

NORTH SALEM

COMPREHENSIVE PLAN



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Adopted December 20, 2011

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A sincere thank you is also extended to the residents, businesses and property owners who participated in the planning process.

Signature Page

This draft Comprehensive Plan is endorsed by the Comprehensive Plan Committee to be reviewed and adopted by the Town Board.



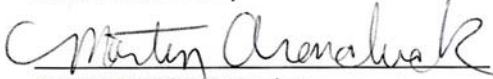
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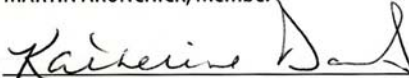
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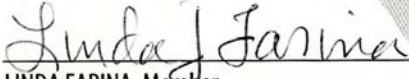
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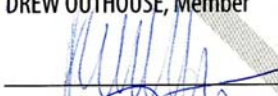
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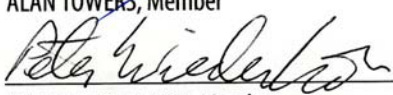
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Appendix B: Town-Wide Survey and Results ([http://northsalemny.org/sites/default/files/14 Appendix B - Townwide Survey.pdf](http://northsalemny.org/sites/default/files/14%20Appendix%20B%20-%20Townwide%20Survey.pdf) & [http://northsalemny.org/sites/default/files/15 Appendix B - Townwide Survey Results.pdf](http://northsalemny.org/sites/default/files/15%20Appendix%20B%20-%20Townwide%20Survey%20Results.pdf))

Appendix C: Demographic Analysis ([http://northsalemny.org/sites/default/files/20Appendix%20F%20-%20Demographic%20Analysis.pdf](http://northsalemny.org/sites/default/files/20%20Appendix%20F%20-%20Demographic%20Analysis.pdf))

Appendix D: Open Space Report ([http://northsalemny.org/sites/default/files/18 Appendix E - Open Space Report.pdf](http://northsalemny.org/sites/default/files/18%20Appendix%20E%20-%20Open%20Space%20Report.pdf))

Appendix E: Eastern Westchester Biotic Corridor Report
(http://www.ecostudies.org/mca/4_Eastern_Westchester_Biotic_Corridor.pdf)

Appendix F: Eastern Westchester Biotic Corridor: Titicus Reservoir Addendum
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Appendix G: Croton Plan for Westchester
(<http://www.westchestergov.com/planningdocs/CrotonPlan/CROTONPLAN.pdf>)

Appendix H: Municipal Groundwater Resources Report ([http://northsalemny.org/sites/default/files/16 Appendix C -Municipal Groundwater Resource Report 1-51.pdf](http://northsalemny.org/sites/default/files/16%20Appendix%20C%20-%20Municipal%20Groundwater%20Resource%20Report%201-51.pdf) & [http://northsalemny.org/sites/default/files/16 Appendix C - Municipal Groundwater Resource Report 52-65.pdf](http://northsalemny.org/sites/default/files/16%20Appendix%20C%20-%20Municipal%20Groundwater%20Resource%20Report%2052-65.pdf) & [http://northsalemny.org/sites/default/files/17 Appendix C - Aquifer Map.pdf](http://northsalemny.org/sites/default/files/17%20Appendix%20C%20-%20Aquifer%20Map.pdf))

Appendix I: Housing Technical Information
([http://northsalemny.org/sites/default/files/18Appendix%20D%20-%20Housing%20Data.pdf](http://northsalemny.org/sites/default/files/18%20Appendix%20D%20-%20Housing%20Data.pdf))

EXECUTIVE SUMMARY

The Town of North Salem, founded in 1731, is a scenic, rural and historic community—primarily residential—located in the northeast corner of Westchester County, 41.1 miles from mid-town Manhattan with a population of about 5,200.

In Spring 2008, a Comprehensive Plan Committee (CPC) was established by the Town Board to provide leadership and guide the planning process for North Salem's Comprehensive Plan 2010. This Plan has been prepared to responsibly maintain the Town's cherished character into the future, and to serve as a public and private sector guide for decisions affecting quality of life, sustainability and delivery of services in North Salem.

The CPC held monthly meetings over a two year period to investigate, prioritize and balance community issues. The CPC served as a sounding board, reacting to concepts and draft documents, and also assisted in obtaining input from residents. Public meetings and a Town-wide survey were conducted as an integral part of the planning process.

Throughout the planning process, the residents of North Salem were very clear about their vision for their Town: to maintain and enhance North Salem's rural residential character and identity. Based upon this vision, the Comprehensive Plan's recommendations reflect the needs and priorities expressed by residents of North Salem. Below is a summary of these recommendations.

COMMUNITY CHARACTER AND DESIGN:

- **Preserve Rural Character**
 - Create and adopt a local “dark sky” policy, which would help reduce nightly use of outdoor lighting and energy consumption.
 - Conserve public lighting usage.
 - Adopt a “disturbing the peace” ordinance, a noise ordinance which regulates the hours of operation for heavy, noisy machinery (construction and landscaping equipment, such as leaf blowers) and establishes appropriate decibel limits, and a complete set of general noise standards.
 - Maintain and enhance the overall rural and quaint appearance of the Town through the site plan and permitting process.
 - Strengthen the historic identity of the Town.
- **Protect Open Space**
 - Preserve and enhance the scenic landscapes and natural resources of the Town's rural areas.
 - Preserve ecologically significant land.
 - Enhance and link existing open space areas.
 - Incorporate any new development into the natural landforms.

- **Promote Environmentally Friendly Provisions**

- Promote solar, geothermal and other renewable energy sources for new development.
- Promote land planning that accommodates motor and public transportation but places greater importance on pedestrians.
- Promote affordable housing near workplaces and mass transit.

LAND USE AND ZONING:

- **Preserve Town Character through Zoning**

- Maintain all existing residential densities (R-4, R-2, R-1, R-1/2 and R-1/4) with the exception of rezoning two areas in the general vicinity of Turkey Hill Road from R-2 to R-4, and limiting the PD-CCRC district to its current location.
- Modestly expand the RO zone on Fields Lane and add light manufacturing, service businesses and offices to the list of permitted uses to allow flexibility in types of businesses permitted.
- Amend the Town's regulations with respect to co-location of cellular towers.
- In areas of the Town that are environmentally fragile, explore the implementation of "performance zoning" regulations that would regulate the intensity of development that is acceptable based upon soils, topographic and additional natural resources data rather than traditional zoning.

- **Protect Environmental Resources**

- Amend the current tree preservation ordinance to simplify the approval process for homeowners and add provisions for the harvesting of trees.
- Adopt legislation for steep slopes to better protect the Town's environmentally sensitive areas, water resources and wetlands and to preserve viewsheds.
- Preserve environmentally sensitive undeveloped land to avert sprawl, reduce carbon footprint and protect natural ecosystems including wetlands and forests.
- Explore and encourage the use of tools for open space preservation, and continue to support the County's agricultural districts.

ENVIRONMENTAL RESOURCES

- **Protect Water Quality**

- Support and facilitate domestic well and public well testing for radiologicals.
- Reduce road salt application rates during winter.
- Adopt an ordinance to protect local aquifers.

HOUSING:

- **Promote Affordable Housing Initiatives**

- Based upon an examination of existing demand, projected demand and projected supply, the total affordable housing need in Town of North Salem to the year 2015 is an additional 26 units.
- In light of the current financial situation, and challenges in providing affordable home-ownership programs, three initiatives are recommended to kick-start affordable housing opportunities:
 - (1) adjust the Town formula for affordability (household income criteria) so that it is aligned with HUD income limits used by Westchester County,
 - (2) increase support for affordable rental units by exploring partnership opportunities with both for-profit and non-profit organizations to construct and rehabilitate affordable rental housing, and
 - (3) work with Westchester County to implement the fair housing settlement and facilitate fair and affordable housing.
- Other policy considerations include: liberalizing regulations and incentivizing the creation of accessory dwellings, encouraging accessory dwelling owners to include accessory dwellings in the Moderate Income Housing (MIH) stock, establishing an affordable housing trust fund, and buying existing homes (negotiating the purchase and/or taking as a vehicle to obtain title) and renting them to income constrained tenants.

TRANSPORTATION:

- **Support Transportation Improvements on State and Local Roads**

- Advocate for NYSDOT improvements to major thoroughfares I-684 and I-84 from Brewster to the Connecticut boundary, including I-684 northbound off ramp to I-84 capacity and safety improvements.
- Advocate NYSDOT to increase capacity of I-684 (widening from 2 to 3 lanes).
- Support creation of a round-about at the intersection of Route 202 and Croton Falls Road.
- Continue to coordinate with the Town of Somers and the NYSDOT in developing a solution to the parking and traffic congestion problem in Croton Falls.

- **Promote Safe Transportation**

- Encourage slower travel speeds through more vigorous enforcement and speed limit reductions [June Road, Titicus Road (Route 116) and Bloomer Road].
- Provide context sensitive solutions for safety enhancements at key intersections.

- **Manage Traffic Demand at Key Land Uses**
 - Develop traffic demand management programs for the schools and the Town's Summer Camp at Mountain Lakes Park¹.
- **Encourage Transportation Related Actions that Promote Energy Conservation**
 - Encourage ride-sharing for energy conservation.
 - Encourage ways to reduce fuel consumption.
 - Encourage use of hybrid vehicles or non-fossil fuels in motor vehicles.
 - Conduct a bicycle study to determine the best routes and facilities for accommodating bicycle travel.

PUBLIC FACILITIES AND SERVICES:

- **Enhance Public Facilities and Services**
 - Form a committee comprised of representatives from the School District, Town government and residents to study the sharing of services.
 - Maintain and support tax incentives for volunteers in the Croton Falls Fire Department and the North Salem Volunteer Ambulance Corps.
 - Research funding and grant availability to allow all schools to become emergency shelters.
- **Enhance Recreational Facilities**
 - Preserve Town-owned parks and consider instituting a program of capital infrastructure maintenance for recreational facilities.
 - Explore the feasibility of providing a swimming pool and support facilities at Mountain Lakes Park that is run by the Town under a license agreement with the County of Westchester.
 - Update the 1994 Town Recreation Master Plan.

CAPITAL PLAN:

- **Support and Encourage the Creation of a Capital Plan**
 - Undertake a capital planning process to ensure future Town-wide sustainability by inventorying assets, establishing priority ranking criteria, preparing financial forecasts, submitting project requests and prioritizing projects.
 - Use the Comprehensive Plan as the starting point for the capital plan, as well as a barometer for progress in achieving plan goals

¹ The Sal J. Prezioso Mountain Lakes Park shall hereafter be referred to as Mountain Lakes Park within the Plan.

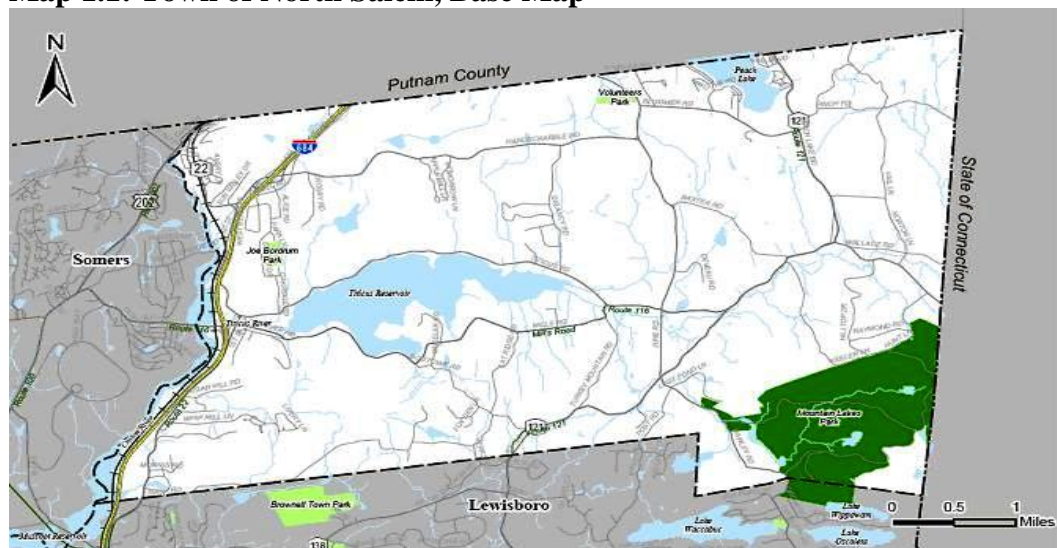
1.0 INTRODUCTION

North Salem marks Westchester County's northern border and is 41.1 miles north of mid-town Manhattan.² Despite its proximity to the City, much of the Town's land is open, inspiring green space. Tranquil, scenic vistas create a unique environment within a one-hour commute of Grand Central Station. Residents overwhelmingly cite the Town's rural character as the reason they live here. North Salem's character is the result of thoughtful planning, diligent local government and residents committed to preserving the Town's scenic beauty and rural tranquility.



This Comprehensive Plan has been prepared to responsibly maintain the Town's cherished character into the future. The Plan is a public and private sector guide for deciding quality of life issues and determining the delivery of essential services impacting North Salem. The Plan's recommendations reflect both the needs and priorities of townspeople as expressed in meetings and surveys conducted over more than two years.

Map 1.1: Town of North Salem, Base Map



The Town of North Salem is a scenic, rural and historic community—primarily residential in character—located in the northeast corner of Westchester County, New York, with Putnam County, New York to the north, the Connecticut border to the east, the Town of Lewisboro to the south and the Town of Somers to the west. According to U.S. Census estimates, the Town had a population of 5,219 in 2008 and has a total area of 23.2 square miles, of which 21.7 square miles is land and 1.5 square miles is water.³

² According to Google Earth measurement between North Salem's southern border and 42nd Street.

³ Population estimates are from *American Community Survey*, 2008 and total area is from *Land Use in Westchester* by the Westchester County Department of Planning (2010).

1.1 HISTORICAL DEVELOPMENT

The earliest known settlement of North Salem dates back to the Archaic Period (8,000 BC – 1,000 BC). We see from artifacts that hunter-gatherers camped, fished and hunted along the Town's streams, and hid from the elements in rock shelters. Many landmarks in North Salem today are named after the Native American Indian settlers of the Mahican Tribe, such as Pequenaconck School and the Croton and Titicus Rivers. "Titicus" is derived from the name the Indians gave it, Mughtiti-coos, meaning Buffalo Creek. Buffalo were so plentiful at one time that the Titicus was known as Buffalo Creek to the Town's first settlers.

The Titicus Watershed has an ancient and complex geology, characterized by metamorphic rock and greatly eroded mountains. The glacier that last retreated twenty thousand years ago scoured the landscape down to bedrock and left myriad smaller boulders behind, which early settlers



used to build miles of stone walls that are a visible characteristic of the Town landscape today.⁴

One of the larger boulders left by the glacier is the famous "Balanced Rock," a boulder weighing many tons that sits atop five smaller rocks. It is located a few feet from the Titicus River near

Titicus Road, just south of the Keeler Bridge in North Salem.⁵

In the late 17th Century, a wealthy Dutch merchant, Stephanus Van Cortlandt with permission of King William III of England, bargained with the Indians to purchase a tract of land where North Salem is now situated.⁷ The Dutch came to this area to trade for furs, as animals here included beavers, martins, minks as



Scenic beauty and water power in North Salem streams welcomed early settlers, where they built a saw and grist mill on the Titicus River.⁶

⁴ John Steele Gordon, "The Titicus River and its Watershed," 1994, 45.

⁵ Ibid., 45, 46.

⁶ Frances Eichner and Helen Ferris Tibbets, eds., *When Our Town Was Young: Stories of North Salem's Yesterday* (North Salem: the Board of Education, 1945), 5.

⁷ Ibid., 3.

well as the woodland bison, for whom the Titicus had been originally named.⁸

In the 18th century, Stephen Delancey inherited about four square miles of Van Cortlandt land, and divided it into 200-acre tracts, selling them to the Dutch and English tenant farmers who became the founding fathers of North Salem, with familiar-sounding names such as Van Scoy, Delavan, Smith, Nash and Steenrod. Land transactions from 1731 show property acquisition by notable families that Town roads and municipal buildings are named after, including Baxter, Hawley, Finch, Vail, Wallace and Lobdell.⁹

As farmers moved in, they girdled deciduous trees from the heavily forested area and created pastures for their livestock and fields for their crops. By 1800 most of the original oak and hickory forests had vanished, replaced by open fields, meadows and pastures. Only the wetlands and steeper slopes remained covered in trees, including maples, sycamores and tulip trees. But the Titicus Watershed was never rich farming country. Its soil is thin in most parts as there is much hillside, and the soil has only had a few thousand years to build up since the retreat of the glacier. Because the land was relatively poor, dairy farming and orchards were the dominant form of agriculture and most field crops that were grown, principally hay, were for local consumption.¹⁰

In the early 19th century, residents of the Titicus Watershed had to supply virtually all their own needs. They built blacksmith shops, slaughter houses, tanneries, flour mills, nail factories and saw mills.¹¹ The Titicus River supplied much of the power for these enterprises in North Salem (Mill Hollow), Salem Center (Delanceytown) and Purdys to serve a growing population (1,204 in 1810). Circus and menagerie companies attracted the interest and investment money of several residents including the Purdy, Angevine and June families.

With the arrival of the railroad to Purdys in 1847, dairy farmers prospered from the easy access trains offered to New York City markets, and George Juengst moved his electric light industry to Croton Falls. The population grew and the area thrived; Purdys boasted several hotels, and the summer communities around Peach Lake attracted visitors.

⁸ Gordon, 46.

⁹ Ibid., 15.

¹⁰ Ibid., 46.

¹¹ Ibid., 47.

Table 1.1: North Salem Population, 1840-1920

Year	Population	
	Number	Percent Change
1840	1,161	-
1845	1,228	5.8
1850	1,335	8.7
1860	1,497	12.1
1865	1,527	2.0
1890	1,730	13.3
1900	1,133	(34.5)
1910	1,694	49.5
1920	934	(44.9)

**Titicus Reservoir, North Salem**

Source: J.T. Scharf, *History of Westchester County*, 1886 and North Salem Historical Society Bulletin, "North Salem at the Turn of the Century," 2000.

In 1893, the Titicus Reservoir was built by the City of New York as part of the Croton Reservoir system that supplies the city with about ten percent of its water needs. The reservoir is about two and a half miles long, and at its widest point, is about a mile wide.¹² Formed by a dam at its western end, the reservoir required hundreds of acres along the Titicus to be condemned; farms and buildings were moved or destroyed including most of the mills. And the village of Purdys was moved to its present day location.

During the 20th century, the remaining dairy farms began to disappear, while wealthy landowners raised beef cattle. Today, agriculture is nearly gone, while horse farms, riding and boarding stables and a few orchards remain. Perhaps seventy percent of the watershed is forest, nearly a reversal of the situation a century ago. The environment of the Titicus Watershed is in better shape than it has been in more than 200 years as industry is nearly nonexistent and the population density remains low, which is important to the City of New York's water supply, as there is less pollution.¹³

Town residents strongly value North Salem's nature, open space and history. In an effort to maintain a sustainable environment, North Salem residents have created several organizations including the North Salem Open Land Foundation, the North Salem Energy Advisory Panel, the North Salem Improvement Society, the North Salem Historical Society and the Historic Preservation Commission.

¹² Ibid., 45.

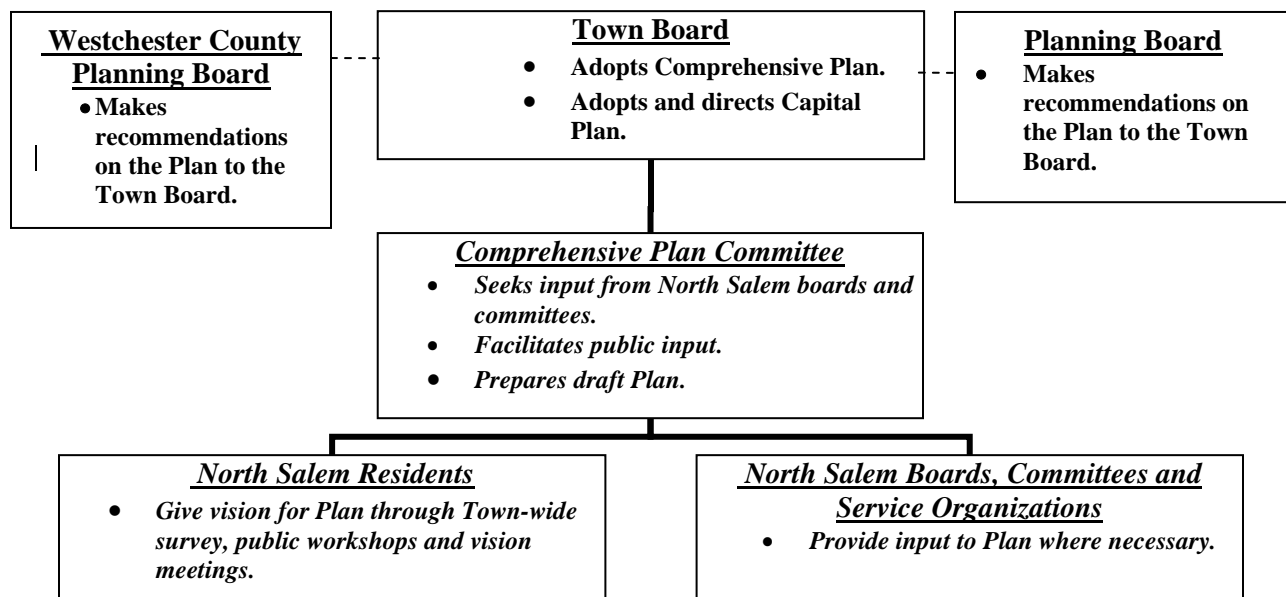
¹³ Ibid., 48.

2.0 PUBLIC INVOLVEMENT PROCESS

This section describes the public, consultative process by which the Comprehensive Plan was prepared, reviewed and refined throughout the planning process.

The Town Board decided early on that this should be a community-based Plan, with input from a wide variety of stakeholders.¹⁴

2.1 COMPREHENSIVE PLAN COMMITTEE



A Comprehensive Plan Committee (CPC) was established in Spring 2008 to provide leadership and guide the planning process. Monthly meetings were held over a 24 month period to investigate, prioritize and balance community issues. The CPC served as a sounding board, reacting to concepts and draft documents, and also assisted in developing a Town-wide survey questionnaire and obtaining significant input from local residents.

The CPC's first meeting was on March 18, 2008; from that time there have been 34 meetings (14 in 2008, 16 meetings in 2009 and 4 meetings in 2010). The CPC held a Public Hearing on the Comprehensive Plan on April 29, 2010. The North Salem web site has a dedicated section to the CPC (<http://www.northsalemny.org/comprehensive-plan/comprehensive->

¹⁴ A complete list of stakeholders, which include North Salem boards, committees, services and organizations can be found on the Town's web site: www.northsalemny.org

plan-home). During the planning process, residents and interested parties could find the names of CPC members, previous meeting minutes and the current meeting agenda, as well as various drafts of Plan chapters, on the web site.

2.2 COMMUNITY INVOLVEMENT

Public input to the planning process began with a Town-wide vision meeting on September 20, 2008. This full day meeting served as a catalyst in bringing Town residents together to discuss their community in different ways. Forty seven (47) people attended the visioning meeting, which was comprised of

three segments: an introductory presentation and two breakout sessions. At the introduction, the CPC Chair and Town Supervisor stressed the importance of gathering public commentary for the planning process. For the breakout sessions, participants formed small groups that discussed components of the Plan. The five breakout topics were: transportation/ mobility, land use, environmental/ natural resources and sustainability, visual and community character and shared facilities and services. The meeting offered an opportunity for citizens to identify important issues and begin developing an overall community vision, including goals and potential strategies that are considered appropriate for achieving that vision. During the vision meeting, the 47 participants brought up many issues about the future of North Salem. Of these topics of conversation, the participants agreed the three most important were:

- maintaining the rural character of the Town;
- diverting the amount of commuter traffic congesting local roads; and
- protecting the natural, scenic and historic resources of the Town.¹⁵

Land Use & Quality of Life

The various factors affecting neighborhood quality of life were discussed, such as environmental conditions, traffic congestion and safety, open space protection and sprawl,



¹⁵ All public comments are available in Appendix A.

among others. Residents were concerned about the need for careful balancing with regard to promoting housing variety and affordability while maintaining neighborhood character and natural landscapes, values and stability. Other resident concerns included preserving open space while sustaining affordability, directing relatively high density development to Town centers (Purdys and Croton Falls) and creating opportunities for transportation and recreation options.

Transportation/Mobility

Residents perceived traffic congestion as one of the key problems affecting the quality of life in North Salem. The Town's roads are burdened by the journey to work and schools, traffic generated by major commercial and incremental housing development as a regional impact, as well as the increasing number of cars owned and used per family. Residents were concerned with the failures of I-684 and I-84. In general, residents felt that speed was an issue and more enforcement is needed. Also, residents voiced concerns that North Salem's character must be preserved by protecting dirt roads, maintaining the scenic quality of most roads (possibly through scenic designation), placing "gateway signage" at the Town borders emphasizing North Salem as environmentally friendly, and considering traffic control tools (such as rotaries and stop signs) that contribute to the rural character of the Town. Residents also noted the need to promote school bus service for North Salem Central School District students, provide public transportation for seniors and possibly transit services for medical related trips and transportation for senior aides and nurses.



Environment/Natural Resources/Sustainability

Discussions involved upgrading infrastructure to improve storm water management and water quality, and to actively plan and manage ecological habitats. Residents supported sustainable, managed growth, and discussed the importance of addressing pesticide/ herbicide management and other environmental protections on developed and developable land. Residents also thought the Town would benefit from preventing roadside littering, reducing light and noise pollution and discouraging development in environmentally sensitive areas.



Visual/Community Character

North Salem has a wealth of historic, cultural and scenic resources that deserve recognition and protection. Three of these resources are currently on the National Register of Historic Places and many others are worthy of listing, in addition to local protection.¹⁶ One challenge is how to properly *identify and interpret* these resources. Residents helped identify historic sites and views worthy of protection, as well as historic design features to be protected and enhanced, e.g. through promotion of adaptive reuse of existing buildings.



Residents noted that visual character would benefit from the protection of view sheds, preservation of historic buildings, strict enforcement of signage regulations and preservation of the Town's natural features (trees, dirt roads, open fields, pastures and open space). Another challenge recognized therefore was how to provide meaningful design guidelines without creating undue burdens for property owners, businesses and residents.



Town Shared Facilities and Services

In a semi-rural community like North Salem, the schools are the primary shared community facilities. Many community groups use both school buildings. Other important community facilities include Delancey Hall, the Lobdell House, the Ruth Keeler Memorial Library, St. James Church Parish Hall, the Firehouses of the Croton Falls Fire Department, Mountain Lakes Park, Joe Bohrdrum Park and Volunteers Park. Several ideas about how to expand and improve Town facilities and services were put forth at the Town-wide meeting, including constructing a cultural/recreational facility and expanding after school activities, especially for teens. Participants also discussed the extent to which services are currently shared between the Town and the School District and by both with neighboring towns and the County. While there is considerable sharing of services already taking place, participants felt more collaboration should be encouraged. Questions were asked about whether the North Salem Central School District should be merged with a neighboring district and the pros and



¹⁶ Historic resources of the Town are discussed in Section 4.2.

cons of such a merger were discussed. Participants strongly agreed that the Town should have a long term public facilities plan.

2.3 TOWN-WIDE SURVEY

In July 2009, the CPC mailed surveys to 1,812 property owners in North Salem.¹⁷ The CPC received 443 responses, a 24 percent response rate. The



respondents were very familiar with the Town, as 41 percent have lived in North Salem more than 20 years (including nearly half of the respondents between the ages of 19-34), with 25 percent residing in the Town from 11 to 20 years. Key findings of the survey are summarized below.

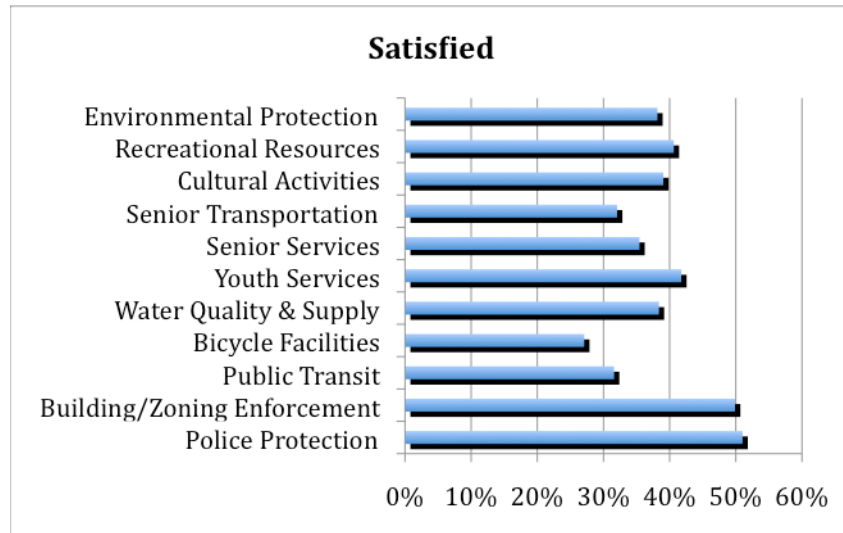
Most residents choose to live in North Salem because of its rural character.



Over half of survey respondents are satisfied with building and zoning code enforcement and police protection services. Around 40 percent of respondents expressed satisfaction with Town services related to

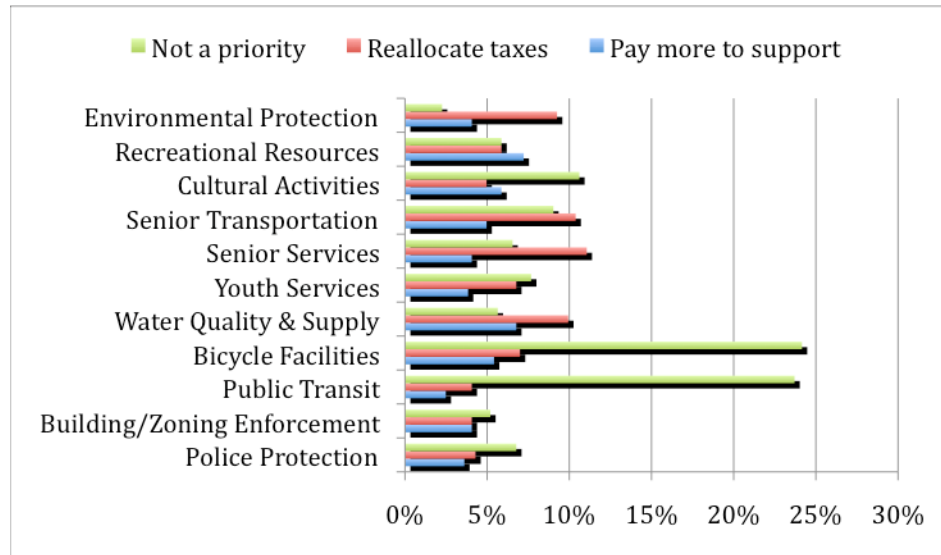
¹⁷ A copy of the survey, as well as a PowerPoint presentation which displays the complete results of the survey is included in Appendix B.

environmental protection, recreational resources, cultural activities, water quality and supply, and youth services. Slightly less respondents, around 30 percent, are satisfied with senior transportation and services, bicycle facilities and public transit services.



About 10 percent of survey respondents support reallocation of taxes for environmental protection, senior transportation and services, and water quality and supply. About 5 percent of respondents support reallocation of taxes for recreational resources, cultural activities, youth services, bicycle facilities, public transit, building and zoning enforcement and police protection. About double the number of respondents support reallocation of taxes rather than paying more to support environmental protection, senior transportation, youth and senior services. Residents would pay more, however, for cultural activities and recreational resources. Support for reallocation of taxes versus paying more to support services was about the same for recreational resources, cultural activities, bicycle facilities, police protection, and building and zoning enforcement.

Most residents believe that recreation facilities for most activities are sufficient, but a large portion desire an indoor pool, outdoor pool or bicycle/walking paths paid by user fees. The bulk of residents support the existing zoning code as it pertains to residential and commercial development. Also, the majority of residents believe that local housing needs are being met, and that open space preservation is very important.



2.4 Vision and Guiding Principles

In order to effectively plan, a community must define its aspirations for the future. The Town's "vision statement" captures those aspirations and provides a basis upon which the Plan and strategic initiatives can be identified. Furthermore, the vision, when combined with a set of guiding principles, becomes a yardstick by which to measure progress. In addition to serving as the basis for the development of this Plan, the vision and guiding principles can be used to evaluate ideas and proposals that may not have been addressed or may be the result of changes not anticipated by the Plan. The Town's vision statement was formulated through citizen input provided at public meetings, the Town-wide survey, Comprehensive Plan Committee discussions, Town Board, Planning Board and Recreation Committee meetings. To ensure that the vision and guiding principles still capture the community's aspirations for the future, the community should revisit these every few years.

The Vision for North Salem

The Town seeks to maintain and enhance its rural residential character and identity.

Guiding Principles

In pursuit of this vision, the Town's guiding principles are to:

1. Preserve and protect our natural resources, including open space, wooded hills, water bodies, wetlands, wildlife habitat and scenic views.

2. Preserve and protect our historic and cultural resources, including buildings, landmarks and artifacts.
3. Expand open space and recreational opportunities for all residents.
4. Provide a variety of housing choices that enables residents to remain in the community.
5. Reduce our carbon footprint and proactively adapt to climate change.
6. Provide public facilities and services in a fiscally responsible manner and at levels adequate to ensure the health, safety and general welfare of residents.
7. Support a safe and efficient multi-modal transportation network.
8. Encourage agricultural uses as a source of the Town's economic vitality.
9. Limit non-residential development, in keeping with the rural character of the Town, to what is necessary to provide North Salem residents with adequate services.

3.0 DEMOGRAPHICS & THE LOCAL ECONOMY

This chapter presents demographic statistics for North Salem, compared with two nearby local municipalities (Pound Ridge and Lewisboro, combined) and with Westchester County. Refer to Appendix C for more detailed data.

3.1 POPULATION AND GROWTH TRENDS

Between 1990 and 2000, the Town's population increased by 448 persons, or 9.5 percent. During this period, the Town's population growth rate was higher than that of Westchester County. From 2000 to 2010, however, the Town's population decreased by 69 residents, or 1.3 percent, while the population in Westchester County increased 2.8 percent.

Table 3.1: Population Estimates, 1940-2010

Year	North Salem		Pound Ridge +Lewisboro		Westchester County	
	#	% change (previous decade)	#	% change (previous decade)	#	% change (previous decade)
1940	1,194	-	2,735	-	573,558	-
1950	1,622	35.8	3,586	31.1	625,816	9.1
1960	2,345	44.6	6,738	87.9	808,891	29.3
1970	3,828	63.2	10,402	54.4	894,406	10.6
1980	4,569	19.4	12,880	23.8	866,599	(3.1)
1990	4,725	3.4	15,863	23.2	874,866	1.0
2000	5,173	9.5	17,050	7.5	923,459	5.6
2010	5,104	(1.3)	17,515	2.7	949,113	2.8

Source: U.S. Census Bureau.

3.1.1 Age

North Salem and Westchester County are experiencing a gradual shift toward an older population. Between 1990 and 2010, both geographies experienced fairly large decreases in the ages 15-29 and 30-44 cohorts, and increases in the ages 45-54 and 60+ cohorts. The median age of the County's population was 36.2 in 1990, 37.6 in 2000 and 40 in 2010. Table 3.2 below compares population changes by age group.

Table 3.2: Population by Age, 1990-2010

		Age Groups					
		0-14	15-29	30-44	45-59	60+	Total
North Salem	1990	886	840	1,233	881	885	4,725
	2000	1,179	580	1,298	1,140	976	5,173
	2010	982	696	782	1,372	1,272	5,104
	%t Chg	10.8	(17.1)	(36.6)	55.7	43.7	8.0
Lewisboro + Pound Ridge	1990	3,449	2,630	4,307	3,486	1,991	15,863
	2000	4,429	1,777	4,278	4,369	2,197	17,050
	2010	2,470	1,379	1,771	3,442	2,351	11,413
	% Chg	(28.4)	(47.6)	(58.9)	(1.3)	18.1	(28.1)
Westchester County	1990	159,303	186,424	210,579	147,589	170,971	874,866
	2000	195,992	159,059	225,766	178,308	167,334	923,459
	2010	186,091	171,550	188,343	210,820	192,309	949,113
	% Chg	16.8	(8.0)	(10.6)	42.8	12.5	8.5

Source: U.S. Census Bureau

3.2.2 Race

With regard to racial composition, North Salem is much less diverse than Westchester County: its total minority population (all races except white) makes up only 6.4 percent of the Town's population, whereas in Westchester County, the minority population accounts for 31.9 percent of the population. However, between 2000 and 2010, North Salem's minority population increased from 236 persons (4.6 percent) to 329 persons (6.4 percent).

Table 3.3: Population by Race, 2010

	North Salem		Pound Ridge + Lewisboro		Westchester County	
	#	%	#	%	#	%
Total Population	5,104	100	17,515	100	949,113	100
White	4,775	93.6	16,429	93.8	646,471	68.1
Black or African American	63	1.2	228	1.3	138,118	14.6
American Indian and Alaska Native	10	0.2	13	0.1	3,965	0.4
Asian	89	1.7	393	2.2	51,716	5.4
Native Hawaiian and Other Pacific Islander	1	0.0	1	0.0	387	0.0
Some Other Race	91	1.8	122	0.7	78,503	8.3
Two or More Races	75	1.5	329	1.9	29,953	3.2

Source: U.S. Census Bureau.

3.2.3 Population Projections

Population projections can be used to determine future demand for land, housing, resources and recreational space. Over time, different methodologies have been used by various planning bodies to estimate population growth. These include projections made for North Salem's *1985 Master Plan*, the Westchester County Planning Department projections in 1995 and 2005, and the Town's linear projections for this Plan.

Westchester County Projections, 2000-2020

The 2010 population in North Salem exceeds the population projected in a 1995 Westchester County Planning report.

Table 3.4: Westchester County Population Projections, 2000-2020

	2000	2010	2020
North Salem	4,900	4,725	5,000
Westchester County	891,000	882,000	905,000

Source: *2020 Foresight: Population Projections for Westchester County to the Year 2020*, Westchester County Department of Planning, Research Information Report.

1985 Master Plan Projections

Table 3.5 provides the population projections from the *1985 Master Plan*, which estimated a 22.5 percent increase in the North Salem population between 1980 and 1990 and a 49.5 percent population increase between 1980 and 2000. Actual figures from the 1990 and 2000 Census show that the North Salem population increased only 3.4 percent between 1980 and 1990 and 13.2 percent between 1980 and 2000.

Table 3.5: 1985 Master Plan Projections, 1990-2010

1990		1995		2000		2010	
Low	High	Low	High	Low	High	Low	High
4,900	5,600	5,200	7,100	5,100	6,800	6,200	8,300

Source: *1985 Master Plan*, page A-3.

Westchester County Population Projections, 2005-2030

The County's most recent population projections for the years 2005 through 2030 are provided in 5-year intervals in Table 3.6 below for the Town of North Salem and Westchester County. This shows slow population growth rates in North Salem from 2005 through 2015 (1 percent or less per 5-year period) and slow rates of decrease from 2015 through 2030 (-0.5 percent to -1.5 percent per 5-year period). During the same period, the County's population is projected to increase slowly (at rates of 0.8 percent to 1.2 percent).

Table 3.6: Population Projections, 2005-2030

	2005	2010 (% chg)	2015 (% chg)	2020 (% chg)	2025 (%chg)	2030 (%chg)
North Salem	5,246	5,300 (1)	5,335 (0.6)	5,307 (-0.5)	5,258 (-0.9)	5,179 (-1.5)
Westchester County	935,127	945,148 (1.1)	957,256 (1.2)	964,527 (0.8)	973,480 (0.9)	982,708 (1)

Source: 2020 Foresight: Population Projections for Westchester County to the Year 2020, Westchester County Department of Planning.

Linear Projections

Based upon North Salem's population changes between 1990 and 2010, the linear population projection is 19 persons per year.

Table 3.7: Updated Population Projections, North Salem, 1990-2020

1990	2000	2010	2015	2020
4,725	5,225	5,104	5,199	5,294

Source: U.S. Census Bureau.

3.2.4 Residential Building Permits

Another indicator of growth is the number of residential building permits issued annually. Table 3.9 below provides the number of building permits for new single-family dwellings and apartments. Single-family dwellings include detached and attached units. Apartments include accessory apartments as attached units or detached structures, as well as units that are part of multi-family structures (3 or more dwellings). Employee dwellings, such as "caretaker's cottages" and "grooms quarters" and other accessory dwellings are counted as apartments.

Table 3.8: North Salem Residential Building Permits, 1990-2008

Year	Single-Family Dwellings	Apartments
1990	2	5
1991	10	5
1992	4	6
1993	2	4
1994	21	2
1995	30	4
1996	31	0
1997	18	6
1998	10	0
1999	17	0
2000	5	1
2001	12	3
2002	6	1
2003	5	2
2004	7	1
2005	7	4
2006	8	1
2007	9	3
2008	2	1
TOTAL	206	49

Source: Town of North Salem Building Department, 2008.

3.3 EMPLOYMENT BY OCCUPATION

The Town's residents are employed primarily in management, professional, service and office occupations. The majority of residents work outside of Town, including 57.6 percent who work within Westchester County and 37.8 percent who work outside of the County (only 4.6 percent live and work in the Town). And the average commuting time to their respective places of work is 38 minutes, which is 16 percent higher than the County average commuting time of 32.7 minutes. North Salem's economic profile is inextricably related to its existing and potential residents commuting to and from their places of work. Table 3.10 below provides key employment indicators for the Town's residents.

North Salem's agricultural operations and residential development also play key roles in the local economy. The Town's farms, open spaces and cultural facilities induce some seasonal resident and tourist activity—though local businesses primarily serve the Town's residents and nearby communities.

Table 3.9: Employment by Occupation and Status, 2000

	No. of Persons	% of Pop.
Population 16 years and over	3,930	100
In labor force	2,722	69.3
Employed	2,600	66.2
Unemployed	122	3.1
<u>Occupation</u>		
Management, professional, and related occupations	1,437	55.3
Service occupations	251	9.7
Sales and office occupations	562	21.6
Farming, fishing and forestry occupations	0	0
Construction, extraction, and maintenance occupations	245	9.4
Production, transportation, material and moving occupations	105	4.0
<u>Commuting to Work</u>		
Workers 16 years and over	2,569	100
Car, truck or van - driving alone	1,877	71.3
Car, truck or van – carpooling	206	8.0
Public transportation (including taxicab)	316	12.3
Walked	43	1.7
Other Means	8	0.3
Worked at home	119	4.6
Mean travel time to work (minutes)	38	1.0
Worked in Westchester County (not at home)	2,240	57.6
Worked outside Westchester County	1,486	37.8

Source: U.S. Census Bureau.

There are a number of local workplaces that employ residents and people

who commute from other communities to work in North Salem. These employers include offices, stores, restaurants, institutions, schools, cultural facilities and other businesses and services in the Town's hamlet areas, along NYS Route 22 and in the area of Hardscrabble Road and Fields Lane. The proportion of land in the Town that is zoned and occupied by business uses, however, is relatively small (less than 1 percent).

Two other important sources of jobs in North Salem are farms and estate homes. Both types of land uses frequently employ caretakers, who often live on-site. Maintenance and service workers are also employed to care for the buildings, grounds and landscaping and to provide household services. Farms, and particularly horse farms, also employ grooms, trainers and other animal care and farm workers as well as office personnel on the larger farms.

4.0 COMMUNITY CHARACTER AND DESIGN

North Salem is a unique place with its historic and picturesque neighborhoods.



The Town's residents appreciate excellent local recreational opportunities, and the character of the community defined by its bucolic landscape and sense of tranquility. Historically, the Town was an agricultural community. Currently, it is more developed, but largely retains the rural background of its past. This chapter addresses the character and appearance of the Town, its historic resources and recommendations to maintain the community's unique rural character.

4.1 CHARACTER AND APPEARANCE

Development in North Salem is largely determined by access to transportation, which can be viewed historically. The Harlem Railroad (which would become New York Central) serviced both Croton Falls and Purdys since 1847. According to *North Salem at the Turn of the Century*, most roads in North Salem and the neighboring municipalities were unpaved, as the typical modes of transportation were horse-drawn carriages or wagons. Dirt roads worked well in good weather, but in rainy weather and with the flooding of the Titicus Reservoir, the roads were often washed out. Paved roads were first introduced to North Salem in 1920.



The Town's first Comprehensive Plan in 1964 established that the hamlets of Purdys and Croton Falls grew around the train stations and I-684 (which at the time was mapped as I-87), while the eastern portion of the



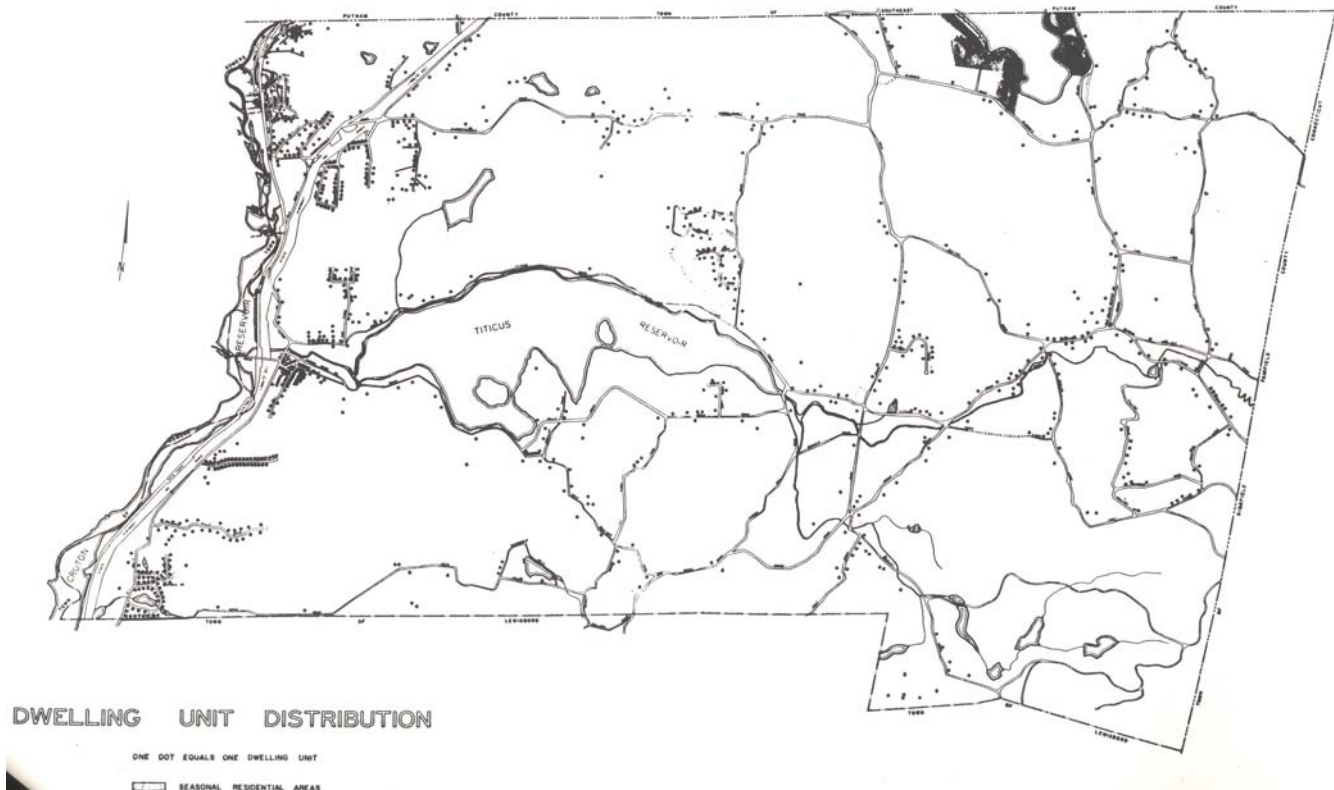
Town was characterized by farms and scattered homes. In 1964, the Route 22 corridor was the most developed along with portions of Town west of the Titicus Reservoir, which include the areas of Pinegrove Drive and Valeria Circle. Developed areas in the eastern portion of Town included Delancey Road and its

offshoots, as well as Grant Road (Route 121) and Titicus Road (Route 116). The dwelling unit distribution map illustrates the development of North Salem in 1964 (Map 4.1).

Since 1964, North Salem has evolved from a farming community to a low density suburb with a rural character. Although there are many working

farms in the Town (9.2 percent of land is comprised of agricultural land uses), more land is occupied by single family houses. One of the more notable transformations includes Peach Lake, which has become an area of relatively dense single family housing as a result of a strong demand from vacationers for lakeside property. Other developed areas include the subdivision on Hilltop Drive (off of Titicus Road) and the development of single family houses around the Titicus Reservoir.

Map 4.1: Dwelling Unit Distribution, Town of North Salem (1964)



4.2 HISTORIC RESOURCES

As noted above, North Salem's rich history has grown from its agricultural roots. With settlement as early as the 1600s, the first land sale in 1731 was to a group of tenant farmers on a parcel of land in the eastern portion of Town. The Town was incorporated in 1788 and had a population of over 1,000 in 1790.



In 1984, the Town created an Historic Preservation Commission, an administrative and advisory board for the Town's Landmark and

Historic Preservation law and Historic Roads law, which regulate historic landmarks and local roads of North Salem.¹⁸

Starting in 1986, the Town has designated twenty-seven local landmarks, three of which, the Purdy Homestead, Union Hall and Delancey Hall, are on the State and National Register of Historic Landmarks¹⁹. The most well known landmark is the Balanced Rock on Titicus Road. Of the twenty-seven designated local landmarks (refer to Table 4.1), fifteen are private residences, three are community facilities, two are stone chambers, one is an exceptional children's school, two are mixed use (commercial and residential), one is a commercial property, one is infrastructure, one is a natural site and one is a roadway (Baxter Road). Efforts should be made by the Town to increase the number of designated historic local roads and designated historic districts.

Although there are no historic districts currently in Town, the residents of Purdys are beginning the process of forming an historic district. According to the Town's historian, there are eight other possible areas that are candidates for historic districts, but they have not begun the process. Map 4.2 shows all historic resources in the Town.

¹⁸ A historic landmark is any building, structure, object, ruins, cemetery or natural object, configuration, geological formation or feature or parcel of land which has historic significance or is identified with historic personages or important historic events. A historic road is "any road of historical value or aesthetic interest by reason of its antiquity as a cultural or heritage resource."

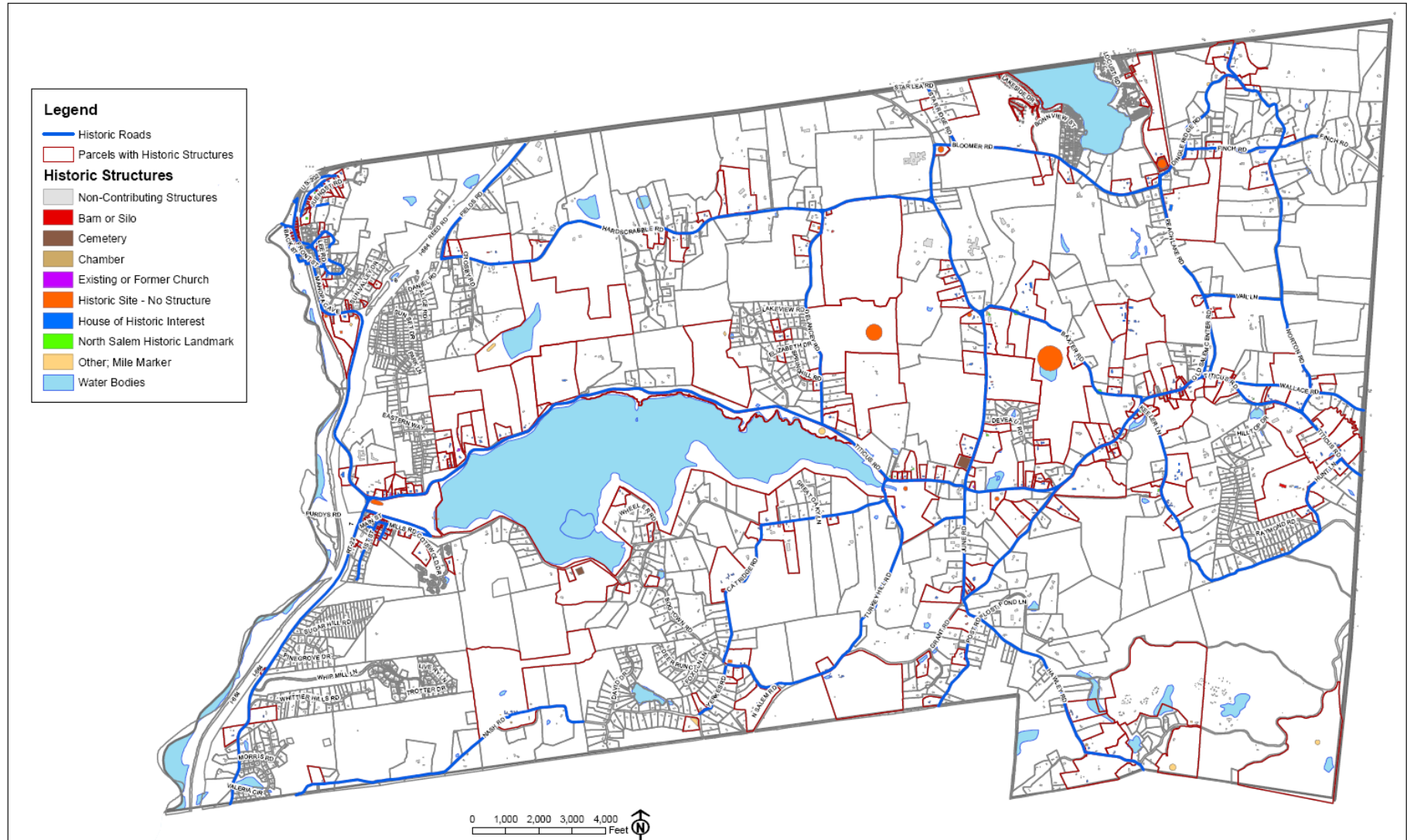
¹⁹ The Town of North Salem has recently designated four additional landmarks: Spur Street Cottage; Purdy's Schoolhouse; Central High School; and Purdy Homestead Stone Chamber

Table 4.1: Local Historic Resources in North Salem

Title	Address	Property Type
Landmarks		
Thaddeus Crane House	2 Baxter Road	Residence
Keeler Homestead	85 Keeler Lane	Residence
Purdy Homestead	102 Titicus Road	Mixed Use
Mills House	425 Mills Road	Residence
Samuel Wallace House	1 Wallace Road	Residence
John June House	71 June Road	Residence
Delancey Hall	266 Titicus Road	Community Facility (Town Hall)
Uriah Wallace House	264 Titicus Road	Residence
Stebbins Baxter Quick House	669 Titicus Road	Residence
Union Hall	673 Titicus Road	Commercial
Old Methodist Church	687 Titicus Road	Residence
Charles Decker House	8 Juengstville Road	Residence
Crow's Nest	9 Juengst Raod	Residence
Purdys Hotel	2 Main Street	Multi-Family Residence
McKeel's Market	8 Main Street	Mixed Use
Keeler Lane Bridge	Keeler Lane	Infrastructure
Quick Barn	667 Titicus Road	Community Facility (Storage Barn)
The Balanced Rock	667 Titicus Road	Natural
The White Elephant	81 Keeler Lane	Community Facility (Historic Society Headquarters)
The D.D. Smith House	Titicus Road	Residence
The Margaret M. Mahoney House	12 Main Street	Residence
Spur Street Cottage	3 Spur Street	Residence
Peach Pond Stone Chamber	955 Peach Lake Road	On private property
Purdy Homestead Stone Chamber	100 Titicus Road	On private property
Central High School	520 Route 22	Exceptional Children's School
Purdy Schoolhouse	8 Old Schoolhouse Road	Residence
Roads		
Baxter Road	Baxter Road	Historic Road
Districts		
Pending		

Source: Town of North Salem web site, Historic Preservation Landmarks Page, supplemented by the Planning Board Chair.

* Shaded cells indicate landmarks on a National or State Register.

Map 4.2: Historic Resources in North Salem, 2009

4.3 RECOMMENDATIONS

The rural character of North Salem is a valued asset for residents, as it was the most popular response in the Town-wide survey as a reason for living in the Town. Steps must be taken to preserve the character of the Town for future residents. These recommendations for lighting, noise, trees and community design are some initial steps in that direction. Promotion of greater climate and energy awareness are also important steps.

4.3.1 Lighting

Currently, the only opportunity to control lighting in the Town is during site plan review, as there are no regulations governing the intensity and direction of artificial light in the Town's residential and commercial districts. In order to preserve the Town's rural character and encourage sustainable energy usage, general standards should be established to regulate the various forms of illumination (i.e. municipal street lights, residential lighting and commercially illuminated signs). These should be codified into a Uniform Lighting Code.

The following recommendations for lighting control are based on public input from visioning sessions and discussions at Comprehensive Plan Committee meetings and should be considered a starting point for drafting legislation controlling illumination in the Town.

- *Creation of a "Dark Sky" Policy*

Commercial Properties

To reduce the amount of light pollution within the Town and maintain its rural character, a "dark sky" regulation should be written into the Zoning Ordinance prohibiting the emission of artificial light or glare that is visible beyond the lot line of commercial properties with specific times of operation. This would include all signs, lucent and translucent, emitting artificial light visible to the passerby from outside the lot lines. Exceptions to this regulation would include illuminated signs of certain commercial facilities during normal hours of operation (e.g. restaurants, bars, etc.). Neon lights of any type would continue to be prohibited.



As part of the “dark sky” policy, the Town should amend its site plan regulations (§250-45 - §250-52) to require all new commercial and non-single family residential developments larger than 3 acres to submit lighting plans that reflect amended regulations and demonstrate compliance with lighting standards.

Residential Properties



The “dark sky” policy would also prohibit the emission of artificial light or glare that is visible beyond the lot line of residential properties, most notably exterior lights on the main structures, driveways and accessory structures (e.g. tennis courts, swimming pools, horse stables, etc.) on the property. The residential portion of the “dark sky” regulation should provide the option of exterior lights turned off or activated motion sensors at specific times during all days. It is also recommended that residential exterior lights adhere to a shielded design standard that allows the emission of artificial light facing downward, as shown in the photo to the left. The residential portion should include amendments regarding flexibility for holiday lighting. New York State municipalities with similar legislation include the Towns of Ossining, Southampton, Warwick and Amherst.

Public Property

- *Motion Detectors on Street Lights*

In an effort to reduce light emissions and be both safe and cost effective over time, the Town should consider installing motion detectors on all municipal street lights. For example, from the hours of 12:00AM to 5:00AM, all street lights would operate on a motion detection basis, thereby limiting the amount of light emitted while still providing illumination for drivers. Motion detectors would need to be able to detect a moving vehicle from fifty yards away and maintain light during motion for at least one minute. A cost-benefit analysis should be done to determine if the cost of purchasing and maintaining the motion detectors versus savings from reduced energy usage would be economically feasible for the Town.

- *Conserve Usage of Municipal Lighting*

The hamlet of Croton Falls has municipal lights illuminated during the evening after businesses are closed and the last train has arrived. In order to reduce unnecessary light emissions and be safe, energy efficient and cost effective, the Town should involve the public through workshops and/or a survey on the necessity of having the Croton Falls' downtown street lights illuminated at specific times during all days and converting the current lights to street lamps which project all illumination downward. The hours of illumination should be coordinated with the Metropolitan Transportation Authority MetroNorth train schedule. By reducing the number of hours the Croton Falls' street lights are illuminated and redirecting light emissions, the Town would become more cost effective as well as reduce unnecessary light emissions.

- *Cost-Benefits Analysis of Illuminated Municipal Buildings*

Currently, the Town must keep interior and exterior portions of municipal buildings illuminated after hours to comply with insurance and safety requirements. Considering the importance of reducing light emissions, the Town should calculate the cost of having all municipal buildings darkened after hours. If keeping the lights off in all municipal buildings is cost effective, the Town should discuss options with its insurance provider to determine if the Town's buildings can be covered while remaining dark or at least minimally lit during the night. Motion detecting lights, rather than having lights on or off all night, may be an economically feasible option.

4.3.2 Noise

Noise reduction is an important goal of the Town, as unnecessary noise impacts community character and quality of life. The results of the Town-wide survey show that residents are concerned about noise, as it was one of the most cited issues regarding quality of life. The Town Building Inspector has also expressed concern about the regulation of noise. Currently, the Town has various regulations to control noise (§250.58, Landscaping and Environmental Requirements; Performance Standards), but current legislation is limited to commercial properties in the zoning ordinance. It is recommended that a complete set of general standards be adopted. The following recommendations for noise control are based on public input from visioning sessions and discussions at Comprehensive Plan Committee meetings.

- *Adoption of a “Disturbing the Peace” Ordinance*

The Town of North Salem does not have an ordinance regulating noise levels emanating from private residences or commercial establishments. In order to maintain the peace and quiet of North Salem, the Town should adopt an ordinance which, within reason, would give police officers the ability regulate excessive noise.

- *Adoption of a Noise Ordinance*

In an effort to reduce noise and keep peace within the Town, it is recommended that the Town adopt a noise ordinance that specifies times for use of heavy, noisy machinery, including construction and landscaping equipment, such as leaf blowers, and establish appropriate decibel limits. For example, §250.58 of Town Code could be amended to limit working hours of construction and landscaping businesses to Monday to Friday from 8:00AM to 6:00PM, or sunset, whichever occurs earlier (currently, §250.58 states 8:00AM to sunset).

4.3.3 Community Design

The Town seeks to promote quality architecture and community design that advances North Salem’s attractive, rural character.

Design guidelines provide a more detailed focus than the broad goals of the Comprehensive Plan, yet allow greater flexibility and creativity in addressing design issues than zoning laws. The Town’s intent is not to impose design guidelines that are overly rigid, but provide flexibility and creativity in the design process while embracing energy efficiency and conservation of resources.

Design guidelines should encourage development that emphasizes a sense of “neighborhood,” is compatible with existing and adjacent buildings and uses, protects the Town’s natural amenities, views and open spaces, conserves and enhances structures of historic value, and does not detract from the Town’s historic character.

The following are recommended as a guide to be followed by more specific guidelines to be prepared as part of Plan Implementation.

- *Maintain and enhance the overall appearance of the Town.*

The Town should require plans submitted in conjunction with site plan, special permit and conditional use applications to

include architectural, signage, lighting and landscape concepts, particularly for mixed use developments and in Town or hamlet centers. Also, the Town should adopt guidelines and standards for landscaping and buffering for new commercial and residential projects that preserve and promote neighborhood physical characteristics. These landscape guidelines should establish proportional building envelopes for single-family homes, yet allow flexible building setbacks in neighborhoods—relating size and bulk so that it is consistent with buildings in the immediate neighborhood (see also recommendations pertaining to controlling oversized homes in Section 5.4 of the Land Use chapter). The Town should also encourage: buffering of storage and parking and other areas related to unsightly activities; well-planned and inviting streetscape designs and improvements as part of all commercial redevelopment efforts; and new developments that are at a scale consistent with abutting buildings and uses, as well as architecture.

- *Strengthen the historic identity of the Town.*

The Town has a large inventory of historic landmarks and the potential for historic districts. The location and design of proposed projects (including shape, scale, building materials, window patterns and color, etc.) should be sensitive to the historic settlement patterns and rural character, established architecture and traditional streetscape scale of North Salem.

- *Preserve and enhance the unique landscapes and natural resources of the Town's rural areas.*

The Town should protect and retain existing trees, shrubs and other landscape elements, when possible, and encourage applicants to use appropriate indigenous plant materials and traditional planting patterns in areas visible from public thoroughfares so that new buildings blend into their natural surroundings. Also, the Town should encourage applicants to provide site plans and building designs that enhance the existing visual quality and natural resource values that make these locations distinctive.

- *Incorporate any new development into the natural landforms.*

Open space preservation and the rural character of North Salem are important goals of the Town. The Town should preserve,

protect and restore, wherever possible and practicable in new developments, the natural terrain, drainage and vegetation. The Town should encourage the placement of buildings to minimize the need for excessive grading and promote well-designed development that respects the natural features of the land. This will avoid disturbance of steep slopes and important natural resource areas.

- *Promote land planning that, while accommodating the automobile, places greater importance on pedestrians.*

In an effort to promote other modes of transportation, the Town should integrate transportation planning into the community design review process by: evaluating the extent to which new developments provide for safe and adequate pedestrian and (where appropriate) bicycle access; requiring connections (sidewalks) to adjacent compatible developments; providing linkages to existing or planned greenways; and encouraging transit-friendly development principles. This will reduce congestion on the roads while providing residents with transit options.

4.3.4 Energy

4.3.4.1 Introduction

The purpose of this section is to provide guidance for climate and energy awareness strategies and to support an overall vision for a more sustainable, adaptable community. Global warming is one of the most important societal issues facing the world. While at a national level the United States is just beginning to consider formal action on the issue, local government leaders are serious about finding solutions and taking positive steps to combat climate change. According to the International Council for Local Environmental Initiatives (ICLEI), a rapidly growing number of local governments are taking the necessary actions to reduce their energy consumption and associated human-caused greenhouse gas emissions, such as carbon dioxide and methane, which contribute to global warming.

In the Town-wide Comprehensive Plan survey, North Salem residents demonstrated a strong commitment to protecting natural resources and the environment. Due to our rural nature and North Salem's commitment to open space, we have the potential to store more carbon than we emit. But first, we need to know a lot more than we do now about how much greenhouse gas North Salem is

producing.

The Town's first priority should be to focus on energy awareness. Its next priorities – both of equal importance – should be to reduce emissions and plan strategies to adapt to a changing environment. It is now clear that even if humans could halt worldwide greenhouse emissions tomorrow, we would still experience for decades to come the climate change that has already been set in motion. We will have to adapt.

4.3.4.2 What North Salem Has Already Done.

On May 26, 2009, North Salem joined the Northern Westchester Energy Action Coalition, an organization of 14 towns committed to reducing greenhouse gas emissions and increasing use of alternative clean energy sources. North Salem, independently and as part of the Northern Westchester Energy Action Consortium and along with various Westchester municipalities, is actively seeking grants and other funding opportunities that may be available under the American Recovery and Reinvestment Act (ARRA) as well as other public and private sources. On July 14, 2009, the North Salem Town Board established the North Salem Energy Advisory Panel (NSEAP) and charged it with the dual mission of raising energy awareness and developing a plan to reduce North Salem's carbon footprint. At the urging of the NSEAP, the Town Board also passed a resolution to authorize membership in ICLEI, clearing the way for North Salem to complete an inventory of the town's greenhouse gas emissions. The NSEAP hopes to complete the inventory in 2010.

4.3.4.3 Next Steps.

The NSEAP estimates that it will take five to seven months to complete the ICLEI inventory. Once the inventory is completed, North Salem will have critical baseline data upon which to establish goals and build a viable plan for greenhouse gas reduction. North Salem's goals should meet or exceed the goals established in the Westchester Action Plan for Climate Change and Sustainability and should also meet or exceed any goals established at the state and federal levels.

The NSEAP will begin developing a Climate Action Plan for North Salem in 2010. It plans to engage as many members of the community as possible and will establish working groups to focus on municipal, residential and commercial energy use and a

separate working group to focus on public education. The NSEAP will establish criteria – such as the potential to reduce emissions, achievability and likelihood to be embraced – upon which to evaluate each proposed action item. Once established, the Plan will be evaluated annually. The NSEAP has also recommended that the Town appoint a municipal energy manager (this can be a volunteer or a paid position) to work with the NSEAP and facilitate the implementation of the Town’s Climate Action Plan.

4.3.4.4 Building A Vision For A Sustainable Future.

North Salem should take a leading role in educating its residents, municipal and school officials, and developers on the advantages and importance of adopting and implementing an Climate Action Plan. The Plan should:

- Recommend policies and measures that the Town will take to reduce greenhouse gas emissions and establish an emissions reduction target.
- Develop public awareness by utilizing such resources as the Town web site and the library to disseminate information and resources regarding energy efficiency.
- Establish energy efficiency standards and transportation policies that will include the purchase and use of energy efficient vehicles, car pooling, ride sharing opportunities, parking incentives for hybrid vehicles, etc.
- Encourage the use of energy audits and the switch to energy-efficient utilities such as Energy Star-rated or better technologies for homes, offices, municipal and school buildings, and facilities.
- Identify financial incentives and low-cost loans for qualifying participants or projects that promote energy-efficiency.
- Ensure that all stakeholders for new construction are utilizing LEED certification (The Leadership in Energy and Environmental Design Green Building Rating System, developed by the U.S. Green Building Council provides a suite of standards for environmentally sustainable construction).

- Insure that municipal boards are requiring developers to utilize LEED certification for green building design and consider providing incentives to developers for meeting higher LEED ratings for green building design.
- Review building codes and identify any measures to improve energy efficiency requirements.
- Encourage the use of renewable energy generators such as solar, wind, hydro-electric, geo-thermal, etc. and identify opportunities for incentives, both financial and easement of regulations, to facilitate their installation.
- Encourage public and private selection of clean energy sources, such as the purchasing of wind energy through New York State Electric & Gas.
- Support the forthcoming “smart grid” efforts to put information and communication technology into electricity generation, delivery and consumption.
- Encourage the Town and school system to modify its procurement policy to specify energy efficiency standards in all bid specs.
- Encourage retrofitting existing buildings and outdoor facilities to improve the efficiency of lighting, plumbing, insulation and HVAC systems, and incorporate renewable energy options.
- Develop and support a Dark Sky light policy (see Section 4.3.1 of this Plan).
- Upgrade recycling policies and laws, and establish other waste-reduction measures such as municipal and residential composting.
- Support the preservation of open space and agricultural land uses, and discourage the development of impervious surfaces; loss of tree cover; loss of natural resources and other development activities that would raise our carbon footprint.
- Encourage and help identify incentives to foster local food production.

- Stay abreast of innovations and funding sources that help lower greenhouse gas emissions, and maintain current information about progress on the Town web site and other sources of community communication.

If enough municipalities like North Salem establish regulations, policies and goals to encourage energy efficiency, it will help to create and encourage the development of markets for the goods and services that make energy efficiency possible on a much larger scale. Once enough industries have found ways to profit from energy reform, there will be a durable constituency for continued change and innovation to both mitigate and adapt to climate change.

4.3.5 Open Space

In 2006, the Town received a grant from the New York State Department of Environmental Conservation (NYSDEC) Hudson River Estuary Program to prepare an open space study as part of the Comprehensive Plan process.²⁰ The Town Board appointed a volunteer Open Space Committee (OSC) whose task was to prepare a study on existing and potential open spaces within the Town.

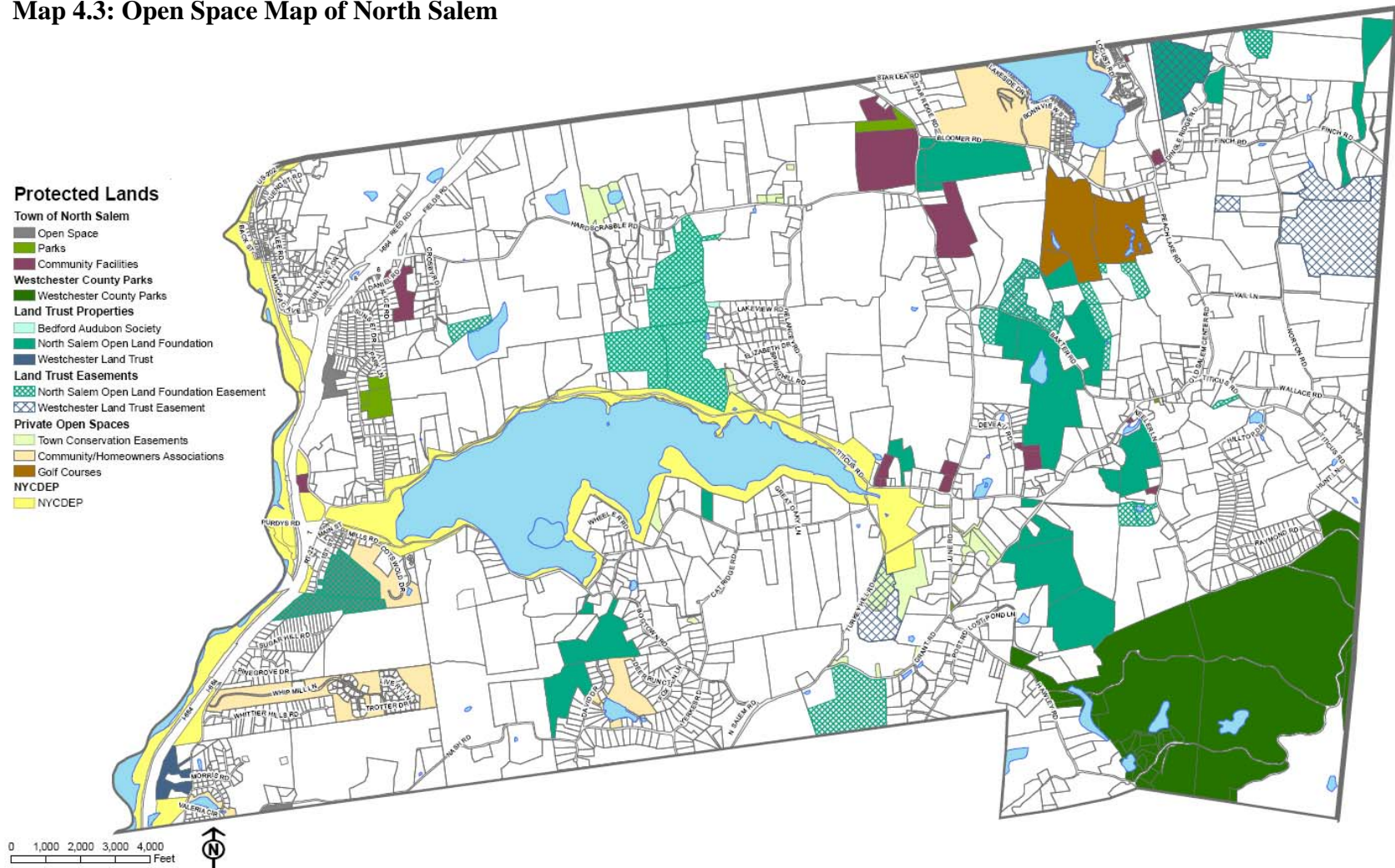
A primary goal of the Town's ongoing planning and development review is – in all areas of Town – to continue to preserve and protect the integrity of existing open space areas and to encourage the preservation of additional, desirable open lands. The mission of the OSC was to assist the Town in achieving this goal by defining, inventorying, and evaluating priority open space resources and to recommend and promote a plan for the protection of these resources.

The OSC conducted a comprehensive inventory of existing designated open spaces and scenic viewsheds which was then combined with an inventory of environmental features, agricultural properties and historic resources to create a composite map (see Map 4.3) which the OSC used to identify potential open spaces which should be preserved or set aside to accomplish the following overall goals and objectives:

- To maintain the rural character of the Town by protecting, for example, the visible field/meadow lands and woods that help define the Town's rural character;

²⁰ The study is included in Appendix D.

- To preserve visual and scenic character, including the viewsheds along public thoroughfares and scenic roadways;
- To preserve scenic topographic features;
- To provide recreational use such as trails for recreational uses including walking, hiking and horseback riding;
- To protect ecologically significant/sensitive lands such as steep slopes and wetlands;
- To preserve and enhance animal and plant habitats;
- To preserve historic landscapes and lands with historic structures;
- To connect open space areas;
- To establish linkages within developed neighborhoods; and
- To protect the quality and quantity of public-use water resources including watersheds, aquifer recharge zones, lakes, and streams.

Map 4.3: Open Space Map of North Salem

The OSC also identified the following specific objectives with respect to several of the goals:

PRESERVE VISIBLE/SCENIC LAND AND LANDSCAPES

1. Identify lands that visually contribute to desirable community and open space character, including those along scenic roadways.
2. Identify land available for open “pockets” and linkages within developed neighborhoods.
3. Ensure publicly accessible and visible open spaces in all areas of Town.
4. Preserve visible open field/meadow lands that define the Town’s rural character.
5. Preserve historic landscapes and lands with historic structures.

PRESERVE ECOLOGICALLY SIGNIFICANT LAND

1. Engage in a separate natural resource inventory to identify ecologically significant areas (it is a benefit or threat to human health, it is a natural setting such as wildlife habitats, wetlands, forests and lakes, it has agricultural, social, cultural, historic, archaeological, recreational or educational values, it has an inherent ecological, geological or hydrological sensitivity to change that may be adversely affected by any change), important as habitat for plants and animals, and identify existing and potential Critical Environmental Areas (CEAs) and significant topographic features.
2. Identify and characterize a list of parcels for future conservation that help to protect the quality and quantity of public use of water resources including watersheds, aquifer recharge zones, lakes and streams.
3. Identify contiguous forest areas.
4. Identify and prioritize a list of parcels for future conservation including, or in the vicinity of, significant wetland areas.

CONNECT IMPORTANT OPEN SPACE AREAS

1. Identify connections between ecologically important parcels as part of the Town's involvement in the Eastern Westchester Biotic Corridor.
2. Pursue connections between existing open space areas.
3. Collaborate with surrounding municipalities in open space protection (i.e. identify contiguous open space areas).
4. Identify pedestrian linkages and wildlife corridors and contiguous forest areas.
5. Expand protected land area contiguous with existing protected open spaces.

ENHANCE EXISTING OPEN SPACE AREAS

1. Discuss making improvements to the Town's Summer Camp at Mountain Lakes Park with Westchester County.
2. Provide walking trails on preserved parcels.
3. Educate residents about existing open space areas and recreation possibilities.
4. Develop parking and better public access to trails and open space.
5. Work with Department of Parks and Recreation to enhance existing recreation areas.

5.0 LAND USE AND ZONING

Historically, North Salem was a farming community. Today it borders on areas of suburban development, but its landscape remains largely rural, though increasingly characterized by single-family development. The Town covers an area of 23.2 square miles.²¹ Residential zoning comprises about 88 percent of the Town's land area, while actual residential uses occupy 39 percent of the land area. The remainder of land uses include undeveloped, agricultural, water supply lands, parkway lands, nature preserves, transportation, communication and utility, institutional and public assembly, private recreation, interior water bodies, commercial and retail, manufacturing, industrial and warehousing, mixed use, cemeteries and office and research.

5.1 EXISTING DEVELOPMENT

The following is based on a parcel-by-parcel inventory of land uses created by Westchester County (as part of its *Westchester 2025* planning effort). It describes existing land use conditions in North Salem and identifies trends in overall development patterns, specifically in 2007. Westchester County created the following GIS map data based on satellite and aerial images and codes from municipal assessors.

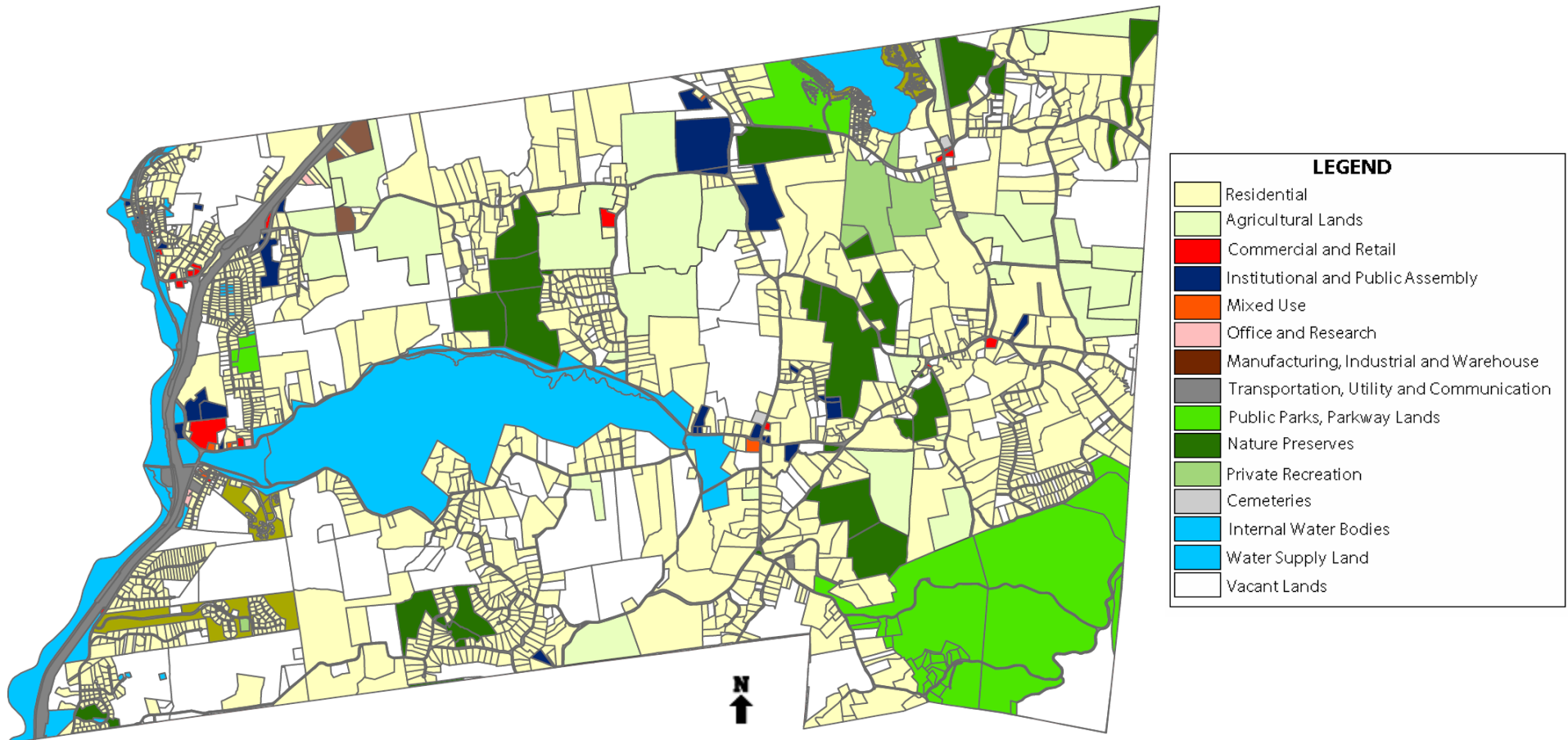
As shown in Table 5.1 below, in 2007 North Salem is characterized by the predominance of its residential land, which totals 5,771.1 acres or 38.8 percent of Town land. Undeveloped and vacant land, another primary land use, occupies 3,299.3 acres or 22.2 percent of Town land area in 2007. Other predominant land uses include agricultural land at 1,372.5 or 9.2 percent of Town land area, New York City water supply lands at 1,270.9 or 8.5 percent, and parkway land at 1,052.67 acres or 7.1 percent.

Table 5.1: General Land Use, 2007

LAND USE	Acreage	Percent
Residential	5,771.1	38.8
Agricultural Categories	1,372.5	9.2
Public Parks, Parkway Lands	1,052.7	7.1
Private Recreation	165.4	1.1
Nature Preserves	818.0	5.5
Interior Water Bodies	111.4	0.7
Undeveloped	3,299.3	22.2
Institutional and Public Assembly	202.1	1.4
Commercial and Retail	44.5	0.3
Mixed Use	8.3	0.1
Office and Research	5.4	0.0
Manufacturing, Industrial and Warehousing	35.2	0.2
Transportation, Communication and Utility	700.0	4.7
Cemeteries	7.1	0.0
Water Supply Lands	1,270.9	8.6
TOTAL	14,863.6	100.0

Source: Westchester County GIS Data, 2007.

²¹ *Land Use in Westchester* by the Westchester County Department of Planning (2010).

Map 5.1: Land Use in North Salem

5.1.1 Residential

Single-Family



Single-family residential land uses include dwelling units on separate lots and accessory structures. In 2007, single-family land uses comprised 2,823.1 acres or 19.0 percent. Estates and rural residential land uses occupied 2,733.5 acres or 18.4 percent of Town land. Both single family and estates and rural residential land uses are located throughout North Salem, with concentrations of single family houses along the Route 22 corridor.

Multi-Family

In 2007, 51.0 acres or 0.3 percent of Town land area was allocated to multi-family properties. Table 5.2 below outlines residential composition from 2007. Multi-family land uses are represented by developments in Purdys and Croton Falls.



Table 5.2: Residential Composition, 2007

Type	Acres	% of Residential	% of Total
Single Family Year Round	2,818.0	48.8	19.0
Single Family Seasonal	5.0	0.1	0.0
Rural Residential with Acreage*	2,733.5	47.4	18.4
Condominiums	3.4	0.1	0.0
Two and Three Family	46.5	0.8	0.3
Apartments	4.5	0.1	0.0
Multi-structure	4.0	0.1	0.0
Home Owners' Association Common Land	156.1	2.7	1.1
TOTAL	5,771.1	100.0	38.8

*Single family year round uses with more than 3.0 acres.

Source: Westchester County GIS, 2007.

5.1.2 Agricultural

In 2007, agricultural uses occupied 1,372.5 acres or 9.2 percent of Town land. Within agricultural uses, horse farms comprised 423.6 acres or 2.8 percent. Agricultural land serves the community as horse farms are the primary industry in the Town and farm land adds to the community character of the Town.



Although varied agricultural uses are found throughout North

Salem, the keeping of horses is predominant, ranging from one to two horse owners to boarder stables. As of 2009, there were 62 horse permits issued and 13 horse farms. Agricultural uses are found in the northern portion of North Salem along Hardscrabble Road, and throughout the eastern portion of the Town.

5.1.3 Recreation and Open Space

Open space uses include land devoted to passive or active recreation or leisure activities, specifically including the designation of public parks, nature preserves, private recreation and interior water bodies. In 2007, public park uses comprised 1,052.7 acres or 7.1 percent of Town land area, nature preserves 818 acres or 5.5 percent, private recreation

165.4 acres or 1.1 percent and interior water bodies 111.4 acres or 0.7 percent. In total, open space uses represented 2,147.4 acres or 14.4 percent of Town land area.

Public park uses include Mountain Lakes Park in southeast North Salem (accessible off Hawley Road), Volunteers Park (abutting the North Salem Middle and High School and also accessible by June Road) and Joe Bohrdrum Park in the western portion of North Salem (accessible by Hardscrabble Road and Titicus Road). Nature preserves can be found off of Titicus Road, Baxter Road and Peach Lake Road (east of Peach Lake and toward the southern Town border). Private recreation is located in the northern portion of the Town near Peach Lake, off of Bloomer Road. Interior water bodies are comprised of Peach Lake, the Titicus Reservoir and River and numerous small lakes and ponds throughout the Town.



5.1.4 Undeveloped Land

Undeveloped land consists of raw land with no impact of construction or development. In 2007, undeveloped uses comprised 3,299.3 acres or 22.2 percent of land in the Town. Undeveloped land can be found in multiple locations throughout North Salem.



5.1.5 Institutional and Public Assembly



Institutional and public assembly uses represent school and government buildings, houses of worship and non-profit owned buildings and land. This land use category contains tax exempt property. In 2007, institutional land uses comprised 202.1 acres or 1.4 percent of Town land. The majority of institutional and public assembly uses are found in the northern portion of the Town, on Hardscrabble Road southwest of Peach Lake, with another large parcel in Croton Falls.

5.1.6 Commercial and Other Non-Residential

Approximately 44.5 acres or 0.3 percent of Town land were occupied by commercial and retail uses in 2007. The primary industry in North Salem is horse farms and other commercial uses are limited. Most of these other land uses can be found in Purdys, Croton Falls and along collector roads in the eastern portion of North Salem.

A land use comparable to commercial and retail is mixed use, which is typically a combination of retail and residential. In 2007, 8.3 acres or 0.1 percent of land uses were allocated to mixed use properties. Mixed use development can be found in various locations including Purdys, Croton Falls and along collector roads in the eastern portion of North Salem.



In 2007, office and research land uses occupied 5.4 acres, less than 0.1 percent of the Town's total land area. Most office and research uses are found in, or in the vicinity of, Croton Falls and Fields Lane.

Industrial land uses include manufacturing, warehousing, assembly and distribution. In 2007, industrial land uses comprised 35.2 acres or 0.2 percent of Town land area. Most industrial uses are found either north of Croton Falls off of I-684, or east of Croton Falls on Hardscrabble Road.

5.2 LAND USE GOALS

The following outlines the Town's overall goals for land use as a residential and rural community, as identified during the planning process, including the results of the Town Survey.²²

- Maintain the Town's rural and residential identity.
- Protect and preserve scenic vistas, unique geological and open space areas, flood plains, key water bodies and watersheds, and other environmentally sensitive resources and natural features.
- Protect and preserve surface and sub-surface water so as to ensure an adequate supply of potable water.
- Protect and foster the Town's heritage through the identification and preservation of historic areas, landmarks, sites and structures.
- Discourage the conversion of viable agricultural land.
- Provide adequate recreational, educational and cultural facilities and services to meet the varied needs of all segments of the population.
- Rehabilitate, preserve and strengthen existing small hamlet-oriented economic activity centers such as Croton Falls, Purdys and Peach Lake.
- Discourage large scale, traffic generating development that is not in keeping with the rural character of the Town.
- Provide adequate areas for appropriately scaled housing to accommodate the anticipated Town population growth with a variety of housing choices and densities, supported by infrastructure.
- Phase development to coincide with available utilities and services, thereby minimizing the fiscal burden to the community and ensuring adequate and necessary community facilities and services.
- Encourage sustainability in the Town by amending the building code to establish energy efficiency standards for new residential and commercial developments and major renovations and providing incentives for eco-friendly, green design.

5.3 ZONING ANALYSIS AND RECOMMENDATIONS

This section describes existing zoning and proposed changes. The

²² The goals and objectives for Open Space are stated in Section 4.3.5.

current zoning for the Town was adopted in March 1987 as Chapter 250 of the Code of the Town of North Salem, Zoning, also referred to as the Zoning Ordinance. The 1987 Zoning Ordinance was adopted following adoption of the 1985 *Master Plan*, which included descriptions of some aspects of the proposed zoning changes that were included in the 1987 Zoning Ordinance. The Zoning Ordinance was amended in 2000 to include new multi-family sites and a new zoning district, Planned Development - Continuing Care Retirement Community District.

The Zoning Ordinance is comprised of 14 zoning districts, which include eight residential (five single-family, two multifamily and one planned development-continuing care retirement community), four commercial (two business and two office) and one planned development district. Table 5.3 below shows generalized zoning uses and requirements for each district. Table 5.4, at the end of the chapter, provides bulk requirements for all land uses.

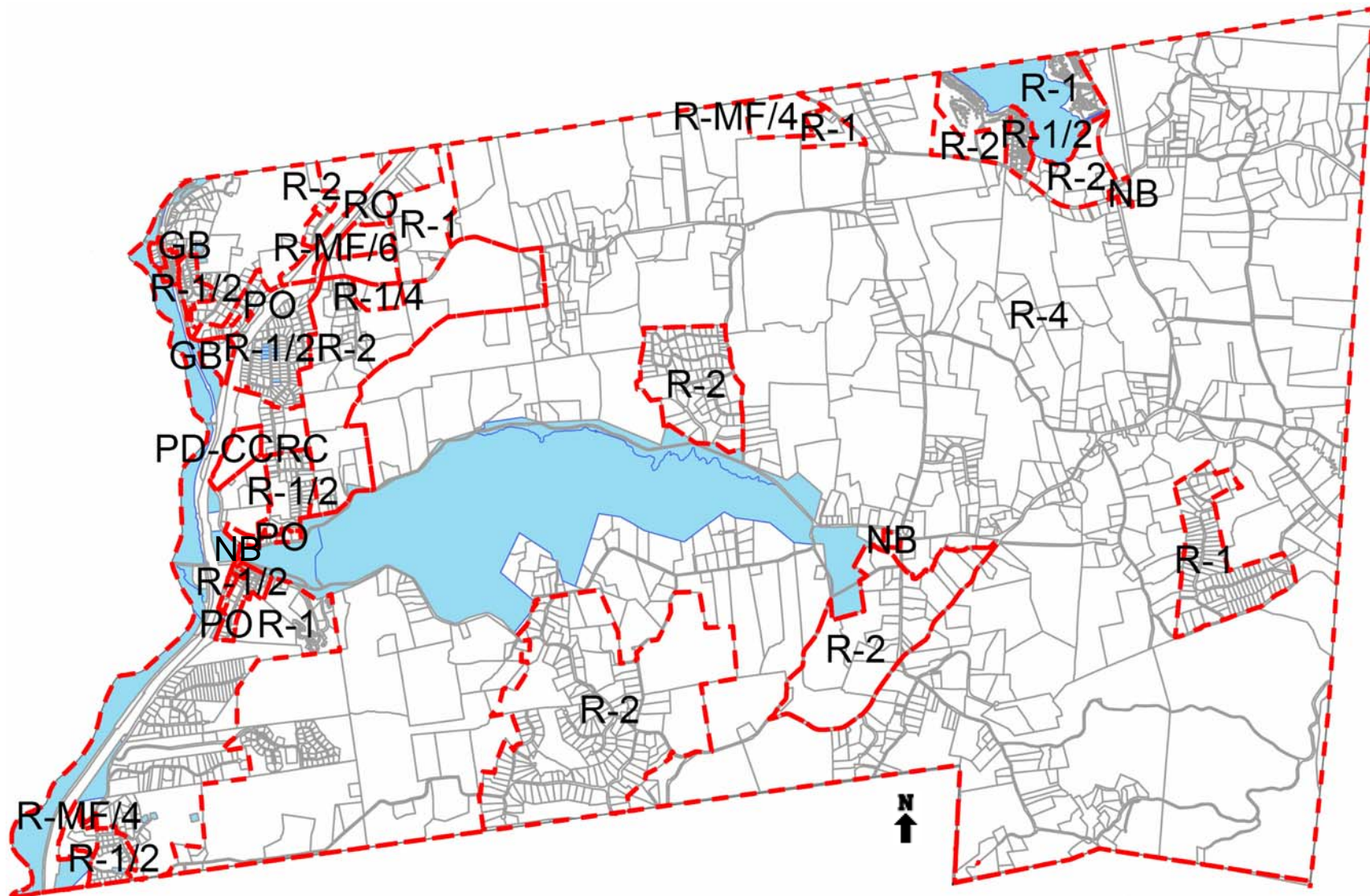
Map 5.2: Generalized Zoning

Table 5.3: Zoning Ordinance Generalized

Symbol	Title	Permitted Uses by Right
R-4	Rural Density Residential District	Farms (crops, cattle, fowl, pig and fur-bearing animals), detached single-family dwellings, Town uses, government uses, churches or places of worship, convents and public schools.
R-2	Low Density Residential District	Farms (crops, fowl, pig and fur-bearing animals), detached single-family dwellings, Town uses, government uses, churches or places of worship, convents and public schools.
R-1	Medium Density Residential District	Detached single-family dwellings, churches or places to worship, convents, Town uses, government uses, public schools and railroad rights-of way and passenger stations.
R-1/2	Medium Density Residential District	Detached single family dwellings, churches or places to worship, convents, Town uses, government uses and public schools.
R-1/4	Medium-High Density Residential District	Detached single-family dwellings, multifamily dwellings for elderly and handicapped persons operated by nonprofit organizations, multifamily dwellings, provided that there shall be not more than 4 dwelling units per acre, churches or places to worship, convents, Town uses, government uses and public schools.
R-MF/6	Residential-Multifamily/High Density District	Multifamily dwelling units, detached high-density single-family dwellings and attached high-density single-family dwellings.
R-MF/4	Residential-Multifamily/Medium Density District	Multifamily dwelling units, detached medium-density single-family dwellings and attached medium-density single-family dwellings.
PD-CCRC	Planned Development – Continuing Care Retirement Community District	Assisted/assistive-living facilities, multifamily dwellings for senior citizens and disabled persons, high-density single-family dwellings for senior citizens and disabled persons
NB	Neighborhood Business District	Retail stores for the sale of general goods, barbershops and beauty parlors, shoe repair and tailor shops, business or professional offices and banks, libraries, museums and art galleries, medical and dental clinics, churches or places of worship, convents, Town uses and government uses.
GB	General Business District	Retail stores for the sale of specialty items, retail stores for the sale of general goods, restaurants and other food service establishments, barbershops and beauty parlors, shoe repair and tailor shops, business or professional offices and banks, libraries, museums and art galleries, medical and dental clinics, churches or places of worship, convents, Town uses, government uses and railroad rights-of-way and passenger stations
PO	Professional Office District	Business or professional offices, medical and dental clinics, libraries, museums and galleries, churches or places of worship, convents, Town uses, government uses and detached single-family dwellings
RO	Research-Office District	Business or professional offices, churches or places of worship, convents, Town uses and government uses
PD	Planned Development District	Detached one-family dwellings, attached one-family dwellings, churches or places of worship, convents, Town uses, government uses and public schools.
OHD	Overlay Historic District	Areas of historical significance

In 1987, the Town's zoning map was revised. A majority of the Town's land area was rezoned to R-4 (Rural Density Residential District), and some areas were rezoned to R-2 (Low Density Residential District), which permit a single-family dwelling per four and two acres, respectively. Areas of non-residential zoning (businesses, offices, industrial, etc.) were also reduced as a result of the 1985 Plan.

Since the adoption of the zoning map in 1987, the only changes to zoning districts in the Town included the rezoning of four parcels to medium to high-density residential zoning districts in 2000 and 2001—to create the opportunity for development of affordable housing and to provide for the development of a variety of housing types in the Town. These zoning districts permit multi-family and single-family residential development with inclusionary requirements, which means that a certain proportion (all zoning districts mandate 20 percent, except for PD-CCRC which mandates 10 percent) of the dwelling units constructed in these zones must be affordable units—i.e., Moderate-Income Housing (MIH) units.

Residential Uses

Rural density land uses are located in areas where municipal services, such as central sewer and water services, are not available due to the relatively high cost of providing infrastructure systems in these areas.

With respect to residential uses, it is recommended that:

- *Rural residential densities be maintained at approximately one unit per four acres with some flexibility to recognize the differing land capacities of each development site.*
- *Within these areas, single-family detached dwellings be maintained as the predominant land use, with some concurrent consideration of clustering as an alternative to sprawl.*

Low density residential (without public utilities) areas permit slightly higher densities than rural density residential areas, compatible with surrounding uses and the capacity of the land.

In these areas, it is recommended that:

- *Low density residential densities at one unit per two acres be maintained, due to lack of public facilities.*
- *Cluster development is also possible in this area, at the same density. Specifically, there is a developed area near Turkey Hill, which is currently zoned R-2. Given the site's location in a transitional area, it is recommended that it be rezoned from low density residential(R-2) to rural density residential (R-4).*

Medium-low densities are currently permitted in areas where public utility and infrastructure systems are feasible or currently exist.

In these areas, it is recommended that:

- *The permitted densities be maintained: where public sewers are available, one unit per acre (R-1); where public sewers are lacking, one unit per two acres (R-2). Detached single-family dwellings would be characteristic, but cluster development of the same density would likely be more feasible with consideration of public utilities.*
- *Where appropriate, cluster residences in higher densities in an effort to preserve open space.*

Medium density residential areas (R -1/2) are serviced by at least one utility and are located in proximity to major links of the circulation system and key community facilities and services.

In these areas, it is recommended that:

- *Density be maintained at less than two housing units per acre.*
- *Cluster development be encouraged where soil and topographic conditions can support such development.*
- *The Peach Lake area, for example, remains a suitable area for medium density zoning. A public sewage treatment system is under construction. The system will hook up 457 homes (354 in North Salem and 103 in Southeast) and a few small businesses in North Salem. Most of the homes were built as summer cottages and over the years were converted to year-round residences. Construction of the plant is expected to be completed in 2011 with hook-ups to the homes and businesses by 2012.*

In light of the new sewer system being built which will enable house expansions, an issue affecting the Peach Lake neighborhood that was identified during the planning process was the need for more flexible zoning and unique bulk and supplemental requirements for the Northern Westchester Country Club (NWCC) property (approximately 80 fee-ownership individual surveyed lots in a subdivision) and co-ops (land owned by co-op corporations and leased to shareholders). The bulk requirements of the zoning ordinance are currently applied to “lots,” but each co-op is comprised of one or more large lots.

To address this disparity, it is recommended that the Town:

- *Explore new, alternative solutions to Peach Lake’s problems with all interested agencies.*

For example, it is currently not permitted to store boats and trailers in a front yard or where they are visible in residential districts, but many Peach Lake residents have both and live on small lots. A special district for the NWCC property and the 3 co-ops (Bloomerside, Pietsch Gardens and Vails Grove), all of which are on Peach Lake, could be considered. Rather than use property-line set backs, a required distance from an adjoining dwelling might be considered. The issue could also be potentially addressed through the proprietary lease clause in the Town's Code. Finally, the creation of a new zoning district that not only has less stringent setback requirements, but also a floor area ratio that limits lot coverage, could also be considered.

In sum, the issue requires further consideration to develop a more appropriate set of district and bulk requirements for co-op properties. This Plan recommends further analysis in order to make a specific zoning recommendation. A standard can then be developed that fits the average lot in a district. With less stringent setback requirements, there would be fewer applicants for variances.

Since the co-op boards don't control the sewer, another sewer board incorporation (the Town Boards of Southeast and North Salem) may be needed. Another possibility is requiring approval from the Zoning Board of Appeals subject to sewer capacity. In this case, the zoning ordinance would not need to be changed.

Medium-high density residential areas (R-1/4) are serviced by public sewers and located near major roads and important community facilities and services.

In these areas, it is recommended that:

- *An overall density of four units per acre be maintained.*

Planned Development – The Continuing Care Retirement Community District (PD-CCRC) is located in Purdys, along the Route 22 corridor in the western portion of Town. Due to the lack of public transit options necessary for seniors, disabled persons and assisted living facilities, and limitations of uses for the district, it is unsuitable for many locations in the Town.

In this regard, it is recommended that:

- *The PD-CCRC Zoning District be limited to its current location.*

The Planned Development – The Continuing Care Retirement Community (PD-CCRC) zoning district requires that a development consist of “a combination of high-density residential development, independent multifamily and single-family dwelling units for senior citizens, persons of age 55 or older and disabled persons, and

development of an assisted-living facility or other conditional or special permit uses.” It is recommended that the zoning text be amended to restrict the district to that site alone, given the limitations to the uses. The PD-CCRC zoning district was adopted as part of *the Continental decision*. It would be unwise to rezone another area within the Town PD-CCRC due to the lack of infrastructure, necessity for close proximity to commercial hamlets and lack of public transportation options.

Recreation and Open Space

The Town of North Salem has approximately 1,053 acres of parkland.²³ With a population of 5,219 in 2008, this represents 201.8 acres of parkland per 1,000 residents—a figure much higher than the standards set by the National Recreation and Park Association. This is also higher than the per capita amount of local park and recreational land recommended by New York State—10.25 acres per 1,000 residents. A closer look, however, reveals that the type and location of parkland provided in the Town does not adequately match local needs.

To address this disparity, it is recommended that:

- *Park dedication and recreation requirements in Town regulations and zoning be clarified.*

With regard to recreation set asides and fees, there are currently differences which must be reconciled among the Town regulations Chapter 157 (Open Space), Chapter 200 (Subdivision of Land) and Chapter A267 (Site Plan Rules and Regulations) for RMF-4 and RMF-6 zones. Chapter 157 states that proposals for multi-family developments must provide either a recreation area no less than 10 percent of the total site area or one acre (whichever is greater) or if a suitable recreation area cannot be developed, a fee to be paid to the Town of North Salem (outlined in Chapter 85, Fees). It is currently interpreted as on-site recreation for the benefit of the development, as Chapter 157 states that if a development does not have adequate space for a park and pays a fee, that the recreational area is “intended to benefit primarily, but not exclusively, the residents of the development subject to the fee.” The recreation requirement is intended, however, for the benefit of the general public. This should be clarified to reflect intended Town law.

In this regard, it is recommended that:

- *Mini-parks near residential areas be expanded.*

²³ Recreational facilities are discussed in more detail in Section 9.1.7.

As park facilities represent significant assets to the Town's recreational needs, they should be protected from development. An assessment of parkland in North Salem revealed a need for 1.5 acres of mini-parks (between $\frac{1}{4}$ and $\frac{1}{2}$ acre in size) within a 5 to 10 minute walking distance of residential areas in the Town.

It is recommended that:

- *The Town explore the feasibility of creating a Town-wide trail system. Town residents would benefit from a trail system that could link up different recreational areas. Trails would provide local recreational space for residents who would like walk, ride a bicycle or ride a horse.*

It is further recommended that:

- *Appropriate recreation fees-in-lieu of payment be collected.*

Alternatives to recreation land dedication—i.e., fee payment—are recommended. Since over one-half of Town land (54.5 percent or 8,097 acres) is open space—which includes public parks, nature preserves, agriculture, water supply lands, private recreation, cemeteries, interior water bodies and undeveloped land—and much of the land is either unimproved or cannot be developed due to conservation easements, it is recommended that, whenever feasible, applicants pay a fee in lieu of parkland in order to fund mini-parks and neighborhood parks or recreational programs. This is intended to lessen the burden on the Town's recreational facilities and programs occasioned by new development.

The Town is currently updating its Recreation Master Plan to inventory and evaluate the types and locations of existing recreation facilities and programs, along with the Town's current and anticipated recreational needs. This will provide a thorough and accurate basis for the in-lieu fee determination. Given the projected population growth of North Salem and the amount of developable land and existing parkland, it is recommended that the Town, on an interim basis, require developers to pay \$10,000 per lot or \$10,000 per dwelling unit. This fee is comfortably within the range of fees in lieu of parkland of Westchester County charged by municipalities—i.e., from \$5,000 per lot to \$60,000 per lot, and between \$2,000 and \$8,500 per dwelling unit. The fee should ultimately represent the fair market value of land, considering the large amount of acreage per lot size and amount of land conserved for open space that cannot be developed for active recreation. It is also recommended that this fee be re-evaluated periodically—i.e., the Town should establish a mechanism to adjust the fee annually or bi-annually to reflect changing land costs.

Commercial and Other Non-Residential Uses

Although approximately 130 acres of land are located in the Town's business zoning district, 95 acres are actually occupied by businesses. The remaining land is vacant, undeveloped, or occupied by residences. Within the Town's business zoning districts, nearly all of the land is already developed with a mixture of uses. The exception is land in the Research-Office (RO) zoning district, where some of the parcels remain vacant or are residences.



In 1987, as part of Town rezoning, a significant area of land on the southeast side of Interstate 684 and Fields Lane was rezoned to the RO zoning district. Only four of the properties in the RO zone are developed for office or warehouse uses. These uses were all established before the adoption of the Zoning Ordinance that created the RO zoning district. The remaining ten parcels in the RO zone are single-family residences, agricultural uses or undeveloped. This may reflect long-term limitations in the demand for office space in North Salem and in the region and the narrow scope of the RO zoning district. In addition, as part of the zoning adopted by the Town of North Salem to address *the Continental decision*, a 24-acre parcel of land in the RO district was rezoned to create a new high-density residential (R-MF/6) zoning district.



To address these issues, it is recommended that:

- *Service businesses in the RO zone on Fields Lane be accommodated.*

The primary determinants affecting office/research land uses include the availability of utilities and suitable access. Office/research development has occurred principally along Fields Lane, north of Hardscrabble Road in the Town of Southeast—which provides favorable access to I-684. It is recommended that Fields Lane be targeted as a mixed use zone for multi-purpose small service businesses (excluding retail) or for “flex” space which contains a combination of office, assembly and light industrial and warehousing uses. These flex-type mixed uses would require an application for a special permit from the Town Board—to review potential impacts and ensure the appropriate scale (Floor-Area



Ratio/development coverage), screening/buffers, and quality of design. More flexibility could be provided to those property owners with vehicular access on Fields Lane.

It is further recommended that:

- *Economic activity be focused in the hamlets.*

Small-scale neighborhood shopping areas provide convenience goods and services, including pharmacies, hardware stores, stationary stores, grocery stores and barber or beauty salons, to the adjacent residential community. These commercial and service uses should remain within the hamlets (Croton Falls, Purdys and Salem Center). The role of the hamlet is recognized as the principal business and service center of the Town.



5.4 OTHER LAND USE TOOLS

This section discusses techniques and strategies for achieving the Town's goals and vision—e.g., protecting and preserving natural resources, open space areas and agricultural land in the Town. Other land use tools were recommended in section 4.3.3 (Community Design).

Steep Slope Ordinance

In many rural communities, undeveloped land is often located in areas where steep slopes and wetlands predominate: these are the lands that were once considered too difficult to develop and so were not developed. With current construction practices, more challenging lands are now subject to development pressures. Steep slope regulations are typically applied during the site plan and subdivision review process and may restrict the amount of disturbance to a slope to minimize the potential for soil erosion and slope failure. Typically, disturbance to a slope of 15 percent is considered a threshold for regulatory review and a permitting process is required to consider disturbance to a slope between 15 and 25 percent. The Town of North Salem Planning Board is currently working on draft legislation for steep slopes that has been submitted to the Town Board for review and adoption. Adopting local environmental controls on steep slopes will help to minimize disturbance to these fragile environmental features—on slopes greater than 25 percent.

It is recommended that:

- *The Town adopt legislation for steep slopes.*

Trees

Trees are important in preserving the rural character of North Salem. The current tree preservation ordinance (Chapter 189) regulates tree cutting and tree slashing, but has no provision for the harvesting of trees. The Town should work with all interested agencies (including but not limited to the Westchester County Agricultural and Farmland Protection Board, the Watershed Agricultural Council and the Westchester County Department of Planning) to amend Chapter 189 to include a definition of forestry, which will protect the Town's trees from tree harvesters, as well as a process to regulate timber harvesting in the Town.

It is recommended that:

- *The Town amend its current tree preservation ordinance to simplify the approval process for homeowners and add provisions for the harvesting of trees.*

Guidelines to control oversized homes

The Town has begun to see the appearance of “McMansions” – new, much larger residences, with an incompatible architectural style replacing smaller, more modest homes – that tend to change the character of a neighborhood and the community. Another issue is larger homes, some on large lots, but built close to the road and adjoining houses, rather than appropriately set back. A variety of regulations can be used to address McMansions and control oversized houses relative to lot dimensions—including limits on floor-area ratios, building heights and setbacks, as well as limiting building footprint.

It is recommended that:

- *The Town form a committee to review the issue in depth, using models from other municipalities dealing with similar problems.*

Regulating co-location of cellular towers

The existing ordinance promotes “co-location of cellular tower antennas whenever possible.” This was a result of the visually intrusive nature of these cell towers in the past and visual impacts to surrounding areas. Given the advent of new technologies, however, co-location may not be necessary and may not be the best choice for the Town. Therefore the ordinance should be modified with respect to co-location of cell towers. The Town should consider alternative options and best practices for proposed new cell towers, which may entail improved design factors and different geographic locations. If co-location does not require an increase



in height of the cellular tower, it should continue to be encouraged. In other cases, the Town may support creation of new, lower towers instead of co-location. The Planning Board and public should consider the potential impacts of co-location and other opportunities and exercise their discretion in these decisions.

It is recommended that:

- *The Town revisit and amend its regulations regarding co-location of cellular towers.*

Promote the Regulation of Accessory Structures that Create Alternative Energy

Currently, the Town has no ordinance regulating the use of accessory structures (such as solar panels, wind turbines, etc.) that create alternative energy. The Town should promote the creation of alternative energy sources to homeowners by offering tax incentives and streamlining the permit and environmental review process. The accessory structures must meet the criteria of the Town's community design standards.²⁴

It is recommended that:

- *The Town consider additional ordinances to promote the creation of alternative energy by homeowners.*

Conservation Easements

Conservation easements are currently a valuable tool for land preservation in the Town. A conservation easement permanently limits the uses of a parcel of land for the purpose of conserving its natural features. Conservation easement donors continue to own and control their property; can sell or mortgage their property, and can pass the land on to their heirs, although the easement will remain in effect in perpetuity. A landowner could use this method, for example, to protect prime farmland while keeping some less productive land for limited development.

A landowner would relinquish his/her development rights to a private conservation organization, such as the North Salem Open Land Foundation, which accepts the responsibility of enforcing restrictive covenants. Qualified conservation easements are considered tax-deductible contributions by the IRS—i.e., the lost equity is then recovered



²⁴ Recommended community design standards for the Town are included in Section 4.3.3.

through deductions from Federal income and estate taxes. To be accepted by the Internal Revenue Service, however, the conservation easement must be donated to a publicly-supported charity or unit of government intended permanently and solely for conservation purposes, and it must further an official State or local agricultural conservation policy. The value of the deduction relates to the difference in the value of the property before and after the easement is established. Additionally, New York State offers an annual credit up to \$5000 to conservation easement donors. The Open Space map (Map 4.3) shows all conservation easements.

It is recommended that:

- *The Town continue to promote its existing conservation easement program.*

Acquisition of Land or Development Rights for Open Space

Results from the Town-wide survey indicate that residents value open space, as it adds to the rural character of the Town. The Town could target specific types of open space, such as farmland, and cooperatively select easement acquisitions designed to meet the needs of farmers and to preserve the key attributes of farm properties or other open space parcels. These attributes could include scenic quality, water and other natural resources, open spaces and, of course, productive agricultural land and soils. Acquiring land outright, acquiring the land's development rights, or acquiring conservation easements (prohibiting the owner from developing the land) typically, but not always, requires a payment of some sort. Charitable landowners can donate land, development rights or the easements. In some cases the value of the donation can create tax benefits to the donor.

Towns could also purchase land outright or purchase development rights. Funding for purchases can be obtained through a variety of options, from grants to capital budgeting to long-term bonds. In 2000, North Salem town residents approved an Open Space Referendum authorizing the Town to borrow up to \$2 million. A second authorization of \$2 million was also approved in 2005. To date, two parcels have been purchased using these Bond authorizations, and additional funds are available.

There are various ways to raise municipal funds for land acquisitions in New York State including:

- general obligation bonds
- devoting budget surpluses to dedicated land acquisition funds
- special capital appropriations

- property tax percentages (e.g., one-half of one percent) as a revenue source for a dedicated capital fund²⁵
- revenues from a community preservation fund
- grants

It is recommended that:

- *The Town consider implementing the final step of the Open Space Plan which includes identification of potential parcels for purchase/preservation and an analysis of funding options.*

Agricultural Zoning

Agriculture has always played an important role in the history of North Salem. Since its founding, crop, dairy, beef and fruit farms formed the core of the Town's agricultural industry. In



recent decades horse farms have become the most prominent form of agriculture, and the equine industry is the largest employer in the Town and a major consumer of local goods and services. Residences on horse farms contribute to the tax base with minimal impact to Town services. In addition to contributing to North Salem's financial well being, much of the property associated with horse farms has remained undeveloped, and those and other agricultural lands in Town comprise a substantial portion of North Salem's privately owned open space.

It is essential to maintain and encourage the agricultural industry in North Salem in order to help maintain the Town's rural character and open space. Numerous studies have shown that encouraging agriculture is the least expensive way to ensure open space. New York State has long recognized the importance of agriculture, and has developed legislation that promotes agriculture by codifying "right to farm" laws and exempting valid agricultural enterprises from overly restrictive local ordinances. The primary vehicle for this is agricultural districts, a concept which Westchester County adopted and of which North Salem is a part.

In order to assure the continuation of a substantial agricultural presence in North Salem, the Town should formally adopt the basic provisions of New York State's Agricultural and Markets' Articles 25AA, modified so that the Town's current special permit process, administered by the Zoning Board of Appeals, remains in place, and encourage the County to renew

²⁵ The Trust for Public Land specializes in municipal open space finance programs, and their web site (www.tpl.org) contains several documents and studies that provide case studies and ideas for creative and successful open space programs.

Westchester's agricultural district. All decisions rendered by the various Town boards should take into account their impact on agriculture in the Town, and be crafted so as not to adversely impact or discourage agricultural operations.

It is recommended that:

- *The Town explore adopting the basic provisions of New York State's Agricultural and Markets' Article 25AA and encourage the County to renew Westchester's agricultural district.*

Performance Zoning

"Performance zoning" is an alternative to traditional land use zoning. Whereas traditional land use zoning specifies what uses land can be applied within specified districts, performance zoning specifies the intensity of land use that is acceptable. In other words, it deals not with the use of a parcel, but the performance of a parcel and how it impacts surrounding areas. Performance zoning can be based upon soils, topographic and additional natural resources data, and regulate land development intensity and density by computing the "net buildable area" for each site. This would regulate land use intensity and density based on the protection and preservation of natural resources and the provision of open space.

A mechanism that can be used by the Town in conjunction with performance zoning and that is capable of recognizing the variation of soils from one parcel to another is based on the determination of the soil types existing on any given parcel or lot. This determination would be made at the time of subdivision approval or when a building permit is issued. If the site is well or moderately well drained with no bedrock or slopes above 15 percent (CLASS A), then the minimum lot size would be one acre. If a site is well or moderately well drained with bedrock but no slopes above 15 percent (CLASS B), then the minimum lot size would be 2 acres. If the lot or parcel contains soils that are generally shallow to bedrock with no slopes above 15 percent or are poorly drained with some subject to flooding (CLASS C), then the minimum lot size would be four acres. In the event that a lot has more than one class of soil, the standard applicable to the highest numbered class of soil on the lot would be applicable unless there is sufficient acreage of a lower numbered class soil to satisfy the standards.

The recently adopted *Eastern Westchester Biotic Corridor Report* and specifically, the *Eastern Westchester Biotic Corridor: Titicus Reservoir Addendum*²⁶, which can be found in Appendix E and Appendix F, identify

²⁶ Eric R. Davison and Michael W. Klemens, *Eastern Westchester Biotic Corridor: North Salem, Titicus Reservoir Addendum*, 2009.

environmentally fragile sites and areas in need of preservation, which may be helpful in establishing properties appropriate for the application of performance zoning regulations. Another good resource is the *Croton Plan for Westchester* (2009)²⁷, included as Appendix G, which includes implementation strategies for the Town.

It is recommended that:

- *The Town explore performance zoning regulations in areas that are environmentally fragile.*

²⁷ Westchester County Department of Planning, *The Croton Plan for Westchester*, 2009.

Table 5.4 Bulk Requirements²⁸

1	2	3	4	5	6	7	8	9	10	11
Use Group	Required Lot Area	Required Lot Width (feet)	Required Front Yard (feet)	Required Side Yard 1 Side/Total (feet)	Required Rear Yard (feet)	Required Street Frontage (feet)	Maximum Building Height (feet)	Maximum Development Coverage (percent)	Maximum Building Coverage (percent)	Maximum Floor Area Ratio (F.A.R.)
a	10 acres	400	100	75/200	100	200	35	10	5	0.1
b	4 acres	300	75	75/150	100	150'	35	20	10	0.2
c	6 acres	300	100	75/200	100	200	35	20	10	0.2
d	10 acres	400	75	75/150	75	200	35	40	20	0.3
e	1 acre	150	35	20/50	50	120	35	20	10	0.2
f	1/2 acre	100	30	15/40	35	80	35	25	10	0.2
g	5 acres	300	75	75/150	100	200	35	40	20	0.3
h	1/4 acre	100	30	15/30	30	75	35	25	10	0.2
i	10,000 square feet	60	30	15/15	30	50	35	30	15	0.3
j	10,000 square feet	75	20	10/20	25	50	35	60	20	0.3
k	20,000 square feet	100	30	10/30	30	75	35	40	20	0.3
l	40,000 square feet	150	35	20/50	50	120	35	50	20	0.30
m	2 acres	200	50	30/75	50	150	35	50	25	0.35
n	160,000 square feet	300	75	50/125	75	200	35	30 ²	15 ²	0.30 ²
o	5,000 square feet	70	10 ⁴	10 ⁴ /20 ⁴	20 ⁴	50	35	70	30	0.50
p ³	6 acres	100	100 ⁴	75/200 ⁴	100 ⁴	100	NA ³	NA	NA ³	NA
q ⁵	5 acre min. 50 acre max.	400	75	75/125	75	50	35	40	20	0.30
r ⁶	5 acre min. 50 acre max.	400	50	50/100	50	50	35	40	20	0.30
s ⁷	15 acres	400	50	75/125	75	200	35	60	25	0.30
t ⁸	10 acres	400	75	75/150	50	1,320	35	15 ⁹	5	0.1

NOTES:

1 In conjunction with site development plan approval, the Planning Board may modify said requirements for existing detached buildings which are rehabilitated for moderate-income housing. The Planning Board may also modify the side yard requirements for new attached dwellings which are constructed for moderate-income housing.

2 Said requirements may be increased to no more than the maximum requirements listed below, provided that at least 1/3 of the total number of housing units constructed are moderate-income housing units in accordance with the provisions of Article XXII. In conjunction with site development plan approval, the Planning Board may also modify the side yard requirement for attached dwellings which are constructed for moderate-income housing.

(a) Maximum development coverage: 60%.

(b) Maximum building coverage: 25%.

(c) Maximum floor area ratio (F.A.R.): 0.40.

3 Subject to specific conditional use standards in Article XIII, § 250-77.5, including specific requirements for maximum tower height.

4 Yard setbacks shall be required in addition to the setback related to tower height; see Article XIII, § 250-77.5.

5 Refer to the Table of General Use Requirements and the Table of Uses and Density for the R-MF/6 District. Subject to specific supplemental requirements in Article V, § 250-19.1.

6 Refer to the Table of General Use Requirements and the Table of Uses and Density for the R-MF/4 District. Subject to specific supplemental requirements in Article V, § 250-19.1.

7 Subject to specific supplemental requirements in Article V, § 250-19.2.

8 Subject to specific supplemental requirements in Article XIII, § 250-77.6.

9 Subject to allowance for an additional 20% of development coverage per Article XIII, § 250-77.6N.

²⁸ Town of North Salem Town Code §250 (Zoning Ordinance Bulk Requirements).

6.0 ENVIRONMENTAL RESOURCES

This chapter reviews conditions and opportunities for sustainable groundwater use in North Salem. Compared to some parts of the United States, North Salem enjoys a relative abundance of water, averaging 46 to 48 inches of annual precipitation with estimates of up to 10 percent more in the future as a result of climate change predictions.

This relative abundance of present and future water does not come, however, without management challenges and responsibilities. The Town currently has areas experiencing operational difficulties either due to yields of individual wells or quality. Studies indicate the Town can overload its local aquifers with septic system wastes or over-pump groundwater in local areas, causing water shortages or imposing drying conditions on wetlands and streams. The Town also must learn how to manage groundwater quality, which in some parts of North Salem contains radiological constituents which can be harmful to human health.

Recent climate change models suggest that the northeastern region of the country will receive more rain in the future. Some models also suggest this water will come in the form of heavier storms with longer dry periods between storms. If these predictions are correct, we must find ways to store or recharge stormwater for the dry periods and to limit floodwater damage.

In the Town-wide survey, North Salem residents demonstrated a strong commitment to the protection and allocation of groundwater functions. Without water, the Town's infrastructure investments in communities and homes are of little practical value or pleasure. The following section summarizes conclusions from a hydrogeologic study of North Salem's aquifers found in Appendix C.

6.1 NORTH SALEM'S GROUNDWATER RESOURCES

Bedrock aquifers underlie all parts of North Salem and generally provide the sole source of potable water for residents and businesses. Most bedrock in the Town consists of metamorphic variants of shale and sandstone or granitic rock (metasediments or gneiss). Some lower-elevation areas exhibit metamorphic variants of limestone (e.g. marble). Limited sand and gravel deposits cover valley areas, offering some opportunities to install wells in sediment formations. In bedrock aquifers, groundwater moves only through small fractures in the otherwise solid and impermeable rock, so rates of groundwater flow are slow and the amount of water stored below ground in bedrock aquifers is somewhat limited. In sedimentary formations, groundwater moves through pore spaces between the sediment grains, often at somewhat higher velocities and with more storage capacity. In both settings, flow velocities are slowed by the complicated flow paths, resulting in natural groundwater movement at

rates of perhaps a few inches per day as groundwater moves from higher elevation areas to lower elevation areas.

Bedrock and sediment aquifers in North Salem are replenished (recharged) by local precipitation. Most meaningful recharge occurs during the autumn through springtime months, with less recharge occurring during the growing season when much of the precipitation the Town receives is either used by vegetation or is lost to evaporation. Recharge rates into the aquifers have been estimated to range between 4.2 to 20.2 inches per year depending on whether precipitation falls on clay or sandy soils. The most common silty-sand soils in North Salem allow aquifer recharge rates of between 7 and 15 inches per year.

Once water enters subsurface bedrock fractures or sediment pore-spaces, it seeps slowly toward low areas and discharges to the Town's streams, riparian wetlands or to the lakes and reservoir. Groundwater movement through aquifers can be thought of as "subsurface runoff" which is moving through fractures and pore spaces toward low areas. The rates of groundwater flow are restricted by the gentle slope of the watertable which mirrors the landscape slopes and by the limited geologic openings. The slow rate of groundwater migration is beneficial because it detains groundwater in the watershed, allowing it to emerge in wetlands and streams many months after recharge events. This delayed discharge is what provides baseflow to streams and wetlands during dry periods and allow the residents of North Salem to drill wells which intercept the slowly migrating groundwater for domestic, agricultural and commercial uses.

Plate 1 in Appendix C of the Comprehensive Plan shows aquifer boundaries, watershed boundaries, estimated watertable contours and general directions of groundwater flow in North Salem. Most of our bedrock formations are somewhat uniformly fractured and can be considered as a single continuous aquifer which extends over the entire Town. However, this aquifer is hydraulically partitioned into many discrete sections by the Town's varied topography, breaking the aquifer up into sections associated with each separate watershed area, with groundwater in any one particular area predictably and uniquely flowing directly from where it was recharged toward the receiving stream, wetland or surface waterbody in that particular watershed. The draw of gravity on groundwater in each watershed ensures that groundwater cannot and does not flow freely across North Salem – instead, groundwater movement in each area is restricted to its local watershed area.

Some of the larger watershed areas in North Salem include the area south of the Titicus Reservoir that drains southward to the adjacent Town of Lewisboro. Others include the area in eastern North Salem that drains to

the Titicus River, the area generally south of Hardscrabble Road that drains to the Titicus Reservoir, the area in southeastern North Salem near Hawley Road flowing into the Crook Brook, the western area of the Town draining into the Muscoot (Croton) Reservoir and finally there are small areas that drain into Peach Lake. Although the bedrock aquifer extending across these watershed basins is generally a continuous groundwater resource, water in these different areas does not mix and cannot be readily moved from one watershed to another or assumed to compensate for overuse in any particular area. This thought process can be broken down into smaller and smaller units, with each subwatershed also having its own recharge budget and related water use budget.

Less than three percent of total groundwater recharge is estimated to currently be removed from aquifers by wells. By this measure, substantial groundwater potential remains in the Town. Groundwater resources can nevertheless be overtaxed locally by concentrated pumping that exceeds groundwater recharge in particular areas. Heavy pumping by one or more wells can exceed local recharge rates, leading to periodic well yield failures, higher electric bills when water must be lifted from a deep drawdown cone, interrupted natural groundwater discharge to streams or wetlands, potential mineralization (closing up) of well fractures due to introduction of oxygen into deep fractures that would otherwise remain saturated, and water quality decay if major fractures are dried up and seldom flushed minor fractures begin supporting the well.

In upland areas, most wells, including most domestic wells, have sustainable yields on the order of 3 to 10 gallons per minute. Higher-yield wells often used by community systems or commercial / industrial / agricultural ventures are often successfully sited in lower-elevation areas where they can take advantage of supplemental water induced to flow into the well from a stream or wetland, and where the well can receive not only water recharged around its own capture radius but also receive a steady contribution of groundwater moving into the well capture area from uphill groundwater recharge.

The most productive bedrock wells are often installed in locations where several major rock fractures intersect, allowing groundwater collection in one well from a large area. Fracture zones are either intercepted by random drilling or more intentionally by conducting fracture trace analysis by trained experts prior to drilling. Productive wells can also often be installed in sand and gravel formations following the Town's low-lying valley bottoms. Provided that withdrawals are matched by equal recharge either from direct or watershed-wide recharge, or by induced flow from a river or watershed, yields of many hundreds of gallons per minute are commonly available from wells installed in sand and gravel formations.

Due to the widely distributed settlement pattern in North Salem, large quantities of domestic wastewater are returned to the Towns aquifers from septic systems. Septic systems are not designed to treat wastewater to a potable standard and rely on dilution within the aquifer for a final achievement of a potable water standard. Wastewater must therefore be discharged into an aquifer receiving sufficient groundwater recharge to provide the necessary dilution. Some aquifer areas in North Salem are likely to be locally impaired because of the current over-concentration of septic systems in areas with low aquifer recharge. The recommended average maximum sustainable septic system density in North Salem ranges between 1.6 to 3 acres of land per system depending on soil types. Analysis of domestic water well samples from Dutchess County has confirmed that water quality decreases on undersized parcels. Areas with undersized parcels in North Salem are identified on Figure 7 in Appendix C. Point of use water treatment systems may be warranted in some of these areas or some areas may someday warrant installation of community water or sewer districts.

North Salem also has some bedrock formations containing radioactive minerals which slowly decay and release radiological constituents into well water. The public water wells for Sunset Hills and Croton Falls are among many which have been challenged to find treatment methods or alternative sources of water to control human exposure to radiologicals. These water systems are believed to withdraw water from the Manhattan formation mapped on Figure 2 in Appendix C. Other formations in North Salem may also release radiologicals but complete exposure relationships are not yet fully understood. Radiological exposure poses known human health risks. Several commercial and proprietary methods exist to treat radiological contamination but concentrated captured radiological residues must be handled with care and are the subject of regulatory requirements.

6.2 WHAT NORTH SALEM HAS ALREADY DONE

North Salem's Planning Board currently requires project applicants to take a hard look at all new water demands proposed in the Town. For larger projects, the Planning Board frequently retains a professional hydrogeologist to help review proposed pumping test protocols, review water budgets, assess wastewater loading impacts on Town aquifers, and review the proposed project "water budget" impact on the new site and on adjacent existing wells, streams and wetlands.

The Town Board also commissioned a Municipal Groundwater Resource Report, completed by The Chazen Companies in 2008, which provided an aquifer map, summarized aquifer recharge rates, estimated current water consumption across North Salem, and provided a range of water use, protection and allocation planning recommendations. Many of those

recommendations are repeated in this summary. The report is found in Appendix C of this Plan.

More recently, the Town's Comprehensive Plan Committee distributed a community survey that gauged citizen concern and interest in a wide range of community topics including the groundwater resources of North Salem. Of the 443 surveys that were returned, nearly 300 use domestic wells for their daily water needs while the rest live in areas where water is provided from one of North Salem's central community well systems. Among those on domestic wells, nearly 200 have sampled their wells for bacteria and over 100 have tested their wells for radiological compounds. In response to the survey question "would you like the Town to proactively coordinate well testing on private wells?" 47 percent of respondents answered "yes" and 53 percent said "no."

6.3 NEXT STEPS

Groundwater offers the only probable source of present and future water supply to residents and businesses in North Salem and warrants protection and/or planning management. Specific measures are recommended here to allocate, extend the sustainable use, and protect the quality of groundwater in the Town.

Yield Test Protocols for New Wells

Mandatory testing required for new subdivisions using multiple individual wells is not currently as thorough as testing required for new community wells. For any such projects where average parcel sizes fall below approximately 1 acre per parcel, North Salem should use its SEQRA authority or zoning code to require that 20 percent of new domestic wells in a proposed subdivision are flow-tested simultaneously at 5 gpm each and that the combined test be extended long enough to detect any stabilized off-site well drawdown impacts or impacts to streams and ponds. Some expanded testing protocols are warranted for new community wells, including provisions for off-site well monitoring, yield premium requirements if tests are conducted during wet periods, and assessments of impacts to surfacewater resources. These test protocol items are addressed in the model aquifer ordinance discussed in a following bullet.

Septic System Impacts to Groundwater

Groundwater quality degradation from septic systems is a form of groundwater overuse if too many septic systems are located in a concentrated area. Septic system contaminants include not only

compounds with existing regulatory standards such as for nitrate or *e*-coli, but also more recently-recognized constituents such as caffeine, pharmaceutical residues, and hormone residues, for which no standards exist. Analysis outlined in Appendix C of this Plan recommends minimum average parcel sizes between approximately 1.6 acres to over 3 acres in areas with individual wells and septic systems. Where smaller parcels are proposed, enhanced wastewater treatment may be needed to protect local groundwater quality or central water supply sources may be warranted to provide an alternate source of water supply. Since septic system effluent is likely to be least diluted during dry periods, public monitoring of groundwater levels and weather conditions could help North Salem officials accurately inform the public when service notifications describing stressed aquifer condition are occurring.

Decentralized Wastewater Treatment

Small sewage treatment districts have become increasingly cost effective to construct and manage. New technologies include small diameter piping systems, opportunities for solids retention on individual parcels, and package scale treatment plants for districts with limited users and even for individual septic systems. Where average parcel sizes on existing or proposed residential parcels fall under sustainable lot sizes discussed above and addressed further in Appendix C, North Salem could encourage use of such systems or enhanced treatment units on individual septic systems to reduce the impacts of subsurface wastewater discharges on groundwater quality.

Road Salt and Brine

Salt sources are non-point contaminant sources affecting groundwater and stream quality. Road salt or salt brine application rates and snow/salt accumulation areas should be actively managed and minimized wherever possible. A 2010 Dutchess County Planning Study shows that dissolved sodium and chloride concentrations were highest in domestic wells where parcels were smaller than minimum average sizes discussed above and addressed further in Appendix C. The increases in these wells likely occur because areas with smaller parcel sizes need higher local road densities and usually have smaller separation distances between wells and roads. Snow aprons, curbing, or even restricted salt application areas may be needed to minimize impacts to wells, at ends of cul-de-sacs, in any area with smaller lots or at bottoms of hills where salty snow piles or salty runoff from either rock salt or salt brine accumulates after snowfalls.

North Salem should try to limit the amount of salt it uses on the roads. Brine (a mixture of salt and water) may be an effective replacement for

road salt. The Town would use less salt if brine was utilized, which would be environmentally beneficial.

Central Service Priorities

In some cases, installation of central sewerage rather than central water is preferred for areas where septic systems have impacted groundwater quality. Providing wastewater treatment will improve groundwater quality both for wells and adjacent surfacewater bodies. Provision of central water without provision of wastewater treatment will allow continued flows of impacted groundwater to surfacewater bodies. In North Salem, there are only limited areas where existing septic system densities may be leading to well water quality defects. Even in these areas, surrounding open lands may be providing compensatory recharge offering all necessary recharge for these wells. The provision of either central water or sewage treatment to these areas would be costly and determining which service to prioritize should be completed considering also whether these areas face radiological exposures in their groundwater wells.

Enhanced Groundwater Recharge

All possible measures should be explored to preserve and even enhance onsite recharge. For example, North Salem should encourage disconnected impervious surfaces, rain gardens, and a wide range of other low-impact-design stormwater detention and infiltration techniques to enhance groundwater recharge. New York State's Estuary Program commissioned the Chazen Companies to prepare a case study of completed infiltration practices which can be used on sites. The manual is available from the Estuary Program and can be found on Chazen's website.²⁹ Towns around Lake George are adopting local laws requiring that there be "no net change" to post-development runoff volumes up to the 10-year design storm. North Salem should consider adopting a similar measure to preserve aquifer recharge and limit stormwater flooding.

Local Law Addressing Water Resource Management

The Town's groundwater report in Appendix C provides a model aquifer protection ordinance which North Salem may wish to consider for local implementation. An updated version model law is now available: http://www.chazencompanies.com/sustainable_design/index.html Both versions require an aquifer boundary map showing where moderate levels of protection are warranted in North Salem and where stricter protections should be applied to protect areas around high-capacity wells and areas with high concentrations of domestic wells. This tiered approach is

²⁹ http://www.chazencompanies.com/Sustainable_Design/estuary_index.html

consistent with groundwater management strategies adopted in many communities. The updated model available also includes guidance for cluster subdivision layout, pump test protocols and requirements described above for preserving on-site aquifer recharge capacity up to the 10-year storm event.

Water Quality Testing

Domestic well and public well testing for radiologicals is recommended. Areas where well water contains radiological exposures are currently believed to be concentrated in specific bedrock formations mapped on Figure 3 in Appendix C, but full details of exposure areas would be better understood by a wider sampling network. Protection of human health could also be enhanced by wider sampling so that filtration methods could be extended or recommended more broadly. The Town-wide survey indicated that a significant percentage of residents sample their own wells and that a large minority are supportive of Town efforts to support further sampling. Treatment of water for radiological exposures requires responsible and in some cases regulated care of any filter media which become enriched in retained radiological residue. Beyond radiologicals, little is known about regional concentrations of contaminants from septic systems, including nitrate, caffeine, pharmaceuticals, cleaning products and personal care chemicals. A method for systematic sampling of these compounds may be warranted either immediately or as health standards begin to develop for the newer chemical classes.

Spacing for New Wells

Increased groundwater use can be readily accommodated in North Salem; however especially in areas where the bedrock aquifer is the only source of water, new higher-yield wells should be sufficiently distributed to intercept groundwater recharged over wide areas.

Aquifer Development and Allocation

Detailed mapping of potentially high-yield sand and gravel aquifers in North Salem should be completed to highlight areas with the highest future potential for water resource support to ventures of municipal economic value. Improved measures for tracking current consumption levels against estimated available groundwater capacity should also be explored. Together, these tools would help quantify and describe allocation responsibilities among potable uses, aquatic uses and in-stream flow preservation uses, for its reserve water capacity.

7.0 HOUSING

7.1 RESIDENTIAL DEVELOPMENT OVERVIEW

Ever since the founding of the Town of North Salem in 1731, settlers were drawn to the natural beauty of the place with its lakes, rushing streams, rolling hills and fertile valleys. Early settlers took down trees to build log cabins, clearing the land and removing stones from the fields. Over the next century and a half, farms developed around family-owned agricultural and light industrial businesses, such as milling. Today there is much evidence of the Town's residential history— restored farmsteads from the eighteenth and nineteenth centuries, indigenous stone walls that pioneers built, large tracts of open pasture land, and dirt roads typify the Town's landscape. An air of small town life makes North Salem different from other communities in Westchester County.

In an effort to preserve the Town's scenic quality (which includes the highest point in Westchester County and a County park), and to protect its watershed (which includes the Titicus and Croton Reservoirs that serve New York City with drinking water), the Town has encouraged residential development that is well-integrated into the landscape. Residential zoning districts occupy 88 percent of the Town's land area, and residential land uses occupy 30 percent. Most of the housing consists of single-family homes, some of which include accessory apartments. For a small town, there is a large assortment of housing stock:

- one-to-two bedroom homes in the lake communities
- ranch-style homes built in subdivisions of the 1950-1970s
- townhouse developments
- single-family developments on one-half to four acre lots, and
- farm properties and estates, some with old farmhouses and some with more modern homes.

There are two small hamlets, Purdys and Croton Falls, where housing co-exists with small, locally-oriented businesses. North Salem lacks a town center; consequently, residents shop in neighboring New York and Connecticut towns.



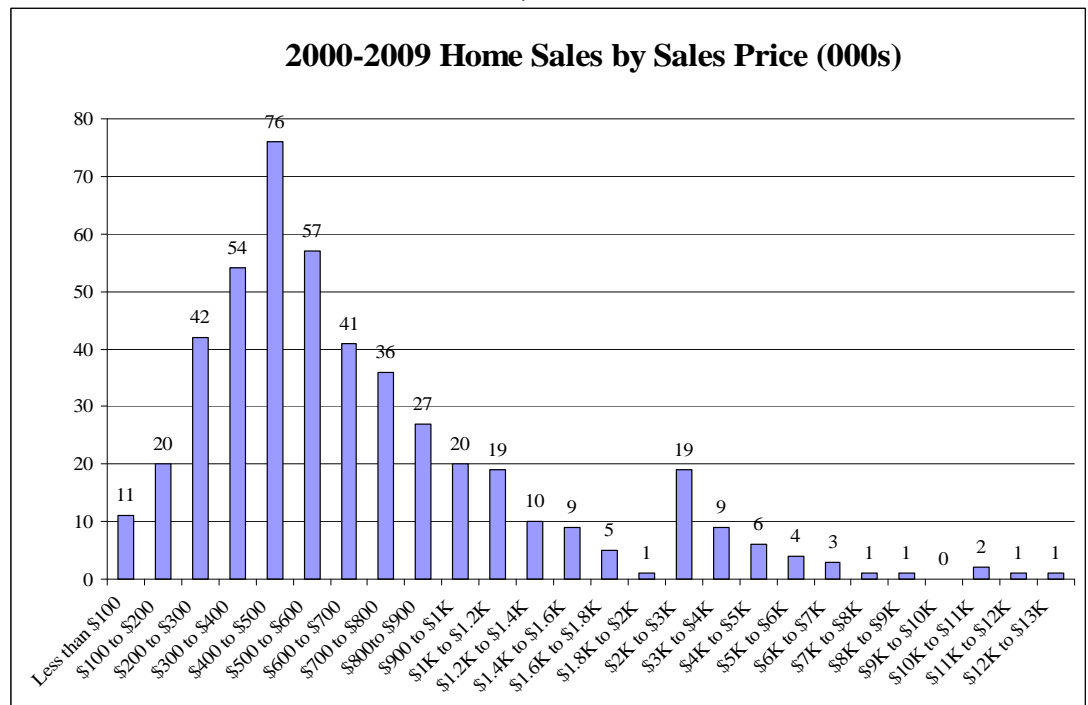
7.2 EXISTING PATTERN OF RESIDENTIAL DEVELOPMENT

The Town-wide survey indicated a trend of low homeowner turnover in North Salem, as the majority who responded have lived in North Salem for 20 or more years. Most residential development in North Salem took place prior to 1980; over 40 percent of the housing stock was constructed in 1949 or earlier. In 2000, the majority of North Salem's 1,979 housing units were single-family homes, representing 94.3 percent of the Town's housing stock. Small multi-family structures with two to six units comprised the balance (5.7 percent). In 2010, the Town contained 2,082 housing units.

Between 2000 and 2009, the Town issued an average of eight residential building permits annually, which is considerably lower than the level of housing production during the previous decade (between 1990 and 2000 about 20 building permits were added to the Town's housing stock per year).

According to the Multiple Listing Service over the past ten years, real estate trends show 475 sales of single-family houses in North Salem with the majority, or 54.7 percent, selling for less than \$600,000. Chart 7.1 below provides data on listed residential real estate sales trends from 2000 to 2009 (for a complete analysis of the Town's housing stock and trends, see Appendix H).

Chart 7.1: North Salem Real Estate Sales, 2000-2009



Source: Westchester –Putnam MLS data, 2000-2009.

The Town lacks infrastructure and public water and sewerage services to support a higher level of residential density. The two hamlets, located along the I-684 and Route 22 Corridor, with access to public transportation, meet some criteria for more moderately dense housing; however, considering the existing land uses and with few undeveloped parcels, there is little opportunity for new development. The hamlets do provide, however, opportunities for some redevelopment, including accessory apartments, apartments above stores or multi-family dwellings. At the same time, open space or some other contribution to the continued well-being of these hamlets is needed.

7.2.1 Housing Density Considerations

The following factors should be considered with respect to residential density in the Town:

- The existing local and regional road system and its limitations to serve increased development without extensive improvement.
- The present and likely future availability of community facilities and utilities.
- The desire to maintain historic buildings and sites.
- The desire to preserve open space and provide more recreational opportunities for residents.
- The physical character of the area, both in terms of the limitations it would impose on development and the desirability of preserving natural features and ecological balance.
- The character of the existing residential development in the area, with particular reference to the prevailing density.

7.2.2 Housing Characteristic Considerations

Single Family Homes:

As mentioned in Chapter 4, Section 3.3 (Community Design), to maintain the prevailing character of the Town, the Planning Board should require proposed housing subdivisions, regardless of the number of lots, to adhere to design and layout standards:

- Wherever appropriate and possible, all open space within a proposed subdivision should be contiguous to neighboring undeveloped lands, nature preserves, parks or other designated open space.

- Lots should be designed in a manner that best suits the natural conditions of the property; homes and garages do not need to consistently face the street. Concepts such as zero lot line, radius building sites, variable lot size, positioning lots to be more responsive to sunlight, shade trees, windbreak trees, mixed housing types, and shared long driveways could be considered.
- Developers and residents planning new homes should site and orient buildings in a manner sensitive to the natural environment, encouraging architectural design and building materials that lead to a long term reduction in energy consumption.

Other Housing Styles:

Two or three-family dwelling units are currently not permitted in the Town. Consideration could be given to permitting such conversions in areas where a mixed single-family and multi-family residential character has already been established, such as in the hamlets, provided that there is a provision for moderate-income units. Such housing can make an important contribution toward meeting the need for a variety of housing stock and/or affordable housing.

Multi-family housing exists in North Salem, and the Town has zoned a few additional parcels for multi-family density; however, in light of the lack of infrastructure and the existing environmental constraints and existing environmental legislation at the local, State and regional level, no further multi-family zoning is being recommended at this time, except for projects currently under review. In the alternative, the Town could consider flexibility in the conversion of existing housing stock to address the needs for multi-family and affordable housing.

The development of smaller apartments and/or cottages as accessory to single-family dwellings is probably the most cost-effective way of providing alternative housing styles and lower cost housing in the Town. In the 1980s a study was conducted of the existing accessory apartments in North Salem. According to the North Salem Building Department, at least 74 apartments exist and new special permits for additional accessory housing structures are considered each year and more could be encouraged.

North Salem's zoning for accessory apartments is one of the broadest and most flexible in Westchester County. Its provisions

currently permit:

- accessory apartments within the primary residence
- accessory apartments within separate buildings, such as garages
- accessory apartments as separate structures, such as cottages
- two accessory apartments when sufficient land and infrastructure exists, and
- employee dwelling units for farm workers

North Salem's zoning code also allows apartments above stores and it should continue to support more accessory units in mixed commercial-residential areas. Further, this Plan encourages the Town to remain mindful of the balance in the hamlets between businesses and dwellings, and the positive role that accessory apartments play in maintaining the dominance of residences. For more information on the Plan's recommendations for accessory apartments, please see Section 3.4 (Recommendations) of this Chapter.

7.3 AFFORDABLE/MODERATE-INCOME HOUSING

According to the 2000 Census, the size of families and households in North Salem is decreasing while households with young adults and senior citizens have grown. These trends, coupled with the increase in real estate values, point to the increasing need for moderately-priced housing. The value of new and existing homes has grown faster than the financial ability of many local workers, including employees of the Town and school district, to pay property taxes or move into the Town. With this shortage has come the present and growing concern that senior citizens, young people, police, firefighters, municipal employees, tradespeople and teachers, among others, can no longer afford to live in North Salem. This has the potential to result in a loss of diversity and a reduction in available services.

It should be recognized that most of the demand for housing in the North Salem comes from sources outside the Town. Employment centers in other communities grow without a commensurate growth in housing in the host municipality. North Salem has a responsibility for some share of this regional need. As the region grows, the actual demand created by the Town is very small. Nevertheless, the Town's own needs still require some provisions for affordable housing.

7.3.1 What Has Worked

The Town has successfully heralded several projects that address its changing population and affordable housing needs. The conversion of summer, lake cottages to year-round residences, a zoning code that provides flexibility and opportunities for accessory apartments and employee units for farm workers, unit count bonuses for new developments that provide certain design or environmental protection standards, and conversion of single-family homes to multiple, affordable apartments are some examples as the list below indicates:

- Salem Chase – a conservation or cluster development with added bonus units for the provision of moderate-income housing and the preservation of open space
- Accessory Apartments - between 1990 and 2000, an average of 3.3 accessory apartments were approved annually; from 2000 to 2008 this average dropped to 1.7 accessory apartments each year
- Conversions of Existing Structures - Owensville and Odle Close are two examples of conversions of single-family homes to multiple apartments for moderate income families in a hamlet setting
- Elderly Housing Space - nursing home – neighboring land is zoned to provide an opportunity for assisted living or community care senior housing, with a requirement for moderate-income units
- Salem Hunt – a proposed townhouse development with thirteen moderate-income units recently received SEQRA approval.



7.3.2 Affordable Housing

A significant objective of the Comprehensive Plan is to assess the affordable housing need in North Salem. As set forth by Westchester County in its *Affordable Housing Needs Assessment* report of 2004 (Rutgers Report), the methodology for determining the need for new affordable housing in North Salem is based on the following factors:

1. Existing income constrained households living in physically deficient units	0
2. Existing income constrained households living in overcrowded units	5
3. Existing homeless households	0
4. Projected cost burdened households	21*
Total:	26

There is an *existing* affordable housing demand for 5 units. In 2000, there were no income-constrained households living in physically deficient units and 5 income-constrained households living in overcrowded³⁰ units. According to the Westchester County Department of Social Services (DSS), there were no homeless³¹ households.

Based on the Town's annual building permit activity, the Town's household growth for the period from 2000 to 2008 was 79. Projecting that to 2015 results in 135³² households. The estimated share of cost burdened households is 15.6 percent, or 21 households. Therefore, North Salem's total affordable housing goal is 26 additional units.

This affordable housing need estimate is based on 2000 Census data. Using 2010 Census data would result in a more conservative estimate. Section 3.0 of this Plan outlines demographic trends between 2000 and 2010. During this period, the population in North Salem declined 1.3 percent, and the minority population increased from 4.6 percent to 6.4 percent.

³⁰ An overcrowded unit is defined as a unit with more than one occupant per room, excluding bathrooms, kitchens, hallways and porches. Severely overcrowded units are those with more than 1.5 persons per room.

³¹ Phone call with the Westchester County Department of Social Services, Housing Assistance Department on August 27, 2009. There may be homeless households in North Salem; however, the Town does not have any homeless shelters within its borders (which is the basis for how the DSS estimates the number of homeless households).

³² According to building permit data, North Salem adds 8 to 10 households per year.

7.3.3 Challenges to Affordable Housing

The following considers various potential barriers that may impede the development of affordable housing in the Town. Barriers to providing affordable housing can include infrastructure costs or land use controls, among others.

- Limited availability of land for development

All but 3 percent of the Town's land base is within the New York City watershed and limited by extensive regulations. Exerting considerable influence on the Town's landscape, watershed and otherwise valuable environmental protection regulations restrict the amount of buildable land that is available for development. This effect raises the cost of the land that remains available for the development of new housing.

- Extensive wetlands and sensitive natural resources requiring protection

Although environmental protection is an important Town objective—essential to building a healthy and sustainable community—it can, in some instances, compete with the objective to provide affordable housing. To some extent, requirements and regulations for the protection of wetlands and natural resources have hindered residential development in North Salem. This is due to the widespread prevalence of sensitive environmental resources in the Town. The various layers of regulatory reviews and approval processes that proposed developments must undergo, plus additional mitigation requirements can, to some degree, prevent or inhibit the private sector from developing lower-cost housing alternatives.

- Land and Housing Costs

High land costs may increase the cost of development and limit construction of affordable housing. Barriers also include high construction costs (labor and materials) in the region, limited access to down-payment funds and closing costs, and lack of credit (inability to acquire mortgage loans). Rising energy costs may be part of housing-related expenses.

- Regional Factors

Under the Rutgers Report, the County projects a need for 10,768 units of which North Salem's unmet obligation is 148 units. The County has not grown as projected; North Salem has not grown as

projected. Factors beyond the control of local municipalities play a significant role, some of which include:

- The increased necessity to protect the Town's limited drinking water sources.
- New York City DEP Regulations designed to protect the City's watershed.
- The cost and restrictions of new regulations, such as NYS DEC stormwater rules.
- The growing inability to finance improvements for public transportation, water quality protection and other infrastructure to support existing and growing populations.

7.3.4 Recommendations

Across the nation, State and local governments and their partners are struggling to identify effective ways to provide affordable housing opportunities. Foreclosures are up nationwide, including in Westchester. Developers and investors are struggling to find financing in today's capital constrained environment; not to mention State and local budget shortfalls and declining revenues among some related Federal programs. In the past, affordable housing construction has been encouraged by allowing developers to shelter some profits in exchange for financing development of low and moderate income residences. However, amid the turmoil in today's economy, new home building has stagnated; developers no longer have profits to shelter, slowing down construction of affordable housing. Plus, with the upheaval in credit markets and the mortgage lending industry, low-income households are finding it especially difficult to obtain mortgages due to fewer low down-payment mortgage programs and piggyback loans, and high credit score requirements, among other factors.

Affordable home ownership opportunities may provide advantages and benefits to the Town; however, the single family housing meltdown suggests a renewed focus on affordable rental housing. In light of the current financial situation, and challenges in providing affordable home ownership programs, the Town must now explore new approaches to providing quality housing for lower-income families and individuals. Three initiatives are recommended to kick-start these affordable housing opportunities in North Salem:

First, the Town should adjust its formula for affordability (household income criteria) so that it is aligned with HUD income limits used by Westchester County. To qualify for housing

programs these limits are calculated with adjustments for family size and expressed as a percentage of Median Family Income (MFI).

Should the County develop and apply a Cost of Living Allowance (COLA) adjustment, the Town would be more amenable to accept these guidelines. Nevertheless, the Town is encouraged to adopt and utilize the County's income limits. Use of these standards will enable units created locally that meet the County's definition of affordable housing to be credited to the Town under Westchester County's *Housing Allocation Plan*.

Second, the Town needs to move to a model which, as a component of the program, increases support for affordable rental units. The Town currently has a dearth of rental properties; therefore increasing its supply of affordable rentals (in keeping with the scale and rate of growth of the Town), which can be managed and monitored by the Town, should be considered a key underpinning of the Town's affordable housing strategy. The Town should explore partnership opportunities with both for-profit and non-profit organizations to construct and rehabilitate affordable rental housing. Because affordable housing is at the core of their mission, non-profit community development corporations can be targeted for redirecting housing resources to low-income families and ensuring long-term affordability.

Third, the Town should work with Westchester County³³ to implement the recent fair housing settlement and facilitate affordable housing. Faced with the threat of losing a lawsuit filed by the Anti-Discrimination Center of Metro New York, as well as the possibility of being cut off from Federal housing aid, Westchester County agreed to build housing in communities with little or no minority populations, as part of a settlement with HUD. The settlement was based on HUD's new focus to ensure that all recipients of their funds implement methods to affirmatively further fair and affordable housing to ensure non-discrimination in its programs. Under the terms of the settlement, the County is required to spend \$51.6 million to ensure that within seven years from 2009 750 new affordable housing units are built in

³³ The final *Westchester County Analysis of Impediments to Fair Housing* report, which is not yet available to the public, analyzes impediments (defined as existing actions, omissions or decisions) that have directly or indirectly restricted housing choice in Westchester County. The report reviews fair housing laws, policies and practices, and documents and analyzes impediments to fair housing choice, including how the County considered race as an impediment to fair housing. The strategy or recommended course of action to be followed identifies appropriate public and private actions to overcome the effects of any impediments.

Westchester municipalities and affirmatively marketed to minorities—the bulk of them in communities with populations less than three percent African-American and seven percent Hispanic. The Town of North Salem qualifies as an eligible community. The Town should work with Westchester County to implement the provisions of the fair housing settlement. Unlike previous units built with Westchester County and Federal funds, new units will have to be marketed widely. The ultimate effectiveness of the settlement will hinge on the extent to which the County, working with local municipalities, can implement the central purpose of the settlement: that is, not building affordable housing at random, but doing so in a way that opens the door to racial integration.

The Town should adopt the tenets of the proposed Westchester County Model Ordinance for Diversity Affordable Housing, which includes:

- Removing point structure for preferences for North Salem volunteers and County residents
- Moving to the County’s medium income versus North Salem’s income to align with the requirements of using HUD standards as set forth in “Westchester County Area AMI Sales and Rent Limits”
- Moving from point structure and lottery system to Fair and Affirmative Housing (FAH) Marketing Plan

Fourth, it is recommended that the Town Board fully explore policies that may be most effective in this new reality of a housing market.

Policy Considerations

The Town Board should consider the following actions:

- Liberalize regulations and incentivize the creation of accessory dwellings

The Town’s current Zoning Ordinance provides for accessory apartment development, including mixed use structures (commercial and residential). The existing provisions include broad based accessory apartment development in hamlet areas and in more sparsely developed areas. Accessory apartments are permitted in almost all of the established residential and non-residential districts throughout the Town—as attached and detached structures, and as an interior part of a dwelling. Accessory apartments are also permitted above ground level

commercial establishments, and two accessory apartments may be developed on single-family lots that meet certain requirements. Pertinent supplemental requirements include Zoning Board of Approvals special permit approval; there is no requirement for site development plan approval (only a building permit is required).

To help meet demand for affordable housing, it is recommended that the Town amend its accessory apartment rules to permit affordable accessory units by right. This law could allow an affordable accessory unit, by right, for example, as long as the apartment does not increase the living area by more than 20 percent and the exterior of the house is not significantly altered. Affordable dwelling units would still be regulated according to the Town's Moderate Income Housing (MIH) regulations. These are governed by the Town Housing Board which screens tenants for income eligibility and monitors rents, in order for the units to count towards the Town's affordable inventory. This change would apply to accessory dwellings made available to a broad range of eligible tenants, in accordance with affordability requirements established by the Westchester County Division of Housing and Community Development.

The Town could develop a list of properties to be targeted for acquisition or structures which may be obsolete for their initial intended use and can potentially be adapted for accessory apartments. For example, in the hamlet of Croton Falls, upper level uses above ground level retail can be transformed into lower-priced multi-family units.

- Target existing housing – purchase/rent to lower income households

The Town can bring current non-luxury housing stock within reach of its moderate-income citizens by buying existing homes and renting them to moderate-income tenants—negotiating the purchase and/or taking as a vehicle to obtain title. Foreclosed properties would specifically be targeted, which could be renovated and made available to income constrained renters. This takes advantage of already-available housing served by existing infrastructure on residentially-zoned land, and it could be administered by a non-profit organization. This would make efficient use of the Town's existing housing stock, while embracing values inherent in both historic preservation and affordable housing preservation. Current Federal tax credit incentives for first time homebuyers could also be utilized in this process.

- Consider establishing an affordable housing trust fund

An affordable housing trust could be established by legislation, ordinance or resolution to receive public revenues that can only be spent on affordable housing. The trust fund could be funded in part through contributions from developers under the Town's inclusionary³⁴ zoning laws. It would generate a consistent stream of funds that can be used in a variety of ways to serve a variety of affordable housing initiatives—to leverage State, Federal and private sources and provide flexible financing for creation of new affordable housing opportunities. Trust funds can also be used to harness and leverage additional public and private resources to help address local housing needs.

³⁴ The viability of a buy-out alternative should be considered, which would allow a developer to pay a fee, build affordable housing in another location or donate land that can be used to build affordable housing, but is discouraged.

8.0 TRANSPORTATION



The purpose of this chapter is to provide guidance for transportation strategies and decisions to support an overall vision for North Salem's land use, preservation and growth. North Salem is a rural community that seeks to maintain quality of life for residents and reveres the character that attracts and retains its residents. The Town's rural transportation network is comprised of mainly two lane local roads

which are rich in scenic beauty and wind through and around hills, woods and a major reservoir. The roads are not designed to carry large volumes of traffic at fast speeds. Some of the roads are dirt roads. The roadway geometric features (curves and narrow width) must be considered as land uses are evaluated for change or development. The existing infrastructure is a limiting factor, as many of the local roads cannot safely and efficiently accommodate significant two-way travel demand. These limitations are consistent with the Town's desired character and are not considered problems to fix. Roads are used by walkers/joggers and bicyclists, putting more demand on finding safer solutions or alternatives.



The objective for North Salem's transportation and mobility is framed by the following needs:

- To foster and reinforce North Salem's quality of life and character.
- To maintain existing roads and intersections and provide context sensitive safety enhancements.
- To manage congestion and discourage cut-through traffic resulting from breakdowns or poor service in the regional transportation system (I-684 and I-84).
- To better and more efficiently manage traffic generated by key land uses in and adjacent to North Salem (hamlets, schools, recreation uses, adjacent significant developments).
- To reduce the carbon footprint for North Salem by providing transportation choices, specifically for bicycles and pedestrians.
- To improve the public transit system (access to existing rail stations) to better serve the residents of North Salem.

Transportation issues and needs are regional in nature—not local—and therefore often require regional solutions.

Westchester 2025 is a regional (Westchester County) comprehensive plan that strives to enhance coordination between local and County land use planning. It is another step in the continuum of County planning, and it updates its predecessor *Patterns*. The draft was revealed in early 2008 and includes much on “livable streets” issues. It points out that significant road expansion is unlikely to occur in the County, and that congestion solutions should focus on transit, traffic demand management, pedestrian and bicycle improvements and joint transportation-land use planning.

Westchester 2025 recommends the following transportation and mobility related policies for its municipalities:

- Channel development to centers where infrastructure and transportation can support growth.
- Enhance corridors considering their appropriate function (i.e. functional classification- local, collector, arterial). The quality of scenic routes should be protected. Traffic management, transit improvements and systematic maintenance should be implemented to reduce congestion, ease movement and ensure public safety.
- Support transportation alternatives that improve the mobility choices of workers, consumers and residents and that improve air quality by enhancing the efficiency and effectiveness of public transportation and reduce solo driving.

8.1 Coordination and Public Outreach

As part of the *North Salem Comprehensive Plan* preparation process the Comprehensive Plan Committee (CPC) reached out to several stakeholders, including the New York State Department of Transportation (NYSDOT), Westchester County Department of Transportation, neighboring communities (Somers and Lewisboro) and the residents of North Salem.



Meetings were conducted with NYSDOT and Westchester County DOT to discuss issues of common interest and to share short and long-term ideas and projects, both local and regional. The CPC shared or requested the following:

- Congestion of I-684 and I-84 is having adverse impacts (spillover) upon roads in North Salem.
- Provide additional capacity on I-684.
- Improve the I-684 northbound to I-84 eastbound movement/ramp.
- Improve access to IBM including providing an exit ramp at Waccabuc Road (Route 138, Golden's Bridge).
- Improve the Route 22 and Titicus Road intersections in Purdys.
- Improve traffic flow through Croton Falls including improving the parking situation for the Croton Falls train station (potential for park & ride lot at St. Joseph's).
- Improve the intersection of Cross River Road (Route 35) and I-684 to alleviate some traffic diversion to North Salem.
- Improve the intersection of Grant Road and Titicus Road (Route 116).
- Consider additional or improved commuter bus service from Mahopac and other areas north of Westchester County.

The Metropolitan Transportation Authority (MTA) is filing an application to improve the Danbury branch line. This could alleviate some cross town traffic by providing an alternative to the Croton Falls and Purdys train stations. The CPC suggested providing an exit ramp from 684 at Waccabuc Road to alleviate IBM traffic. The CPC also requested the consideration of additional commuter bus service by re-examining bus routes from Mahopac and other areas from north of Westchester County.

The Town of North Salem is coordinating with the Town of Somers and the New York State Department of Transportation to develop a solution to the parking and traffic congestion in Croton Falls. In concept, the Town supports a commuter parking lot at the St. Joseph's property and roadway improvements (possibly a roundabout) at the intersection of Croton Falls Road and Somerstown Turnpike (Route 202), both located in Somers. The Towns (North Salem and Somers) are coordinating with the NYSDOT to develop a master circulation plan for this area. The County will be designing and constructing a new bridge on the southern leg of this intersection. Improvements will need to be coordinated with this initiative as well.



Public Workshop- North Salem Residents

Residents were encouraged to share their thoughts and concerns on transportation at two group breakout sessions conducted at a public workshop on September 20, 2008. Approximately 50 residents attended.

Residents indicated that the main issues facing North Salem for transportation and mobility are:

- Improve Croton Falls traffic flow and congestion;
- Reduce speeding by changing the limits and increasing enforcement;
- Better accommodate pedestrian and bicycle travel on Mills Road and June Road. Consider wider shoulder/usage area;
- Maintain the character of the roadways through preserving scenic quality;
- Fix dangerous intersections;
- Prevent traffic diversion to local streets from I-684 (lobby for State highway improvements);
- Provide better and enhanced access to the train stations including improved parking via remote lots; and
- Protect and maintain dirt roads.

Town-wide Survey

The Town wide survey covered many topics including transportation. The survey results indicated that the following three items are very important:

- Road maintenance and safety;
- Travel speeds on local roads; and
- Travel demand on local roads.

The survey also indicated that the following was not important:

- Intermodal connections (park & ride lots); and
- Traffic congestion on I-684 (note: this is likely not considered to be the same as managing traffic overflow from I-684 when it becomes congested).

Interestingly, 55 percent of respondents indicated that traffic speeds are not a problem in Town. However approximately 80 responses indicated places of speed problems. Most common roads named include: Titicus Road, Peach Lake/Grant Road, Hardscrabble Road, Bloomer Road, June Road and Route 22.

Safety improvements were identified for the following locations:

- June Road at Titicus Road
- Route 22 at Titicus Road
- Titicus Road at Peach Lake Road – easterly junction near Vox
- Titicus Road at Grant Road – westerly junction

The survey also asked about how traffic could be improved at the schools and Mountain Lakes Camp. The results indicated that a traffic officer be considered to direct traffic at the schools and shuttle bus service, roadway repairs and a traffic officer be considered for the Town's Summer Camp at Mountain Lakes Park.

8.2 Current Conditions

The Town's transportation system is comprised mainly of streets. Many of the streets, including the State and County roads, are rural with narrow and winding alignments. Although these roads boast many scenic qualities, they are simply not suited for significant traffic at moderate speeds. Interstate 684 is located on the western edge of Town.

There is also a commuter rail line on the western edge that is serviced by two stations: Croton Falls and Purdys. Bicycle facilities and sidewalks are very limited throughout the Town. These modes of travel are accommodated by sharing the roadways.

In 2000, the average travel time to work for North Salem residents was 38 minutes. The following table summarizes how people traveled to work:

Table 8.1: Mode of Travel, North Salem and Westchester County, 2000

Mode of Travel	North Salem	Westchester County
Drive alone	73%	62%
Car pooled	8%	10%
Public transportation	12%	20%
Work at home	5%	4%
Other means	2%	4%

Source: Census 2000, Westchester County Planning Department, Fitzgerald & Halliday, Inc. 2009.

Seventy-three percent (73%) of the residents in North Salem drive alone to work. This is 11 percent higher than the County figure, likely attributed to the lack of transportation choices. In 2000, approximately 5 percent of the residents worked at home. We anticipate that this number has increased and could continue to increase with the addition of the enhanced communication networks (increased availability of high speed internet access).

The automobile is the primary means of travel for most of the residents. In 2000, 98.4 percent of North Salem residents had a vehicle available. Approximately 30 percent had three (3) or more vehicles and the average number of vehicles per household was 2.3.

The 2000 Census also revealed the following information for North Salem residents.

People living in North Salem were found to work in:

- Bedford – 5.2%
- Greenburgh – 3.3%
- Lewisboro- 2.5%
- Mount Kisco – 5.2%
- Mount Pleasant – 7.6%
- North Salem – 14.9%
- Pound Ridge – 1.5%
- Somers – 2.6%
- White Plains – 5.5%
- New York City – 17.4%
- Putnam County – 6.4%
- Connecticut – 10.8%
- Other locations – 17.1 %

People working in North Salem were found to live in:

- North Salem – 14.9%
- Dutchess County – 1.1%
- Putnam County – 1.1%
- All other locations <1.0%

Almost 15 percent of the population working in North Salem also lived in North Salem. The balance of the Town's workers was spread across various Westchester communities, with most having less than 1 percent total. This type of unconcentrated distribution does not lend itself to commuting/ridesharing to work destinations in North Salem.

8.2.1 Travel Corridors

A road network should provide for the safe and efficient movement of people and goods. A roadway circulation system consists of a hierarchy of road types, consistent with current and anticipated traffic conditions and surrounding land uses. The functional classification of roads in North Salem is shown on Map 8.1. There are four major classifications:

Limited Access Highways: includes interstate highways, which generally serve longer interregional trips at higher speeds. This includes I-684.

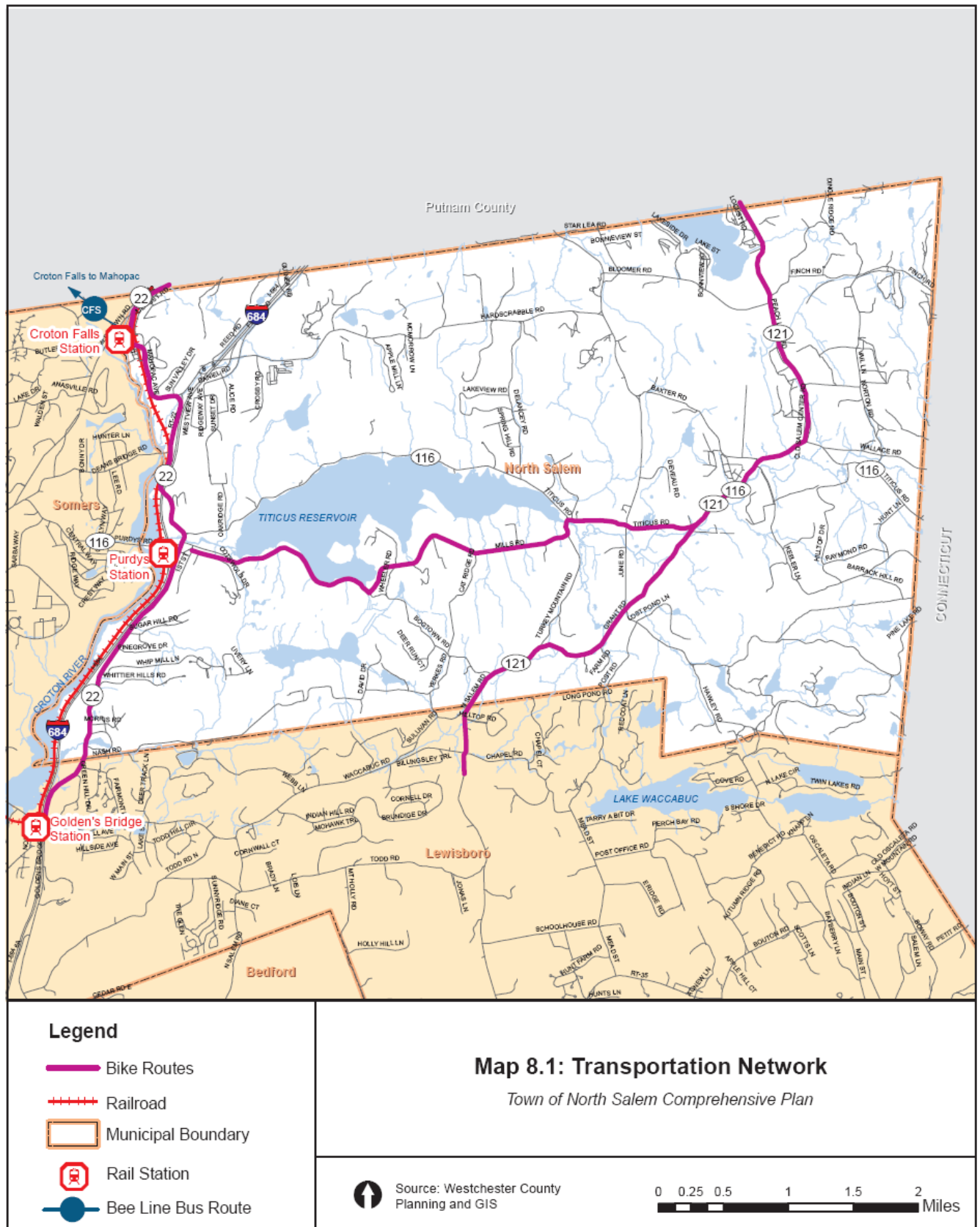
Major Roads: includes roads that facilitate the flow of traffic within town and link the town with surrounding communities. They connect collector roads to limited access highways. Direct connections to land use should be limited and carefully planned. This includes Route 22, Titicus Road, Grant Road/Peach Lake Road, June Road, Hardscrabble Road, Bloomer Road

and Mills Road. The CPC decided to nominate Mills Road to be classified as a Collector Road due to its function and geometric characteristics.

Collector Roads: These roads connect local roads to other roads in the circulation system but do not have the higher speed limits and travel demand as major roads. This includes Delancey Road, Bogtown Road, Nash Road and the neighborhood roads consisting of Daniel Road, Sunset Drive, Overlook and Oak Ridge Roads.

Local Roads: These roads provide direct access, at low speeds, to properties in residential and undeveloped areas. They are not designed for through traffic. Some of the local roads in North Salem are dirt roads.

Westchester 2025 defines corridors as historic paths of transportation movement and land use development. *Westchester 2025* finds that focused attention is needed on 16 corridors within the County. None are located in North Salem, as most are located in areas with significant non-residential use. Corridors have different and sometimes conflicting functions. Many of the corridors (typically defined as major roads) in North Salem have scenic qualities that should be preserved. The transportation function of the corridor should be considered when zoning or developing adjacent land use. In addition to traffic flow, the use of bicycles and pedestrians and transit connections should be considered. For planning purposes, major roads in the Town should be defined as the corridors. While many of these are State or County roads, local input and desires are important especially as the County continues to turn over roads to local governments. According to *Westchester 2025*, between 1998 and 2007, County owned roads were reduced from 180 miles to 140 miles. The Town of North Salem is currently evaluating the potential advantages and impacts of taking over County roads including June Road, Hardscrabble Road and Bloomer Road. This will allow the Town to have authority over the maintenance and improvements and planning of these roads. It will also increase the Town's liability.



A scenic roadway designation is intended to protect and enhance the scenic value of a roadway by establishing limitations and guidelines. The following corridors have been identified as having scenic quality in the Open Space Report (2009) prepared for the Town of North Salem.³⁵

- Baxter Road
- Bogtown Road
- Cat Ridge Road
- Delancey Road
- Grant Road
- Hardscrabble Road – Between Daniel Road and June Road
- Hunt Lane
- June Road
- Keeler Lane
- Mills Road
- Nash Road – the unpaved section
- Norton Road
- Titicus River Road
- Titicus Road – including its intersection with Route 22
- Turkey Hill
- Vail Lane
- Wallace Road

8.2.2 Traffic Volumes

An important metric in transportation planning is the measurement of traffic demand or traffic volumes. Traffic volumes are collected on roadways and summarized for a daily total and for peak hours, generally the AM and PM commuter hour. This information can be maintained over time to see how traffic levels are changing. Table 8.2 summarizes daily traffic for State routes. Traffic volumes were found to fluctuate at locations with some experiencing growth and some locations decline. For planning purposes in the transportation planning industry, traffic volumes are generally expected to grow at a rate of approximately one to three percent per year. Regional traffic volumes are illustrated on Map 8.2 and local traffic volumes are shown on Map 8.3.

In general, traffic is growing slightly, with some locations experiencing a loss. The economic conditions of 2008 and 2009 have stunted traffic growth in certain areas. Additional and more recent traffic volumes

³⁵ A recommendation to request the Open Space Committee to add Finch Road (east of Vail Lane) was made in Section 8.4 (Transportation Network).

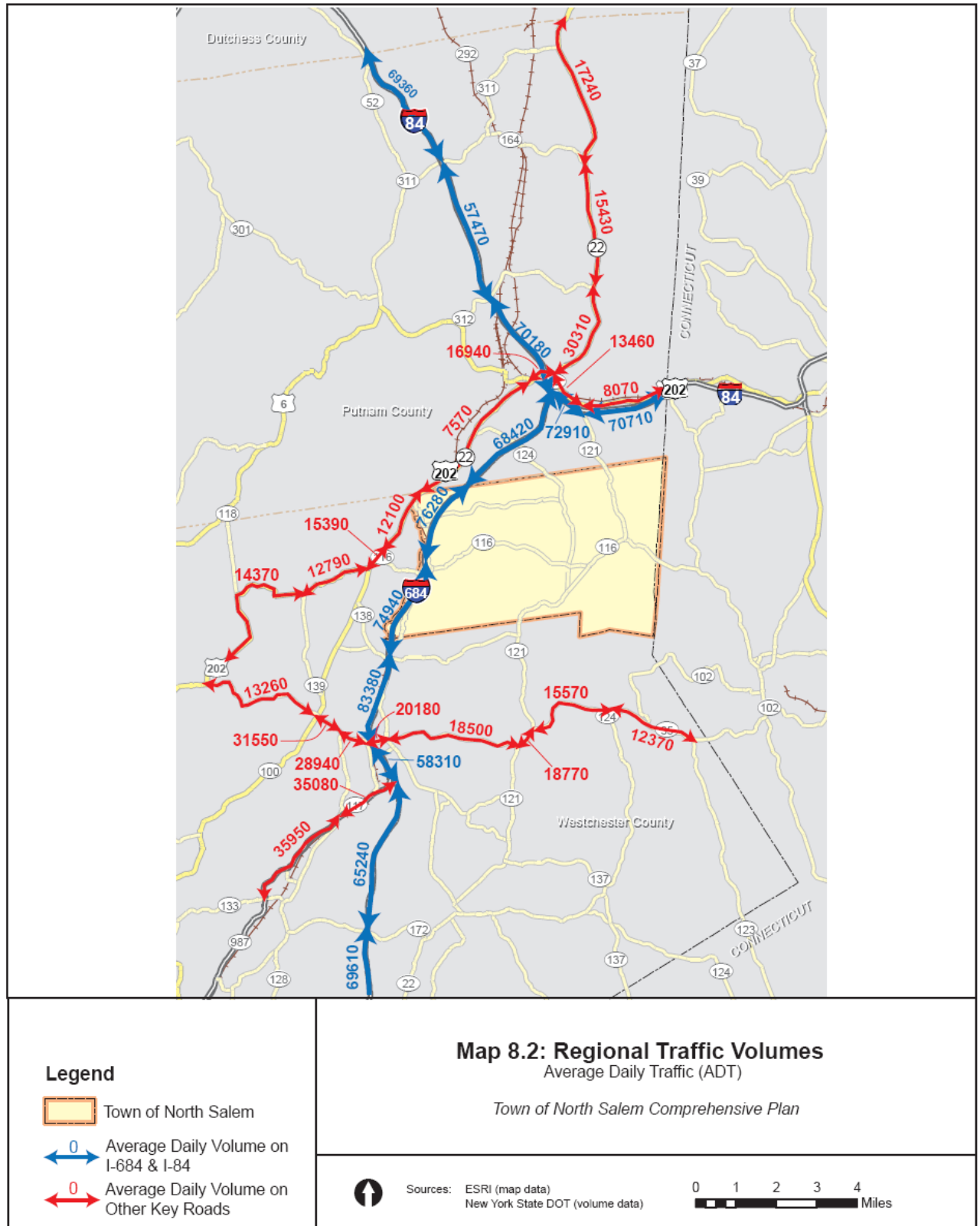
should be collected and summarized to see how traffic levels in North Salem have been affected.

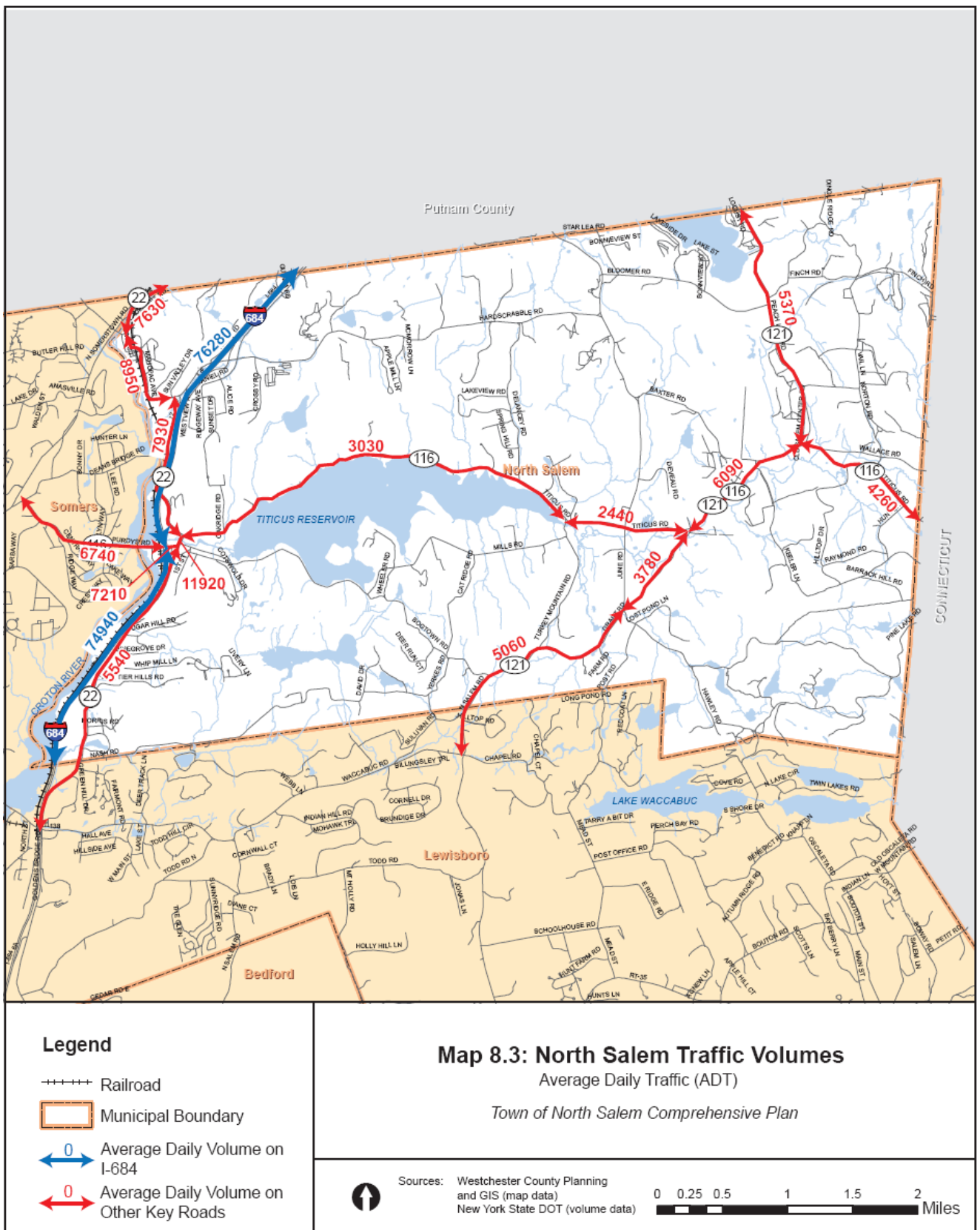
Route 22 is growing at a rate of about 4-6 percent per year. The section between Hardscrabble Road to the Somerstown Turnpike overlap has grown from 2001 (7,480 vehicles) to 2004 (8,680 vehicles) but has experienced a decline in traffic since a 1998 volume of 11,740. Sections between Route 116 and the Putnam County line carry approximately 9,000 vehicles per day. Interstate 84, although not located in North Salem, is experiencing total (both directions) volume increases in the 6-7 percent range west of Peach Lake Road. The section to the east of Peach Lake Road has remained steady (ADT@75,000) over the past few years.

Table 8.2: Average Annual Daily Traffic Volume

Route	Location	Year	AADT	Year	AADT	Year	AADT	% growth per year
22	Rt 138 to Rt 116 overlap	'99	4220	'02	4950	'05	5460	4.9
22	Rt 116 overlap	'98	9460	'01	10350	'04	11570	3.7
22	Rt 116 to Hardscrabble Rd	'97	6660	'00	7550	'03	9270	6.5
22	Hardscrabble Rd to Rt 202 overlap	'98	11740	'01	7480	'04	8680	(-4.3)
22	Rt 202 overlap to Putnam County line	'97	6260	'00	7980	'03	8810	6.8
I-84	Taconic Parkway to Putnam County line	'93	31080	'98	44010	'01	50320	7.7
I-84	Rt 312 to Rts 6/22/202/684	'95	4400	'98	46570	'01	61870	6.6
I-84	Rt 121 to Connecticut State line	'03	75770	'04	76270	'05	73960	(-1.2)
116	I-684 to Rt 22 overlap	'97	7680	'00	7420	'03	6910	(-1.7)
116	RT 22 overlap	'98	9460	'01	10350	'04	11570	3.7
116	Rt 22 to old Rt 124 Salem Center	'99	3300	'02	2790	'05	2990	(-1.6)
116	Old Rt 124 to Rt 121 overlap	'99	2260	'02	2200	'05	2410	1.1
116	Rt 121 overlap	'99	4510	'02	5000	'05	6010	5.5
116	Rt 121 overlap to Connecticut state line	'99	3490	'02	3550	'05	4200	3.4
121	Rt 35 overlap	'99	17330	'02	17010	'05	18510	1.1
121	Rt 35 to Rt 138	'99	5590	'02	5830	'05	5990	1.2
121	Rt 138 to June Road	'99	4100	'02	4310	'05	4990	3.6
121	June Rd to start of Rt 116 overlap	'99	2960	'02	3240	'05	3730	4.3
121	Rt 116 overlap	'99	4510	'02	5000	'05	6010	5.5
121	Rt 116 to Putnam County line	'99	3870	'02	4530	'05	5300	6.1
I-684	Saw Mill River Parkway to Rt 35	n/a	n/a	'97	50480	'00	56190	3.8
I-684	Rt 138 to Rt 116	'93	55320	'96	61630	'00	64550	3.4
I-684	Rt 116 to Putnam County line	'03	77290	'04	7890	'05	78690	0.9
I-684	Putnam County Line to 6/22/202	'97	69830	'99	69660	'00	58930	(-5.2)

Source: NYSDOT and Fitzgerald & Halliday, Inc., 2008.





With the exception of the overlap sections (with Route 22 and Grant/Peach Lake Road), traffic on Titicus Road has grown at an average rate (approximately 2 percent per year) or even decreased slightly.

Traffic growth on Peach Lake Road has been greater in the northern sections near Titicus Road and lesser on Grant Road in the southern sections near Waccabuc Road and Cross River Road.

Traffic on I-684 has grown at an average rate south of Titicus Road and remained steady or decreased north of Titicus Road.

In addition to collecting traffic volumes from the Department of Transportation, the Town has also collected traffic data using the Town's speed trailer. Traffic volumes were collected at two locations: Route 121 (location not identified) and June Road (near Volunteers Park). These traffic counts included information on volumes and speed.

Route 121 (Grant/Peach Lake Road) – the traffic count was performed from 6 PM on Tuesday June 24, 2008 to 6 PM on Wednesday June 25, 2008. The daily traffic was recorded at 3,638. There was a sharp and distinct morning peak (7-8:30 AM) where volumes reached about 175 vehicles in a 15 minute period (8-8:15 AM). Traffic during the rest of the day was about 100-200 vehicles per hour. The speed limit on this section of road is 45 miles per hour (mph) and the recorded average speed was 36 mph. The 85th percentile speed was 42 mph. Speeds did not generally exceed 45 mph. This would indicate that speeding is not a problem on this road. However, an evaluation for possible speed limit reduction is recommended due to roadway geometrics.

June Road – the traffic count was performed by Volunteers Park for Sunday June 22, Monday June 23 and Tuesday June 24 in 2008. The total for the entire duration of the count was 6,972. Sharp peaks are noted on Monday and Tuesday morning, with the largest peak being a mid afternoon 15 minute period on Sunday (120 vehicles). The posted speed limit is 45 mph and the average speed was recorded at 29 mph. The 85th percentile speed was found to be 42 miles per hour. Approximately 300 cars were recorded as exceeding the speed limit. An evaluation for possible speed limit reduction is recommended including consideration for a school speed zone.

It is interesting to note that both counts had a distinct AM peak hour but not the same level during the PM peak hour. These data collection dates are not considered normal traffic during regular school session.

In addition to these volume counts, the Town collected speed data at key locations in 2008, which is summarized in Table 8.3.

Table 8.3: Traffic Speed

Location	Posted Speed (mph)	Average Speed (mph)	85 th Percentile Speed (mph)
Titicus Road near Hunt Lane	45	39.19	45
June Road by Volunteers Park	45	29.39	42
June Road by PQ elementary school	40	36.88	43
Route 121	45	36	42
Hardscrabble Road	35	39.35	45
Wallace Road	30	26.10	32

Source: Town of North Salem and Fitzgerald & Halliday, Inc. (2008 and 2009).

Based on these data, speeding is noted to be a problem on Hardscrabble Road. Slight speed is also noted on June Road near the Pequenaconck Elementary School.

Concerns have been expressed regarding the speeds on June Road and especially near the elementary and middle/high schools. There is not an existing school speed zone (15, 20 or 25 mph) as is typical of many streets with schools. The overall speed limit on June Road should be considered for 35 mph with a school speed zone established. The Pequenaconck Elementary School area may also benefit from some traffic calming devices such as pole mounted radar signs.



Measures to reduce speeding on Hardscrabble should also be considered including additional enforcement and use of radar signs.

There is no posted speed limit on Bloomer Road except for 45 miles per hour at horizontal /vertical curves. Due to the proximity of the high school, a reduced speed limit (35 mph) should be considered.

The New York Metropolitan Transportation Council released a draft of its 2009 Congestion Management Process (CMP) in July 2009. The goal of the CMP is to manage congestion through integrated management and operation of the transportation system. The Federal government requires urbanized areas with a population of more than 200,000 to develop and implement a CMP. The status of the report/congestion is updated every four years. The CMP mainly considers State roads for an AM and PM peak hour for the existing year and a future planning year. Links are identified as congested (0.8 to 1.0 demand to capacity ratio) or extremely congested (>1.0 demand to capacity ratio). The report has identified the following links:

- I-684 (south of Titicus Road) – Congested – 2009 AM Peak Hour
- I-684 (entire length in North Salem) – Congested – 2035 AM and PM Peak hours

Further, the segment south of Cross River Road is expected to be severely congested in 2035 in the PM peak hour.

8.2.3 Safety

Another key metric for transportation planning is the evaluation of crash data at intersections and along roadway segments. Crash patterns can help target a transportation facility in need of a safety improvement.

Accident data for North Salem were collected by the Town from the New York State Department of Motor Vehicles. The following table provides a summary for the latest five years.

Table 8.4: Accident Data Summary

Date	Total Accidents	Fatal Accidents	At Intersections	Pedestrian & Bicycles	Accidents Resulting in injury
2/1/08-1/31/09	210	0	31	0	57
2/1/07-1/31/08	264	1	60	0	55
2/1/06-1/31/07	166	0	30	0	34
2/1/05-1/31/06	211	0	39	0	57
2/1/04-1/31/05	133	0	23	1	50

Source: New York State Department of Motor Vehicles & Fitzgerald & Halliday, Inc 2009.

The fatal accident occurred on Route 22 east of Sun Valley Heights Road. A southbound vehicle travelling at an unsafe speed and using a lane improperly collided head-on with a northbound vehicle. This section of Route 22 is on a curve and grade. No safety problem has been identified as a result.

A review of the latest three years of accident data revealed that:

- Approximately 50 percent of the total accidents occurred on I-684
- Between 25-30 percent of the total accidents involved hitting a fixed object (tree, deer, ditch, etc)
- Approximately 20 percent of the total accidents occurred at intersections
- None of the accidents involved a pedestrian or bicyclist

Accidents were also recorded on the following State and County roads: Titicus Road, Peach Lake Road/Grant Road, Hardscrabble Road, June Road and Bloomer Road.

The following four intersections have been identified as areas of safety concern by the CPC and results of the Town wide survey. A review of the accident data (latest three years) for these four locations revealed the following:

June Road at Titicus Road – there were seven accidents, all the result of an eastbound or westbound vehicle failing to grant right of way (from the stop sign). There was no predominant direction/approach. Two of the accidents occurred when the pavement was wet and/or slippery.

Route 22 at Titicus Road – there were 10 accidents, eight of which involved a southwest bound vehicle failing to grant right of way and colliding with a northbound vehicle.

Titicus Road at Peach Lake Road near Vox – there were two accidents reported at this location; one was attributed to a steering failure.

Titicus Road (Route 116) at Grant Road (Route 121) – there were four accidents reported at this location; two involved a northeast vehicle heading straight but disregarding the stop sign.

8.2.4 Centers

Westchester 2025 defines centers as the focal points in the County's pattern of development, the "downtowns" that create and sustain a sense of place and community. Centers, consisting of a commercial or mixed-use core and surrounding residential and industrial areas, generally have key services on which communities depend. Successful centers are compact and walkable, bicycle-friendly and pleasant environments with unfettered public access. *Westchester 2025* has identified one "center" in North Salem: Croton Falls. *Westchester 2025* also identifies "places", which are defined as being located outside of centers but in corridors or areas that have planning opportunities. Purdys is identified as a "place". North Salem refers to these and other areas in town as hamlets.

Croton Falls center is generally defined as the area around the Croton Falls rail station. It is the largest and most developed hamlet area in North Salem. It is located in the western part of town adjoining the Town of Somers. Land use is a mix of residential and commercial (General Business and Professional Office) and is home to the Croton Falls fire station. This hamlet is also the most congested area in North Salem.

Route 22 traverses the middle and is a narrow roadway with several horizontal and vertical curves. Local roads that intersect Route 22 do so at steep grades and at curves making access difficult. The width of Route 22 is also constrained by the railroad bridge. In recent years sidewalks have been replaced and added; however, a cohesive network is not in place. Parking for the train station occurs haphazardly with vehicles parked on shoulders or just off the travel way of Somerstown Turnpike and Croton Falls Road (in Somers). Existing traffic circulation and commuter parking should be addressed prior to any growth in this center.

Purdys has been identified as an area for planning opportunities. Similar to Croton Falls, the area is identified with the train station, although the commercial uses (post office and deli) are located east of Route 22. Both of these areas and the Route 22 corridor experience parking and traffic congestion problems. Development potential should be limited until existing circulation and parking issues are addressed. The Town previously considered additional development and planning opportunities for Purdys, but it was opposed by residents. There are infrastructure needs and issues (water and sewer) which limit development opportunities.

There are also three other “hamlet like” areas in town:

- Salem Center – located at the intersection of Titicus Road (Route 116) and June Road.
- Peach Lake Hamlet – located at the intersection of Peach Lake Road (Route 121) and Bloomer Road.
- North Salem – located near Baxter Road and Keeler Lane.

In general, these locations are not suited for additional development due to their lack of walkability and need for intersection safety improvements. The Peach Lake area also needs to consider environmental factors associated with the lake. A commercial development, however, is being considered for Peach Lake.

8.2.5 Public Transportation

The Town of North Salem and surrounding communities are served by MTA’s Metro North Harlem Branch line via two train stations (Croton Falls and Purdys). The Croton Falls Station is approximately 48 miles to Grand Central and the average travel time is 1 hour and 16 minutes. Service is provided every 15-30 minutes during peak hours and approximately every hour during off-peak hours. It is located in the Zone 7 fare zone. The station is in the northwest corner of North Salem near the Putnam County line. Putnam runs a shuttle to the station. Coach USA operates the Croton Falls shuttle



which provides bus service between Mahopac and the train station on Monday through Friday. Service is provided based on the AM and PM commuter peak. However, Metro North offers a guaranteed ride home program (i.e. someone needing a ride home mid-day for emergency purposes when the service is not operating). All one-way fares are \$1.00. There are nine trips from Mahopac to the railroad station (seven in the AM and two in the PM) and eight trips from the rail station to Mahopac (two in the AM and six in the PM). The Croton Falls station is farther from I-684 than the neighboring stations of Purdys and Golden's Bridge. The station itself is smaller than neighboring stations and only four train cars can platform at the station. There are 202 parking spaces provided and many commuters park on the shoulders or just off the travel way of Somerstown Turnpike and Croton Falls Road (in Somers), a short walk away. In 2006, the station served an average of 570 passengers on a weekday.

The Purdys Metro-North station is located in the Purdys hamlet area of North Salem. It is accessed from or near Route 22, I-684 and Route 116. The station is approximately 46 miles from Grand Central and the travel time is 1 hour and 12 minutes (4 minutes less than the travel time from Croton Falls). The station is also in the Zone 7 Metro-North fare zone and is the first/last station within this zone. There are 400 parking spaces provided, and in 2006, the station served an average of 613 passengers on a weekday. Adventure Northeast Transportation Service provides service between New York City and several ski resorts in Vermont. This service will also stop at the Purdys train station.

8.2.6 Bicycle and Pedestrian Facilities

The Town of North Salem has very limited bicycle and pedestrian facilities. There are no dedicated greenways or bicycle routes. There is tremendous recreational bicycling around the Titicus Reservoir (Titicus Road and Mills Road). The following roads are identified as part of Westchester County's Trail and Bike Route System. These are road corridors that have been mapped to provide a framework for future road improvements for providing bicycle travel. The following is the County's description:



- Mills Road – situated on the south side of Titicus Reservoir between Routes 22 and Peach Lake Road/ Grant Road (Route 121), this Town-recommended route follows local roads to connect the North Salem hamlets of Purdys and Salem Center: 4.3 miles in length
- Route 22 – from White Plains north to Putnam County, this central route through the north country links hamlets and is a popular route with organized groups: 27.7 miles

- Grant/Peach Lake Road – this north County route branches off from Route 22 in Bedford Village and continues north into Putnam County. It passes through a scenic semi rural landscape occupied by horse farms and low-density development: 13.9 miles

Sidewalks are limited and can be found in the Croton Falls station area. Sidewalk networks in the train station areas are not complete. There are also no sidewalks in the vicinity of the schools or parks (Volunteers and Joe Bohrdrum).

8.2.7 Traffic Generators

Traffic generators in North Salem include the train stations (Croton Falls and Purdys) the schools (Pequenakonck Elementary School, North Salem Middle/High School), and recreation facilities (Mountain Lakes Camp/Park, Joe Bohrdrum Park, Volunteers Park, Purdys Field). There are also generators in adjacent towns that affect traffic patterns in North Salem. The CPC has identified these land uses as opportunities to better manage traffic demand in and through the Town.

Train Stations – the CPC has noted that traffic is generated to these facilities from the east (Connecticut) and from towns to the North. To improve traffic circulation and enhance the station for residents of North Salem, the CPC would like to consider strategies to reduce this demand. The CPC is currently working with the NYSDOT to develop a better traffic and parking plan in Croton Falls.

Schools – the North Salem Central School District maintains two schools: the Pequenakonck Elementary School and the North Salem Middle/High School. Both of the school facilities are located on June Road. According to the North Salem Central School District, for the 2009-2010 school year there were 593 students enrolled in grades K-5 at Pequenakonck Elementary and 759 students in grades 6-12 at the Middle/High school. The CPC noted that there is congestion during the school arrival/departing hours especially at Pequenakonck. The CPC has indicated that many of the students do not use the Town school bus service but rather are driven to and from school or if old enough drive themselves. There are currently no sidewalks on June Road to support walking to school. The middle/high school operates on a nine class period (plus homeroom) system. The first period starts at 7:28AM and the ninth period ends at 2:10PM. The school hours for the Pequenakonck Elementary School are 8:25AM – 3:05PM. The CPC would like to consider strategies to reduce and/or better manage the school demand traffic.

Recreation Facilities – there are several parks/playing fields in Town and The Mountain Lakes Camp/Park. The CPC would like to consider strategies to reduce and/or better manage this demand.

8.3 **Planned and Programmed Improvements**

The New York Metropolitan Transportation Council manages the County's five year transportation improvement program listing. The following projects were identified on the 2008-2012 list:

- 875955 – Rehabilitation of June Road – repair existing drainage structures, resurface asphalt and replace guiderails. Total cost \$3.27 million. Design (2008), Construction (2010)
- 876021 – Reconstruction and repaving of Keeler Lane from Hunt Lane to Route 121. It includes drainage work. Total cost \$0.151 million. Design (2008), ROW and Construction (2009).
- 8T0409 – I-684, SMRP and Route 35 Interchange reconstruction – Scoping (2012) - not in North Salem
- 8T0496 – I-684/Muscot Reservoir Outlet – General Bridge Rehabilitation – Total cost is \$6.06 million Scoping (2009), Design and ROW (2010) and Construction (post 2012)

8.4 **Needs and Major Recommendations and Strategies**

The following identifies the strategies and recommendations for improving or altering the transportation system to meet the objectives identified in this Plan. Consistent with current planning practices and the County's planning strategies, North Salem is striving to be a sustainable community. The CPC has identified the following four key transportation strategies/improvements.

1. Maintain the existing transportation system and provide context sensitive solutions for safety enhancements.
2. Improve I-684 to minimize cut-through traffic in North Salem.
3. Improve traffic flow in Croton Falls.
4. Better manage traffic flow generated by key land uses and at key intersections.



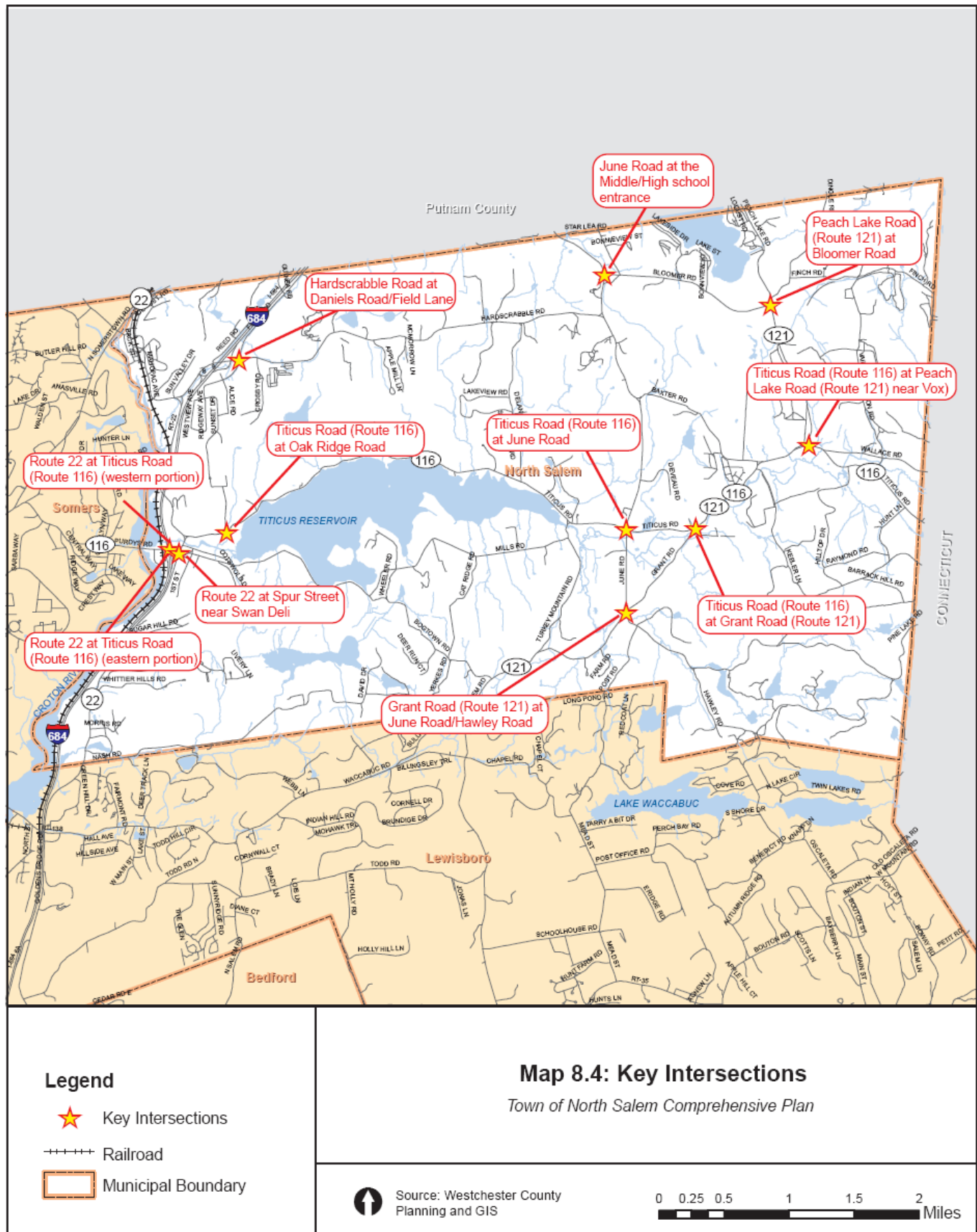
The following summarizes these as well as others identified through the planning process:

Maintain the existing transportation system and provide context sensitive solutions for safety enhancements.

Previous comprehensive plans, the Town-wide survey and residents at the Public Workshop in 2008 have identified intersections in need of improvement. Many of the improvements are safety related and involve improving site lines, horizontal or vertical curves and enhancing operations. Many of these intersections have been identified as needing improvements for the past several years. The Town should make an effort to prioritize the implementation. Many of the intersections involve State and/or County roads and will require their approval/funding. The Town should coordinate with the proper DOT agencies by writing a letter and requesting evaluation and or improvement of these intersections. The Town should consider a pro-active approach to partner with the DOTs by collecting turning movement count data and developing concept plans and cost estimates. Table 8.5 summarizes the identified locations and Map 8.4 shows all key intersections in Town.

Table 8.5: Intersection Improvements

Location	Problem or Improvement
Route 22 at Titicus Road (eastern portion)	Safety concerns identified. Explore alternatives for safety improvement.
Route 22 at Titicus Road (western portion)	A traffic signal was installed in 2005. Residents complained about long wait times in the morning for southbound flow. This should be evaluated. Concerns about running the light have been identified. North Salem should request a signal adjustment/evaluation from NYSDOT.
Titicus Road at Grant Road	Intersection has experienced a lot of traffic growth and can be confusing to motorists with respect to right of way and travel paths. Sight distance and alignment should be improved.
Titicus Road at Peach Lake Road near Vox	Need to reduce speed and better align intersection or travel paths.
Titicus Road at June Road	Safety improvements are needed. Rectify traffic sign clutter. Enhance pavement markings (stop bars). The DOT was to install flashing beacons on the stop signs in spring 2009. Consider interim or other treatment.
Titicus Road at Oak Ridge Road	Improvements to Titicus Road (Route 116) are needed to eliminate steep grades and sightline restrictions from Oak Ridge Road looking east. Additional signage.
Peach Lake Road at Bloomer Road	Hamlet area improvement – potential for roundabout. At minimum, consider relocating stop sign on Bloomer Road to be more visible and add painted stop bar. Also provide painted stop bar on Bloomer Road at June Road
Grant Road at June Road/Hawley Road	Monitor intersection for future improvement – key intersection for Mountain Lakes Camp traffic
Route 22 at Spur Street near Swan Deli	Spur Street forms a Y-shaped intersection on a steep grade at Route 22. Access needs to be evaluated in conjunction with adjoining Deli property.
Hardscrabble Road at Daniels Road/Field Lane	Monitor intersection for future improvement – a key intersection for Fields Lane development.
June Road at the Middle/High school entrance	Comment at the public workshop – sightline problem.



Improve I-684 to minimize cut-through traffic in North Salem.

The CPC believes that much of the cut through traffic is associated with congestion back up on I-684. Infrastructure projects that could improve operations on I-684 and I-84 include:

- Continuing the third lane south on I-684 (currently drops to two lanes) and reconfigure frontage access to improve traffic flow (south of the I-84 interchange);
- Improve the traffic movement from I-684 north to I-84 east; and
- Improve the interchange areas on I-684 including Hardscrabble Road, Route 22 and Route 35.

Many of the I-684 interchanges and their associated intersections are used to access IBM. While some of the transportation improvements required for this development have been made per the SEQRA Findings, others are forthcoming. North Salem should continue to coordinate with the adjacent communities on this and the NYSDOT for the larger infrastructure projects. Future stimulus packages could be a catalyst for some I-684 improvements.

Continue to lobby and support the NYSDOT for I-684 improvements including the I-84/684 interchange improvement. Existing traffic backs up on I-684 northbound from the exit ramp to I-84 eastbound causing congestion and encouraging traffic to exit sooner and cut through North Salem to access I-84.

Additionally, south of I-84 the I-684 mainline should be reconfigured to accommodate a third lane. It appears this can be accomplished without full widening and within the existing right of way.

Improve traffic flow in Croton Falls.

Congestion is evident especially in the AM and PM commuter periods along Route 22 from Hardscrabble Road to and beyond Route 202 in Somers. The signalized intersection of Route 22 and 202 is a key bottle neck area. Traffic flow at this intersection is impeded by the signal, the single lane approaches and the on-street parking that occurs for the train station. The Town of North Salem (including members of the CPC) met with the NYSDOT in February, November and December of 2009 to discuss potential solutions to this problem. Through a joint request of the Towns of North Salem and Somers, the NYSDOT has collected traffic volume data and analyzed improvement alternatives. While the analysis and review are on-going, it



appears that all parties (NYSDOT, Somers and North Salem) support the alternative of a roundabout at the intersection of Route 202 and Croton Falls Road. The Town of North Salem should continue to actively participate in developing intersection improvements at this location.



The Town of North Salem is also coordinating with the Town of Somers and St. Joseph's Church to potentially create a park and ride lot on the St. Joseph's property in Somers. The church is in the process of constructing a new place of worship elsewhere in Somers. Although this had been attempted previously without success, recent developments indicate potential for a solution that could remove the parked vehicles from the shoulder areas of these roadways.

The Westchester County DOT is in the design phase for a new bridge structure for Croton Falls Road over the East Branch of the Croton River. Coordination of the bridge with a Croton Falls traffic improvement project is essential.

Better management of traffic flow generated by key land uses and at key intersections.

Traffic demand is very noticeable on June Road in the vicinity of the North Salem schools at arrival and dismissal time. There is also a traffic demand for vehicles wishing to access the Town's Summer Camp at Mountain Lakes Park. The CPC would like to develop strategies to reduce the demand for these land uses by encouraging ride sharing and utilizing bus transportation more.

The Town should work with the County owned Mountain Lakes Park to develop a demand management system that incorporates satellite parking and shuttle bus service to reduce demand/congestion at and near the facility. Consider repair to Mountain Lakes and Hawley Roads and use of a traffic officer. On site camp traffic parking and circulation directors should also be considered as part of the solution.



The Town should evaluate options for better management of school demand traffic at the elementary and middle/high schools. Transportation demand management (TDM) strategies such as ridesharing and carpooling should be encouraged.

In addition to the four key transportation improvements, the following needs or strategies have also been identified.

Transportation network

- Speed limit evaluations and enforcement – Many of the residents at the public workshop expressed concerns about speeds on area roadways and requested that the Town step up enforcement. This may be accomplished with the recent police staff additions. Consideration should be given to lowering the speed limits on several roads including Titicus Road (there are multiple existing changes and the speed limit is confusing), June Road (create a school zone speed at both facilities) and Bloomer Road. Other tools include use of the Town trailer or radar speed signs. Requests to lower the speed limit should be made by the Town to the NYSDOT (Titicus Road) and Westchester County DOT (June Road and Bloomer Road).



- Route 22 Corridor Study– The Town should request the DOT to update the corridor study to consider master/long range planning for this key transportation corridor.

- Sign clutter – Too many signs can be confusing and distracting and can take away from the beauty of the natural environment. Sign reduction should be considered for Titicus Road.



- Pavement Markings – These can be an effective means of communicating to the motorists. Stop bars should be considered to supplement stop signs on Titicus Road at the intersection with June Road, Bloomer Road at its intersections with Peach Lake Road and June Road. Worn markings lose reflectivity and should re-striped on a regular basis to be effective. The Town should also consider the new bicycle symbol (share arrow) for bike routes in Town including Mills Road and Grant Road/Peach Lake Road.



- Alternatives to traffic signals – The New York State DOT has a policy of considering roundabouts before installing traffic signals. Locations that may at some point be considered for a roundabout are:

Peach Lake Road (Route 121 /Bloomer Road and Route 22 at Titicus Road (both eastern and western junctions) June Road/Bloomer Road.

- Access management – To preserve capacity and enhance safety, the Town should consider access management along key corridors. Zoning language and curb cut plans can help plan for the safe location and number of driveways.
- Congestion Management Process: Work with NYMTC to develop locally preferred actions to address future congestion on I-684.
- Planning Partners – The Town should continue to coordinate on transportation issues and land development proposals with adjacent communities and regional transportation planners.
- Scenic Quality – The Town’s Open Space Committee should include Finch Road (east of Vail Lane) as a road with scenic quality, which should be considered for any future developments on the road.

Hamlet Areas

- Gateways – The Town should consider creating aesthetically pleasing gateways at the hamlets to alert drivers they are entering a special area. These gateways can also function as traffic calming techniques.
- Traffic circulation in Croton Falls – The Town should continue to work with the Town of Somers, the NYSDOT and the County to develop a master circulation plan for this area.
- Traffic circulation in Purdys – The Town should consider traffic calming in Purdys to reduce cut through traffic. Improved access to the commercial site on Route 22 (deli) should also be considered.
- Walkable community– Identify areas in need of sidewalks and pedestrian crossings.

Public Transportation

- Rail Station Parking – The Town should enhance access to rail stations for North Salem residents. Ideas to consider include resident permits and satellite location for Croton Falls station parking (St Joseph’s in Somers). The Town of North Salem supports enhancing parking and traffic flow in Croton Falls and does not believe that parking improvements to the Purdys station will improve the parking

and congestion in Croton Falls. Rather, it will encourage more traffic through North Salem.

- Promote commuting - The Town should implement a Ride Share program/web site. Consider use of emerging social network technology.
- Shuttles to Croton Falls and/or Purdys stations – The Town should continue to support and seek ways to expand the existing shuttles.
- Park and Ride lots in other communities – In an effort to reduce demand in North Salem, the Town should support the development of park and ride lots in adjacent or nearby communities.
- Paratransit services – The Town should continue to provide transportation services for the elderly and disabled. Consider sharing services with neighboring towns. ALOFT for Westchester County attended the public workshop and is a resource. The feasibility of a jitney, a shuttle which can bring the elderly and the disabled from their homes to a supermarket or pharmacy, would be beneficial. Revenue for a jitney could be paid through potential advertising space on the vehicle.
- Meet and coordinate with the MTA to identify capital projects for the transportation improvement plans.

Pedestrian and Bicycle Facilities

- Bicycle facility improvements – The Town should prepare a bicycle and pedestrian master plan and identify routes suitable for bicycle travel and those that are not. The plan should also identify projects to enhance bicycling and walking in North Salem.
- Concerns have been raised about the safety of bicyclists sharing the road with vehicles on Titicus Road adjacent to the Titicus Reservoir. The Town should explore options to encourage bicycle traffic to use Mills Road. Residents have raised concern about groups of bicyclists traveling in packs.
- Bicycle safety education – The Town should provide a training course/video at the elementary school. Funding and programs may be available from Safe Route to School programs.
- Bike facilities at train stations – The Town should continue to request amenities at the train stations to promote bicycle access.

Development review

- Establish traffic impact guidelines and criteria – The Town should adopt formal impact guidelines to ensure that traffic studies will be prepared in a similar manner and to define for the Town commissions and developers what is considered to be an impact. This will help determine when mitigation is needed/appropriate.
- Continue to encourage developers to create private roads when developing new subdivisions.

*Land Use and Zoning Recommendations*

- Access management and parking standards should be considered when updating Town Zoning code.

Transportation Project Development Review

- The Town should continue to be active in identifying projects for programming and reviewing the County and State transportation improvement projects (TIP) lists. This includes coordination with the County, NYSDOT and New York Metropolitan Transportation Council (NYMTC).
- The Town should also continue to work with neighboring communities to address solutions to regional transportation issues.

Emerging Issues

- The MTA is currently evaluating improvements to the Danbury Branch Line. Changes to this corridor could reduce cross-town traffic accessing the Purdys and Croton Falls stations. The Town should remain involved in the project and provide comments during public meetings.
- Enhanced high speed internet access is coming to North Salem. This fiber optic system will greatly improve communication capability by enhancing access (speed and volume) to the internet. This could enhance the ability of commuters to work at home. While it may reduce peak hour commuter congestion, it could add more daytime travel demand to the street network. There is not a simple way to evaluate this or its impact. The Town should attempt to monitor

traffic volumes at key locations (i.e. residential streets and commercial areas).

- Over the past two years, fuel prices have risen dramatically and then reduced. The price of oil and gasoline affects the maintenance cost of roads and can alter people's travel behaviors. The cost of oil and the Town's carbon footprint should be monitored by the Town. The Town should also consider hybrid vehicles for its fleet especially as they come on line for replacement. The Town should also encourage public use of hybrid vehicles by considering hybrid priority spaces in parking areas.

9.0 PUBLIC FACILITIES AND SERVICES

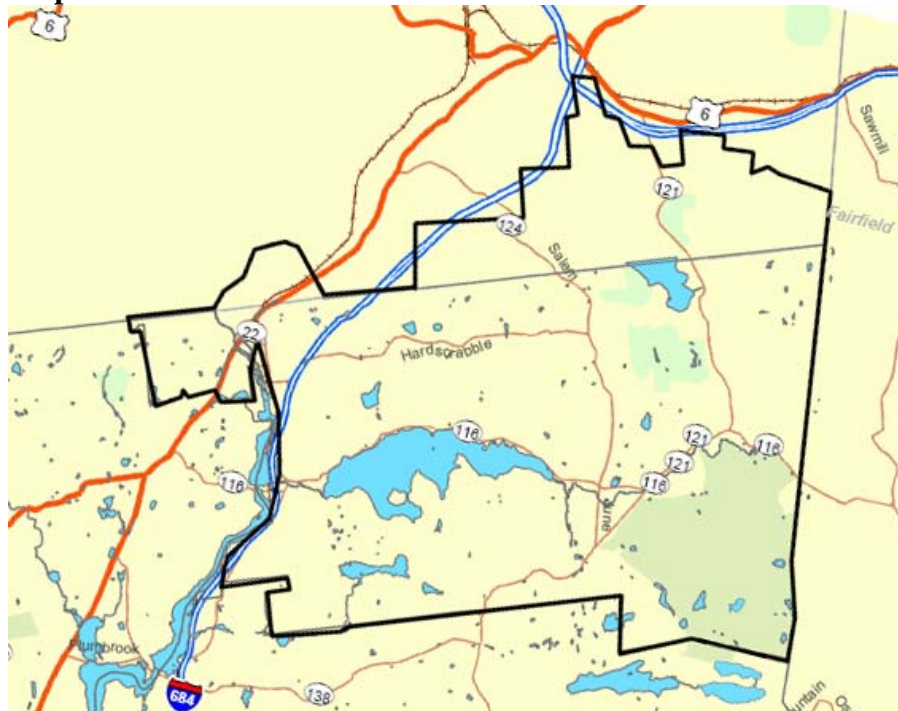
The community facilities and services described below are primarily administered by separate decision-making boards or commissions, which typically conduct assessments and studies depending on the planning needs of each organization. The following is an overview of the status of these facilities and services provided. Map 9.2 contains all community facilities in the Town.

9.1 Current Conditions

9.1.1 Educational Facilities

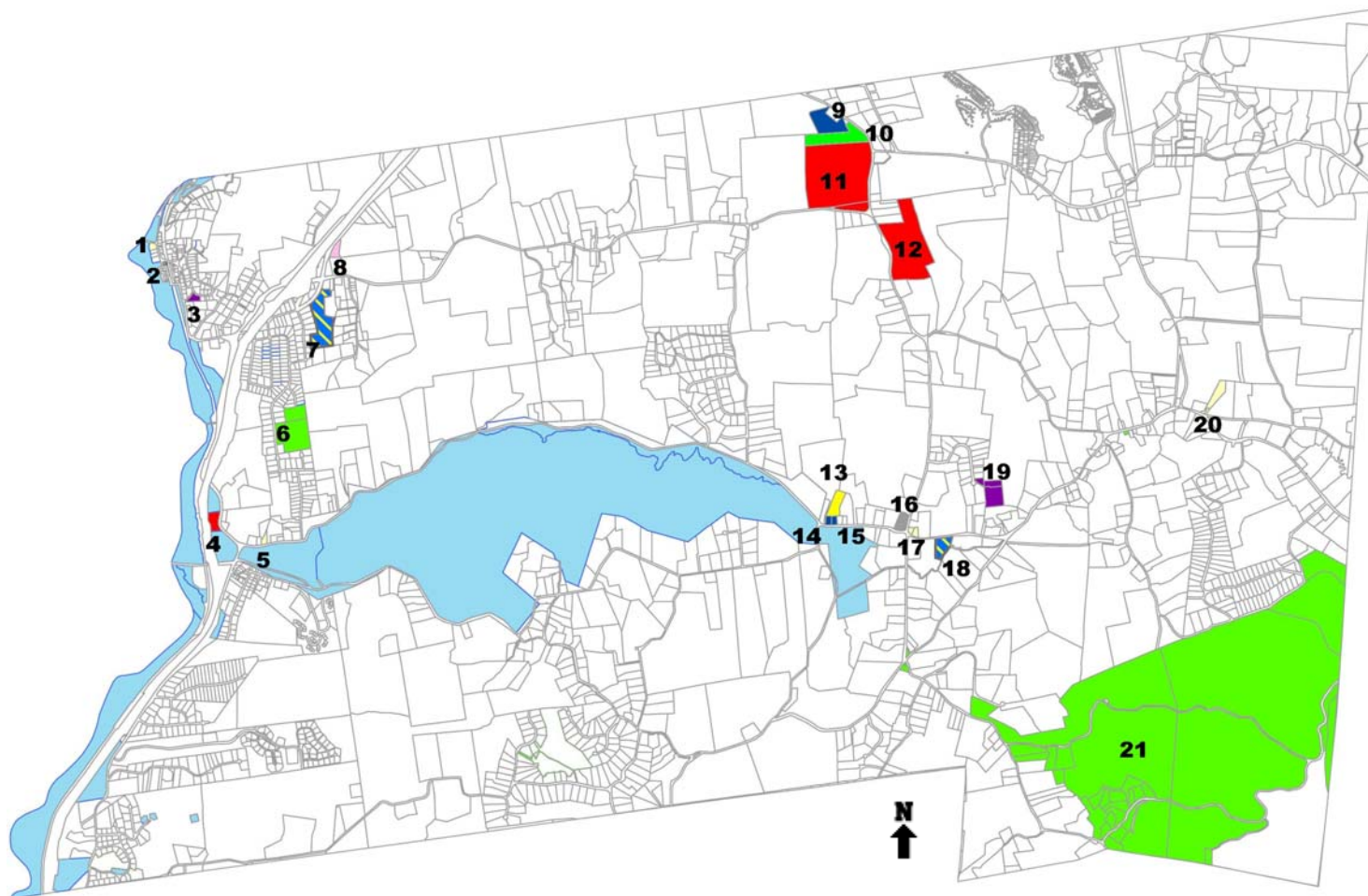
The Town of North Salem is currently served by two school districts. The North Salem Central School District (CSD) encompasses 32 square miles and serves most of North Salem (95 percent of the Town's land area) and portions of the following towns: Somers, Carmel, and Southeast (see Map 9.1). Of the 1,352 students enrolled in the North Salem CSD in the school year 2009-2010, 798 or 59 percent were school age children from the Town of North Salem.³⁶ Additionally, a number of North Salem's school age children attend private schools in the area or other locations in the region (see section on "Non-Public Schools" below).

Map 9.1: North Salem School District



Source: USA Base map, Westchester County GIS Files

³⁶ Data provided by Rebecca Navarez via email (December 10, 2009).

Map 9.2: Community Facilities in North Salem

LEGEND	
■	Parks
■	Municipal Buildings
■	Schools
■	Community Facilities
■	Fire and Police Stations
■	Religious Institutions
■	Libraries
■	Cultural Facilities
■	Municipal Garages

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1. Croton Falls Baptist Church
2. Croton Falls Fire Station
3. School House Theater
4. Westchester Exceptional Children's School
5. Purdys United Methodist Church
6. Joe Bohrdum Park
7. North Salem Volunteer Ambulance Headquarters
8. Community Based Services
9. North Salem Highway Department Salt Shed
10. Volunteers Park
11. North Salem Middle/High School
12. Pequenaconck Elementary School
13. Ruth Keeler Memorial Library
14. North Salem Town Administrative Building/Courthouse/Police Station
15. Town Hall
16. North Salem Highway Department Garage
17. St. James Episcopal Church
18. Salem Center Fire Station
19. Hammond Museum
20. Saint Johns Church
21. Mountain Lakes Park/Camp

Source: Westchester County, GIS

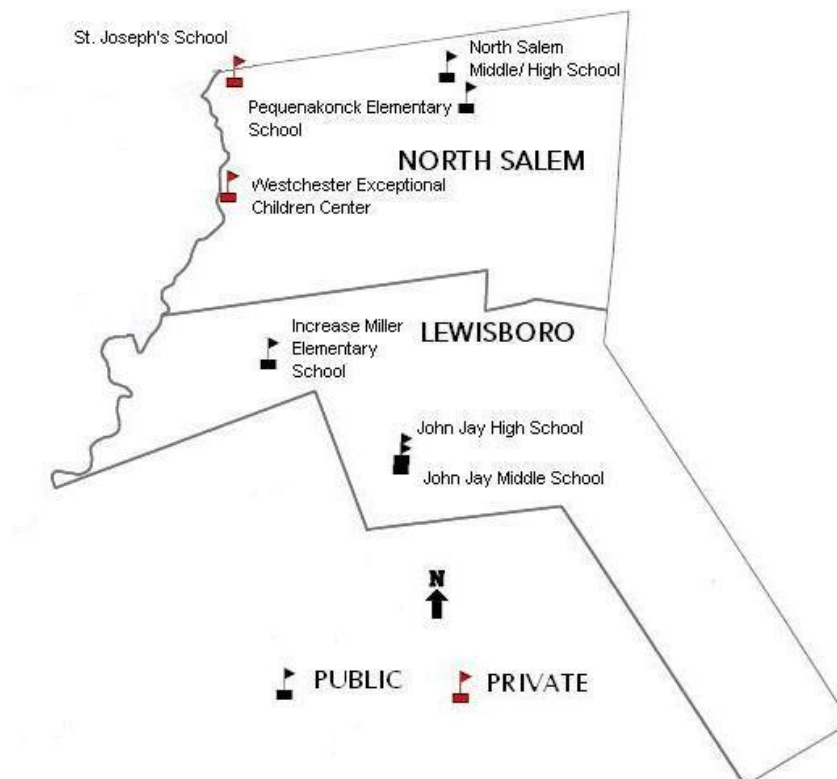
The Katonah-Lewisboro School District serves the southwestern corner of North Salem, all of Lewisboro, and portions of Bedford and Pound Ridge. The Katonah-Lewisboro School District does not have any facilities located in the Town of North Salem. Currently, the number of North Salem children attending Katonah-Lewisboro schools is 77.³⁷

The facilities and enrollment in the respective districts are provided below based on 2009 – 2010 data.

North Salem Central School District (CSD)

The North Salem CSD maintains two school facilities: the Pequenakonck Elementary School, located on June Road just to the south of Hardscrabble Road and the North Salem Middle/High School also located on June Road just to the north of Hardscrabble Road. The elementary school serves grades K-5; the middle school serves grades 6-8; and the high school serves grades 9-12.

Map 9.3: Public and Private Schools Attended by North Salem students



The North Salem Central School District total enrollment for the 2009 –

³⁷ Telephone conversation on February 16, 2009 and December 3, 2009 with Maryann Carroll of the Katonah-Lewisboro Union Free School District.

2010 school year was 1,352 students. Enrollment in 2010-2011 slightly decreased to 1,321.

Table 9.1: North Salem Central School District, Enrollment for the 2007-2008 to 2009-2010 School Years, 2009

School	Grades	2007-2008 Enrollment	2008-2009 Enrollment		2009-2010 Enrollment		Change (2007/08 – 2009/10)
		#	#	Change	#	Change	
Pequenakonck Elementary School	K-5	689	601	(-88)	593	(-8)	(-96)
North Salem Middle/High School	6-12	660	744	+84	759	+15	+99
TOTAL		1,349	1,345	(-4)	1,352	+7	+3

Source: North Salem Central School District, 2009.

Enrollment for the North Salem Central School District increased by 7 students, or 0.5 percent, between the 2008-2009 and the 2009-2010 school years, including a 1.3 percent decrease in elementary school enrollment. The increase in the Middle and High Schools made up for the loss at PequenaKonck, with an increase of 15 students, or 2.0 percent. From the 2007-2008 school year to the 2009-2010 school year, the total school district enrollment increased by 3 students, or 0.2 percent, while PequenaKonck School decreased by 96 students or 16.2 percent and the Middle and High Schools increased by 13.0 percent. The decrease in students at PequenaKonck may be attributed to a leveling off of Town population with young children and a general slowing up of growth in the Town. Projections for the next ten years now show a small decline in enrollment of approximately 78 students over all.³⁸

Katonah-Lewisboro Union Free School District

The Katonah-Lewisboro Union Free School District (hereinafter Katonah-Lewisboro UFSD) maintains three schools: Increase Miller Elementary School, the John Jay Middle School and the John Jay High School. In the 2008-2009 school year, enrollment for the Katonah-Lewisboro UFSD was 2,559 students, which represents a 0.2 percent decrease from the 2008-2009 total enrollment. Both Increase Miller Elementary School and John Jay Middle School show a decrease in enrollment from the 2008-2009 school year, while John Jay High School increased by 15 students or 1.2 percent. The 2009-2010 total enrollment represents an 18 percent decrease over the last fifteen years from 3,141 students in 1994. This represents an average annual decrease in total enrollment of 1.2 percent per year over the last fifteen years.

³⁸ Western Suffolk BOCES, Office of School Planning and Research, *Long Range Planning Study Update: North Salem Central School District*, December 2009.

Table 9.2: Katonah-Lewisboro U F SD, 2007-2008 to 2009-2010 Enrollments

School	Grades	2007-2008 Enrollment	2008-2009 Enrollment	2009-2010 Enrollment	Number of North Salem Students (2009-2010)
Increase Miller Elementary School	K-5	385	367	355	34
John Jay Middle School	6-8	931	937	928	21
John Jay High School	9-12	1,300	1,261	1,276	22
TOTAL		2,616	2,565	2,559	77

Source: Katonah-Lewisboro Union Free School District, 2009.

Non-Public Schools

A small portion of students living in North Salem attend private schools. In 2009, approximately 6.4 percent of the total student population for the North Salem Central School District attended non-public schools. The district's non-public school enrollment has decreased over the last five years and it is anticipated that non-public school enrollment will continue to decline in the next ten years due to demographic and economic factors.³⁹

North Salem students attend the following private schools (see Map 9.2):

- St. Joseph's School, located in Croton Falls, serves students in grades K-8
- Westchester Exceptional Children Center, located in Purdys on Route 22.

North Salem CSD students also attend various other non-public schools in the region and beyond. Additionally, the North Salem Nursery School is located in the Hamlet of Salem Center on June Road. Approximately 56 pupils attended this private nursery school during the 2009-2010 school year. Children are transported by their parents or guardians to the nursery school. The nursery school can accommodate 92 nursery school age children. According to the New York State Office of Children and Family Services, the YMCA of Central and Northern Westchester (173 June Road) is the only licensed day care in the Town and has a capacity for 129 children.⁴⁰

³⁹ Ibid., pg. 6.

⁴⁰ New York State Office of Children and Family Services Website (http://it.ocfs.ny.gov/ccfs_facilitysearch/) accessed on December 3, 2009.

The Westchester Exceptional Children, Inc. (WEC) school, which is a New York State approved, private, special education facility, is located in Purdys on NYS Route 22. The WEC provides year round special educational services to individuals with autism, multiple handicaps and children who are medically fragile from Westchester, Putnam, Orange and Rockland Counties and the Bronx. The WEC can accommodate 80 to 83 students.

9.1.2 The Ruth Keeler Library

The Ruth Keeler Library, built in 1980, is a single floor library with four computers, desks, reading areas and a meeting space. It is the only library that serves the Town of North Salem. According to the 2008 Annual Report, the Library has a collection of approximately 50,000 with printed materials comprising approximately 36,000 and other media comprising 14,000. In 2008, the Library had 3,057 card holders (North Salem residents and workers employed in North Salem can obtain library cards) and in 2009, approximately 4,500 attendees of all ages at its various events from January to October.⁴¹

The Library's Draft Long Range Plan for 2010-2015 has goals for improving the building and grounds, staff, collection, technology, community outreach, funding and governance.

9.1.3 Police Protection

Residents are happy with the Town's police protection; according to the Town-wide Survey results, the police ranked the highest among satisfaction with residents. The Town of North Salem Police Department and the New York State Police both provide police protection to the Town of North Salem. The State Police provides full-time police service to the Town of North Salem. The North Salem Police Department is available part-time and is used to supplement the State police patrols. The local police department is located in the Town Office buildings on Titicus Road (Route 116) in the Annex building behind where the Town Court and



meeting room are located. The New York State Police are available 24 hours a day, and have barracks located in Somers and sub-stations located in Lewisboro and Pound Ridge.

⁴¹ Interview with Carolyn Reznick, Library Director, on November 13, 2009 and the *Ruth Keeler Memorial Library 2008 Annual Report*. The *Ruth Keeler Memorial Library Long Range Plan* was completed in 2010 and copies are available at the Library.

The New York State Police barracks in Somers serves four towns (Lewisboro, North Salem, Pound Ridge and Somers) and Interstate 684. The State Police force serving North Salem and these three other towns has 3 sergeants, 34 uniform troopers, 5 investigators, 1 police canine and 12 vehicles. The Police Department headquarters has no indoor garage and all police vehicles are parked outside. The Town of North Salem Police Department has 15 part-time police officers, 1 part-time parking enforcement officer, 3 patrol cars, and 2 four-wheel drive vehicles available to supplement the State police patrols. The North Salem Police Department reports that residents of North Salem currently receive adequate police protection, and expansion of police services is not required at this time.

It should be noted that North Salem Police Department coverage improved with changes made in September 2008, which included increases in departmental personnel and more patrol hours. The Police Department hired more part time officers and the department put on an additional full tour, for a schedule of two half tours and one full tour. The tours are primarily focused on traffic control, such as addressing speeders and being on hand for vehicular accidents.⁴²

9.1.4 Fire Protection Services

The Croton Falls Fire District (CFFD) provides fire protection and emergency services to most of the Town of North Salem and small areas of Brewster, Carmel and Southeast. The CFFD is different from the Croton Falls Fire Department.



The Fire District is a taxing authority independent of Town government which funds the Fire Department for facilities, training and equipment. The Fire Department provides residents with fire protection.

The CFFD has a range of 60 to 80 volunteer fire fighters (40 to 50 being active), many of whom work in North Salem and are therefore able to respond to fire alarms. The CFFD also has approximately 20 EMTDs (Emergency Medical Technicians with Defibrillator training), 1 paramedic and also several first responders who are trained in various types of first aid. From 2006 to 2009, the Fire Department has responded to an annual average of 570 calls.⁴³

The CFFD has stations in Croton Falls (1 Front Street) and in Salem

⁴² Telephone conversation on February 5, 2009 with Sergeant Andrew Brown of the Town of North Salem Police Department.

⁴³ Telephone conversation on December 9, 2009 with Marianne Faulk, CFFD secretary.

Center (301 Titicus Road) available to respond to service calls. The station located in Salem Center has recently expanded, providing additional office, meeting and training space and two additional bays for equipment and trucks. The CFFD has 8 pieces of equipment and trucks available including:

- 4 pumper trucks with 750-gallon to 2,750-gallon water capacity;
- 2 combination mini-attack pumpers/rescue vehicles (each holding approximately 250 gallons or more of water); and
- A rescue vehicle and a utility truck.

State law mandates that the CFFD also have the following equipment: 3 Chief cars, 2 motorized boats and one all-terrain vehicle (ATV). The pumper trucks all have ladders at least 35 feet long. In the last few years, there has been more demand for emergency services in terms of EMS (Emergency Medical Service) calls. There has been a slight decrease in fire calls in relation to improved building codes. The Fire Department provides continuous safety and emergency training.

Water supply is a one of the biggest issues in providing local fire protection. Since the Town has no fire hydrants, the CFFD is equipped with four pumper trucks to carry water, as well as ice augers to replenish water supply in the winter. When a developer proposes a new subdivision, the Planning Board and Fire District work together to ensure that the development has access to a water supply (the developer may have to install underground water storage tanks, if needed).

The location of the Croton Falls Department is another issue. It has been noted that congestion on nearby roads (Route 22, Somerstown Turnpike and Croton Falls Road) delays response time out of the station.⁴⁴

A small section of North Salem, including residences located on Valeria Circle and along Nash Road, are served by the Golden's Bridge Fire Department (GBFD), which is one of three volunteer fire departments that serve the Town of Lewisboro. The GBFD also serves a portion of I-684 and the Metro North Railroad. The GBFD has approximately 70 volunteer fire fighters, including paramedics and EMTs who can respond to the North Salem area from their department in Lewisboro within 5-8 minutes.⁴⁵ Some of the GBFD's volunteers are trained for advanced firefighting, rescue operations, hazardous materials, pump operations and arson awareness. Equipment available at the Fire Department includes: 2 "Class A" pump trucks, 1 mini-attack pumper, a 3,300 gallon tanker, a

⁴⁴ Jeff Dackery, Drew Outhouse and John Schumacher, at a Community Facilities meeting on February 20, 2009.

⁴⁵ Telephone conversation on February 3, 2009 with John Winter, a member of the Golden's Bridge Fire Department.

large rescue vehicle and 2 rescue vehicles.

9.1.5 Emergency Services

The North Salem Volunteer Ambulance Corps (NSVAC) provides emergency medical services in the Town of North Salem and in parts of the Towns of Southeast and Carmel. Also, as part of a mutual aid agreement, the NSVAC responds to calls from other communities in the area whenever there are calls for assistance. It is entirely run by volunteers, most of whom are North Salem residents. The Ambulance Corps has approximately 15 volunteer EMTDs (Emergency Medical Technicians with Defibrillator training) and first responders who are trained in various types of first aid. A number of members are CPR trained and some volunteers who are ambulance drivers.



The NSVAC responds to approximately 365 calls per year and is equipped to handle 400-plus calls per year not counting multi-casualty incidents (MCIs). The number of calls varies from no calls to possibly 5 calls in any given day. The NSVAC and local ambulance companies from surrounding communities respond to calls in neighboring communities as part of a mutual aid program, as described above. Since each of the local volunteer ambulance companies is not equipped to handle large accidents, each community's ambulance service supplements the services of adjoining communities as part of the mutual aid program.

Additionally, North Salem is part of an emergency medical service consortium, which involves 8 communities. Under this consortium, North Salem contracts for advanced life support services (ALS paramedics respond along with the NSVAC).

The NSVAC recently relocated its facilities to a newly constructed, larger building on Daniel Road, in Croton Falls, to provide adequate facilities for volunteers serving shifts, office, meeting and training space and 4 bays for ambulances. The NSVAC has 3 ambulances and a County-owned MCI trailer, equipped to provide care for 50 people. The current facilities generally serve the community's needs.

Points for improvement for the NSVAC include a funding plan for future years, increase in professionally trained volunteers and better response time. Like the CFFD, the NSVAC experienced a decrease in public donations at their fund drive and expects less money from the Town and their third funding source. A funding plan would be beneficial to maintain

quality service during this economic downturn. The NSVAC is also in need of volunteers. A third problem area is response time, which can be up to 18 minutes for an Advanced Life Support (ALS) Vehicle, or swing car, which is stationed in Somers.⁴⁶

9.1.6 Emergency Management

The Town of North Salem has created a team of Emergency Management coordinators to address emergency planning and preparedness along with coordination of Town safety policies and procedures. This team is comprised of a director, a secretary, one representative from the NSVAC, one representative from the North Salem Highway Department, one representative from the CFFD and one representative from the Police Department. The Emergency Management team develops and implements a plan of emergency resource identification and management and coordinates local emergency service providers. This team and the resulting plan involve interaction with residents and various officials in local, County, Regional, State and Federal governments. Programs to safeguard Town employees in accordance with the mandates of New York State and Federal safety programs have also been developed and coordinated.

9.1.7 Recreational Facilities

Residents in the Town of North Salem currently have access to several parks, open lands, and other recreational facilities for active and passive recreation use. There are 1,300 acres of publicly owned land set aside for public recreation uses with an additional 747 acres under the management of the North Salem Open Land Foundation (a private, non-profit group). Numerous developed recreational facilities are available in the Town of North Salem and are both publicly and privately owned. Most of these facilities are available to all North Salem residents; however some require membership dues and additional fees such as private golf clubs and private horse trails. Table 9.3 lists the recreation lands and facilities located in North Salem.

Historically, there has been a great demand for use of active recreation facilities in North Salem. The *Parks and Recreation Plan* (1994) acknowledges that the existing supply of recreation facilities and recreation land meets national and State recreation standards, but the Plan further states there is a need for additional recreation facilities and recreation land so as to maintain the high standards established locally and to address potential population growth. Since the preparation of the *Parks and Recreation Plan*, a new Town park known as Volunteers Park was created on June Road. The *Parks and Recreation Plan* is currently being

⁴⁶ Beth Sanger and Kurt Guldar, at a Community Facilities meeting, February 20, 2009; telephone conversation with Edith Ritchie on December 2, 2009.

updated. Map 9.4 below details North Salem's recreational space.

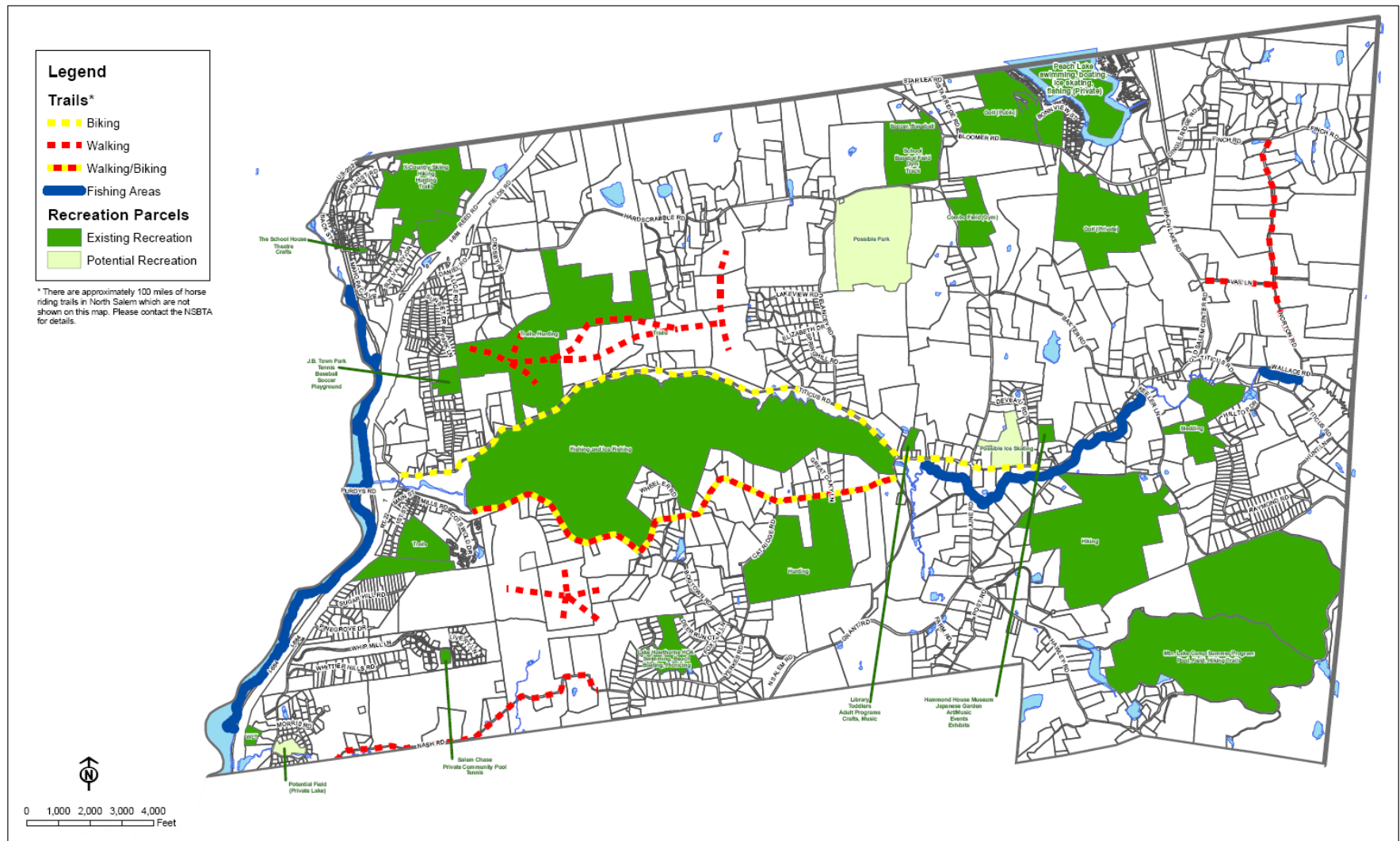
Map 9.4: Recreational Space in North Salem

Table 9.3: North Salem Recreational Facilities and Amenities

Name of Park or Facility	Recreational Amenities
<u>Town-Owned Recreational Facilities</u>	
Joe Bohrdrum Park	20.0 acres; two youth baseball fields; one soccer field (may be expanded); two tennis courts; two basketball courts; and a children's play area
Volunteers Park	13 acres; one soccer field; one baseball field, one basketball court; and children's play area
North Salem High School and Middle School	One varsity soccer field; one additional soccer field; running track; field hockey field; one baseball field; cross-country course; and one gymnasium
Pequenakonck Elementary School	One soccer field; two children's play areas; and one gymnasium
<u>Town and Not-for-Profit-Owned Easements</u>	
Town Owned	45 parcels
North Salem Open Land Foundation	13 parcels (747 acres)
Westchester Land Trust	5 parcels (607 acres)
<u>School-Leased Recreational Facilities</u>	
Purdy's Field	3.0 acres; one softball/youth baseball and soccer field
<u>Westchester County-Owned Park</u>	
Mountain Lakes Camp/Park	1,000 acres; ice skating; cross-country ski trails; hiking and jogging trails; and summer camp facilities: swimming pool and hall)
<u>New York City Department of Environmental Protection (NYCDEP) Lands</u>	
Titicus Reservoir	3 miles long, usage by permit: fishing; and non-motorized boating
Croton River	Fishing
Titicus River	Fishing
<u>Privately-Owned Facilities and Lands</u>	
Salem Center Fire House	One youth baseball field
Audubon Society	200 acres; horse trails and permitting hiking
North Salem Open Land Foundation	446 acres on various sites; permitting hiking, cross-country skiing and horseback riding
Pequenakonck Country Club and Bloomerside Club	Large enclosed pavilion and 9-hole golf course
Lakeside Field Club	Eight tennis courts; swimming pool complex; beach; children's play area; and platform tennis
North Salem Bridal Trails Association	Horse Trails
Salem Golf Club	165 acres; 18 hole golf course

Source: Town of North Salem, *Parks and Recreation Master Plan (1994)*. Extrapolated by Ferrandino & Associates Inc.

9.1.8 Public Utilities

There are three public water supply systems in the Town of North Salem and there are no public sewage treatment systems in the Town. The three municipal water districts (see Map 9.5) are governed by the regulations for their operation and administration contained in the Code of the Town of North Salem, Chapter 230, Water and Westchester County Department of Health regulations. The public water districts include the following:

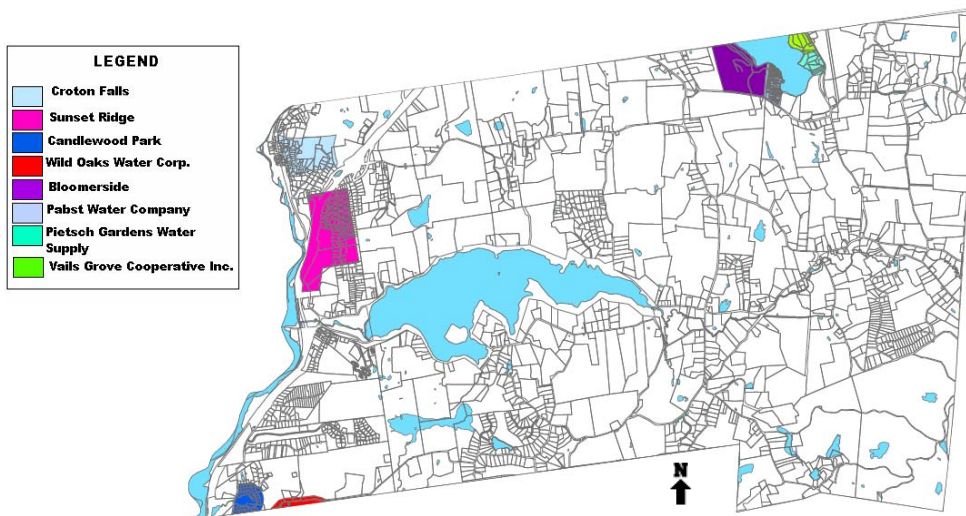
- Croton Falls Water District
- Candlewood Park Water District
- Sunset Ridge Water District

Currently, improvements are being planned for the Croton Falls Water District and the Sunset Ridge Water District due to issues of water quality.

In 2008, the Town Board approved the Peach Lake Sewer District. In November 2009, \$7 million in Federal funding was received and construction of the sewer system was scheduled to begin in summer of 2010.

The Candlewood Park District (CPD) was formed in 2005 to dredge the lake in this neighborhood, rebuild the dam and maintain the surrounding area. Although the lake has been dredged, the dam has not yet been rebuilt.

Map 9.5: North Salem Water Districts⁴⁷



Source: Westchester County GIS Data

⁴⁷ Map 9.5 was created with Westchester County GIS Data, which only have the larger privately owned water districts. There are many, smaller privately owned water districts in Town.

9.2 Recommendations

The task of improving community facilities and services, while containing taxes, is increasingly difficult in the current economic climate. Representatives from all community services gathered for a meeting on February 20, 2009 wherein they discussed limited funding, underlining the fact that improvements must be reviewed with an eye on cost.

Schools

- Recognizing that school funding and administration are not Town functions, and responding to residents' concerns, it was recommended that a public committee, comprised of representatives from the School District, Town government and residents, be created to study the sharing of services.

Fire and Emergency Services

- Maintain and support tax incentives for volunteers in the Croton Falls Fire Department and the North Salem Volunteer Ambulance Corps.

Emergency Management

- Research funding and grants availability to allow all schools to become emergency shelters.

Recreational Facilities

- Preserve Town-owned parks, and consider instituting a program of capital infrastructure maintenance for recreational facilities.
- Explore the feasibility of providing a swimming pool and support facilities at Mountain Lakes Park that is run by the Town under a license agreement with the County of Westchester.
- Update the 1994 Town Recreation Master Plan.

10.0 CAPITAL PLAN

A capital plan is intended to assist the Town in making choices about which capital projects should be implemented, how they should be financed and when. It is helpful to establish funding of high-priority projects in a timely and cost-effective way. The plan identifies and describes capital projects, the years in which funding each project is to occur and the method of funding. While a capital improvement plan may be designed to forecast any period of time, it generally covers a three to five year time frame. Some of the recommendations in this Comprehensive Plan should be implemented via the capital budgeting process.

The capital planning process generally involves the following steps:

- Inventory Assets

This will rely on department heads and consultants to assess the condition of capital assets already owned, controlled or maintained by the Town (e.g. buildings, properties, roads, etc.). Information derived through the inventory process should include a description of the capital asset being inventoried, the name of the department controlling the asset, the location of the asset, purpose or use of the asset, when the asset was acquired or constructed, the expected life of the asset, a description and date of any major renovations, and a description of the condition of the asset. The description should include a discussion of any renovations or upgrades that will be required over the period covered by the capital plan and the year that the asset should be replaced. The Town has begun to compile this inventory.

- Establish Priority Ranking Criteria

The challenge that North Salem faces is how to prioritize needs that can be met with available resources. Criteria should be established that can be used as a guideline for prioritizing project funding. The criteria established should facilitate ranking projects on a high, medium or low priority basis.

High priority projects may include those that are (i) required by law or specific court order, (ii) required by contract, (iii) improve public safety, (iv) reduce current operating, maintenance or contractual expenses, (v) increase revenues, (vi) contribute to job retention or (vii) benefit all or a majority of the residents.

Medium priority projects may include those that (i) prevent deterioration of assets, (ii) improve delivery of services to the public, (iii) contribute to job creation, or (iv) are non-essential but have a high degree of public support.

Low priority projects may include those that (i) support delivery of a service for which there is a declining demand, (ii) enable the provision of a new service not currently provided, or (iii) improve the quality of life but are non-essential.

Each party involved in the capital planning process should be informed of the criteria.

- Prepare Financial Forecasts

Projects are made to determine the funding that will be available and the level of capital expenditures that the Town can make over the period covered by the capital plan.

- Prepare Project Requests

Project requests represent a “wish list” of desirable projects, typically completed by each department within the Town. This involves preparing forms to request capital funding for the repair, renovation, upgrading or replacement of assets identified through the inventory process, or for the construction or acquisition of new capital assets.

The information included in the requests should facilitate the prioritizing of projects. Accordingly, the requests should include the following:

- Project Description: a description of the proposed construction project or equipment to be acquired.
 - Existing Condition: a description of the existing condition to be improved by the project.
 - Goals and Benefits: the goals and benefits to be derived through the construction or acquisition project.
 - Funding Schedule: the estimated cost of the project and timing for funding.
 - Project Funding: the Town resources that will be used to fund the project.
- Prioritize projects

The planning process makes it possible to evaluate needs by ranking them in priority order after all relevant information has been gathered. The plan may also account for the impact of selecting a project on the overall budget, including operation or maintenance costs, or additional staffing when a new service is involved, or other consequences. Deciding which projects to undertake requires an assessment of these consequences so that options can be compared.

Finally, a preliminary capital plan can be approved. It is important to review and monitor the plan and update it as needed.

Recommendation: The Town should undertake the above steps for its capital planning process that prioritizes projects, sets timing goals and sets forth funding options.

The benefits of a capital plan include the following:

- Improves project planning and timing sequence, rather than an ad hoc policy of allocating resources to capital projects without regard to long-term impacts on the Town's available resources.
- Assures that the most important projects are funded, and the most appropriate method of funding.
- Integrates budgeting for Town services with budgeting for capital improvements, to ensure that construction and acquisition needs are addressed.

APPENDIX A

APPENDIX B

APPENDIX C

APPENDIX D

APPENDIX E

APPENDIX F

APPENDIX G

APPENDIX H

APPENDIX I