

Lewisboro Town Master Plan

Town of Lewisboro
Westchester County, New York

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

Prepared by the
Town of Lewisboro Planning Board

Paul A. Lewis, Chairman
John A. Armstrong
Lee V. Blum
Kenneth Batchelor
Enzo V. Allegretti
Marilyn J. Madsen, Secretary
Theodore H. Chase (until December 1983)
Donald H. Edman (until November 1983)
Carolyn U. Smith (until June 1983)
William A. Best, Jr. (until August 1982)
John J. Donovan (until March 1981)

With the assistance of
Frederick P. Clark Associates
Planning Consultants, Rye, New York

David J. Portman, Partner-in-Charge
Edward E. Burroughs, Planner-in Charge

Table of Contents

INTRODUCTION	Page vi
LEWISBORO BASE MAP	viii
1. EXISTING LAND USE	1
1.1 Extent of Development	1
1.2 Characteristics of Land Use	1
1.3 Zoning	6
1.4 Development in Progress	7
2. POPULATION AND HOUSING	10
2.1 Population Growth	10
2.2 Age Characteristics	12
2.3 Social Characteristics	14
2.4 Housing Growth	15
2.5 Housing Characteristics	17
2.6 Potential Residential Growth	18
3. PHYSICAL FEATURES OF THE LAND	22
3.1 Topography and Surface Hydrology	22
3.2 Soils	24
3.3 Soils Characteristics	26
3.4 Wetland Functions	27
3.5 Aquifers	29
3.6 Development Limitations Summary	31
4. THE REGIONAL CONTEXT	33
4.1 New York State	33
4.2 Tri-State Regional Planning Commission	34
4.3 Regional Plan Association	38
4.4 Westchester County	38
4.5 Adjacent Towns	44
5. FISCAL CONDITIONS	47
5.1 Sources of Revenue	47
5.2 Tax Base Trends	49
5.3 Town Budgets	49
5.4 School District Budgets	52
5.5 Property Tax Rates	56
5.6 Summary	56
I. GOALS AND POLICIES	59
Goal 1: A Residential Community	59
Goal 2: Four Hamlet Centers	60
Goal 3: Open Space and Natural Resource Preservation	60
Goal 4: Enhance Community Character and Appearance	61
Goal 5: Establish a Regional Position	62

II.	RESIDENTIAL DEVELOPMENT	64
	A. Guidelines and New Considerations	64
	B. Recommended Development Pattern	66
	C. Housing Issues	68
	1. Multi-Family Housing	68
	2. Conservation Development	69
	3. Subdivision Layout	71
	4. Cost of Housing	72
	D. Magnitude of Potential Residential Development	74
III.	COMMERCIAL DEVELOPMENT	76
	A. Existing Facilities	77
	B. Hamlet Business Development: An Overview	78
	1. Level of Development	78
	2. Development Standards	82
	C. Campus Commercial Development: An Overview	84
	1. Characteristics	84
	2. Development Standards	87
	D. Recommended Development Pattern	89
	1. Hamlet Business Areas	89
	2. Campus Commercial Areas	93
IV.	OPEN SPACE AND RECREATION	97
	A. Definition of Open Space	97
	B. Functions of Open Space	98
	C. Existing Open Space and Recreation Facilities	99
	D. Open Space and Recreation Land Standards	102
	E. Recommended Open Space System	104
	F. Implementation	104
V.	PUBLIC FACILITIES AND SERVICES	107
	A. Town Government	107
	B. Highway Department	108
	C. Police Service	109
	D. Fire Protection	111
	E. Schools	112
	1. Existing Facilities	112
	2. Demography and Enrollment Projections	114
	3. Future School Development	116
	F. Sewerage Facilities	116
	G. Water Supply	117
	H. Library Service	118
	I. Refuse Collection and Disposal	118
VI.	COMMUNITY CHARACTER AND APPEARANCE	120
	A. Residential Areas	120
	1. Use of Natural and Man-made Features	120
	2. Separation From Major and Collector Roads	121
	3. Street Construction	121
	4. Architectural Review	121
	B. Commercial Areas	122
	1. Visual Appearance	122
	2. Circulation	122
	3. Site Development Standards	122

C.	Areas of Special Character	122
1.	Old Goldens Bridge	123
2.	Cross River	125
3.	Mead Street	127
4.	South Salem	129
5.	West Lane/Elmwood Road	131
D.	Landmarks	131
1.	Preservation	133
2.	Zoning	133
3.	Development	133
VII.	TRANSPORTATION	134
A.	Traffic Flow and Service Volumes	134
B.	Traffic Safety	136
C.	Roadway Classification	137
D.	Existing Road System and Recommended Improvements	138
1.	Limited Access Highways	141
2.	Major Roads	142
3.	Collector Roads	145
4.	Local Roads	146
E.	Commuting Patterns	146
F.	Rail and Bus Transportation	147
G.	Recommended Road Plan	150
VIII.	TOWN PLAN MAP	153

Tables

	<u>Page</u>
1 Extent of Development	2
2 Change in Land Use	4
3 Existing Land Use	5
4 Total Area and Undeveloped Land Area by Zoning District	8
5 Population 1920 to 1980	10
6 Population Growth Lewisboro and Surrounding Municipalities	11
7 Population Density Lewisboro and Surrounding Municipalities	11
8 Summary Age Composition of Population	12
9 Housing Units by Decade 1940 to 1980	16
10 Potential New Residential Development Under Present Zoning	19
11 Ultimate Residential Development Potential Under Present Zoning	20
12 Town and School District Budget Revenue Sources	48
13 Town Government Cost Trends 1970 to 1980	53
14 Katonah-Lewisboro School District Expenditures and Tax Levy Per Student	54
15 School District Cost Trends 1970 to 1980	55
16 Potential Demand for Hamlet Business Development	80
17 Open Space and Recreational Lands 1972 and 1984	100
18 Open Space Standards	103
19 Housing Units, Population and School-Age Children 1970, 1980 and 1990	115
20 Estimated Average Annual Daily Traffic	135
21 Roadway Classification	139
22 Lewisboro Road System	140
23 Place of Work of Resident Work Force 1980	148
24 Categories of Land Use Shown on Town Plan Map	154

Figures

	<u>Page</u>
1 Age-Sex Distribution of Lewisboro's Population	13
2 Soils Location	25
3 Drainage Characteristics	28
4 Lewisboro in Relation to Tri-State Regional Development Plan	36
5 Lewisboro in Relation to Westchester County Urban Form Concepts Map	40
6 Lewisboro Tax Base 1970 to 1982	50
7 Composition of Lewisboro's Tax Assessment Roll 1982	51
8 Town, School District, State and County Tax Rates 1975 to 1983	57
9 Present ORL-10 Zoning District	94
10 Katonah-Lewisboro School District	113
11 Old Goldens Bridge Special Character Area	124
12 Cross River Special Character Area	126
13 Mead Street Special Character Area	128
14 South Salem Special Character Area	130
15 West Lane/Elmwood Road Special Character Area	132

Introduction

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

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

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

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

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

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

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

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

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

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

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

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

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