adequate stormwater management and wastewater treatment must be available for these land uses to comply with water quality objectives. Opportunities for wastewater treatment in the Town are limited due to inadequate soil conditions and watershed regulations; as such the Town's plans for commercial development must take into account the overall planning context of balancing new development with water quality protection.

The Town should examine its commercially zoned districts with respect to both community character, and economic/fiscal development. These districts should be evaluated to determine how well they serve the purpose of enhancing community character in the neighborhood business districts, the gateways to the communities, and along the highways. The list of allowable uses in each district should be evaluated for possible inclusion of "environmentally-friendly" uses that do not generate large amounts of wastewater or that require large impervious surfaces.

7.2 COMMERCIAL DEVELOPMENT IN THE WATERSHED

A primary need of most commercial development is infrastructure. Businesses looking to locate in a town need access to water, sewer, telephone, electric, and gas. Where any of these important resources is not available, businesses will not seek to locate.

As further discussed in Section 9, Community Facilities, due to the limitations on sewer services within the Town all new development needs to be self-sufficient in regards to wastewater. Wastewater can either be treated with on-site septic or on-site wastewater treatment plant with subsurface discharge. However the soils in some commercial areas, in particular Route 22, do not have the capacity to support subsurface discharge. In these locations, hook ups to existing private wastewater treatment plants with excess capacity should be encouraged.

In addition, new commercial development must provide adequate treatment of stormwater within the project site following Town, NYCDEP, and State regulations. Reservoirs within Southeast are already burdened by excessive phosphorus loading from stormwater runoff. New development cannot cause water quality to decline further.

7.3 COMPREHENSIVE PLAN RECOMMENDATIONS

GOAL AND POLICY

The Town of Southeast seeks a diversified base of business and industry to strengthen the Town's tax base and to provide employment opportunities for area residents while preserving the Town's rural residential character and protecting the Town's portion of the regional drinking water supply. Future non-residential uses should be targeted to those areas where they will have minimal impact on water quality, traffic, and community character.

The Town envisions commercial growth continuing in the following areas:

- Route 22 north of Milltown Road—New commercial uses here would promote this area as the main shopping district within the Town. Design guidelines should be maintained to ensure the visual appeal of this gateway area. The Town should look for opportunities to encourage the connection of properties along this corridor to existing private wastewater treatment plants with excess capacity.
- Route 6 east of the Village of Brewster—The long-term vision for this gateway corridor is the gradual conversion of light industrial and warehouse properties to commercial, retail, and offices uses. While development of the north side of Route 6 would be limited in scale due to watershed constraints, the south side contains several large undeveloped or underdeveloped properties. Pre-existing non-conforming businesses should be permitted to remain within the bounds of their approved site plans. However to enhance this gateway area, these businesses should be encouraged to buffer views of their property, in particular outside storage areas, from public roadways and the Maybrook Trailway. New development should adhere to the Town's design guidelines to ensure the visual appeal of the gateway.
- Route 6 west of the Village of Brewster—New development would be limited in scale due to watershed constraints. Design guidelines should be maintained to ensure the visual appeal of the gateway. This area is appropriate for retail, personal service, and restaurant uses, as well as uses that would cater to Putnam County Trailway users.
- The I-84/Route 312 interchange—This area is envisioned as a node of commercial activity. Continued development within the Terravest Corporate Park, the Highlands Center, and any potential development in the "Campus at Fields Corner" along Pugsley Road would be compatible with this vision. (Route 312 west of Pugsley Road contains parcels with significant visual appeal and the previous rezoning of this property should be maintained).
- Fields Lane—This area is an appropriate location for continued light-industrial/flex use or private recreation uses.
- Neighborhood Business Districts—New development within these districts should be compatible with adjoining residential neighborhoods. The list of allowed uses should be changed to encourage compatible development. Strip malls should be discouraged. The continuation and enhancement of existing businesses should be encouraged.

IMPLEMENTATION ACTIONS

To accomplish these goals, the Town of Southeast intends to:

- Carefully review the allowable uses within existing commercial zoning districts and seek to merge districts that are similar in community character and infrastructure access.

- Evaluate the allowed uses for gaps and inconsistencies with current development trends. Improve and expand upon the existing definitions (138-4) of the Code.
- Evaluate which Special Permit Uses would be appropriate to require Conditional Use Permits instead.
- Re-evaluate the Town’s regulations regarding automotive uses and outside storage, and establish new Conditional Use Permit criteria that can permit the redevelopment and improvement of these uses in a way that enhances community character.
- Change uses in NB-1 districts to encourage compatible development near residential zones. Encouraged uses could include “specialty retail” or bed-and-breakfast type uses. Special permit criteria should be developed to ensure that new commercial uses would not negatively affect residential uses. Strip malls are not seen as encouraged uses. Automobile dealerships are important businesses for the local tax base and should be preserved. However, special permit criteria should be developed to ensure that the expansion of automobile dealerships and their support activities do not negatively affect residential uses.
- Continue to recognize the existing development pattern of warehouse facilities and outdoor storage in the Fields Lane area, and identify any new uses that would be appropriate for this area. Encourage uses that do not require large wastewater flows.
- Update the zoning code to include design standards for all uses, and maintain the enhanced design standards for uses such as large retail facilities (“big box retail”), so they do not dominate the surrounding character of commercial or residential districts. Include site design and landscaping standards to lessen the visual impact of these types of uses.
- Clarify the allowed uses and lot dimension standards within the commercial zoning districts along Route 22 and Route 6 to define areas of appropriate commercial development.
- Clarify Special Permit criteria for commercial uses to ensure that the Town’s objectives with respect to design and buffering of neighboring uses are met. Consider transferring site plan approval authority to the Town Board for projects requiring a Special Permit.
- Maintain the Route 22 Special Area Plan to control new commercial development. Enforce access management guidelines to manage traffic flow in and out of commercial properties. Enforce design guidelines for future commercial development along Route 22 to emphasize the function of this area as one of the Town’s main commercial centers. Discourage out-parcel development on parcels fronting on Route 22. Enforce building design and landscaping standards should be created to modify this area’s suburban-strip appearance to a more focused town-center aesthetic.
- Expand design guidelines for future commercial development along Route 6 to enhance this corridor’s function as a gateway into the community.
- Enforce the recently amended Sign Ordinance to encourage a more coordinated and attractive community.
- Attract “clean” businesses and industries that are appropriate for location in a drinking water supply watershed. Clean businesses would have minimum impervious surface area coverage, and use or generate minimum quantities of waste- or process-water and require little or no use, storage, or transport of hazardous materials.

Town of Southeast Comprehensive Plan

- Encourage businesses that market the scenic qualities of the Town such as tourism, lodging, arts, and performing arts based uses, provided that strong design and siting criteria are established to prevent unwanted impacts on residential neighborhoods.
- Work with communication providers to provide technological advancements (such as fiber optic and high-speed internet access) within the constraints of the local law on wireless towers to attract high-value home- and/or technology-based industries. *

8.0 INTRODUCTION

The Town's road network and railroad are integrally tied to its land use pattern and its economic development. How well people move between home and work or home and shopping is an essential determinant of quality-of-life and the attractiveness of the Town as a place to do live and business. Roads also have a significant function within the scenic quality of the Town. Many of Southeast's roads have scenic qualities. This section evaluates key features of the traffic and transportation system.

8.1 CURRENT FUNCTIONAL CLASSIFICATION*

Southeast's roads are divided into separate jurisdictions. The two primary highways that intersect in Southeast—I-684 and I-84—carry a large volume of regional or interstate traffic. These roads are designated federal interstates. The New York State Department of Transportation (NYSDOT) maintains I-684 and the NYS Thruway Authority maintains I-84. Other heavily-traveled roads such as Route 22 and Route 312 are State highways also maintained by NYSDOT. (Route 6 is a United States road since it crosses into Connecticut). Collector roads that feed into the larger roads (e.g., Route 124) are generally Putnam County roads. The Town maintains control over local streets and a few collector roads. This distinction becomes important when analyzing roads with functional problems and identifying which jurisdiction can remedy the problem.

Figure 8-1 indicates the current functional classification of Southeast's roads. The purpose of this roadway hierarchy is to organize the road network according to the function of each roadway, i.e., to what degree it acts like a local street providing access to adjacent properties or as a major arterial serving primarily through traffic. A road can fulfill two separate functions: providing for through traffic (the major function of expressways and arterials) and providing access to adjacent land (the major function of local or residential streets and, to some degree, collectors). Unless traffic volumes are very low, a road cannot simultaneously fulfill both functions. An arterial that also has to satisfy the function of access to adjacent properties with numerous driveways and minor intersections cannot operate in an efficient and safe manner. A residential street, with numerous driveways, cannot provide for good through traffic conditions.

The following defines the four basic categories of a functional road classification system.

Freeways—these are limited access roadways designed strictly for through travel. Access is only provided at interchanges with major arterial or other freeways.

* Material from this section was obtained from the January 1992 *Town of Southeast Master Plan* prepared by Buckhurst Fish Hutton Katz & Jacquemart, Inc. Some editing was done to update information and/or clarify certain statements.

Arterials—Southeast’s arterials are US Route 6 and NYS Routes 22 and 312. Arterials are meant to carry higher traffic volumes (more than 5,000 vehicles per hour). They should be designed and treated with respect to traffic capacity and flow. Arterials that are designed to carry more than 20,000 to 30,000 vehicles per day are often four lanes wide. It is not foreseen at this time to be necessary, nor desirable from an aesthetic point of view, to widen any of the two-lane arterials in Southeast to four lanes with the exception of Route 22. Some widening of Route 312 or Route 6 has already occurred in the northwestern portion of Town and some additional widening may be required to handle projected traffic growth.

Significant capacity and safety improvements can be achieved by the addition of turning lanes at the signalized intersections of major driveways. It is also important to maintain the existing capacities along the arterials by minimizing the friction along these roadways. Frequently, capacity problems and friction are caused by the proliferation of driveways or on-street parking. No new driveways should be permitted along arterials, unless the property owner has no other option, and no on-street parking should be allowed.

Collectors—The role of the collectors is to provide for through traffic on a more local basis and to sometimes serve adjacent communities. Collectors act as connections between the higher classification of roadway, the arterials, and the lower classification of roads, the residential or local street. Their purpose is to collect the traffic from residential streets and to bring the vehicles to the arterials in an organized fashion with a minimum amount of intersections. The intersections between the collectors and the arterials are prime candidates for signalization.

Collector roads are expected to carry in the range of 1,000 to 8,000 vehicles per day, an amount of traffic not conducive to a quiet and safe residential atmosphere. They should be two lanes wide, with a provision for an additional turn lane at intersections with arterials. Access to adjacent properties from collectors should be permitted for certain major users only, such as public buildings, or commercial establishments. Driveways to single-family homes should be discouraged off of collectors.

Local Roads—Southeast’s local roads comprise the majority of roads in the network, fulfilling the function of access to adjacent land. They are not meant to carry much through traffic. Speeds should be slow and daily volumes should be below 2,000 vehicles.

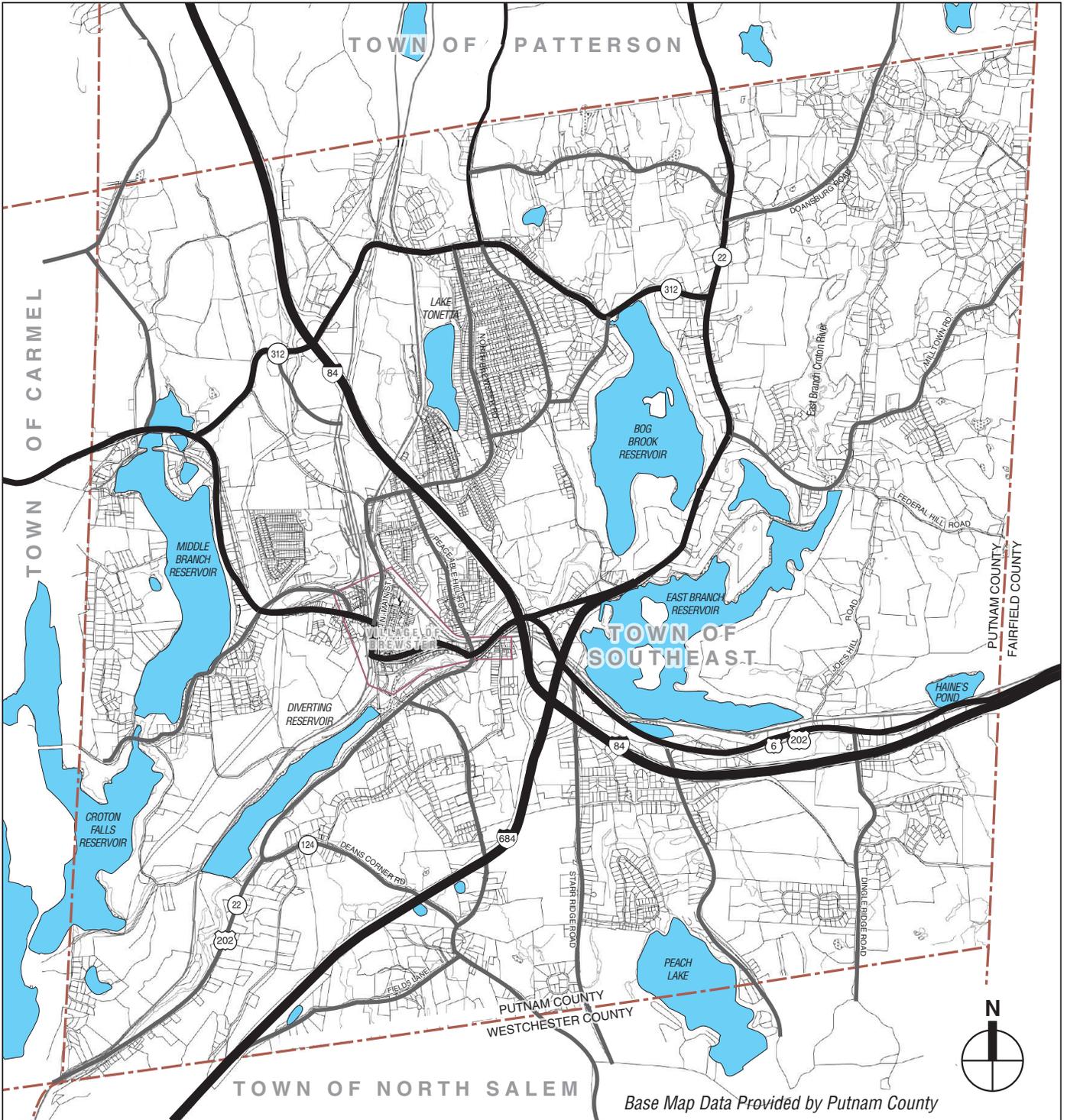
In Southeast, some of these local roads are dirt roads (both improved and unimproved). These roads have no separate drainage systems. In some areas the roads do not meet Town standards for width or grade. If some of these roads, such as Pugsley Road, were paved or if their population densities grew, they would probably become collectors.

8.2 PROBLEMS IN THE EXISTING ROADWAY SYSTEM

In many communities, conflicts are apparent in the functional classification. The most frequent source of complaints regard streets lined with single-family homes that must serve through traffic. Often communities have permitted residences to develop along regional roads because of the short-term infrastructure savings. By allowing homes to be developed along existing arterials, new roads are not necessary in the short-term. As traffic volumes increase, however, conflicts worsen.

There are two basic types of traffic conflicts within Southeast’s road network:

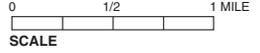
- **Capacity Problems**—Capacity problems occur where the existing roadways and intersections are operating at or close to capacity during peak hours. Route 22 between



Base Map Data Provided by Putnam County

LEGEND

- Municipal Boundary
- Highway
- Arterial
- Collector
- Local Street



Putnam Lake Road and Milltown Road is one of the locations experiencing capacity problems today. (NYSDOT has implemented “interim” plans to address capacity on Route 22.) Route 312 also experiences capacity problems at the unsignalized intersection with the westbound on/off ramp of I-84.

- **Conflicts in Functional Classification**—There are two types of conflicts in functional classification: (1) an arterial being used to provide direct access to residences via driveways or numerous residential streets; and (2) a collector road or a residential street being used by through traffic. Locations in Southeast where arterial functional conflicts currently exist are Route 6 through Brewster and Route 312. Turk Hill Road and Fields Lane are collectors that are being used by through traffic to gain access to I-684 at an interchange farther south. Route 312 requires improvements to handle existing capacity. Fields Lane has been improved but may require additional planning to avoid continued functional problems.

In addition, new roads or road improvements are often proposed as part of new commercial or residential projects. These roads should be evaluated carefully to ensure that they fit into the existing hierarchy in a logical way and support Southeast’s existing network in a way that benefits the Town.

The Town should seek to avoid the continued construction of neighboring residential subdivisions or commercial developments that have no shared circulation. The lack of a network of through connections forces all car trips out onto the few existing collectors. Over time, these roads become overburdened. The eventual widening and straightening permanently changes the character of Southeast’s older, winding, tree-lined roads. New subdivisions, particularly residential ones, should have through street connections with existing neighboring subdivisions. This kind of road network disperses the impact of traffic, preserves the country nature of the existing collector roads, and encourage more social interaction between subdivisions.

8.3 ROUTE 22 CORRIDOR IMPROVEMENT

In 1988 NYSDOT issued a study recommending the northward expansion of I-684 along the Route 22 corridor, from the southern start of Route 22 to Route 55 in Dutchess County. The plan called for the current arterial to be expanded to two lanes in each direction, with a 40-foot center median, and limited access with jughandle turning lanes. The Town, while recognizing the regional need for improvements along Route 22, noted that the State’s plan would dramatically alter the character of the area, damage the prospects for continued commercial development along Route 22 in Southeast, keep open a window for future additional lanes and possible new interchanges, and would require substantial takings of property, including the site of the historic Old Southeast Church.

The State revised its plans for the Route 22 corridor and presented design alternatives for the portion of Route 22 from the end of I-684 to just north of Doansburg Road. The alternatives being considered would widen the road from two lanes to four lanes but would have different treatments in each of three segments identified throughout the corridor. Segment 1 extends from I-684 to just south of Milltown Road. Segment 2 runs from Milltown Road through the intersection with Route 312. Segment 3 extends from Route 312 to just north of Doansburg Road. It was recognized that each of these segments has a distinct character and that a “one-size-fits-all” roadway design would not balance the multiple needs of Route 22 to provide regional through-traffic and local shopping traffic (especially in the area designated as Segment 2).

The Town supports the proposed improvements and would encourage NYSDOT to work with Town representatives and citizen groups to further define the project and any measures to minimize environmental impact.

The NYSDOT completed an interim project at Route 22 and Milltown Road in the fall of 2013. According to the NYSDOT, the purpose of this project was to provide cost-effective interim improvements to a highly congested section of Route 22, focusing on reducing congestion and increasing safety. The project included a minor realignment of the Route 22/Milltown Road intersection, and pavement widening to provide auxiliary lanes north and south of the intersection. Milltown Road was modified to have a double left turn, allowing more cars to turn south onto Route 22.¹ In 2010, the NYSDOT implemented a similar interim improvement project to the Route 22/312 intersection, which included operational improvements to address the congestion in that area. The Town should continue to encourage NYSDOT to improve traffic conditions along Route 22 through improvement signal timings and appropriate lane additions.

The Town has separately undertaken efforts to designate a new service or collector road to run parallel to Route 22 south of Doansburg Road to Milltown Road. The new collector would provide access to the commercial development along the east side of Route 22 and relieve some of the congestion along Route 22. The *1992 Master Plan* and 2006 Route 22 Special Area Plan (which was added to the Town's Zoning Ordinance in 2007), included a proposed alignment for this new collector. Northern portions of this road have been constructed.

This proposed Route 22 collector should also be included on the official Town map. New York State allows municipalities to plan for future road needs using their official maps. Once a roadway is adopted on such a map (a "paper road"), any new development is required to incorporate the road in its site plan. Therefore, once the proposed collector alignment is drawn on Southeast's official map, any future development along the now undeveloped eastern flank of Route 22 will have to be designed in such a way that future construction of the collector is not foreclosed.

8.4 FIELDS LANE IMPROVEMENT

Fields Lane has become a focus of economic development interest especially with respect to warehouse and outdoor storage uses. Because this area is relatively isolated from residential development, it is an appropriate location for these uses which add to the diversity of economic activity within the Town. The southern end of Fields Lane intersects with Hardscrabble Road in North Salem and an interchange with I-684. This location, with its proximity to Westchester County, fairly direct access to a major interstate, and its commercial zoning, makes this an appropriate location for these types of uses. This road has been improved to a two-lane paved road for nearly its entire length in Southeast. These improvements should enable any additional commercial development to occur within this area.

8.5 TRANSPORTATION IMPROVEMENT DISTRICT

The 2002 Comprehensive Plan identified the approximately 1,800-acre area around the I-84/Route 312 interchange as one focal point of commercial development in the next twenty years. This area in Southeast's northwestern quadrant has the advantages of good transportation location, beautiful views from its hills of the nearby reservoir, commercial zoning which permits

¹ <https://www.dot.ny.gov/rt22milltownrd>

large scale development, and large vacant parcels of relatively buildable land. Based on the zoning at the time of the 2002 Comprehensive Plan, approximately 7 million square feet of commercial space could have potentially been developed here in the form of offices, warehouse/storage facilities, light manufacturing plants, hotels and conference centers, and in the OP-3 zoning district, housing. This estimate was an unnaturally high estimate because it did not consider the need for wastewater treatment, which in this location is possible due to suitable slopes and soils. In 2002, two of the “phosphorus offset program” treatment plants were proposed for this location. One was under construction (Emgee Highlands) and is now operational, and the other was under review (Campus at Fields Corner) and has since been approved but has not been constructed.

This area promises to be a significant commercial hub for the Town and for Putnam County. However, the level of development proposed cannot be built without roadway improvements. The roads in the area are a spectrum of nearly impassable dirt roads, passable dirt roads, two-lane county routes, and a multi-lane interstate. At the time of the 2002 Comprehensive Plan, Southeast and the development community active in this area had agreed to pursue creating a special assessment district that would fund the needed improvements.

Generally, landowners within such a district would be charged the costs (or some part) of providing the infrastructure improvements, relative to the benefit they obtain from these improvements. These property owners are considered to derive more benefit from the improvement than the general public, as the improvements are necessary for the proposed project’s realization. The contemplated Southeast Transportation Improvement District (TID) would have worked in this same way. Any necessary traffic improvements undertaken as part of new development within the TID (mitigation measures for traffic impacts) or any improvements undertaken by the Town would have been coordinated under a policy and phasing umbrella and the costs would be shared between the Town and property owners who benefit. The Southeast TID would have provided just such coordination.

The TID Phase One study was published in November 1990. The Phase One study evaluated existing and projected land uses within the proposed district and the traffic new development would generate. It also identified roadway improvements projected to be needed to accommodate the new development. A Phase Two study was completed in 1993. This study updated growth assumptions and traffic impacts for a later build year (2015) and presented the Comprehensive Financial Plan to allocate costs between the Town and property owners. It was determined that costs would be allocated based on trip generation from commercially zoned properties within the TID. The Town was granted authorization to create the TID by the New York State Legislature on September 24, 1997. In 2002, the Town was updating the traffic and planning studies required for formal implementation of the TID. However, the TID was never formally created. As such, any new development within this area would be responsible for mitigating the potential traffic impacts of that development through the installation of traffic improvement measures.

8.6 PUBLIC TRANSPORTATION

RAIL SERVICE

Southeast is served by the Metro-North Railroad “Harlem Line,” which runs from Grand Central Terminal in New York City to Wassaic in Dutchess County. The Town is unique in having two stations: Brewster Station in the Village and Southeast Train Station in the Town.

The Brewster station has existed since 1849, establishing the village's early economic centrality as the hub of Harlem Valley. The station, a handsome 1931 structure is itself the hub of the Village, and sits before the landscape backdrop of Marvin Mountain. The difficulty with the Village station has been the lack of parking. This problem first became apparent in the late 1960s, with the growth in the commuting population and White Plains' emergence as a business center. In the early 1970s, the local residents began negotiations with Metro-North, the federal, State, and County governments to build a second station with sufficient commuter parking.

The Southeast Train Station (formerly known as the Brewster North Station) was constructed in the rail-yards just north of the Village. Road access to the station and parking lot is provided by Independent Way from Route 312. The Town envisions that potential development could occur in this area that would enhance parking and take advantage of the locations proximity to the railroad and I-84. Section 5 describes what uses and design considerations would be appropriate for this location.

PARK-AND-RIDE

In addition to mass transit by rail, carpool commuter service is provided by a park-and-ride lot at the intersection of Route 312 and Independent Way. This lot is a small link in the transportation chain. It could achieve more importance if it were supported by bus service linking the commuters at this lot to businesses around the I-84/Route 312 interchange, the Southeast Train Station, and the Village.

An informal park-and-ride appears to be located along Sodom Road, just off Route 22. NYSDOT at one time proposed to make a formal park-and-ride lot in this area in conjunction with the Route 22 improvements; however, it was determined that this could not be done without impacts to the adjacent reservoir. The Town encourages NYSDOT to seek other locations within the Route 22 corridor for a park-and-ride facility.

BUS SERVICE

Public bus service is provided by PART (Putnam Area Rapid Transit). PART runs roughly east-west through the Town and links Southeast to Carmel and Patterson. It also brings residents outside the Village into downtown Brewster. The buses primarily serve the older, established residential areas and commercial strips: Peaceable Hill, North Brewster Road, and Routes 6, 312, and 22. Housatonic Area Rapid Transit (HART) based in Connecticut runs a bus from various points in Danbury to the Brewster train station.

In addition to the PART intra-county service, a number of private and Westchester County DOT bus companies provide limited commuter and regional bus service. There is also a senior citizen bus service and a limited employee van service. Not all these serve Southeast directly.

In June 2013, the Putnam County Transportation Task Force made recommendations regarding the PART system which, if implemented, could benefit Southeast public transportation riders. These recommendations included better coordination between PART and the five Regional Bus Lines (HART, Bee-Line, Short-Line, Leprechaun, and LOOP), so as not to compete or duplicate services. As well as the provision of better transportation hubs and pulse points, such as the Southeast Train Station which is currently not served.

8.7 BICYCLE CIRCULATION

Two regional bike path systems connect in the Town of Southeast, the Putnam County Trailway and the Maybrook Trailway. The Putnam County Trailway is a paved bicycle/pedestrian path located primarily on right-of-way lands of the former Putnam Division of the New York Central Railroad (the “Old Put”). The Maybrook Trailway follows the abandoned Maybrook rail line which belonged to the New Haven Railroad. Within Southeast, the Putnam County Trailway generally follows Route 6 from the Brewster Train Station to the Carmel town line. The Maybrook Trailway generally follows Route 6 from the Connecticut border to the Village of Brewster, where there is a connection to the Putnam County Trailway, as well as an extension to Lake Tonetta. These paths, which are maintained by Putnam County, are a recreational resource to the Town.

8.8 COMPREHENSIVE PLAN RECOMMENDATIONS

GOAL AND POLICY

The Town of Southeast is committed to maintaining an efficient, uncongested, safe and well-maintained network of roadways to serve local and through-travelers, especially residents, businesses, and visitors. In addition, the Town is committed to maintaining the rural flavor of Southeast by protecting the character of many of its rural and scenic roadways.

IMPLEMENTATION ACTIONS

To accomplish these goals, the Town of Southeast intends to:

- Create an Official Map of all roads within the Town. The Official Map would identify the classification of each road (arterial, collector, local street, etc.) and would identify any “paper streets” or planned roadway improvements. The Official Map would also identify designated scenic roads.
- Create traffic impact criteria that calls for maintaining the Town’s classification system on its roadways with respect to traffic volumes.
- Enforce standards with respect to grade and width for private roadways to ensure safe and efficient flow of automobiles and emergency vehicles. Clarify standards within the Subdivision Regulations pertaining to responsibility for maintenance of roadway margins.
- Continue to enforce provisions for shared driveways and cul-de-sacs to provide better clarity with respect to allowed length (1,000 feet), width (18 feet), grade (10 percent maximum), and materials. Evaluate measures to ensure routine and long-term maintenance of private roadways or shared driveways by home-owner associations.
- Evaluate where new road connections between development areas could be created to alleviate congestion along collector roads.
- Continue to coordinate with Putnam County and New York State Department of Transportation on roadway improvements within Southeast.
- Encourage residents and businesses to comply with the Emergency-911 address changes. These changes would improve public safety for all residents and businesses.

Town of Southeast Comprehensive Plan

- Scenic roads should be recognized as important community assets during the review of any development application. Where possible, all attempts should be made to maintain the functional classification of these roads.
- Continue to encourage the creation of loop roads instead of multiple cul-de-sacs within new residential subdivisions where a loop road would not result in extensive impacts. *

9.0 INTRODUCTION*

Southeast's growth over the past twenty years has resulted in the planned and actual expansion of community facilities and services. Several of the needs identified in the 2002 Comprehensive Plan have been addressed by the Town, such as the expansion of the library and the renovation and expansion of the public middle and high school in 2011/2012. In addition, the decline in enrollment in the public school system has opened new opportunities for a reorganization of school districts and reuse of buildings. The Town's ability to provide necessary services and facilities, either fully or in a private-public partnership, will shape growth. Its strong tax base enables the Town to move beyond reacting to growth-induced need for municipal services.

9.1 UTILITIES

Water and sewer services and solid waste management are the primary utility issues confronting the Town. Poor management of either of these services will degrade Southeast's natural resources, particularly its water, and the overall quality-of-life could be harmed.

WATER AND SEWER SERVICES

Southeast residents and businesses have historically relied on individual wells and septic fields for water supply and wastewater disposal needs, respectively. (Some portions of Southeast receive drinking water from the Village of Brewster system.) The New York City Watershed Rules and Regulations were promulgated to protect the water quality in the watershed from any degradation. As a result, it has become more difficult to find suitable locations for new subsurface disposal of wastewater. The Town recognizes that it is dependent on clean and plentiful groundwater and that protection of the surface and groundwater resources in the town is imperative.

There are 13 public and private wastewater treatment plants within Southeast. There are currently no plans to expand any of the public wastewater treatment plants. However, several of the private wastewater treatment plants with excess capacity are in discussions with nearby property owners to hook up to these systems. Due to the limitations on sewer services within the Town, all new development needs to be self-sufficient in regards to wastewater. Wastewater can either be treated with on-site septic, or on-site wastewater treatment plant with subsurface discharge. However the soils in some commercial areas, in particular Route 22, do not have the capacity to support subsurface discharge. In these locations, hook ups to existing wastewater treatment plants with excess capacity should be encouraged.

* Some material from this section was obtained from the January 1992 *Town of Southeast Master Plan* prepared by Buckhurst Fish Hutton Katz & Jacquemart, Inc. Some editing was done to update information and/or clarify certain statements.

MS4

The Town of Southeast has developed a Stormwater Management Program (SWMP) to reduce the amount of pollutants entering water bodies within the Town during rain events. The Town contributes stormwater flow to six (6) waterbodies that have been listed by the New York State Department of Environmental Conservation as impaired. Five (5) of those waterbodies are part of the New York City Watershed, known as the Croton Watershed system.

Phase II Stormwater Regulations require towns, like Southeast, to implement programs and practices to control polluted stormwater runoff. Part of the requirements of the Phase II General Permit, issued by NYSDEC, is to implement six minimum control measures to prevent stormwater impacts on water quality. Best Management Practices (BMPs) under each of the minimum measures focus on the prevention of pollutants from ever getting into stormwater. Similarly, some of the practices under the post-construction runoff control minimum measure address site design issues that can result in pollution prevention.

Therefore, in addition to adequate provision of wastewater treatment, new residential and commercial development must provide adequate treatment of stormwater following Town, NYCDEP, and State regulations. Reservoirs within Southeast are already burdened by excessive phosphorus loading from stormwater runoff. New development cannot cause water quality to decline further.

This *Comprehensive Plan* addresses the water quality aspects of land use planning and suggests specific measures to revise zoning to improve water quality protection measures (see Section 6, “Housing Development” and Section 7, “Economic Development”). These measures will also maintain the Town’s rural character.

SOLID WASTE MANAGEMENT

The Town manages a Town-wide solid waste district. All residents participate in the program. The Town continues its efforts to seek composting locations as part of its landfill closure program. The Town will continue to assist its residents in complying with County and State programs to minimize solid waste through recycling.

9.2 COMMUNITY FACILITIES AND SERVICES

The Town has a variety of municipal facilities, some of which need expansion to satisfy increased use of older buildings. The Town should consider coordinating the various separate efforts and working jointly with the Village as well as the Brewster Central School District to share and improve community resources.

TOWN ADMINISTRATION

Central administration of Southeast is located in Town Hall at 1360 Route 22. This building was acquired by the Town following the 2002 Comprehensive Plan, which identified the previous space at 1 Main Street in the Village as inadequate. Certain Town offices remain at 1 Main Street, including the Building and Planning Departments. The basement of Old Town Hall, located at 67 Main Street in the Village is no longer used for Town offices.

LIBRARY

The Brewster Public Library is located at 79 Main Street in the Village of Brewster. Founded in 1896, it currently serves as Southeast's only library. The collection contains over 25,000 items which can be shared with all members of the 71 libraries in the Midhudson Library System that includes residents of Putnam, Dutchess, Ulster, Greene and Columbia Counties. The present day building opened in 1931.¹

In 2007-2008, the Brewster Public Library received a Grant from the State Public Library Construction Grant program of \$4,145 to fund the enlargement of the local history room, create a storage and coffee room, and purchase of 2 computers.² The Town of Southeast provides funding to the library, and when faced with an \$18,000 budget cut in 2011, residents were asked to vote on the Library's 414 Proposition to increase funding. The 414 Proposition estimated that the increase would cost the average homeowner \$43.50 per year in their taxes (on a home assessed at \$371,000), up from \$22.50 per household per year.³ The Town voted in November 2011, confirming a new budget of \$320,000 for the Library for 2012, a significant increase from the \$180,000 budget for 2011.⁴

The library is in need of a physical expansion to meet overcrowding, though the current building offers restricted opportunity for this. Preservation of the architectural attractiveness of the building, through either its expansion or reuse, and preservation of a library location in the Village are important goals to consider in any expansion efforts. After having recognized the genuine need for an expansion for the community, the Library is still in the information gathering stage before beginning the expansion process. In early 2013, the Board of Trustees discussed building expansion and renovation options for the future, including fundraising and temporary sites during construction, though no resolutions have been voted upon yet.⁵

EMERGENCY SERVICES

FIRE PROTECTION SERVICES

The Brewster-Southeast Joint Fire District has two stations. The Lt. Michael E. Neuner Fire Headquarters are located on North Main Street in the Village of Brewster with a second substation (Charles K. Doyle Station No. 1) located on Route 312 on North Brewster Road which provides good response time to the developing northern areas of the Town. Services are

¹ <http://www.brewsterlibrary.org/>

² "FY2007-2008 Public Library Construction Grants, \$800,000 Annual Program". New York State Library. 2008. Retrieved from <http://www.nysl.nysed.gov/libdev/construc/08awards.htm>

³ "Brewster Public Library's 414 Proposition, Frequently Asked Questions about the Library's Budget Vote". Brewster Public Library News. Volume 4, Issue 1. Fall 2011. Retrieved from <http://www.brewsterlibrary.org/Fall2011newsletter922R.pdf>

⁴ Brewster Public Library. "2012 Proposed Budget Amount". Town of Southeast New York. March 2012. Retrieved from http://www.townofsoutheast-ny.com/Public_Documents/SoutheastNY_Library/LibraryBudget2012-1.pdf

⁵ Marrison, L. Special Building Expansion/Renovation Meeting. Brewster Public Library Board of Trustees Meeting. January 9 2013. Retrieved from http://www.brewsterlibrary.org/About_Us/Library_Board/Jan. 9- 2013_Minutes.pdf

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completely volunteer, with 130 members highly trained for all types of emergencies with modern equipment available. Ambulance services are the responsibility of the fire department.¹

The 2002 Comprehensive Plan identified future needs in the Fields Lane and the Milltown Road areas due to the developing commercial area and growing number of housing developments, respectively. In 2009, the Brewster-Southeast Joint Fire District proposed a new substation on Milltown Road. The project received site plan approval from the Town of Southeast Planning Board on January 11, 2010. However, the project failed to gain enough support from the public and was defeated in a vote on the bond in the spring of 2010. While a separate sub-station may not move forward in this location, specialized brush-fire equipment and additional water sources may be necessary to handle fire in this area.

POLICE SERVICES

Police services are provided by the New York State Police (Southeast Barracks) that patrol the towns of Brewster, Southeast, Patterson and Putnam Lake and the Putnam County Sheriff’s Department.

RECREATION AND PARKS

The Town owns a little over 200 acres of park land, with most of the acreage geared towards active recreation such as playing fields, swimming, tennis courts, baseball fields and basketball courts. This emphasis has tended to counter-balance the more passive, quieter recreation (nature study, bird watching, walking trails) available at State and County parks or in the natural areas of the Town. The Town’s Recreation Department maintains the municipally-owned park and recreation facilities identified in Table 9-1 below.

**Table 9-1
Town of Southeast Recreation**

Park	Location	Size	Facilities
Wells Park and Camp	98 Oak Street		Day summer camp for children, spray park, picnic tables, playing fields
Markel Memorial Park	531 & 559 North Main Street		Ball fields, basketball court, pool (3ft deep end), playground, benches
Southeast Town Park at Tonetta Lake	140 Pumphouse Road		Beach, lake for swimming, playground, ball fields, tennis courts, picnic area, Lakeview Manor Banque Hall Community Center
Castle Park	140 Pumphouse Road		Picnic area, playground
Douglas J. Scolpino Park	115 Doansburg Road		Pond, athletic fields, playground, picnic tables
Volunteer Park	67 Zimmer Road		Ball fields, playground
Sources: Facilities” Town of Southeast New York. Retrieved from http://www.townofsoutheast-ny.com/Public_Documents/SoutheastNY_Recreation/Facilities			

¹ Brewster-Southeast Joint Fire District. Retrieved from <http://www.brewstersoutheastjfd.com/stations>

The Recreation Department also supervises recreation programs for youth, adults and seniors as well as summer camp programs. It is the recommendation of this Comprehensive Plan Update that the Town prepare a Parks and Recreation Master Plan to identify in detail existing park resources and to recommend improvements and/or additional land acquisitions. Decisions regarding open space improvement, acquisition and management should be made jointly by the Town's Recreation Department, the several conservation agencies and organizations, and the Planning Board to ensure that some open space be set aside for animal and vegetative habitat.

The 2002 Comprehensive Plan recommended a Town pool and a recreation center that would allow more programs. If a suitable location is identified, a multi-purpose recreation complex should be constructed which would house sports, performing arts, play and meeting areas, as well as a pool. For example, with the recent closing of the Garden Street Elementary School (discussed below), that facility could be re-purposed as recreational space with a performing arts center. The Town should also pursue opportunities for public private partnerships in the development of recreational resources which would benefit the Town.

Moving forward, all parks should encourage the use by elderly and handicapped Town residents, with appropriate kinds of recreation and parking. All parks should have some quiet areas, with benches and tables, and perhaps a garden in addition to direct recreation opportunities.

Networks of greenways, bike paths, as well as hiking, horse riding and cross-country skiing trails that could be linked with the Putnam County Trailway and the Maybrook Trailway should be evaluated. In addition, satellite parks should be created devoted to single sports uses, such as basketball courts, tennis courts, soccer fields and a skating rink.

9.3 SCHOOLS

The Brewster Central School District serves most of Southeast, part of Patterson, a smaller part of Carmel, and the entire Village of Brewster. Schoolchildren who live in Southeast but are outside the school district attend either North Salem or Carmel public schools. The Brewster Central school district has a 72-acre campus that houses Brewster High School (grades 9-12), Henry H. Wells Middle School (grades 6-8), C.B. Starr School (grades 4-5), and JFK Elementary School (grades K-3) as well as playing fields.

Enrollment in the Brewster Central School District for the 2012-2013 year was totaled at 3,291 students. This represents a significant decrease from the peak enrollment of 3,736 in 2003, with estimates projecting an even further decrease to 3,000 by 2020. This trend is not unique to the Brewster District, as enrollment is either flat or declining in 82% of the Hudson Valley School districts and is expected to continue to decrease as well through 2020. Caused by the slowdown in growth in the region, the decrease in birth rates and the overall shrinking school age population, these projections are creating the need for a rethinking of the organizational structure of school districts.¹

¹ "The Empty Classroom Syndrome – A Discussion Brief on the State of School Enrollment Projections in the Hudson Valley" Hudson Valley Pattern for Progress. May 2013.

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For example, due to declining enrollment and a dated building that would have cost over \$11.6 million to rehabilitate, the Garden Street Elementary School (K-3) closed in June 2012.¹ Since then, JFK Elementary School hosts all kindergarten through second grades while C.V. Starr Intermediate hosts the third through fifth grades.²

In 2009, school district voters approved a \$25.6 million bond referendum for a renovation and construction project at both Henry Wells Middle School and Brewster High School. A new turf and bleachers were approved for construction at the High School and were completed in August 2011.³ The modernization of the Henry Wells Middle School was ready for the 2012-2013 school year, with additions such as a new library, classrooms, and a science lab.⁴

The Town of Southeast and the Schools District should work together to identify land, buildings, and other resources that can be shared for recreational purposes by students and residents of the Town.

9.4 COMPREHENSIVE PLAN RECOMMENDATIONS

GOAL AND POLICY

The Town of Southeast is committed to providing its residents with adequate, accessible, and efficient community facilities and services.

IMPLEMENTATION ACTIONS

To accomplish these goals, the Town of Southeast intends to:

- Where capacity exists, encourage the connection of existing septic systems to existing private wastewater treatment plants, especially in the Route 22 Corridor.
- Continue to participate in the Putnam County MS4 Coordinating Committee to implement stormwater management practices, education, and training.
- Continue to cooperate with the Village of Brewster to provide shared services and facilities, and to eliminate overlapping or duplicate services.
- Continue to work with Putnam County to facilitate the implementation of the Putnam County Trailway and the Maybrook Trailway, to encourage bicycle and pedestrian mobility within the Town, and to coordinate with Putnam County on greenways.

¹ Tarr, A. "It's Official: Garden Street to Close After This Year". Southeast-Brewster Patch. October 26 2011. Retrieved from <http://southeast.patch.com/articles/it-s-official-garden-street-to-close-after-this-year>

² <http://www.brewsterschools.org/>

³ Gross, E. "Brewster Middle School Expansion Construction Underway". The Putnam County Courier. January 2011. Retrieved from http://www.brewsterschools.org/news_media/news_media_pdfs/2011/01_13_wmsexpansion.pdf

⁴ "WMS Dedication Ceremony". Brewster Central School District. October 2012. Retrieved from http://www.brewsterschools.org/news_media/2012/10_01_12_wms_dedication.html

Section 9: Community Facilities and Services

- Develop and adopt a master plan for the Town's Park and Recreation needs by identifying in detail existing park and recreation resources as well as recommending improvements and/or additional land acquisitions
- Following the preparation of a Park and Recreation Master Plan, adjust the recreation fee for residential subdivisions to give the Town the option to pursue acquisition of additional park land or capital improvements to existing Town parks.
- Continue to work with the school districts to improve provision of educational services while considering reorganization of school district due to low enrollment projections.
- Work with the Brewster Public Library to develop an expansion and/or renovation plan.

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A. INTRODUCTION

The Town of Southeast, in updating its Comprehensive Plan, seeks to balance a healthy economic environment with quality residential and commercial character while protecting the integrity of its natural resources and infrastructure. This overarching vision is embodied in the following goals and policies, as established throughout this document:

- Protect the Town's community character
- Protect valuable natural resources
- Provide a diversity of housing opportunities
- Provide a healthy economic environment
- Provide necessary community services
- Maintain the Town's transportation network

This Section summarizes the Implementation Actions recommended by this Comprehensive Plan Update, and establishes a list of priority action items identifying which items can be accomplished in the short, long, and medium terms.

Table 10-1
Summary of Implementation Actions

Goal	Short Term	Medium Term	Long Term	On-Going	Task Leaders
<p>Historic Resources: Maintain the Town’s picturesque rural character, including historic and scenic resources, while allowing for appropriate commercial and residential development.</p>	<ul style="list-style-type: none"> • Designate Dingle Ridge south of Interstate 84 to the Westchester County line as a Scenic and Historic Route. 			<ul style="list-style-type: none"> • Research and review potential historic properties within the Town of Southeast as they reach the age of eligibility. • Enforce the provisions of Chapter 83 of the Code of the Town of Southeast, and continue to update the Code as necessary. • Actively engage the Historic Sites Commission in the review of development applications that have the potential to impact Historic Resources. 	<p>Historic Sites Commission with support from the Town Board, Building Inspector, and Planning Board</p>
<p>Natural Resources: The Town of Southeast is committed to protecting its natural resources as a critical component of the Town’s quality-of-life, rural and scenic character, and the region’s water supply. Wetlands, watercourses, open space, woodlands, and agricultural lands contribute to the quality and character of Southeast, and their preservation, enhancement, and restoration must be considered in all actions that may affect them.</p>	<ul style="list-style-type: none"> • Update the Town’s lighting ordinance to promote dark sky compliance and establish maximum foot candle levels for commercial uses. • Create a tree protection ordinance to ensure protection of significant trees. • Create a timber harvest ordinance to ensure that forests are harvested in a sustainable and environmentally protective manner, and utilize best management practices. The ordinance should include the following protective measures: <ul style="list-style-type: none"> ○ Buffers along streams, steep slopes, scenic byways, recreational trails, or where threatened or endangered species exist; ○ Erosion and sedimentation control techniques; ○ Standards for the construction of forest roads, skid trails and stream crossings; ○ Standards for the construction of log decks and landings; and ○ Standards related to clean-up and site restoration. 	<ul style="list-style-type: none"> • Establish a zoning overlay district to provide additional protection to the Great Swamp Critical Environmental Area. The overlay district should, for example, require decreased allowable development coverage (impervious surfaces) and on-site stormwater management. • Create a natural resource inventory (NRI) and adopt an open space master plan to identify and prioritize sites, parcels, and features to be protected, preserved and/or acquired. The inventory and plan should be incorporated into the site plan approval process. • Consider designation of new Critical Environmental Areas (CEAs), including: <ul style="list-style-type: none"> ○ The Village of Brewster well-field and wetland system; ○ The aquifer area in the vicinity of Haine’s Pond; ○ The Atlantic White Cedar swamps just north of Lake Tonetta and Brewster Pond; ○ The scenic area between the Diverting and Croton Falls Reservoirs with historic importance as the location of old mines and habitat importance as the home of a large bat community; and ○ Bog Brook Wildlife Management Area. 	<ul style="list-style-type: none"> • Consider additional designations of scenic roads. 	<ul style="list-style-type: none"> • Continue to identify and designate local historic sites and districts, and enforce protection measures to preserve historic structures. Consider offering incentive measures for the preservation of designated sites and structures. • Continue to rigorously enforce environmental protection regulations in the Town Code, especially stormwater management, wetland, and steep slope protections. • Continue to enforce the Town’s ridgeline protection ordinance to protect notable view sheds within the Town. • Continue to enforce the Town’s stonewall protection ordinance to maintain stonewalls as important elements of the Town’s visual character. • Continue to assist the Peach Lake community through infrastructure improvements or inter-municipal agreements with North Salem. • Continue to implement measures to improve the water quality in Lake Tonetta to improve this important recreational resource. 	<p>Town Board with support from the Planning Board.</p>

Table 10-1 (cont'd)
Summary of Implementation Actions

Goal	Short Term	Medium Term	Long Term	On-Going	Task Leaders
<p>Housing Development: The Town of Southeast seeks a balanced diversity of housing opportunities and types to meet the needs of its current and future residents. The Town seeks to maintain its existing supply of housing, including its variety of price ranges, to accommodate residents of all income groups. New housing should reinforce the Town's rural qualities and predominantly single-family detached housing character.</p>	<ul style="list-style-type: none"> Encourage provision of senior housing in appropriate locations in either residential or commercial zoning districts. Specifically define "senior housing" to ensure that the needs of seniors are met while minimizing the potential for senior housing to revert to standard market-rate multi-family units. Increase buffer zones between residential and commercial uses to protect the rural residential character of the community. 	<ul style="list-style-type: none"> Amend Resource Protection Plan provision (§138-21) and site plan review criteria (§138-46) of the zoning code to indicate that resource protection areas, such as steep slopes and wetlands, cannot be built upon. Strengthen subdivision regulations to encourage the implementation of conservation subdivisions. Strengthen existing subdivision regulations to enhance open-space protection provisions within conservation design subdivisions. 		<ul style="list-style-type: none"> Maintain the reduction in allowable density in residentially-zoned areas adjacent to reservoirs and their tributary streams. Encourage the establishment of conservation easements for open-space set-asides in existing and future residential developments to ensure long-term preservation of that land. Enforce architectural design standards and review procedures for new residential development in coordination with the Architectural Review Board. 	Town Board with support from the Planning Board.
<p>Economic Development: The Town of Southeast seeks a diversified base of business and industry to strengthen the Town's tax base and to provide employment opportunities for area residents while preserving the Town's rural residential character and protecting the Town's portion of the regional drinking water supply. Future non-residential uses should be targeted to those areas where they will have minimal impact on water quality, traffic, and community character.</p>	<ul style="list-style-type: none"> Carefully review the allowable uses within existing commercial zoning districts and seek to merge districts that are similar in community character and infrastructure access. Evaluate the allowed uses for gaps and inconsistencies with current development trends. Improve and expand upon the existing definitions (138-4) of the Code. Evaluate which Special Permit Uses would be appropriate to require Conditional Use Permits instead. Consider transferring site plan approval authority to the Town Board for projects requiring a Special Permit. Clarify the allowed uses and lot dimension standards within the commercial zoning districts along Route 22 and Route 6 to define areas of appropriate commercial development. Expand design guidelines for future commercial development along Route 6 to enhance this corridor's function as a gateway into the community. Clarify Special Permit criteria for commercial uses to ensure that the Town's objectives with respect to design and buffering of neighboring uses are met. 	<ul style="list-style-type: none"> Re-evaluate the Town's regulations regarding automotive uses and outside storage, and establish new Conditional Use Permit criteria that can permit the redevelopment and improvement of these uses in a way that enhances community character. Change uses in NB-1 districts to encourage compatible development near residential zones. Encouraged uses could include "specialty retail" or bed-and-breakfast type uses. Special permit criteria should be developed to ensure that new commercial uses would not negatively affect residential uses. Strip malls are not seen as encouraged uses. Automobile dealerships are important businesses for the local tax base and should be preserved. However, special permit criteria should be developed to ensure that the expansion of automobile dealerships and their support activities do not negatively affect residential uses. Update the zoning code to include design standards for all uses, and maintain the enhanced design standards for uses such as large retail facilities ("big box retail"), so they do not dominate the surrounding character of commercial or residential districts. Include site design and landscaping standards to lessen the visual impact of these types of uses. 	<ul style="list-style-type: none"> Work with communication providers to provide technological advancements (such as fiber optic and high-speed internet access) within the constraints of the local law on wireless towers to attract high-value home- and/or technology-based industries. 	<ul style="list-style-type: none"> Continue to recognize the existing development pattern of warehouse facilities and outdoor storage in the Fields Lane area, and identify any new uses that would be appropriate for this area. Encourage uses that do not require large wastewater flows. Maintain the Route 22 Special Area Plan to control new commercial development. Enforce access management guidelines to manage traffic flow in and out of commercial properties. Enforce design guidelines for future commercial development along Route 22 to emphasize the function of this area as one of the Town's main commercial centers. Discourage out-parcel development on parcels fronting on Route 22. Enforce building design and landscaping standards should be created to modify this area's suburban-strip appearance to a more focused town-center aesthetic. Enforce the recently amended Sign Ordinance to encourage a more coordinated and attractive community. Encourage businesses that market the scenic qualities of the Town such as tourism, lodging, arts, and performing arts based uses, provided that strong design and siting criteria are established to prevent unwanted impacts on residential neighborhoods. Attract "clean" businesses and industries that are appropriate for location in a drinking water supply watershed. Clean businesses would have minimum impervious surface area coverage, and use or generate minimum quantities of waste- or process-water and require little or no use, storage, or transport of hazardous materials. 	Town Board with support from the Planning Board.

Table 10-1 (cont'd)
Summary of Implementation Actions

Goal	Short Term	Medium Term	Long Term	On-Going	Task Leaders
<p>Traffic and Transportation: The Town of Southeast is committed to maintaining an efficient, uncongested, safe and well-maintained network of roadways to serve local and through-travelers, especially residents, businesses, and visitors. In addition, the Town is committed to maintaining the rural flavor of Southeast by protecting the character of many of its rural and scenic roadways.</p>	<ul style="list-style-type: none"> • Create an Official Map of all roads within the Town. The Official Map would identify the classification of each road (arterial, collector, local street, etc.) and would identify any “paper streets” or planned roadway improvements. The Official Map would also identify designated scenic roads. • Scenic roads should be recognized as important community assets during the review of any development application. Where possible, all attempts should be made to maintain the functional classification of these roads. 	<ul style="list-style-type: none"> • Create traffic impact criteria that calls for maintaining the Town’s classification system on its roadways with respect to traffic volumes. 		<ul style="list-style-type: none"> • Enforce standards with respect to grade and width for private roadways to ensure safe and efficient flow of automobiles and emergency vehicles. Clarify standards within the Subdivision Regulations pertaining to responsibility for maintenance of roadway margins. • Continue to enforce provisions for shared driveways and cul-de-sacs to provide better clarity with respect to allowed length (1,000 feet), width (18 feet), grade (10 percent maximum), and materials. Evaluate measures to ensure routine and long-term maintenance of private roadways or shared driveways by home-owner associations. • Evaluate where new road connections between development areas could be created to alleviate congestion along collector roads. • Continue to coordinate with Putnam County and New York State Department of Transportation on roadway improvements within Southeast. • Encourage residents and businesses to comply with the Emergency-911 address changes. These changes would improve public safety for all residents and businesses. • Continue to encourage the creation of loop roads instead of multiple cul-de-sacs within new residential subdivisions where a loop road would not result in extensive impacts. 	<p>Town Board with support from the Planning Board and Town Highway Department.</p>
<p>Community Facilities: The Town of Southeast is committed to providing its residents with adequate, accessible, and efficient community facilities and services.</p>	<ul style="list-style-type: none"> • Where capacity exists, encourage the connection of existing septic systems to existing private wastewater treatment plants, especially in the Route 22 Corridor. 	<ul style="list-style-type: none"> • Develop and adopt a master plan for the Town’s Park and Recreation needs by identifying in detail existing park and recreation resources as well as recommending improvements and/or additional land acquisitions 	<ul style="list-style-type: none"> • Following the preparation of a Park and Recreation Master Plan, adjust the recreation fee for residential subdivisions to give the Town the option to pursue acquisition of additional park land or capital improvements to existing Town parks. 	<ul style="list-style-type: none"> • Continue to participate in the Putnam County MS4 Coordinating Committee to implement stormwater management practices, education, and training. • Continue to cooperate with the Village of Brewster to provide shared services and facilities, and to eliminate overlapping or duplicate services. • Continue to work with Putnam County to facilitate opportunities for creating “Rails to Trails” pathways to encourage bicycle and pedestrian mobility within the Town, and to coordinate with Putnam County on bikeways and greenways. • Continue to work with the school districts to improve provision of educational services while considering reorganization of school district due to low enrollment projections. • Work with the Brewster Public Library to develop an expansion and/or renovation plan. 	<p>Town Board with support from the Planning Board, Recreation Department, and Town Highway Department.</p>

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