VILLAGE OF IRVINGTON

2003 COMPREHENSIVE PLAN

FINAL

March 2003

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INTRODUCTION

We are pleased to present to the Irvington community the Village of Irvington's 2003 Comprehensive Plan. We hope the Plan will serve as a policy guide for future growth and development in the Village. The original draft Plan was prepared by the Village of Irvington Land Use Committee, which was appointed by the Village Board of Trustees and charged with the following mandate:

"To examine and provide potential alternatives to the Board of Trustees regarding the land use and growth management initiatives the Village should follow in the future in order to preserve the existing character of the Village, to protect the health, safety, environment, and quality of life enjoyed by Irvington residents, to mitigate the effects of rapid growth expansion, to protect environmentally sensitive areas, including our inland watercourses, to preserve open spaces and to create new green spaces, with special sensitivity to our scenic vistas and historic landscapes."

The members of the Land Use Committee were:

Caroline Niemczyk, LUC Chair; Open Space Advisory Committee
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T. John Canning, Transportation Engineering
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Donald Marra, Staff Liaison to the Committee
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Lesa Yesko, Committee Assistant to LUC Chair

The 2003 Plan was drafted against the background of the Village's 1979 Comprehensive Plan and 1988 Land Use Plan. Like these earlier plans, the 2003 Plan is based on the overarching goals of managing growth while preserving the Village's natural and scenic resources and its small-town, historic character. The Plan was developed over a 12-month planning process, during which the Committee and its planning consultants met with Village elected officials, staff and representatives from Village committees; conducted field trips to assess existing conditions and issues in the Village; and held a public workshop on November 13, 2001 and a public hearing on May 14, 2002 to elicit resident input into the Plan. In addition to the public meetings, all Land Use Committee meetings were open to residents and several informal meetings were held to share information with the community.

To respond to the Trustees' mandate, the draft Plan, as this final plan, focuses on four major issues: land use and development controls; transportation; open space and parks; and the Main Street area and the waterfront. The Plan begins with an executive summary followed by a chapter discussing Irvington's development and planning history as well as the regional planning policies that are relevant to the Village. Chapter 2.0, Population, looks at Irvington's demographic characteristics. Each of the four issues is then addressed in a separate chapter of the Plan.

EXECUTIVE SUMMARY

Comprehensive Plans provide guidance and recommend the implementation of strategies for a community's future development. As defined in NYS Planning and Zoning Law, a village comprehensive plan is a means to guide "the immediate and long-range protection, enhancement, growth and development of the Village." The comprehensive planning process involves a variety of research and assessment tasks: review of past plans and objectives, examination of historical trends and current conditions, identification of issues of concern, and formulation of recommendations for existing issues and future opportunities.

An important part of a comprehensive plan is the definition of an overarching "vision" for the community, an articulation of a community's identity and how it should be shaped for the future. The vision for the 2003 Comprehensive Plan is grounded in the mandate given to the Land Use Committee by the Board of Trustees, to examine recommendations for land use and growth management initiatives that would preserve the Village's built character and open space qualities. This mandate, described in the Introduction on the preceding page, can be distilled into four main goals:

1. ***Preserving and enhancing the Village's existing built character and scale.***
2. ***Protecting the health, safety and quality of life of Village residents.***
3. ***Controlling and managing growth in the Village.***
4. ***Protecting and enhancing the Village's green spaces, natural resources, open space areas and scenic corridors.***

To realize these goals, the Plan focuses on four major policy areas: land use and development controls; transportation; open space and parks; and the Main Street area and the waterfront. Over the course of the 12-month comprehensive planning process ***by the LUC and the equally long process during which the Plan was refined by the Village Board,*** research was conducted to identify issues and develop recommendations pertaining to these policy areas. Input was also provided by Irvington residents during the November 13, 2001 public workshop, during which residents offered insight into Irvington's key strengths and issues and commented on possible recommendations for issues such as open space preservation, senior and affordable housing, preserving the historic character of the Main Street area, and addressing the development potential on the larger undeveloped parcels in the Village.

After the draft Plan was presented to the Village Board by the LUC, the Board met with several Village officials including the chairs of the Planning Board and Zoning Board of Appeals and held several public meetings with the chairs of the LUC and its members. Thereafter, the Village held six public hearings on the Plan as set forth below:

October 21, 2002 - An introduction to the entire Draft Plan

November 4, 2002 - Land Use and Development Controls

November 18, 2002 - Transportation

December 2, 2002 - Open Space and Parks

December 16, 2002 - The Main Street area and the Waterfront

April 28, 2003 - Public Hearing on the Final Plan and its updated DGEIS (draft generic environmental impact statement)

Throughout these public hearings, and a hearing on the State Environmental Quality Review Act aspects of the Plan, the Village Board received input from dozens of residents. The final version of the Plan thus represents input from the LUC, the Village Board, other Village officials and the Community at Large.

The Village Board would like to thank members of the LUC for their tireless effort in preparing the excellent draft Plan – most of which is reflected unchanged in this final Plan. Their work constitutes a great service to our community.

The Board also would like to thank the members of our community who took the time to study the draft Plan, attend public hearings, and offer the Village Board constructive and positive feedback and suggestions on the draft Plan. Many of the suggestions and comments of residents are also reflected in the Plan. The process of drafting and finalizing the Plan confirms the extraordinary talents of Irvington residents and their dedication to our community.

As a result in part of lengthy process by which the Plan was formulated, the Village Board already has implemented several measures called for by the Plan. These include traffic calming, demapping of certain paper roads, discussions with State officials regarding the Dows Lane traffic corridor and a foot bridge to Scenic Hudson Park, applying for historic district designation for the Main Street area, the draft of a wetlands ordinance, preservation of Westwood, amending the Village's height ordinance, and many other measures.

As noted above, the Comprehensive Plan incorporates the research and public input obtained during the planning process. Each of the policy areas is addressed in a separate chapter of the plan, which details existing conditions, current issues, ***goals for the*** Village, ***and plans for implementation.*** Together, these set forth a guide for Irvington's future growth and development.

The major objectives for each policy area are summarized below.

Land Use and Development Controls

Policy Objective. Preservation of Irvington's built character – its density, scale and historic character – and its natural and scenic resources are key Village goals. Existing Village zoning and subdivision ordinances will be updated to ensure that future development is in concert with these public goals.

Implementation.

- Amend cluster provision to increase the flexibility and open space mechanisms contained in the ordinance.
- Address potential infill housing development by ***amending coverage provisions to focus on the principal structure on the subject lot.*** Review existing Zoning Code regulations governing ***frontage and*** flag lots, and if necessary, amend Code to prohibit such lots. ***Examine and clarify village regulations regarding frontage requirements for new construction.***

- ***Amend portions of the Village Code to encourage below-market-rate housing by, for example, increasing allowable density within specific parameters for below-market-rate housing or permitting housing in areas currently not zoned for such use.***
- ***Amend provisions regarding the imposition of recreation fees on lot subdivisions to increase such fees and establish a fund to, among other things, acquire and maintain open spaces, improve recreation facilities, and fund Village-wide transportation improvements.***
- Protect the scenic qualities of Broadway and the Old Croton Aqueduct by requiring a deeper, landscaped buffer for all new lots created through subdivision of property.
- Preserve historic ambiance of the Village by creating a historic district and landmarks ordinance and designating the Main Street area as a historic district, as well as by amending the Subdivision Ordinance to require protection and mapping of stone walls throughout Village.
- Review existing protections provided by the Resource Protection Ordinance (Article XV) for environmental and natural features such as wetlands and watercourses. ***If necessary,*** enact a wetlands/watercourses ordinance and explore additional ordinances such as ridgeline development and erosion and sediment controls.
- Create a parks and recreation zone for the Village's major public and private recreation areas, such as the Ardsley Country Club.
- Rezone the southwest portion of the Village, Matthiessen Park, ***and other properties (as specified in more detail in Figure 3.3)*** to require ***larger lot sizes of up to*** 2.0 acres per lot, to preserve open space and density patterns.
- Demap zoning on land beneath the Hudson River and prohibit transfer of development rights to developable upland areas.
- ***Examine the existing permit and approval process for issues such as subdivision approval, building permits and others, and, where lawful, introduce provisions limiting the time for which such permits and/or approvals are valid.***

Transportation

Policy Objective. Irvington's transportation network – its roads, pedestrian networks, as well as the regional mass transit system – is an integral part of the Village's character. The recommendations set forth in this Plan seek to ensure safe and efficient traffic circulation, preserve the character of local roads, and enhance pedestrian and bicycle networks in the Village.

Implementation.

- Update Village official maps to show dedicated public thoroughfares and de-map paper roads that do not forward Village goals.
- Improve traffic operating conditions and safety conditions for vehicles, cyclists and pedestrians in problematic areas, including but not limited to the following:
    1. Working with state officials to lower the speed limit along Broadway.
    2. Studying the feasibility of improving the Dow's Lane corridor.
    3. Working with the School District to create the "Link Road" access at the High School, in case of an emergency.
    4. Requiring the construction of sidewalks on new roads, where appropriate.
    5. Posting and enforcing the new dirt-bike/all-terrain-vehicle ordinance.
    6. ***Discuss the reopening of Field Point Drive with its owners.***
- Improve pedestrian access to the waterfront and to the open spaces areas in the eastern portion of the Village. ***Continue to support the County's Hudson RiverWalk initiative.***

- Extend the network of bicycle-friendly trails and place bike racks at high-traffic locations.
- Update Village Codes to classify Village thoroughfares based on function, jurisdiction, use, type and level of design/construction.
- Update Village Codes to prescribe what constitutes a significant adverse impact to traffic operating conditions at a specific location, based on the 2000 Highway Capacity Manual ***and other appropriate materials.***
- Evaluate the feasibility of implementing the following amendments to Village Codes to better address safety for drivers, cyclists and pedestrians and to limit the permitted additional volume of traffic caused by new development in the Village along local roads:
    1. Setting threshold levels above which a traffic study must be performed for new developments.
    2. Prohibiting developments which will be a primary generator of commercial traffic over residential thoroughfares.
    3. Prohibiting the construction of roads or driveways connecting to limited access thoroughfares.
    4. Limiting the additional volume of traffic that a development may add to:
        a. connector or arterial roads that do not have a sidewalk.
        b. high accident locations
        c. narrow or unpaved thoroughfares
        d. other local thoroughfares.
    5. Requiring a developer to seek approval from the Board of Trustees to change the classification of a Village thoroughfare; and
    6. Requiring development fees to establish local mass transit services and improve, enhance and expand pedestrian and bicycle facilities.
- ***As with other aspects of this Plan, the Village Board will empanel a Transportation Committee to study these issues and make specific implementation recommendations to the Board. New committees established pursuant to the Plan will meet with liaisons from the Board of Trustees, discuss a time frame and plan for their work, and be given guidelines by the Board to ensure that the committee work is consistent with the goals set by the Plan.***

Open Space and Parks

Policy Objective. Irvington's existing open space, natural and scenic resources provide environmental and aesthetic benefits to Village residents, and are part of a larger, regional open space network. Measures should be developed to improve access to designated parks and recreation areas and further protect natural resources, open space areas and scenic corridors.

Implementation.

- Enact a cluster ordinance that will enable the preservation of open space and natural resources on parcels being developed for residential uses.
- Explore additional opportunities to purchase areas with significant natural or open space resources using Village bond money, and public and private funds.
- Enhance the scenic corridors along Broadway and the Old Croton Aqueduct Trail by implementing landscaping requirements for developed properties and deepening the buffer requirement on properties that can be developed in the future.
- Improve trail links between open space areas by formally designating and mapping trails and providing additional parking at trail entrances and Village parks. Link the Village trails to the regional trail network along the waterfront and in the eastern portion of the Village.

- Support efforts to maintain and preserve the Old Croton Aqueduct Trail ***and examine ways to improve safety where the Aqueduct intersects village streets.***
- Update Village list of dedicated parkland, adopted in February 1989, to include Village-owned property in eastern portion of the Village.
- Locate a suitable site or sites for Village recreation fields, ***examine the possibility of constructing a dog park, and study the possibility of constructing a community pool.***
- Preserve the Village's open space character by continuing to publicize and encourage the use of conservation easements on private property.
- ***Continue to work with other villages, towns, the County, and the State to preserve open space on a regional level.***
- ***Adopt a new recreation zone for Village-owned property and other sites.***

Main Street Area and the Waterfront

Policy Objective. The Main Street area and the waterfront are destination areas for Village residents, serving as the center of commercial and municipal activity. Each has a historic character and scale that contribute to the charm and identity of the Village. This scale and built character should be preserved, and access to the waterfront improved, to create a more cohesive center. ***A vital, diverse, and historic Main Street and waterfront area contribute to the quality of life for all residents.***

Implementation.

- Preserve the historic character of the Main Street and waterfront areas by designating them as historic districts.
- Protect the built scale of the Main Street area by ***enacting*** a zoning amendment to restrict large-scale development, ***and regulate the height and bulk of renovations or new construction.***
- Preserve the Main Street ***and other views*** of the Hudson River by designating it a scenic viewshed; develop provisions to address obstacles and intrusions on the viewshed.
- Encourage additional mixed-use opportunities along South Astor Street, specifically at the Department of Public Works site and the Trent Building.
- Continue exploring methods to improve safety and traffic flow on Main Street.
- Explore opportunities to improve pedestrian access to the waterfront, such as by designating a pedestrian pathway along the road to the Scenic Hudson Park, by creating a streetscape along West Main Street, and by constructing a second pedestrian overpass to the west side of the railroad tracks, south of the Main Street area, as listed on the Governor's Task Force on Access to the Estuary. A second vehicular access point, to accommodate emergency vehicles and improve access to waterfront areas, should also be considered.
- ***Eliminate industrial zoning with the Village.***

1.0 REGIONAL AND HISTORIC CONTEXT

1.1 Regional Location

The Village of Irvington is located on the eastern side of the Hudson River, in the southwest portion of Westchester County, approximately 20 miles north of Manhattan. The 2.8-square mile village is separately incorporated but situated within the Town of Greenburgh. Bordering municipalities are the Village of Tarrytown to the north, Dobbs Ferry to the south and the Town of Greenburgh to the east. The Hudson River forms Irvington's western boundary, contributing to the scenic natural character for which the Village is known (see Figure 1.1, Regional Location). Irvington is one of twelve municipalities that comprise the Hudson River Shore subregion of Westchester County.

Irvington combines natural beauty and scenic vistas with a well-defined village center to create a village with a charming, small-town character. It is also well situated along regional rail and road networks, offering convenient access throughout the New York metropolitan region. Irvington is a 40- to 50-minute ride by rail to Grand Central Station on Metro-North Railroad's Hudson line and is connected by road to the surrounding area via New York State Route 9 (Broadway), and indirectly via the Saw Mill River Parkway and the New York State Thruway (I-87).

1.2 Irvington History[1]

Irvington's layout and development are rooted in its settlement patterns. The land that would become Irvington was originally populated by the Weckquaseck Native Americans, part of the Mohegan tribe of Algonquins. In the 1600s, Dutch settlers came to the area to farm and trade. Four main families settled in the area: Stephen Ecker, whose plantation was located on what is now the Sunnyside property; Jan Harmse, who settled land on the south and west sides of Dows Lane; Captain John Buckhout, who settled near the Hudson River; and Barent Dutcher, who established a farm on what would become Matthiessen Park.

In the 1700s, King's Highway (known as Albany Post Road after the Revolutionary War and now as Broadway in the Irvington vicinity) was completed to serve as a post road between New York City and Albany. The post road was for a long time the principal road through Irvington and facilitated settlement in Irvington. Maps from that time period show that many of the estates and farms were set along the east and west sides of the road.

By the mid-1800s, prosperous New York City families constructed country estates in the area. Well-known residents included James Hamilton, Alexander Hamilton's son, who constructed the Nevis estate that is now home to Columbia University's Nevis Laboratories; Cyrus Field, inventor of the Atlantic cable, who lived on the Ardsley estate; Charles Tiffany, who developed Tiffany Park which later became Matthiessen Park; and the author Washington Irvington, who developed the Sunnyside estate and for whom the village is named. Many of these estates were subdivided following World War I to make room for new residential communities, but the estate homes still

[1] Sources: "Irvington-on-Hudson," League of Women Voters, (1960); Wolfert's Roost: Irvington-on-Hudson, Washington Irving Press (1971).

stand and the park-like settings of the properties were preserved, contributing to Irvington's historic character and significant open space. Several infrastructure projects were also underway in the 1800s that shaped Irvington's growth and development. In 1837, construction began on the Croton Aqueduct, which ran parallel to and just west of Broadway. Some farms were subdivided and roads rerouted to create space for the Aqueduct. In 1849, the railroad line was completed along the Hudson River, running between New York City and Peekskill and then farther north to Poughkeepsie. In 1850, a developer purchased farmland in what would become the village center and laid out a subdivision plan that included 266 property lots and a street grid, with easy access to the railroad line. The plan included the east-west artery of Main Street with streets branching off in a north-south direction from the foot of Main Street east to Broadway. This development became the Village's main shopping district and municipal center, with the Village Hall, schools, churches and other public institutions situated in the Main Street vicinity. The homes that were developed on smaller lots around the core were occupied by artisans and the employees of the estates. Some industry developed as well along the riverfront, most notably the Lord and Burnham Company, which manufactured greenhouses, but the area preserved its residential character.

The Village took the name Irvington after Washington Irving in 1854 and was formally incorporated in 1872. With the electrification of the rail line in 1913, Irvington became more of a commuter suburb. The subdivision of the estate properties after World War I created residential developments such as Jaffrey Park, Matthiessen Park and Spiro Park. The park-like setting of these developments, along with the private institutional properties such as Nevis Laboratories, have helped Irvington retain its rural character and open space feel even as the population has grown.

1.3 Previous Planning Efforts

Irvington's planning efforts have reflected the long-standing goal of preserving the Village's open space resources and small-scale character. Irvington's three plans, issued in 1929, 1979 and 1988, focus on ways to at once accommodate growth and manage its progression, so that the Village can retain its scale and natural beauty even as population growth increases development pressures. The principal goals and recommendations of these plans are described below.

1929 Plan. The 1929 Plan focused on strategies to preserve the Village's residential character and protect against unchecked development, as was occurring at the time in other communities. The Plan proposed regulatory tools including a master plan, building code and zoning ordinances to achieve the Village goals of enhancing and preserving the existing quality of life and character while controlling future development. To that end, the Plan set forth a series of five-year capital improvement plans spanning from 1929 to 1955; recommendations included street improvements/extensions, acquisition of parkland, and other infrastructure improvements. The Plan was accompanied by an official map, zoning map and building ordinance to guide development.

1979 Plan. At the writing of the 1979 Plan, Irvington's population was projected to grow to 7,000 residents by 1995 (from the '79 over-estimated count of 6,200) and to grow to 8,588 residents by 2035. The goal of the 1979 Plan was to support the current and projected population while at the same time protecting the Village's natural environment and scenic resources. The Plan aimed not to restrict growth but to manage the quality and pattern of development as it occurred.

Specific objectives were set forth in the ***1979*** Plan for future planning efforts. These objectives related to Village finances and character, residential growth patterns, park facilities, open space, preservation of watershed areas, traffic and transportation, essential village services and regional coordination. The plan also made specific recommendations in the following areas to better manage growth:

- ***Human Support Systems***. Village infrastructure and services, including potable water supply, sanitary sewer, solid waste disposal, stormwater drainage, traffic and police and fire services, fall within this category. The Plan reviewed each service and recommended upgrades and improvements needed to meet projected demand.

- ***Protection of Natural and Scenic Resources and Ecological Functions***. Preserving natural resources including wetlands, woodland areas, wildlife and environmentally sensitive areas was a key goal of the Plan. Regulatory tools including protective ordinances, setbacks, buffers, cluster developments and other zoning regulations were proposed to enable resource protection.

1988 Plan. The 1988 Plan evaluated the viability of the goals and implementation tools proposed in the 1979 Plan in the context of current land use patterns, development trends, build-out potential and the anticipated impacts of development. At the writing of the plan, the Village was becoming increasingly concerned with the intensity of development permitted under current zoning and the related stress on Village environment and character that could occur. The Village concluded in the 1988 Plan that while the goals of the 1979 Plan would remain the same, more effective implementation tools were needed. The Plan was adopted by the Village Trustees in 1989 as the Village Comprehensive Plan.

The 1988 Plan focused on land use practices as a way to manage growth. Toward that end, it presented several very detailed recommendations on shaping future development to reinforce the essential character of the Village. These recommendations focused on resource protection, parks and recreation land, waterfront revitalization, and scenic corridors.

- ***Resource Protection.*** The 1988 Plan's signature idea was the adoption of "a comprehensive system for protecting and preserving environmentally sensitive areas," and deriving the allowed density on any property from an analysis of its environmentally sensitive features. These recommendations were linked to the creation of a more extensive public park, open space, recreation, and pathway system, through the use of a new subdivision and site plan process. The principle supporting these processes was that "land should be zoned on the basis of its carrying capacity for development in accordance with the need for environmental conservation, in addition to the more generalized bases for calculating zoned density such as access and availability of services. As a result, properties within the same zoning district might have different allowable densities, based on the environmental sensitivity of the land itself." (p. 25). The report presented the full text of a Resource Protection Ordinance, and other supportive zoning and subdivision text amendments.

- ***Parks and Recreation Land***. The most significant of the natural resources recommendations in the 1988 Plan was entwined with the creation of park, recreation, and open space lands. The major recommendation was the Resource Protection Ordinance. This was supplemented with specific text in the subdivision ordinance (now found in Section 207-20 of the Village Code) regarding land set-asides.

• ***Waterfront Revitalization.*** At the time of the 1988 Plan, the Trustees were working with Peter Gisolfi Associates on a plan for the riverfront properties. The development district comprised all land west of the railroad tracks (excluding Matthiesen Park), land immediately east of the tracks, the municipal parking lot at the northeast corner of Main and Astor Streets, the Burnham Building and its parking lot, and the public works garage and parking lot.

• ***Scenic Corridors.*** The 1988 Plan set forth several goals including preservation of historic development patterns, preserving existing vistas along Broadway and views of the Hudson, and protecting natural features such as varied topography, vegetation, deeply-cut streams, rock outcrops, and large tracts of woodland.

1.4 Relevant Regional Policies

A community's growth and development patterns are shaped most directly by the zoning, land use and planning decisions made by its local government. However, many local concerns, such as air and water quality, traffic conditions, and economic growth have impacts that reach beyond municipal boundaries and can be most effectively addressed when the regional context is taken into consideration. This regional context is frequently provided by vision plans issued by state and county governments and sometimes inter-municipal agreements that provide a broader outlook for growth and development.

For the Village of Irvington, several plans and initiatives have been developed on the county and inter-municipal level that are relevant to Irvington's local decisions. These include:

- Westchester County's Patterns for Westchester: the Land and the People
- Westchester County's Affordable Housing Allocation Plan
- ***Westchester County's Hudson RiverWalk***
- The Hudson River Valley Greenway Program
- The Regional Plan Association's Third Regional Plan

Westchester County Patterns

In 1996, Westchester County adopted Patterns for Westchester: the Land and the People ("***Patterns")***. ***Patterns*** serves as a policy document designed to guide sustainable development that "balances economic and environmental concerns and serves the needs of a changing population." ***Patterns*** offers a broader vision and context for local-level planning initiatives. It supports looking at both local and cross-border issues and encourages inter-municipal communication and cooperation, to strengthen individual municipalities and the County overall.

Since final land use authority rests with municipalities, ***Patterns*** serves as a guide not a mandate for local planning efforts. However, the County does have two sources of influence: 1) when considering distributing grants or funding assistance for local planning efforts, the County can look at whether these local efforts conform to the vision set forth in ***Patterns*** and 2) Under Article 239-m of the State's General Municipal Law, the county's planning department has mandatory review over certain proposed planning and zoning actions that occur within 500 feet of a municipal boundary and state and county facilities. These actions include the adoption of a comprehensive

plan, and the issuance of site plan approval, special permit, or variance for property within 500 feet of a municipal boundary, county or state park or recreation area, county or state roadway, county-owned stream or drainage channel, or county or state-owned land on which a public building or institution is situated. If the County does not approve the proposed action, it can require that the referring local board approve the action by a majority plus one vote of all board members. Westchester County has exercised its right under Article 239-m in disapproving local comprehensive plans, zoning ordinances, and a high-profile retail proposal in New Rochelle that would have eliminated a neighborhood.

Patterns categorizes the County's municipalities, transportation network and natural environment as centers, corridors and open space respectively. Centers consist of a commercial or mixed-use core with surrounding residential or industrial sectors, and range in size and density from hamlets to major centers (cities). Continued investment in these centers is emphasized as a way to strengthen their role as service providers and limit sprawling development. Corridors are defined as Westchester's "historic paths of movement and development." They contain the county's basic transportation infrastructure, including major roads, parkways, interstate highways and rail lines; some are noted as well for the development that has occurred along the road, others for their scenic qualities and access to open spaces. Open space, the final broad land use category, includes definite open space elements, such as private and public parks and preserves, and areas of open space character, such as golf courses and campuses.

The Village of Irvington is categorized in ***Patterns*** as a local center, with a well-defined downtown business district that includes small-scale offices, retail stores, a library, public buildings and "over-the-store" residential uses. As in Irvington, local centers often have a mix of single- and multi-family residential and are proximate to regional rail and road networks.

The recommendations set forth in ***Patterns*** for Irvington reflect Irvington's efforts to preserve its existing patterns of development and open space pattern (see Figure 1.2). In keeping with Irvington's layout, in which housing density decreases moving away from the commercial core, ***Patterns*** recommends a high density urban development (6 – 26 units per acre) at the village core, moving to medium density (3 – 13 units per acre) in a ring around the core, and decreasing to 2 – 7 units per acre throughout the rest of the Village. An open space overlay is proposed for the entire Village to preserve the definite open space elements and areas of open space character that contribute to the Village's natural beauty and resources. For Irvington as well as for all municipalities, ***Patterns*** recommends facilitating access to public transit options such as bus and train routes to decrease traffic congestion.

Irvington's existing development density is less intense than that recommended in ***Patterns,*** especially outside the village center. This lower density contributes to Irvington's open space character and helps prevent traffic congestion brought on by further development. As will be detailed later in this Plan, preserving this open space character and maintaining the existing pattern of development are important goals for Irvington.

Westchester County's Affordable Housing Allocation Plan

In 1993, the Westchester County issued the Affordable Housing Allocation Plan (the "Allocation Plan"), which established the goal of constructing 5,000 units of affordable housing by 2000 in the County. Each of the County's 43 municipalities was responsible for a specific number of units based on a formula developed by the County. Irvington was one of the 24 municipalities that adopted formal resolutions to participate in the Allocation Plan. The Housing Allocation Plan

serves as a recommendation for affordable housing development but the County cannot mandate affordable housing construction in a municipality. Municipalities who adopt formal resolutions to participate in the Allocation Plan show their support for goals of the Plan; however, each municipality determines the means and the number of affordable housing units it will provide.

For Irvington, the County recommended building 35 units of affordable housing. As discussed later in this Plan, Irvington has already acted on its commitment to affordable housing by constructing 22 units of housing in the Burnham Building, at South Astor and Main Streets. ***The Village Board used its special permit power to negotiate an additional four units to be provided by the developer of a 19-unit housing project proposed for the rehabilitated power station on South Astor Street.***

The Allocation Plan will be updated in 2003 or 2004, once 2000 census data are analyzed and new allocations have been prepared by the County Executive's Housing Opportunity Commission. The analysis and number of units recommended in the Allocation Plan will serve as a valuable guide for Irvington as it considers affordable housing needs and opportunities in the Village.

Hudson River Valley Greenway Program

The Hudson River Valley Greenway Act of 1991 created regional connections and cooperation within New York's 10-county, 3 million acre Hudson River Valley. The directives of the program include working with local governments in the establishment of a Hudson River Trail System east and west of the Hudson; developing a strategy that would allow the Hudson River Valley to promote itself as a single tourism destination area; and working with the agricultural community to promote and protect the industry of agriculture in the Hudson River Valley. New York State's Hudson River Greenway Community Council enters into agreements with municipalities to encourage planning reforms along the lines of the Governor's Quality Communities Task Force Report. The Council is encouraging all Westchester municipalities to join by signing such agreements; Irvington joined the program in 2001. In exchange, the Council offers planning assistance to member municipalities, making membership advisable.

Westchester County is developing a Greenway plan that will include a regional economic development strategy for the Historic River Towns of Westchester (HRTW). This is a consortium of 13 municipalities – including Irvington - on the east side of the Hudson River which helps promote the historic, cultural and natural resources of these areas. The HRTW tourism and economic development plan is directly linked to the Hudson River Valley Greenway planning compact through three objectives: to develop the Greenway trail system, participate in the regional tourism strategy, and coordinate planning among local governments. Communities that participate in the Greenway Program will receive funding advantage for state agency grants and coordination of state agency actions with Greenway plans. Within Irvington, the most continuous trail system linking the Village to other communities in HRTW and the Greenway Compact is the Croton Aqueduct and the South County Trailway. With the new Scenic Hudson Park and the recent purchase by the County of land north of Sunnyside, Irvington could make a substantial contribution to bringing the Greenway right to the river if a new pedestrian bridge from the downtown to Scenic Hudson Park were created. These ***issues*** are ***considered*** further in the Open Space chapter.

The Regional Plan Association's Third Regional Plan

The Regional Plan Association (RPA) was founded in 1922 as an independent regional planning organization dedicated to improving the quality of life in the 31-county New York-New Jersey-

Connecticut metropolitan area. Not a government body itself, RPA focuses on creating long-term comprehensive plans and promoting their implementation across political jurisdictions. RPA's work and recommendations play a key role in defining policy and encouraging cooperation across regional borders; many of its recommendations focus on smart growth and resource protection. It is up to local, state and regional governments to decide whether to adopt any of these recommendations as official, enforceable policy.

RPA has issued three regional plans since its inception, in 1929, 1968 and most recently in 1996. This third plan, entitled ***A Region at Risk,*** presents a broad vision for enhancing the region's competitive edge in the global economy, recognizing the importance of maintaining a certain level of quality of life to attract and retain an increasingly mobile population and economy. The plan identified five campaigns to help achieve its goals: Mobility, Greensward, Centers, Workforce, and Governance. The campaigns most relevant to Irvington are described below.

- ***Greensward Campaign.*** This campaign promotes the protection of environmental infrastructure. Towns and villages are encouraged to protect natural resources, encourage mixed uses in centers, and to use zoning, site planning and other land use tools to maintain the character of development. Irvington is dedicated to protecting its natural resources. It has consistently incorporated open space preservation into its land development controls and has sought ways to create new open space resources, such as through the creation of Scenic Hudson Park along the Hudson River that opened in 2001.
- ***Centers Campaign.*** Vital downtowns are one of the region's great strengths, and many new jobs created during the last 25 years have gone to commercial areas in suburban communities. The campaign stresses the importance of maintaining strong downtowns, encouraging job growth and retail development within existing centers with connection to mass transit. Irvington's village center is an example of a successful downtown core, with its mix of retail, municipal and residential uses and connections to regional rail and bus routes.
- ***Governance Campaign.*** The Governance Campaign aims to resolve the fundamental and historic lack of coordination and consistency among the region's governmental units. Although major improvements have been made over the past 60 years in the coordination and consistency of regional, state, and local public services, the region has not coordinated land use decisions. This has led to suburban sprawl, the abandonment of centers, automobile dependency, disappearance of open space, racial and economic separation, inequity of jobs and housing choices, and increased costs of living and doing business. RPA views this system as an obstacle to the region's economic competitiveness and sustainability. The three campaign recommendations applicable to suburban and exurban communities (areas that develop within commuting distance to rapidly growing suburban communities) are to coordinate governance in the region through state growth management systems and urban growth boundaries, share municipal government services, implement education finance reform, provide upgraded, decent housing opportunities, create new public institutions to finance and provide regional services, and improve public and private decision-making processes through sustainable economics and reducing the cost of infrastructure investments.

Irvington is involved with several cooperative initiatives with neighboring municipalities. The Village has a service sharing agreement with the Town of Greenburgh for sharing a pumping station and providing EMS services; the Village also provides fire services to some parts of

Greenburgh. In addition, Irvington ***was responsible for securing*** a cooperative agreement with neighboring municipalities and the Irvington School District to study the approximately 350 acres of the Holy Spirit Association property. Irvington is also communicating with Westchester County regarding the development of a riverwalk along the Hudson River and with Metro-North regarding providing pedestrian access to the Scenic Hudson Park along the Village's waterfront. ***The Village also has an agreement with the County on funding of the Westwood purchase, and is continuing to negotiate with the State and other parties to secure the remaining necessary funds.***

2.0 POPULATION

2.1 Population Trends, 1970 – 2000

The 2000 Census shows Irvington's population at an all-time high of 6,631 persons. The population has remained close to 6,000 persons since 1970, although it experienced a slight decline between 1970 and 1980. The population has grown by 14% since 1980, with the greatest growth (9.9%) occurring between 1980 and 1990. The 2000 population figures are lower than the growth projected in the 1979 Comprehensive Plan, which predicted 7,000 residents by 1995. ***While Village population increased 14% since 1980, the number of students in the Irvington School District (from all municipalities) increased by 28%, with obvious implications for services the Village provides.***

Table 2.1:
Irvington Population Change, 1970 – 2000

Year	*Population*	*Percent Change*
1970	5,878	
1980	5,774	-1.8
1990	6,348	9.9
2000	6,631	4.5

Source: US Census Bureau; 1988 Irvington Land Use Plan

2.2 Age Distribution

Between 1990 and 2000, the median age of Irvington's population increased from 37.9 to 39.7. Concurrent with the shift in median age, Irvington has participated in the county and regional "echo boom" trend with an increase in the school aged population. The share of the population under 18 increased from 23% in 1990 to 28% in 2000, with the most notable growth in the 5 to 9 age group.

Table 2.2: Irvington Age Distribution, 1990 – 2000

Age	*1990 % of Total*	*2000 % of Total*	*% Change, 1990 – 2000*
Under 5	8.0	7.8	-0.2
5 to 9	5.3	8.5	3.2
10 to 14	7.5	8.2	0.7
15 to 19	5.0	5	0.0
20 to 24	3.9	2.6	-1.3
25 to 34	15.7	10.2	-5.5
35 to 44	16.5	17.9	1.4
45 to 54	14.9	16.4	1.5
55 to 59	4.5	5.7	1.2
60 to 64	5.7	4.2	-1.5
65 to 74	7.5	7.3	-0.2
75 to 84	4.1	4.8	0.7
85+	1.4	1.4	0.0
Median Age	***37.9***	***39.7***	

Source: US Census Bureau, 1990 and 2000 data

The share of the population over the age of 65 remained relatively stable (0.5% increase) over the past decade. The population remains concentrated in the 25 to 54 age groups. However, as these groups shift to a higher age bracket in the coming decades, the 65+ age group can be expected to gain an increasing share of the population.

2.3 Racial Composition

The racial composition of Irvington's population has remained relatively stable since the 1990 Census. As of the 2000 Census, approximately 89% of Irvington residents were white. Asians comprise the largest minority population (7%).

Table 2.3:
Irvington Households and Families, 1990 - 2000

	1990	*2000*	*Change*
Total Households	2,421	2,518	4%
Families	1,804	1,813	9
As Percent of Total Households	74.5	72	-2.5%
Non-Family Households	617	705	88
As Percent of Total Households	25.5	28	2.5%
Average Household Size	2.59	2.60	0.01
Average Family Size	3.03	3.13	0.1

Source: U.S. Census Bureau, 1990 and 2000 data

2.4 Households and Families

In 2000, the Village had 2,518 households, a 4% increase from 1990. During this time, the average household size remained stable in Irvington (increasing from 2.59 to 2.60) but the average family size increased from 3.03 to 3.13.[2]

Households are categorized as family and non-family subgroups. Families continue to be the dominant household type in the Village, constituting 72% of all households. However, the share of families as a proportion of total households decreased over the last ten years by approximately 2.5%. This decrease is consistent with regional and national trends, in which decreasing rates of marriage and increasing divorce rates have contributed to a growth in non-family households.

According to the 2000 Census, 86% of Irvington families are headed by married couples, and 14% by single householders. Most single householder families are headed by women. More than half of all families have children under the age of 18.

[2] According to the US Census Bureau, a household is defined as "all persons who occupy a housing unit" while a family is "a group of two people or more (one of whom is the householder) related by birth, marriage or adoption and residing together." The household classification contains both family and non-family subgroups.

Table 2.4: Types of Households, 1990 – 2000

	1990		***2000***		***Percent Change in Share***
	Number	Percent of Total	Number	Percent of Total	
Family Households					
Married-Couple Families	1,578	87.5%	1,565	86.3%	-1.2%
Female Householder Families	162	9.0%	192	10.6%	1.6%
Male Householder Families	63	3.5%	56	3.1%	-0.4%
Families Living with own Children under 18	784	43.5%	950	52.4%	8.9%
Non-Family Households					
Living Alone	545	88.3%	613	87.0%	-1.3%
65 and over	223	40.9%	238	38.8%	-2.1%

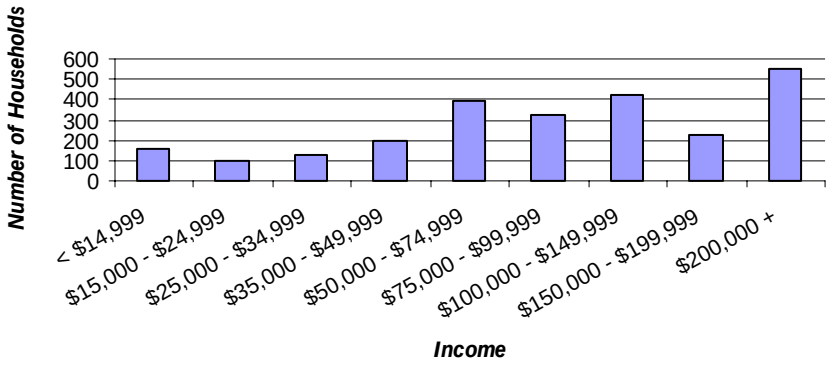
Source: U.S. Census Bureau, 1990 and 2000 data

Among the non-family households, 87% have a single occupant; of those householders living alone, 39% are over the age of 65.

2.5 Income and Poverty Levels

Table 2.5 illustrates the Irvington's household income distribution as reported in the 2000 Census. Irvington's 2000 median household income was $96,467, representing an increase of $31,609 from the 1990 median of $64,858; its median 2000 family income was $120,895, an increase of $42,045 from 1990.[3] By comparison, Westchester County's 2000 median incomes were $63,582 for households and $79,881 for families.

Table 2.5: Household Income Distribution, 2000



While Irvington has a high standard of living, some residents live in poverty. The Census Bureau measures poverty by using a set of money income thresholds that vary by family size and composition. If a family's total income is less than the threshold, then the family, and every

[3] Family income is typically higher than household income due to the presence of dual incomes and the generally more stable finances of families.

individual in it, is considered poor.[4] In 2000 the thresholds were set at $8,794 for a single person and $17,603 for a family of four.[5]

According to 2000 Census data, approximately 201 Irvington residents, or 3.1% of the population, lived in poverty. This figure comprises all members of the household. This represents a slight increase from 1990, in which 137 residents, or 2.2% of the population lived in poverty.

2.6 Housing

Housing Tenure and Values

Between 1990 and 2000, Irvington experienced a slight growth (0.7%) in the number of housing units and a decline in the vacancy rate from 6.2 to 3.2%. Most homes (75%) are owner-occupied. According to 1990 Census data, Irvington had 2,582 housing units, the majority of which were owner-occupied. Between 1990 and 2000, approximately 190 additional housing units were completed, raising the total number of units to approximately 2,772.[6]

The value and cost of homes have risen in the past decade, although Irvington remains below the County-wide median cost of homes. The Village's median (self-reported) 1990 value for single-family homes was $382,700 and the median rent was $745. By 1998, the median value for single-family homes had increased to $520,000 and median rents to $811.[7] By comparison, according to housing data issued by the Westchester County Department of Planning, the median county-wide sale price increased from $417,000 in 1993 to $552,000 in 1999.

Affordable Housing

Housing is considered affordable when it costs no more than 30% of a household's monthly household income for rent and utilities. Designated affordable housing is that which is guaranteed to remain affordable for a set period of time to households who quality under specific income guidelines.[8]

Irvington has constructed 22 of the 35 housing units requested of the Village by the County's Affordable Housing Allocation Plan, ***and has negotiated for at least an additional four units in the redevelopment project at the old MTA substation south of Astor Street. The 22*** units are in the 1881 Burnham Building, located at the foot of Main Street in the center of Irvington. The building, which was once used as a factory to produce greenhouses and conservatories, is listed on the National Register of Historic Places. In 1998, Irvington worked with a private developer to convert the building into the 22 affordable rental apartments and Irvington's public library. The 22 units are available for Irvington residents with incomes between 30% and 60% of the County median income (as of 2000, County median income is $85,800 for a four-person household). Six apartments are reserved as federal Section 8 housing. ***As noted above,*** four additional affordable housing units would be included in the rehabilitation project proposed for South Astor Street along

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[4] Source: U.S. Census Bureau, "How the Census Bureau Measures Poverty."

[5] Source: U.S. Census Bureau 1990 and 2000 poverty thresholds

[6] Data on construction of additional housing units is provided by Irvington Building Department using certificate of occupancy information. The 2000 Census count of 2,601 housing units does not appear to reflect housing development between 1990 and 2000 e.g. Legend Hollow.

[7] Data on 1990 home values is provided by the 1990 Decennial Census; 1998 home values were reported by the Westchester County Department of Planning

[8] Source: Westchester County Department of Planning

the waterfront; this project would convert a former electrical power substation, dating from the early 20th century, into 19 units of housing. In addition to these affordable housing units, Irvington has multi-family rental developments that are not officially designated as affordable housing but do help to supply housing for moderate-income residents.

Irvington manages the Burnham affordable housing units in cooperation with the Greyston Foundation, a community development-oriented organization with headquarters in Yonkers. The Village maintains and updates a list of eligible candidates for affordable housing; Greyston then screens applicants and manages the housing. It is expected that the four units in the South Astor Street building would be managed in a similar public-private partnership.

2.7 Population Issues and the Plan

A review of the census data shows that Irvington's population and demographic composition has remained relatively stable over the past decades. However, ***conformance with the goals of this Plan requires that the Village consider*** the potential for future population growth arising from the development of any of the large, undeveloped land tracts for residential uses. When reviewing development applications, the Village should accordingly take into account the impact of development on roads, municipal services, schools, as well as on the open space qualities. Similarly, ***the goals of this Plan suggest*** that Irvington continue working with Tarrytown, Greenburgh and the Irvington School District to review development and open space conservation potential of some of the remaining unbuilt lands in the school district, and coordinate with these municipalities and the school district to track the potential impacts of development in these areas on school, traffic, fire, ***recreation***, and other services.

3.0 LAND USE AND DEVELOPMENT CONTROLS

3.1 Current Land Uses and Settlement Patterns

Irvington is for the most part a residential community with a large ***diversity of*** housing densities. The Village is organized around the main north-south spine of Broadway (Route 9) and the east-west commercial district along Main Street. The land to the east of Broadway was once held in large estates. For the most part, these original landholdings are now subdivisions of detached single-family homes and multi-family communities. The land to the west of Broadway is a mix of neighborhoods of different residential densities, commercial and industrial land, parks, and the open space of private campuses. The multi-family housing in the western part of Irvington is represented by the garden apartments along South Buckhout Street, the Burnham Building near the Irvington train station, and the large Hudson House just above the Ardsley train station.

Irvington's current land uses and settlement patterns are indicated in Figure 3.1, Existing Land Uses and Figure 3.2, Irvington Zoning Map (the base map for the zoning map has not been updated with the roads and lots of the Legend subdivision). As is visible in these maps, the land uses in Irvington conform by and large to the Village zoning code. It is also clear that the Village is nearly fully built-out according to its zoning, with about one-half the Village's land area given over to single family houses on lots of one-half acre (20,000 square feet) or larger. The major unbuilt or underbuilt parcels are held by churches, educational institutions, and ***a country club.***

3.2 General Considerations for Implementation

The Village's past comprehensive plans have all recommended the preservation of open space as one of the key actions in keeping Irvington's character constant amidst development pressure. The Village's main objective in this Plan is unchanged from earlier plans. At this stage in the Village's development history, Irvington has created waterfront parks and upland parks, has effected the setting aside of undeveloped land during the subdivision process and has encouraged business and commercial development in the industrial district along the waterfront. Most of the remaining unsubdivided land in the Village is used for non-residential purposes, but is zoned to allow minimum one-acre residential lots; the most significant examples of these properties include ***Westwood and those owned by*** the Holy Spirit Association, Foundation for Economic Education, Ardsley Country Club, Mercy College, and Columbia University's Nevis Labs and Press. These parcels are discussed below under the heading "Undeveloped Land." There are also developed areas where lots are larger than the minimum size and could be subdivided ***under current zoning regulations***; the private area of Matthiessen Park and various individual lots on Washington Avenue and Broadway are examples.

Irvington's existing primary land development controls – the zoning and subdivision ordinances – already provide a large measure of protection. However, these ordinances require updating to address the specific examples cited above so that over time private property development and conservation, ***advance and are consistent with*** public goals. The ***specific issues for implementation discussed*** below suggest changes to local land use regulations so that new houses and roads either mesh with the established settlement character or provide a ***benefit to the community***, such as permanently preserved open space or affordable or senior housing.

3.3 Implementation

The following ***specific goals for implementation*** are divided into each of the areas that the ***Land Use*** Committee analyzed in responding to the Trustees' charge, namely, (1) undeveloped land, (2) development infill, (3) providing more affordable housing, (4) expanding the Broadway and Aqueduct buffers, (5) creating a historic district, (6) protecting environmental features, (7) demapping paper streets, (8) enacting specific amendments to the Zoning Ordinance and to the Subdivision Regulations to improve their procedural efficiency and to make them more reflective of current conditions, and (9) revising height, bulk and setback provisions in the ***Main Street area and*** industrial districts.

1. Undeveloped Land: Amend the Cluster Provisions

As noted above, the most important parcels of undeveloped land are ***Westwood and those*** held by the Holy Spirit Association, Foundation for Economic Education, Ardsley Country Club, Mercy College and Columbia University's Nevis Labs and Press. At present all are zoned 1F-40, primarily for single-family houses on minimum one-acre lots. ***To encourage any prospective development to be accomplished in accordance with the goals of this Plan,*** Irvington has ***at least the following*** options: (1) the Village can, ***when warranted***, mandate a cluster subdivision under state powers, (2) the Village could rezone these sites, creating a new district that would allow institutional land uses mixed with residential land uses (new area and bulk requirements would need to be created controlling these separate uses), (3) the Village could change the density by changing the minimum lot size, ***and/or*** (4) the Village could rezone the parcels to a recreation-only district. ***Under the comprehensive plan, the Village will adopt a blend of these measures to effectuate the goals of the plan.***

To implement the first option, control development, allow flexibility in the types of housing development, and preserve open space, the ***Village will enact*** an amendment to the cluster provision of the Zoning Ordinance along the following lines:

- The stated purpose of the amended cluster provision would be "to preserve open space, encourage environmentally sensitive residential design, and better preserve community character ***and land use in accordance with the 2003 Plan.***"
- The Planning Board would be authorized by the Village Board of Trustees to accept ***at its discretion*** an applicant's proposal for cluster subdivision or to mandate the application of a cluster development ***in appropriate circumstances to advance the purposes of the Plan.***
- The provision would allow modifications to the area and bulk standards so that smaller lots could be created on the subdivided property. Detached single-family, semi-detached, attached units (townhouses), and multi-family units, or any mix thereof, would be permitted on the parcel, ***provided any approved development is in a style that is consistent with the surrounding neighborhood.***
- The density of the cluster subdivision would not be permitted to exceed that which is permitted in conventional subdivision of the lot, and the number of units permitted on the site could not exceed the capacity as determined in accordance with the Village's Resource Protection Ordinance (Article XV).
- The provision ***will require*** that at least one-third of the gross acreage of the subdivision be maintained as open space in perpetuity.

The ***Land Use*** Committee, ***in drafting its proposal,*** determined that specifying the terms of cluster development beyond those established by the powers vested in the Village by the state would

benefit the Village. As with the existing cluster provision, this amended provision, ***drafted by the Land Use Committee,*** vests ***authority to choose clustering*** with the Village and grants no additional rights to a developer.

2. Address Infill Development and Preserve Open Space on Residential Lots

There are instances in Irvington of a new house sitting in the former front yard, now subdivided, of the original house or very close to the side lot lines. Sometimes these infill homes appear too large for their lots or for their context. In addition, there are areas of Irvington, such as the residential section of Matthiessen Park, with large lots (in excess of the permitted zoning), carrying only one house, which are therefore subject to further development. The result of such development ***and potential development*** is an increase in neighborhood density and a loss of open space character. Several techniques ***and legislative proposals have been*** studied to control infill development in these and other areas of the Village.

One technique, which has been introduced in several Westchester communities, is the use of residential floor area ratios (FARs) to control buildable area and building bulk on residential lots. At present, Irvington uses a floor area ratio as a control on building bulk only in its I Industrial District ***and performs similar controls in residential districts through coverage requirements.*** With a FAR in place tailored ***to focus primarily on the principal structures on a lot rather than on all accessory structures*** in each residential district, the Village could limit the aggregate floor area of all principal and accessory structures on a site to a percentage of lot size. This would avoid the bulky house syndrome, where new houses or expanded houses appear too large for their lots and out of character with the surrounding neighborhood. A floor area ratio ***will*** be added to existing zoning controls ***that will separate primary and secondary structures and specify maximum coverage for each category.***

The ***Land Use Committee and the Village Board also have*** considered rezoning the areas of the Village where ***many*** of the properties are larger than the minimum required lot size. The Village ***will implement*** rezoning the southwest portion of the Village (the IF-20 and IF-40 districts south of Station Road and west of Broadway), and Matthiessen Park to require ***either a 1.5 or*** 2.0-acre minimum lot size. ***The areas subject to rezoning are shown on Figure 3.3.*** In these neighborhoods, the majority of properties are larger than the minimum required lot size; the subdivision of properties in these neighborhoods could result in an increased density that disrupts the development patterns and character of the neighborhood ***and such development would be inconsistent with the goals of this Plan. In addition,*** rezoning the properties to require a larger minimum lot size will encourage development that is suitable to the density patterns in the surrounding area and help preserve the open space characteristics of these properties. (See Figure 3.3 for proposed rezoning boundaries). ***The rezoning proposed by the Plan will create only a few new non-conforming lots.***

In ***the course of enacting this amendment,*** the Village ***will*** explore the creation of an open space requirement, in which a specified percentage of each building lot in the residential districts would need to be landscaped area or permeable surfaces open to the air.

3. Affordable Housing: Adopt Zoning-Based Incentives for Below-Market Rate Housing

Irvington's zoning ordinance allows the full spectrum of housing, from large-lot detached single-family residences to multi-family structures. And yet, the community ***has recognized its obligation to provide, and the benefits the community derives from providing, housing for those who are increasingly priced out of suitable housing in the Village and the County.*** This problem is found everywhere in Westchester County, and in response, the County prepared the Affordable Housing Allocation Plan. For the period 1990 to 1999, Irvington was recommended to provide 35 affordable units; the Village provided 22, in the Burnham Building. ***At least*** four additional affordable housing units would be included in the rehabilitation project proposed for South Astor Street along the waterfront; this project would convert a former electrical power substation, dating from the early 20th century, into 19 units of housing. The updated Housing Allocation Plan is expected sometime in 2003 or 2004, once the 2000 census data are analyzed and new allocations for Westchester Communities prepared by the county executive's Housing Opportunity Commission.

The Village will seek to increase the opportunities through a variety of means for below market rate housing to be developed in the Village. One such means is through the Village's zoning ordinance. To expand affordable housing opportunities, the existing special permit provision (§224-8-(6) of the Zoning Code) that allows below-market-rate housing in 1F-10 districts will be re-written to include other zoning districts, to be determined by the Board of Trustees, in the Village. The existing special permit provision will be updated to allow more flexibility in locating affordable housing. In addition, affordable housing will be encouraged through several incentive measures: 1) an amendment to the Zoning Ordinance recommending that developers incorporate a percentage of affordable units in new or rehabilitated buildings in multi-family (including two-family) settings, and/or 2) a density bonus granted to a housing developer in exchange for below-market rate housing for either new construction or building rehabilitation projects. Irvington may be able to produce a greater number of affordable units through rehabilitation projects than through new construction because the number of available, buildable lots in the Village is limited.

4. The Broadway and Aqueduct Buffers: Landscaping and Deeper Setbacks

The zoning ordinance currently requires a Broadway Buffer (Article XII, Supplementary Regulations, Section 243-51B) of fifty feet from the curbline. The buffer prohibits structures, certain tree removal, and paving except for a driveway. However, landscaping ***currently*** is not required. ***To accomplish the goals of this Plan, the buffer setbacks shall be amended as follows: 1) for existing lots, any additional structure shall be permitted only with the planting of prescribed trees for screening, although the current 50-foot (Broadway) and 30-foot (Aqueduct) buffers shall be maintained; 2) for new lots created by new subdivisions, appropriate screening shall be required and the buffer shall be increased to 125 feet (Broadway) and 50 feet (Aqueduct). The new buffer ordinance will take into account safety issues so that sight lines from roadways are not obstructed.***

5. Adopt a Historic District and Landmarks Ordinance

Over the last 30 years, there has been a recurrent theme sounded by many Irvington residents to preserve and protect the historic character of the Main Street area. This concern is evident in the 1982 inventory of Main Street area houses, by numerous conversations between Village staff and

the Irvington Historical Society and the Irvington Landmarks Preservation Board, and by the June 1999 Main Street survey.

The Main Street area alone boasts over 200 structures built between 1850 and 1930, but at present, there are few protections offered to preserve historic buildings. Existing setback requirements, height restrictions, sign ordinances and coverage requirements presently in effect through existing zoning and planning channels do not adequately preserve the historic characteristics of the Main Street area. The National Register ***designation***, though prestigious, offers little real protection against destruction of Main Street's historical character. Consequently, additions or changes to historic buildings that are out of character, demolition, or new construction could threaten the historic character of the area. True protection can only be given on a local level. At present, in the Main Street area, only the Village Hall, St. Barnabas Church and the Burnham Building Library are on the National Register.

A historic district ordinance ***can be useful in identifying*** areas for protection, ***preserving*** property values, and can offer tax credits for historic property rehabilitation to property owners in the District. Historic district ordinances should balance the goal of historic preservation with protecting the rights of property owners and are most successful when they are developed through extensive community support and outreach.

Taking into account these considerations, the LUC created a Historic District sub-committee that ***met from April 2001 through December 2002.*** This sub-committee has received widespread community input through numerous public meetings and has engaged in other communication with residents of the Main Street area and other Village residents.

In addition, the subcommittee, in conjunction with professional survey takers and statisticians, commissioned a survey of property owners within the proposed historic district. Approximately 75% of property owners responded to the survey, which revealed the following results:

- ***83% of those expressing an opinion (104 out of 125) favored establishing a historic district (39 respondents were undecided)***

- ***80% of those expressing an opinion (69 out of 87) favored the establishment of historical guidelines requiring approval of certain alterations to the architectural aspects of buildings within the district (42 respondents were undecided)***

- ***93% of those expressing an opinion (136 out of 146) favored an ordinance to protect the view of the Hudson River from Main Street (18 respondents were undecided)***

- ***80% of those responding (89 out of 112) favored the proposed geographic boundaries of the district as Matthiessen Park to the North, Barney Park to the South, the Hudson River to the West, and Broadway to the East (50 respondents were undecided)***

- ***78% of those expressing an opinion favored a district that would include mandatory regulations such as prohibiting new construction out of character with the style of the surrounding area (9 respondents were undecided and 30 respondents stated that mandatory regulations would make no difference in their opinion whether to establish such a district)***

- ***55% of those expressing an opinion believed that voluntary compliance with guidelines would be effective (64 out of 117), while 84% expressing an opinion believed that some guidelines should be mandatory (109 out of 130)***

As a result of these and other survey results, the Village will reconstitute a Historic District Committee to make specific recommendations to the Village Board about a historic district ordinance. Like other committees established pursuant to the Plan, the committee will meet with a Board of Trustees liaison, discuss an appropriate time frame and scope of work, and be given guidelines within which to complete its work. The ordinance shall reflect the following:

- ***Any recommended mandatory features of the ordinance should be limited to the external appearance of the building***

- ***In accordance with survey results, the committee should specifically consider mandatory regulations regarding window and door removal and/or replacement, the use of siding, the replacement and/or removal of shutters or porches, and the replacement and/or removal of existing cornices and other architectural detail***

- ***Consider methods by which any incremental cost of compliance with guidelines or mandatory regulations can be spread among members of the entire Village Community by, e.g., a one-time partial property tax abatement for alterations or construction which bear additional cost because they were completed in accordance with the ordinance***

- ***A streamlined process involving either the Architectural Review Board or a new Landmarks Review Board for applications for construction or renovation in the district***

- ***Consider whether different regulations should apply to buildings within the district on the east side of the railroad tracks from those on the west side and recommend such different regulations, if any***

- ***Consider working with the Irvington Historic Society and other members of the community to develop a manual of architectural styles that could serve as guidelines or mandatory aspects of the ordinance***

- ***Explore and create a resource guide for property owners to seek outside funding for historic alterations or construction.***

In addition and in accordance with the survey results and the views of the Community expressed at public hearings, the Village shall examine and, where appropriate, amend height and bulk regulations and set back requirements within the proposed district. Any potential amendments shall be made while the subcommittee responds to the issues outline above.

Also in accordance with community views and the goals of this Plan, the Village Board has authorized an application in the name of the Village to be submitted to the State of New York for the Main Street area to be designated an Historic District (see Figure 3.4) and placed on the New York State and Federal Register of Historic Places.

It should be noted that regulations set forth in the New York State Building Code (Appendix K), effective as of December 2002, will provide additional flexibility in conforming to code requirements for buildings that are designated as historic or located in a historic district. For example, the new regulations allow the installation of ramps at the back of buildings and do not require the installation of metal doors and window on designated buildings. As a result, it will be easier to maintain the "old-fashioned" qualities of historic buildings and to specify building ornamentation styles in historic districts, while still conforming to the State ***building*** code.

Upon submission of the subcommittee report, the Village Board shall adopt a Historic District and Landmarks Ordinance, ***and*** the Village Board ***will*** certify the District, map it as an overlay on the existing zoning map and create an overseeing Board. The Historic District and Landmarks Board would also consider other areas of Irvington that might apply for Historic District status.

The LUC has recommended that, and the Village Board shall consider whether, the Historic District and Landmarks Board should be comprised of five members, all of whom shall be residents of the Village of Irvington, and three of whom would be residents of the designated Historic District. Additionally, the Mayor shall appoint a Village Trustee as an ex-officio, non-voting member of the Historic District and Landmarks Board who would act as a liaison between the Village Board and the Historic District Board.

6. Protect Environmental Features

Irvington is noteworthy for its steep topography, its Hudson River flank, and its natural features including watercourses, wetlands and forested areas. The County's 1995 inventory of environmental features identified the north-south running steep slopes that rise throughout the eastern part of the Village. (See Figure 3.5.) These hillsides generally range from 15 percent to 25 percent, with even steeper hillsides lying in Macy Park adjacent to the Saw Mill Parkway and around Peter Bont Road. (See Figures 3.6 and Figure 3.7.) From this high point, Irvington slopes towards the river, without flattening into a plain. Interspersed throughout the Village are watercourses (both permanent and seasonal) that drain into the Hudson River and waterbodies, most notably the Irvington Reservoir and Halsey Pond. The section of the Village west from Broadway to the river is within a County Critical Environmental Area (established under the State Environmental Quality Act). A second CEA in Irvington is mapped around the Reservoir, and a third is mapped on the Saw Mill Parkway Reservation. Given the dramatic topography in the Village, it is not surprising that there are few wetlands mapped at the county level. There are nonetheless wetlands laced throughout the Village that are identified and mapped upon development application. The Village's major stream is Barney Brook. This supplies the Reservoir, then runs along Harriman Road, crosses under Broadway, and continues south of Brookside Avenue down to the river. A southern branch leaves Halsey Pond, travels through the Downingwood subdivision, crosses under Broadway and through Memorial Park, then joins with Barney Brook. Another stream traverses Matthiessen Park, and Sunnyside Brook follows Sunnyside Lane along the east and west sides of the road.

As a result of public comment on the draft Plan and the recommendations of the LUC (with one dissent), the Village Board has requested the preparation of a surface water protection act to prevent the deterioration of water resources within the Village. In considering that draft legislation, the Village will examine the protection afforded to water resources under the existing

Resource Protection ordinance (Article XV), and review whether a wetlands and watercourses ordinance is required to provide further protection. In exploring these issues, the Village ***will*** consider a number of sources, including the existing Resource Protection Ordinance, the Environmental Conservation Board's 2002 draft of a wetlands protection ordinance (replacing an earlier draft begun in 1994), the Village's 2002 Open Space Assessment, the 1989 Wetlands Inventory, and the draft surface water buffer protection act prepared in December of 2000. If any legislation is passed, it ***will*** balance the need to protect wetlands and watercourses ***with the*** property owners' rights and ***will*** recognize that wetlands will vary in value and importance. To that end, the Village ***may also work*** in conjunction with ecologist consultants ***and/or members of the Environmental Conservation Board*** to rank and prioritize wetlands if any wetlands regulations are passed.

The ***Village also will*** explore the need for additional protective measures such as erosion and sediment controls, ridgeline or hillside protection ordinances, and a clarification of the existing tree preservation ordinance.

In addition to preparing surface water protection legislation, the Village Board has acted on other recommendations of the LUC regarding protection of environmental features. For example, the Village's Open Space Assessment, completed by Dr. Michael Klemens in February 2002, identified parcels in the Village that have significant natural resources and open space value. The Assessment listed four parcels in particular that should be targeted for protection and restoration: the Westwood parcels B and C, the Halsey Pond Area, the lands surrounding the Irvington Reservoir, and the Ardsley Country Club. ***Prior to the commencement of work by the LUC and the work that became the Open Space Assessment, the Village Board had entered into an option with the owners of Westwood parcels B and C that would permit the Village to acquire those parcels. Funding has been secured from the County and one State program, and additional funds for the projct are being sought by the Village Board from a variety of sources. The Board has also engaged several consultants to revitalize Halsey Pond. That work – on-going for several years – will continue. The Board has also taken steps to protect the lands surrounding the Irvington Reservoir and has directed various Village departments to use such land only in a manner that will protect its environmental features. In addition to the steps it has taken, the Village Board will*** review ***additional*** options for protecting these areas, including ***designating them*** as a Critical Environmental Area; ***giving them*** specific mention in a new ridgeline development and other ordinances; or preservation as dedicated open space. The Village's official open space inventory and map ***will, at its next revision,*** show ***these*** areas proposed for protection. In addition, areas identified by Dr. Klemens ***will be brought to the attention of the Open Space Advisory Committee.***

The Village will also amend the zoning code to include a new parks and recreation zone. The purpose of this district would be to designate parks and recreation facilities throughout the Village; the district ***will*** be applied to both public, Village parks and private recreation facilities that have large open space areas, such as the Village-owned lands surrounding the Reservoir.

7. Other Land Use Regulations Amendments

Comments made by those in attendance at the public hearings held by the Board raised several issues about land use regulation in general that will be studied and, if acceptable solutions can

be found, implemented by the Board. These general issues regarding land use regulation (some of which are addressed earlier in the Plan) include the following:

- ***Permits, approvals and the like granted by the Village should be valid only for a finite and relatively short period of time. The conditions under which such approvals are granted by the Village change quickly, and permits and approvals should be valid only if the recipient acts with reasonable diligence to carry out the project for which approval was obtained. While certain State law provisions may apply, the Code will be examined and "sunset" provisions added where appropriate.***

- Irvington ***will amend*** the frontage requirements contained in the Zoning Code to, ***among other things,*** regulate flag lots. Flag lots occur when a home is constructed in front of or to the rear of another home, with street access provided by a narrow driveway strip. Flag lots do not have sufficient street access and frontage, create privacy intrusions, and diminish open space.

- ***There is little doubt that land development of certain magnitude places strains on the Village's resources – natural and otherwise. The Board will amend existing Code provisions regarding recreation fees to impose development fees on such projects to create a fund to be used at the discretion of the Board of Trustees for the following purposes: to acquire and maintain open space, increase recreation opportunities, and provide for improvement to the Village-wide transportation infrastructure.***

- ***Increase protection for historic stone walls.***

4.0 TRANSPORTATION

4.1 Introduction

The character of a community is defined by many things, not the least of which are the impression imparted by and the function of the highways and byways that run through it. The Village of Irvington was settled and its core, which forms the heart of the community, was developed in the pre-automobile era, when the predominant forms of transportation were by rail, foot, horse and cart. To a considerable extent, the Village's charm and closeness are inextricably linked to this era. Conversely, it is almost universally accepted by the residents of Irvington and the surrounding Hudson River communities that the gradual but almost unrelenting increase in vehicular traffic has steadily eroded the aesthetic and recreational value of the community's roads and streets, adversely impacting the quality of river town life. Thus, while it is essential to provide adequate capacity on a community's transportation infrastructure to support the movement of people and goods into and out of the community, it is also necessary to preserve and enhance mass transportation and pedestrian travel, while controlling the volume and speed of vehicular traffic, ***to enhance safety,*** and preserve the underlying character of the community.

4.2 Development of Irvington's Transportation Infrastructure

Irvington's transportation network is based upon the Railroad, Main Street and the roads and paths connecting these to the outlying areas of the Village and the surrounding communities. In the late 19th century, the majority of all goods and a substantial portion of all passenger traffic into and out of the Village were sent by rail through the Railroad station at the foot of Main Street. Main Street and the intersecting streets were developed as the commercial and residential core of the Village. Business and retail activities could easily be reached on foot by the majority of the Village's residents. Main Street was connected to the other rivertowns by Broadway (US Route 9), to Elmsford by East Sunnyside Lane, to Ardsley by Cyrus Field Road and to Worthington by Mountain (Peter Bont) Road. Development along these roads generally consisted of scattered, upscale homes and estates. Travel on most of these roads was by foot, horse or carriage. In addition, the Old Croton Aqueduct was constructed around this time, which provided a pedestrian corridor through the Village paralleling Broadway. By the middle of the 20th century, access to the communities east of the Village was greatly reduced by the construction of the Saw Mill River Parkway and the Thruway (I-87), while a major vehicular crossing of the Hudson River was completed approximately one mile north of the Village, in Tarrytown.

4.3 Transportation in Irvington Today

Today, Irvington's transportation network is comprised of the local and regional roads, commuter rail, bus routes and pedestrian trails that the Village has inherited from its past. The Railroad still fulfills a vital role in sustaining the Village's vitality by providing the residents of the Village with convenient and efficient access to the major employment opportunities in New York City. Main Street is still the Village's center of activity, although its ability to serve the area's needs is threatened by the

Harriman Road and Broadway

combination of the residential growth on the outlying roads and the steady climb in per capita auto ownership of the last half century. Broadway has become a major through route, as regional traffic in the area is funneled through the nearby Tappan Zee Bridge. The other older roadways in the area have seen a substantial growth in vehicular traffic as a result of the steady infill of residential development on these roadways, facilitated by the automobile. Finally, recreational, commuter and commerce-generated pedestrian activity has continued to flourish on the Old Croton Aqueduct, as well as on the Village road's and streets within walking distance of Main Street, although the increase in traffic volumes on the roads, in particular, threatens to curtail their use by pedestrians.

Journey to Work data from the 1990 Census show that the majority of working Irvington residents commute to workplaces beyond the boundaries of the village; most commuters rely on automobiles and the Metro-North Hudson commuter line as their means of transport, with many commuters walking to the railroad station. A small percentage of commuters, including some commuting into the Village for work, use the bus service provided along Broadway. For regional travel and daily in-Village activities, residents rely on cars, although many still walk to local businesses and activities.

4.4 Existing Road Transportation Infrastructure

This section describes Irvington's existing transportation network, including the classification of its road system, local traffic conditions and the public transit and pedestrian routes that afford mobility to Irvington residents.

4.4.1 Road Network: Regional and Local Roads and Streets

The roads and streets in a municipality's road network serve a range of functions. Some serve a local purpose, giving residents access to their property, to village amenities and for recreational purposes; others provide access to regional highway systems. The purpose (or functional classification) of a road or street helps guide municipalities when setting transportation and traffic policies. It also is used to evaluate traffic circulation patterns and to determine appropriate traffic measures in problem areas.

The 1979 Plan ***(see Section 1.3)*** organized the Village's road system into ***these*** categories: limited access highways, arterials, collector roads and local streets. The ***2003*** Plan recommends changes to this categorization. While the general principles of the 1979 Plan's categories are still applicable, this one-dimensional hierarchy fails to adequately recognize the needs of cyclists and pedestrians, who have an equal right to pass over most public rights-of-way. Nor does the 1979 Plan adequately address the public's well-founded concern regarding quality of life and safety issues pertaining to traffic growth on the different types of roads in the Village. Finally, while the 1979 Plan indicates that the Village's road system is organized into the four identified categories, nowhere in Village codes or ordinances are the existing Village roads specifically identified as belonging to any of the four categories. Thus, the present codes and ordinances ***do not regulate*** activity on Village roads based on the different purposes that the individual roads serve. ***Section 4.9 provides the recommended transportation hierarchy for the Village. Figure 4.1 shows the functional classification of the Village's road system.***

4.4.2 Official Maps Depicting Village Roads and Streets

Irvington's official maps show the local road network. However, some discrepancies presently exist between the streets shown on the maps and the actual road network; these ***will*** be rectified. Several of Irvington's local roads are private roads, which are accessible only to residents of those particular developments and are privately maintained. These roads are not currently shown on Irvington's maps but should be added so that Irvington has an accurate depiction of its local road network.

The maps also show several "paper roads," which have been mapped but not paved. These roads include a connection between the two lengths of Riverview Road and an extension of Harriman Road through V.E. Macy Park to the Parkway. The Village ***has identified*** the location of ***several of*** these roads and ***determined that they should no longer exist as paper roads. Several are in the process of being de-mapped and others are being evaluated.***

4.4.3 Existing Traffic Operating Conditions

The most heavily used roads in Irvington are the Saw Mill River Parkway (a Westchester County road), Broadway (US Route 9) and Main Street (a Village road), followed by the roads that provide connections between the regional routes (the connector roads). The average daily traffic volumes on key roads are shown in Figure 4.2. Data for average daily traffic flow was obtained from traffic volume counts undertaken for the Westwood EIS (1997) and from the New York State Department of Transportation Annual Average Daily Traffic Counts (2000). ***Other statistics are being compiled on a daily basis by the recently-acquired speed trailer which reflects motorist speeds and counts road use.*** Operating conditions for vehicles traveling on these roads are generally tolerable, however, conditions for pedestrians, bicycles and vehicles seeking access to them are, in some instances, problematic. Furthermore, peak-hour vehicular demand is approaching capacity on Main Street, as well as on the intersections of Broadway with Main Street and Sunnyside Lane.

Operating conditions for vehicles traveling on the local roads are generally good. However, the ***Land Use Committee identified*** the following concerns:

1) On busier roads cyclists and, where there are no sidewalks, pedestrians are exposed to uncomfortable and possibly unsafe levels of automobile traffic.
2) Operating conditions on Dows Lane were identified as undesirable. The continued growth of the elementary school, limited parking by Memorial Field and limited access to the corridor have resulted in frequent illegal parking, congestion and an inappropriate level of U-turn activity.
3) The posted speed limit on Broadway from the New York City line to north of Pierson Avenue in Sleepy Hollow is 30 mph or less with two notable exceptions. From Our Lady of Victory Academy, just south of the Village line, to just south of Clinton Avenue and from Riverview Road to Lakeview Drive in Tarrytown, the speed limit is posted at 40 mph. On both of these sections in Broadway, there are many unsignalized intersecting streets and even more private driveways. Due to ***a variety of factors***, almost all the private driveways on the east side of the road have substandard sightlines. This condition could be improved by reducing the speed limit on Broadway. It is noted that Broadway no longer functions as a regional roadway for automobile traffic (the Saw Mill Parkway has replaced Broadway for this purpose). Therefore, any change in speed limit on this section of the roadway will not have a major regional

impact. ***The Village Board will continue to work with State representatives to reduce the 40 m.p.h. speed limit on this section of Broadway.***

4.4.4 Existing Traffic Safety Conditions

A 1998 Accident study performed for many of the Village's more significant roads and streets identified five locations where the accident rate was considerably in excess of the statewide average for similar facilities. These locations were:

1) ***Riverview Road***. Each of the three reported accidents in the three-year study period along Riverview Road resulted from the vehicle operators losing control of their vehicles. Ice and rain were contributing factors in two of these accidents. It is apparent that the alignment and grade of Riverview Road, combined with inclement weather, are the primary causes of accidents on Riverview Road.

2) ***High School Drive***. Four of the six accidents reported on High School Drive in the three-year study period occurred on wet pavement. This condition has since been addressed with pavement grooving as well as additional signage and the accident frequency has subsequently declined substantially.

3) ***Main Street.*** Due to the close proximity of the intersecting side streets, the high level of commercial activity and the presence of angled parking along Main Street, an inordinately high number of accidents are reported along this street. Fortunately, the vast majority of these accidents are minor, fender-bender-type accidents. Nevertheless, due to the high level of pedestrian activity on the street, it is imperative that traffic speeds be kept within the permitted level (25 mph).

4) ***Harriman Road at Park Road/Cedarlawn Road (Cedar Ridge).*** Due to poor sightlines at these intersections, there have been four accidents involving vehicles turning into or out of Park Road or Cedarlawn Road in the three-year study period.

5) ***The intersection of Fieldpoint Road with Harriman Road***. Of the three accidents that were reported at this intersection in the three-year study period, one occurred when a motorcyclist slid on sand, one involved a vehicle which failed to yield the right-of-way and the third occurred when a motorist's vehicle skidded on the curve in wet weather.

The LUC voiced the concern that there is a need to provide two functional points of access/egress to all major developments for use in the event of an emergency. This issue is less of a concern for future developments than it is for existing facilities, as it is ***now*** typically addressed in the approval process (see Chapter 188, Section 16 G of the Village Code). Of particular concern to the Committee is the continued lack of a second point of access for use in an emergency to enter or exit the High School property. ***The Village will work with the School Board to identify a solution, particularly to implement the "Link Road" emergency access.*** A similar situation occurs at the properties to the west of the railroad, where additional development is currently proposed

Ensuring safe and efficient traffic circulation and preserving the character of local roads helps preserve the quality of life in the Village. Applications to develop or subdivide property should be

considered carefully in terms of their potential impact on bicycle and pedestrian activity, levels of service (LOS) and the functional classification of a road.

In addition, roadway segments or intersections which have exhibited a high accident frequency should be further studied, with remedies determined and implemented to remedy identified deficiencies. Particular attention should be paid to Main Street, which functions as the central artery through the Village center and as a connector road feeding traffic to Broadway and points east. The range of activity on the street, including local shopping traffic, school bus pick-up, garbage collection and through traffic, can lead to congestion delays and safety issues.

4.5 Public Transportation

The following is a description of public transportation services available in the Village.

4.5.1 Mass Transit

Irvington's mass transit options include the Hudson line of the Metro-North Railroad, Westchester County's Bee Line bus service, local taxi service and the Village Recreation Department's senior van. Figure 4.3 shows the location of the railroad stations and bus routes in and proximate to Irvington. Metro-North Railroad's Hudson Line provides commuter service between Poughkeepsie and New York City. The railroad line runs north-south along Irvington's western perimeter, parallel to the Hudson River. Approximately 60 Metro-North trains stop daily in Irvington, en route to or returning from Midtown Manhattan's Grand Central Station. The commute between Irvington and Grand Central ranges from 40 to 50 minutes depending on the time of day.

Irvington's train station is situated between Astor Street and River Street, at the foot of Main Street. An estimated 1,770 passengers board or disembark daily at the Irvington station during weekdays, the majority of whom are Irvington residents (Source: Metro-North Railroad ridership figures). Parking for the train is provided primarily by an approximately 200-space parking lot owned by Metro-North located at South Astor Street. Several other Village-owned parking lots provide commuter parking along South Buckhout and Main Street. Most lots are permit-only, although the Metro-North lot has 20 metered spaces. Parking for the train station on the streets in the Village's Central Business District is controlled west of Ferris Street, where parking is limited to a duration of six hours or less. A substantial volume of station-generated parking occurs daily on Ferris Street, where parking demand routinely exceeds capacity on street-cleaning mornings. ***The Village intends to explore again the possibility of obtaining windshield permits for residents to better control commuter parking and ease parking difficulties for residents.***

A train station, identified as "Ardsley-on-Hudson" is located, on West Ardsley Avenue, in the southern part of the Village. Ridership at this station is considerably less than at the Irvington station, as the population density within walking distance is lower and public parking is limited to approximately 70 spaces in municipal lot #4.

The Westchester County Bee Line Bus Service provides local service to surrounding communities and express service to the Bronx (connecting with the New York City subway). Two Bee-Line routes, the 1/T and the 1/IW, serve Irvington residents, running along Broadway with stops at locations including Langdon Avenue, Harriman Road, Main Street and Sunnyside Lane.

4.5.2 Taxi and Shuttle Service

Residents may choose among a number of local taxi companies, including the Riverside Car Service and the Tarrytown Cab Company. Both companies are located on North Astor Street, proximate to the Irvington train station.

In addition, Irvington's recreation department provides a unique transport service for senior residents. The department provides shuttle bus service to and from scheduled activities for senior citizens; it has also expanded its service to transport residents for medical, food shopping and other appointments in and proximate to the Village. The shuttle service is an important resource for Irvington's seniors, especially for those whose family members do not live nearby.

4.6 Pedestrian Paths and Trails

Irvington's small town character and natural beauty make walking an attractive option for travel and recreation within the Village. Walking trips are convenient for traveling to local destinations (within 1/4 to 1/2 mile from home) and can serve as a viable alternative to local auto travel, particularly when the Railroad station is the destination. The Village ***will continue implementation of traffic-calming measures*** to ensure the continued safety of pedestrians on the roads that they frequently use and ***will continue to consider extending*** the network of sidewalks, pathways and trails in the Village.

For popular recreational uses, two regional walking/hiking trails are located in Irvington: The Old Croton Aqueduct Trail and the South County Trail (see Figure 4.4). The Old Croton Aqueduct Trail is a 26.2-mile state-owned trail that runs north-south between Van Cortlandt Park in the Bronx and the New Croton Dam in northern Westchester. In Irvington, the trail runs parallel to and just west of Broadway. The part of the trail that runs through Irvington is the most actively used portion of the trail. The South County Trail, owned by Westchester County, follows the path of the Old Putnam Rail line between Yonkers and Route 119 in Elmsford. In Irvington, the trail runs just to the east of the Saw Mill River Parkway, with a portion running through V.E. Macy Park.

Irvington also has pedestrian pathways and trails in its Village parks and open space areas. While access to these amenities is generally good, the Village will consider expanding them at several points to enable residents to maximize their use. In particular, access can be improved to Irvington's waterfront parks, particularly to the new Scenic Hudson Park, and to the Village of Irvington Reservoir. LUC recommendations for improving access to these amenities are described below. The location and access to the Village's trail system and recreation areas is discussed further in Chapter 5: Open Space and Parks.

4.6.1 Waterfront Access

As shown in Figure 4.4, pedestrian access to the Scenic Hudson Park, and Irvington's waterfront in general, is provided at two points: the Bridge Street overpass and the Irvington train station tunnel. The Bridge Street overpass extends from N. Buckhout Street across the railroad tracks to the west side of the track and provides direct access to Matthiessen Park. The station tunnel provides direct access to the southbound Metro-North train as well as indirect access to the shops and Scenic Hudson Park on the west side of the tracks. Both access points are located close to Main Street, in the core of the Village.

The Village ***will continue to work with Metro-North and State officials*** to improve access to the waterfront, particularly to Scenic Hudson Park, by constructing a second pedestrian overpass over the railroad tracks to the south of the train station. Station Road, located several blocks south of Main Street, or the north end of the Half Moon property, could be viable locations for an overpass because they are situated across from the Park and could accommodate park-goers from the neighborhoods south of Main Street. ***A pedestrian overpass also would provide access to the County's Hudson RiverWalk, a project fully supported by the Village.***

4.6.2 Reservoir Access

The lands surrounding the Village of Irvington Reservoir are used for hiking and other passive recreation activities; this area is an important natural resource, connecting to other open space amenities in the Village such as V.E. Macy Park and the Westwood property. However, it is greatly underutilized as a passive recreation resource because, ***among other reasons,*** it is difficult to access on foot and little parking is provided nearby. ***The Village will study the possibility of*** providing a small parking lot in the vicinity of the Reservoir, such as along Fieldpoint Drive or proximate to the ***Police Department*** shooting range, ***to*** facilitate access to the area. Figure 4.4 shows an approximate location where a parking lot could be developed.

4.7 Bicycle Use

Bicycling is also a viable local travel option, although the topography of Irvington's roads can be challenging. Recreational bikers can use the Old Croton Aqueduct Trailway and the South County Trail. Biking is presently not permitted in Village-owned parks due to narrow trails and steep grades in some parks. However, biking has become a more popular activity in recent years, and the Village is assessing whether ***specific times for*** bicycle use can be established in the Scenic Hudson Park.

Bicycling is a mode of transportation which should be encouraged. As a substitute for automobile travel, it can reduce traffic congestion. It also has health ***and environmental*** benefits. The Village ***plans*** to add to the present complement of bicycle racks by placing new racks at high-traffic locations, ***suggested by the Transportation Committee that the Village will establish (see Section 4.9).*** Applications to develop or subdivide property should be considered carefully in terms of their potential to develop bicycle use as opposed to automobile use and to extend the Village's network of bicycle friendly trails.

The Village recently passed legislation prohibiting all-terrain vehicles from using Village owned property ***and notice of*** this prohibition ***will be posted*** in those areas where ***such prohibited use*** most regularly occurs (primarily Village property surrounding the reservoir).

4.8 Regional Infrastructure Changes Proximate to Irvington

Two projects are underway or being considered along the New York State Thruway in the vicinity of the Village. The first is the reconstruction of the 1-287/87 interchange (Interchange 8), located in Tarrytown. The New York State Thruway Authority and the State Department of Transportation are jointly undertaking this project, which began in early 2001. Slated for completion in 2003, it

will reconfigure the interchange and the Tappan Zee Bridge Toll Plaza, adding a direct connection between the Thruway and the Cross Westchester Expressway.

Once completed, the reconfiguration is expected to improve motorist mobility and safety. In the short-term, however, the construction is causing an increase in traffic along Route 9 through Irvington and neighboring municipalities. To skirt the construction-related stoppages on the Thruway, some motorists are traveling along Route 9 to Ardsley where they can pick up the Thruway past the construction areas. Once work on the interchange is complete, traffic volume along Broadway should return to near pre-construction levels.

The Thruway Authority and Metropolitan Transportation Authority are also currently reviewing options for addressing infrastructure and congestion issues associated with the Tappan Zee Bridge and I-287 Corridor. A study commissioned by these agencies, completed in April 2000, recommended replacing the Tappan Zee Bridge with a structure that can accommodate a new commuter rail line or bus service as well as bikeways and pedestrian walkways extending from Suffern in Rockland County to White Plains or Port Chester. Environmental review of this recommendation, along with those proposed by locally elected officials, community groups and the general public began in the Spring of 2001 and is expected to last three years. The culmination of the review process will be a decision on the most feasible alternatives. ***A Village trustee is an active member of the inter-municipal group studying the State plans and the Village will continue to be active in protecting the Village's interests.***

4.9 Implementation

As recommended in the 1979 and 1988 Plans ***and by the LUC***, the Village ***will*** only add new local roads as needed to accommodate new development. Otherwise, the existing street grid ***will*** be maintained as a means of preserving the existing pattern of development and character of the Village.

Both the public and the Board of Trustees expressed substantial support for the recommendations made by the LUC in this section of the draft Plan. The Village already has sought to implement many of the matters discussed in this section – traffic calming, counting vehicular traffic on several roads, lobbying for the construction of a pedestrian overpass south of Main Street to Scenic Hudson Park, and de-mapping of certain paper roads. The Village will adopt several other measures recommended by the LUC, including (1) adding bicycle racks; (2) expanding access to the reservoir; (3) classifying roads; (4) working with state officials to lower the speed limit on sections of Broadway; (5) updating official maps; (6) amending § 178.3 of Chapter 188 of the Village Code to specify that all new roads projected to carry more than 60 vehicles in any hour shall be required to provide a sidewalk on at least one side; and (7) amending the last phrase of § 16.D of Chapter 188 of the Village Code to "to afford separation of local traffic from through traffic and to minimize the number of entrances to the arterials. "

In order to implement and study further measures, the Village will establish a new Transportation Committee to recommend specific policies and legislation. As with other committees established pursuant to the Plan, the Transportation Committee will meet with a Board of Trustees liaison, discuss an appropriate time frame and scope of work, and be given guidelines within which to complete its work, such as the following:

1) Identify dedicated public thoroughfares in the Village and, subsequently, update Village maps to show location of private thoroughfares.

2) Identify location of paper roads and de-map those paper roads which do not further the goals of the Village Master Plan.

3) Study and make recommendations to improve traffic conditions on Harriman Road and Cyrus Field Road. This issue will be considered in conjunction with discussions about re-opening Field Point Drive with its owners.

4) Suggest locations for new bicycle racks.

5) ***Suggest amendments to*** the Village Codes to classify the Village's thoroughfares. ***The Committee shall be guided by the*** following functional, jurisdictional, use, type and level categories ***suggested by the LUC:***

a) A "Thoroughfare" shall be defined as any surface, street, road, avenue, boulevard, lane, highway, parkway, throughway, right-of-way, or other clear way intended for the carriage of motor vehicles.

b) Jurisdictional Classification - All thoroughfares shall be either "Public" thoroughfares or "Private" thoroughfares, in accordance with the applicable laws of the State of New York. In general, a public thoroughfare is one over which the general public has an easement to use as a passage for motor vehicles, or which the Village has accepted as dedicated to public use. A private thoroughfare is one which is not a Public Thoroughfare.

c) Functional Classification - All thoroughfares shall be assigned one of four (4) functional classification categories, as follows: Limited Access, Arterial, Connector or Local.

i) "Limited Access" - ***Limited access highways are public thoroughfares that provide regional access for vehicles traveling through Irvington. Limited access highways carry high-speed, long distance, through traffic. Entrance/egress is controlled and occurs at grade-separated interchanges; access to individual properties along the rights-of-way is prohibited.*** The Saw Mill River Parkway shall be designated by Village Ordinance as the only such facility in the Village. ***This highway runs north-south along the eastern perimeter of the Village, bisecting V.E. Macy Park.***

ii) "Arterial" - A public thoroughfare, to which access is not limited and which is intended to connect major traffic generators. Broadway, Main Street and Astor Street shall be designated by Village Ordinance as the only such facilities in the Village. ***Broadway traverses the Village in a north-south direction. Broadway is the traffic artery into which feeds all of the Village collector roads and many of its local roads. It provides a direct connection between the Village of Irvington and the Hudson River Villages to the north and south. It also serves some river town traffic traveling between the Tappan Zee Bridge and communities to the south as well as a portion of the traffic between these same communities and the east on I-287. Broadway also functions as a local road, providing direct access to properties on its east and west sides and connecting the outlying parts of the Village with Main Street and the Railroad station.***

Main Street brings traffic between Broadway and the railroad station, and serves as Irvington's main local artery. It also provides access to the older residential core of the Village and is developed with much of the Village's commercial properties.

iii) "Connector" - A thoroughfare to which access is not limited and which connects an arterial ***road*** to a limited access thoroughfare, two arterial thoroughfares, an arterial thoroughfare to a connector thoroughfare or an arterial to a major traffic generator. Village Ordinance shall designate the following as connector thoroughfares in the Village: Mountain (Peter Bont) Road, East Sunnyside Lane, High School Drive, Bridge Street/River Street, Buckhout Street, Station Road, Harriman Road, Cyrus Field Road, Dows Lane, East Clinton Avenue, Hudson Road (East and West), Ardsley Avenue (East and West), Langdon Avenue, Washington Avenue and Mercy College Drive. ***While classified as a collector road, Cyrus Field/Harriman present special difficulties and issues which will be studied by the Transportation Committee. See Section 4.9.***

iv) "Local" - A public thoroughfare whose primary purpose is to provide access to the properties which front it and which is not intended for use by through traffic (i.e., a limited access thoroughfare, an arterial thoroughfare, or a connector thoroughfare). By Village Ordinance, local thoroughfares in the Village shall be designated as all public thoroughfares not listed as limited access, arterial or connector thoroughfares. ***Thus, most of Irvington's roads fall under the category of local roads. Some local roads, particularly in the south end of the Village, have begun to be used daily as secondary collector roads. These roads include Ardsley and Langdon Avenues, which connect Broadway to Washington Avenue, and Washington Avenue, which runs south to Ashford Avenue in Dobbs Ferry. Although they are primarily, residential roads, cumulative increases in traffic on Broadway have made these roads an attractive alternative for some motorists traveling between Broadway and Ashford Avenue. Serving as an alternative route to a non-local road under normal traffic operating conditions is not the intended purpose of constructing a local road and is an undesirable condition. It diminishes the quality of life for the residents who live on the road and it results in an unacceptable increase in the interaction of automobile traffic with cyclists and, if no sidewalks exist, with pedestrians.***

d) Use Classification - All thoroughfares shall be either "Residential" or "Non-residential" thoroughfares. Commercial vehicles shall be prohibited by Village Ordinance from passing across a residential thoroughfare unless they are making a local delivery on that thoroughfare. Village Ordinance shall permit commercial vehicles use of non-residential thoroughfares provided they do not pose an undue safety hazard to the public (oversize vehicles or vehicles carrying ***hazardous substances***). Village Ordinance shall designate the following as non-residential thoroughfares in the Village: Broadway, Main Street, Astor Street and Bridge Street/River Street.

e) Type Classification - All thoroughfares ***also*** shall be assigned one of four (4) type classification categories, as follows: Highways, Roads, Streets or Driveways.

i) A "Highway" shall be defined as any thoroughfare dedicated for the passage of automobile traffic at a rate of speed above 40 miles per hour.
ii) A "Road" shall be defined as any thoroughfare dedicated for the passage of automobile traffic, which is not paralleled by a sidewalk on either (one) side.

iii) A "Street" shall be defined as any thoroughfare dedicated for the passage of automobile traffic, which is paralleled by a sidewalk on one side or the other.
iv) A "Driveway" shall be defined as any private thoroughfare which does not connect two public thoroughfares.

f) Level Classification - All thoroughfares ***also*** shall be assigned one of six (6) level classification categories, as follows:

i. Level 1 - All unpaved thoroughfares and paved thoroughfares which do not meet Village specifications, are not maintained in good condition or have potholes.
ii. Level 2 - Paved thoroughfares where the typical clear width is less than 18 feet (add one foot for each side of the thoroughfare on which parking at least periodically occurs) and vehicles are permitted to travel in both directions. ("Paved" means having a surface constructed of concrete, bituminous macadam, or asphalt which meets Village specifications and which, in the case of a private thoroughfare, is maintained in good condition without potholes. "Clear width" means the unobstructed cross-section of the thoroughfare over which the wheels of a vehicle are intended to pass).
iii. Level 3 - Paved thoroughfares where the typical clear width is more than nine (9) and less than 18 feet (add one foot for each side of the thoroughfare on which parking at least periodically occurs) and vehicles are permitted to travel in only one direction.
iv. Level 4 - Paved thoroughfares where the typical clear width is at least 18 feet but less than 30 feet (add one foot for each side of the thoroughfare where parking at least periodically occurs) and vehicles are permitted to travel in both directions.
v. Level 5 - Paved thoroughfares where the typical clear width is at least 30 feet but less than 40 feet (add one foot for each side of the thoroughfare where parking at least periodically occurs).
vi. Level 6 - Paved thoroughfares where the typical clear width is 40 feet or more (add one foot for each side of the thoroughfare where parking at least periodically occurs).

6) ***Suggest amendment to*** Village ordinances to include language which will prescribe what constitutes a significant adverse impact to traffic operating conditions at specific locations. ***The Transportation Committee shall be guided by*** the 2000 Highway Capacity Manual ***and the levels of impact suggested by the LUC, as follows:***

a. Level of Service "C" or better operating conditions shall be considered <u>acceptable</u>, not requiring mitigation, unless the proposed action has caused a deterioration in operation of more than one full Level, as defined by the range (in seconds) of the measure of effectiveness for the Level at which the intersection would be, without the proposed action.

b. Level-of-Service "D" operating conditions shall be considered <u>tolerable</u> for peak hour operating conditions, not requiring mitigation, unless the proposed action has caused a deterioration in operation of more than one half of a Level, as defined by the range (in seconds) of the measure of effectiveness for the Level at which the intersection would be, without the proposed action.

c. Level-of-Service "E" operating conditions shall be considered <u>tolerable</u> for peak hour operating conditions only for movements projected to experience less than one vehicle per minute with the proposed action. Mitigation shall not be required, unless the proposed action has caused a deterioration in operation of more than

one third of a Level, as defined by the range (in seconds) of the measure of effectiveness for the Level at which the intersection would be, without the proposed action.

d. Level-of-Service "E" operating conditions shall be considered undesirable for peak hour operating conditions for movements projected to experience one or more vehicles per minute with the proposed action. Mitigation shall be required, if the proposed action has caused a deterioration in operation of more than one third of a Level, as defined by the range (in seconds) of the measure of effectiveness for the Level at which the intersection would be, without the proposed action.

e. Level-of-Service "F" operating conditions shall be considered undesirable for all movements. Mitigation shall be required, if the proposed action has caused a deterioration in operation of more than one third of the range (in seconds) of the measure of effectiveness for Level-of-Service "E" or if the projected vehicular demand on an impacted movement exceeds the available capacity on that movement.

f. Acceptable mitigation will consist of measures, other that those which could easily be implemented without the proposed action (e.g., modifying the timing of traffic signals or restriping a single wide lane that functions as two lanes to be two lanes), which shall return the performance of the impacted lane groups to values which no longer constitute a significant impact, as defined above. With specific reference to unsignalized intersections, where a second lane is provided on the minor street approach, the overall approach may be considered in evaluating the performance of the movements affected,

g. In considering whether an impact has occurred at a signalized intersection, where the overall intersection performance is evaluated as well as the individual movements, the criteria shall apply first to the individual movements. If, in applying the criteria to the individual movements, it is determined that an impact requiring mitigation has occurred, and, as a result of the mitigation, the performance of some lane groups has deteriorated, while the performance of others has been improved, the mitigation will be considered to be satisfactory if: the overall intersection performance has been improved or has not deteriorated by more than five percent; and if none of the newly impacted movements are operating at level-of-service "F" for minor (less than one vehicle per minute) movements and at Level-of-Service "E" for major movements.

7) ***Discuss*** with ***representatives of*** the Irvington School District***, the potential*** commission of a study of the Dows Lane corridor which would review issues of parking, signage, circulation and, in particular, access to Broadway. Such a study ***could*** include a two-phase signal warrant analysis of the intersection of Dows Lane with ***Broadway***. The first phase ***of such a study could*** determine, using the new MUTCD signal warrants, if a signal is warranted. The second and subsequent phase ***could*** address concerns, such as sight distances and queuing to and from upstream and downstream intersections on Broadway, which the NYS DOT may claim will prevent the safe operation of any new signal.

8) ***Recommend*** a regulatory framework to effectively evaluate and preserve operating conditions on the Village's local thoroughfares.

9) ***Suggest amendments to*** Village ordinances to require any development that will generate more than ten vehicles in any one-hour period or more than 10 daily truck trips (either during the construction of or following the completion of the development) to perform a traffic study, which shall conform to the requirements of the Planning Board. ***(See footnote 9.)***

10) ***Suggest amendments to*** Village ordinances such that no development may be permitted which will serve as the trip origin (primary generator) for any commercial traffic which will pass over a residential thoroughfare.

11) ***Suggest amendments to*** Village ordinances to prohibit the subdivision of property fronting on a limited access thoroughfare which would have any point of access to the limited access thoroughfare.

12) ***Suggest amendments to*** Village ordinances to prohibit any development from increasing the volume of traffic on a connector or arterial road (i.e., that does not have a sidewalk on at least one side) by more than 20 percent or 30 vehicles in the peak hour, whichever is less. ***Such suggestion will include possible steps a property owner may take to ameliorate the development's traffic impact.***

13) ***Suggest amendments to*** Village ordinances to prohibit any development, without implementing suitable safety mitigation measures, from increasing the volume of traffic on a thoroughfare that has an accident history that is, with a 90 percent confidence level (as defined by the Rate Quality Control Method, see Transportation Research Record # 1542), greater than the statewide average accident rate for similar facilities by more than five (5) percent or ten (10) vehicles in the peak hour, whichever is less. ***(See footnote 9.)***

14) ***Suggest amendments to*** Village ordinances to prohibit any development from increasing the volume of traffic on a Level 1 or Level 2 thoroughfare by more than 100 percent or ten (10) vehicles in the peak hour, whichever is less. ***(See footnote 9.)***

15) ***Suggest amendments to*** Village ordinances to prohibit any development from increasing the volume of traffic on a local thoroughfare, other than Level 1 and Level 2 thoroughfares, by more than 100 percent or 20 vehicles in the peak hour, whichever is less. ***(See footnote 9.)***

16) ***Suggest amendments to*** Village ordinances to prohibit the change in classification of a thoroughfare (e.g., making a two-way thoroughfare a one-way thoroughfare or widening a Level 2 thoroughfare so that it becomes a Level 4 thoroughfare, etc.) without the express approval of the Village Board of Trustees.

17) ***Suggest*** appropriate development fees, proportional to the impact that various types and sizes of developments will have, that will be deposited in separate accounts and used for the development of services (such as a commuter shuttle between the railroad station and outlying population centers in the Village) ***to ameliorate the impact of such development,*** and to improve, enhance and expand pedestrian and bicycle facilities. ***Suggest amendments to*** the Village ordinances requiring developers to pay the applicable fees upon completion of the

development or to include measures in the development plan which achieve the same goals. ***(See footnote 9.)***

The Board of Trustees liaison will discuss priorities with members of the Transportation Committee and the possibility of phasing in suggested legislation considering issues such as cost, needs, and burden that such legislation may place on residents.

[9.] Specific numbers and issues to be studied are those suggested by the LUC. While the Transportation Committee should be guided by these suggestions, it should not feel bound by them.

5.0 OPEN SPACE AND PARKS

Irvington's open space resources, including its parks, wooded areas, waterbodies and scenic vistas, contribute to the natural beauty and green, open quality that characterize the Village. Preserving and protecting these resources has long been an integral part of Irvington's planning efforts. The 1988 Land Use Plan placed particular emphasis on protecting environmentally sensitive areas and expanding parks and recreation resources, recommending a number of preservation-related ordinances, many of which have been implemented. These provisions, along with initiatives undertaken in the past decade, have given Irvington an important set of tools to realize its preservation goals. The 2002 Plan will continue these goals, providing a guide to future growth and development patterns that emphasizes preserving open space and natural resources. This chapter reviews Irvington's existing resources and the tools available for preservation efforts, and ***identifies*** ways the Village ***will*** expand its open space network to provide needed recreation facilities, further protect its natural areas, and improve access to these areas.

5.1 Existing Public and Private Open Space Areas

Irvington has public park areas used for passive and active recreation activities as well as private open space areas that are not open to public use but that contribute to the overall green quality of the Village. Irvington's Open Space Inventory, which is regularly updated and managed by the Environmental Conservation Board, maps and describes all parcels within the Village that are two acres or larger as well as those that have significant environmental, scenic, recreational or historic value. The ***current*** Open Space Inventory Map is shown in Figure 5.1, and the open space resources are tabulated in Table 5.1.

Public Open Space (Parks, Recreational Facilities and Trails)
Irvington has an extensive network of parks and recreation amenities, including Village facilities, properties owned by the school district, and County- and State-owned parks and trails. Village and School properties together account for 12 percent of Village land area. The parks and recreation areas are shown in Figure 5.2.

Memorial Park, the Scenic Hudson Park and school district properties also provide playing fields, tennis and basketball courts for school and community recreation activities. However, demand for field time is high and is not met by the existing fields, especially since playing fields were taken out of service at the High School. The Recreation Department ***has expressed a*** need for additional recreation space, particularly for multi-purpose/multi-use fields for baseball and softball in the spring and summer and for soccer and football in the fall. ***The Department feels that two*** fields are needed, which could be located separately in two parcels of two acres each or in one four-acre locale.

In addition to securing new recreational fields, during public hearings residents also expressed an interest in establishing a "dog park" – a dedicated place where owners could bring their dogs for recreation.

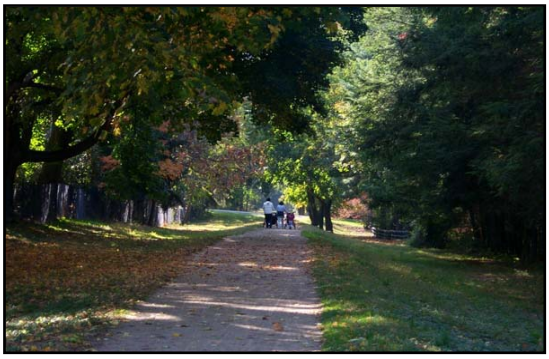
Table 5.1: Public and Private Open Space Resources

Village-Owned Parks and Recreation Areas	***Acreage***
Matthiessen Park	12
Scenic Hudson Park	12
Memorial Park	7.7
Village Park along Harriman and Parkside Way	1.1
Village of Irvington Reservoir and surrounding property	109.75
Halsey Pond Park	29.04
Pennybridge Manor (dedicated open space)	9.75
Total	***181.34***
Irvington Union Free School District Properties	***Acreage***
Irvington High School	29.35
Irvington Middle School	3.1
Irvington Elementary School (Dow's Lane)	16.69
Total	***49.14***
State and County-Owned Parks and Trails	***Acreage***
VE Macy County Park (including property within and outside of Irvington)	126.53
Old Croton Aqueduct Trail	12.91
Total	***139.44***
Private* Open Space Areas	***Acreage***
Mercy College	17.3
Hudson House	10.86
Columbia - Nevis	67
Foundation for Economic Education	4.6
St. Barnabas Church	2.7
Presbyterian Church	3.4
Abbott House	17.3
Westwood parcels (B and C only)	47
Immaculate Conception Church	4.2
Ardsley Golf Course	50.27
Total	***224.63***
Total Open Space Acreage	***584.85***

* Excluding single-family residential properties

Source: Village of Irvington Open Spaces Inventory, Updated April 2000

The Open Space Inventory shows a number of hiking and walking trails. The most notable and heavily-used trail is the Old Croton Aqueduct Trail, a 26.2-mile state-owned trail that runs north-south between Van Cortlandt Park in the Bronx and the New Croton Dam in northern Westchester. The section in Irvington, which is the most heavily used portion of the trail, runs parallel to and just west of Broadway, with public access via Main Street and from other Village streets.



There are also walking trails through Matthiessen ***and Scenic Hudson*** Parks along the waterfront, a trail network at Halsey Pond Park, and a second network around the Reservoir properties. A pathway from Broadway connects walkers and hikers to the high school property. A connecting trail also leads from the Reservoir property through a portion of V.E. Macy Park to the Hermit's Grave at the east end of the Village.

Matthiessen Park

Scenic Hudson Park

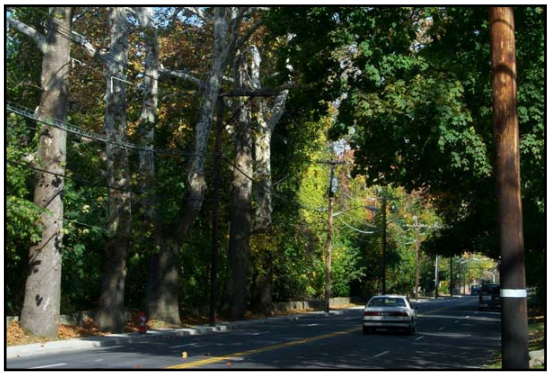
All these parks and trails are valued for their recreational amenities as well as for their contribution to Irvington's scenic and green qualities. ***The Village will continue its*** efforts to improve parking and better delineate trails so that access these resources is improved for all residents.

Private Open Space

There are many private properties within Irvington that contribute to the overall open space character of the Village. Some of these properties ***are used by for-profit and not-for-profit institutions,*** while others are private residences on large lots. Several of the properties, such as the churches and the Nevis property, have frontage along Broadway and contribute to the green character of the Broadway corridor. The major private open space areas are identified in the Open Space Inventory and are summarized in Table 5.1 (exclusive of private single-family residences).

These properties are all zoned for residential use, although the permitted density varies depending on the zoning district ***in which*** they are located. The Village has several zoning and subdivision provisions in place to help balance open space preservation goals with development potential on these lots. However, as presented in Chapter 3.0 of this Plan (Land Use and Development

Controls), certain revisions to these ordinances ***will be made*** to ensure better protection of open space resources and pre-empt over-development on certain parcels.



Tree canopies contribute to the scenic corridor along Broadway

Scenic Corridors

Among the recognized scenic corridors in Irvington are Broadway, Cyrus Field Road and the Old Croton Aqueduct Trail. These corridors are characterized by mature tree canopies, stone walls, hedge rows, and wooded areas along certain stretches of road. Following the recommendations of the 1988 Land Use Plan, buffers were established along these corridors to protect their scenic qualities. These buffers serve an important role in protecting the scenic value of the corridors. ***At hearings on the Plan, residents*** expressed interest in deepening these buffers ***for new subdivisons,*** particularly along the Aqueduct and Broadway corridors, to preserve the natural beauty, vistas and spaciousness afforded along the corridors.

Natural Resources

Irvington's natural resources consist of its waterbodies and watersheds, woodlands, hillsides and scenic corridors. These resources help prevent flooding, preserve biodiversity, and contribute to cleaner air and water and to the scenic quality of the Village. Recognizing the local and regional benefit of preserving these resources, the Village retained a conservation biologist/land planner, Dr. Michael Klemens, to identify areas that have biodiversity significance and develop an ecosystem protection plan for these areas.

The Village of Irvington Reservoir

The biodiversity study identified several parcels in the eastern part of the Village that have natural resource significance. Three of these areas – the Reservoir property, the County's V.E. Macy Park, and Halsey Pond Park - are already protected as dedicated parkland or open space areas. The Reservoir is additionally protected as a water supply source both by the Village Code (Article XV, Resource Protection) and through the Village's Water Purchase Agreement with New York City (adopted by the Board of Trustees on December 17, 2001). Article IV, Section 404 of the Purchase Agreement (Maintenance of Non-City Water Supply Sources) states,

> ". . . the Village shall identify . . . sources of non-City water available (***i.e.*** existing . . .and which is potable or non-potable). To the extent such sources are owned or controlled by the Village, such sources shall not be arbitrarily abandoned, sold, or disposed of. The Village shall take all reasonable steps to preserve and protect such resources." (p. 22).

This agreement remains in effect for a ten-year term, after which it can be either terminated, renegotiated, or renewed for successive ten-year terms. Recognizing the Reservoir's importance as

a natural resource and as an alternative water supply source, this Plan supports the continued protection of Reservoir's water quality. ***As discussed later in Section 5.3, the Village will implement*** several mechanisms for preserving the Reservoir and its surrounding lands, including, ***if possible,*** protecting the headwaters of the Reservoir (located in the Westwood property ***for which the Village has a purchase option***) and developing wetlands/watercourses legislation to protect the waters which feed into the Reservoir.

A fourth property that has been identified ***by the LUC*** as significant is the Westwood property (parcels B and C), in the northeastern portion of the Village adjacent to the Reservoir lands. This property has been identified as containing the headwaters for the Reservoir, wetlands, and mature woodlands. As discussed later in this chapter, the Village has the option to purchase a portion of the site using open space bond money ***and contributions from State, County, and other sources***.

5.2 Open Space Preservation Tools and Initiatives

Zoning and Subdivision Provisions

Irvington's zoning and subdivision ordinances have several provisions for protecting open space and natural resources. The Average Density provision (Article XVI) and the Planned Unit Residential Development (PURD) provision (Article VII) of the zoning ordinance provide the means to cluster residential subdivisions so that open space is preserved.[9] These cluster provisions are supported by New York State Village Law 7-738, which allows a village to approve cluster development on a lot to preserve "the natural and scenic qualities of open lands." Several additional provisions in the Village Code provide for open space and recreation resources, as summarized below.

1. Buffer Requirements

Irvington has buffer provisions to protect the scenic qualities of three important corridors: the Croton Aqueduct, Cyrus Field Road, and Broadway:

- ***Croton Aqueduct*** (§ 243-50) prohibits construction of a building within 30 feet of a property line adjoining the Aqueduct.
- ***Cyrus Field Road Buffer (***§ 243-51-A), prohibits building, certain tree removal, grading and paving within 75 feet of the street line along Cyrus Field Road from the former Stewart property to the terminus of the road.
- ***BroadwayBuffer*** (§ 243-51-B) prohibits building, certain tree removal and paving within 50 feet of the Broadway curbline. While some previously existing buildings fall within the buffer, the provision helps ensure a fairly continuous stretch of green along one of Irvington's most traveled roads.

2. Resource Protection Ordinance (Article XV) of the Zoning Ordinance

The purpose of the ordinance is to "ensure protection of the natural environment and the scenic and environmental resources of the village. . . and to minimize adverse environmental impacts in the future development of the village . . . ". To this end, the ordinance sets forth a procedure for calculating a site's developable capacity that withholds from development any lands that are "conducive to the protection of the natural environment and scenic and environmental resources."

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[9] The PURD provision applies to specific areas of the Village. The PURD provision ***will likely*** be removed from the Zoning Code, as an amended clustering provision will be enacted which ***may*** be applied throughout the Village.

The ordinance has been successfully applied but should be updated to reflect the natural and scenic resources the Village wishes to protect such as viewsheds, mature trees, and stone walls.

3. Subdivision Ordinance §207-20: Parks & Open Space

This section ordinance provides for the dedication of parks and open space areas to meet demand generated by residents of the new subdivision for active and passive recreation facilities. The ordinance requires the additional demand to be addressed by the subdividers and developers of the new properties through the dedication of land or a payment in lieu of dedication. The ordinance also provides for the preservation of natural features (woodlands, watercourses, historic sites and structures), planting of street trees and creation of public footpaths to connect to key open space areas in the Village.

Village Bond Money for Open Space Preservation

Irvington residents voted in November 2000 ***by a margin of approval of 4:1*** to pass an open space referendum allowing the Village to float bonds up to $3 million for the purchase of open space. To determine which properties should be considered for purchase by the Village, the Board of Trustees established the Open Space Advisory Committee (OSAC), charged with recommending parcels for purchase. The OSAC has designed criteria, including the natural resources inventory, to identify those parcels that have significant environmental and natural resources. The ***first property identified by*** the OSAC ***for preservation is the Westwood property, and OSAC will*** continue to explore opportunities for acquiring open space in the Village using bond money and funding mechanisms such as private funding.

Conservation Easements

Some Irvington residents have dedicated a conservation easement on their property, which removes their lot or a portion of the lot from future additional development or subdivision. The easements are used, ***among other purposes***, to preserve environmentally significant lands and help preserve the open space character of a given lot and neighborhood.

Digitized Mapping of Trail System

The Irvington's Environmental Conservation Board is working in conjunction with ***the Village Administration and Westchester*** County to digitally map the Village's existing and potential trails and pathways using Geographic Information Systems (GIS) software. The trail maps will give the public better access to and use of the trail system by designating the location of Village trails. A trail committee has been established to manage access and mapping of the trails.

Parking at Halsey Pond Park

The Halsey Pond Park has a network of walking trails and is an important attractive open space resource; however, access to the park has traditionally been difficult because of limited parking. The Village ***has taken steps to*** remedy this problem by designating several parking spaces adjacent ***or near to*** the trail entrance.

5.3 Irvington's Open Space in the Regional Context

Figure 5.3 shows Irvington's open space system within a regional context. This map also shows proposals to link the local and regional open space systems. Most significant are the following:

1. Old Croton Aqueduct Trail

This state park system provides the most important trail system through the Village. However, it is ***frequently*** poorly marked and barely noticeable in the northern portion of the Village and in parts of Tarrytown on the Holy Spirit Association property. Maintenance efforts to keep the trail clear of overgrowth ***should*** be expanded. ***The Village will continue to work with the State and Trailways committee to*** support efforts to maintain and preserve this trail. ***In addition, the Village will implement measures to further improve the safety of intersections between the Aqueduct and Village streets.***

2. Waterfront Connections

Irvington is one of the Historic Hudson River communities attempting to create a continuous greenway along the Hudson River. The Village has recently created the Scenic Hudson Park and ***will consider linking*** this and other waterfront resources to open space and historic resources both along the waterfront and on Main Street. These include the Sunnyside and Lyndhurst properties to the north and the Croton Aqueduct via Main Street. ***From time to time there has been public discussion about the*** deed restriction ***on public access*** to Matthiessen Park. ***The Village will examine the restriction in the deed and consider whether removal of the restriction is possible or desirable.*** Ideas for these connections are shown on Figure 5.3.

3. Eastern Trail System

Just as the waterfront offers a series of opportunities for greenway connection, so too do the open space elements in the eastern part of the Village. A trail system already exists in much of the area ***and efforts to map the trails are continuing.*** Possible trails are shown on Figure 5.3 to connect the County's V. E. Macy Park, Irvington's Reservoir and the Westwood property with the Holy Spirit Association property to the north in the Town of Greenburgh. The Westchester Land Trust published a report in September 2001 recommending that a significant portion of this property be preserved for open spaces and a trail system be developed to connect the Old Croton Aqueduct to the eastern open spaces in Irvington.

5.4 Implementation

Bringing together the Village's three goals of ensuring adequate recreation facilities, preserving open space and natural resources, and facilitating access to these resources, ***the Village will implement the following measures:***

1. Recreation Fields and a Pool

The Village's Recreation Advisory Committee (RAC) is currently preparing a recreation master plan. As part of this work, the Village Board will ask the RAC to examine and recommend to the Board locations within the Village or School District which would support the construction of a pool and two multi-purpose recreational fields. The RAC also will be asked to consider the possibility of establishing a dog park for dog recreation. One or more members of the Irvington Pool Committee and/or other residents will be added to the RAC to help it complete its work.

2. Preserving Natural Resources and Open Space

The biodiversity assessment identified two parcels on the Westwood property in the northeast portion of the Village as having biodiversity significance. To preserve these resources, ***the Village*** is ***pursuing*** purchasing two of the parcels using Village bond money ***and funding from other***

sources. The Westwood property consists of three parcels (Parcels A, B and C). Parcel A (about 16 acres next to High School playing field) ***is being*** developed for residential purposes. Parcels B and C (approximately 47 acres), stretch from Marshall's Pond to Peter Bont/Mountain Road and have several environmental assets including mature forest, wetlands, and the headwaters for the Reservoir. A house on the property (the Morabito House) was deeded to the Village by the owners and is being considered for use as a nature center. Purchase of these two parcels would add an important piece to the open space corridor along the eastern end of the Village, with connections to the Reservoir and V. E. Macy Park, and additional trail links possible to Halsey Pond Park and the Unification Church property north of the Village known as Taxter Ridge.

In addition, Irvington owns three parcels at east end of the Village north of V.E. Macy Park. One parcel contains the "Hermit's Grave," the only marked grave in Irvington. ***Those*** parcels are zoned for residential development but are not developed. ***Westwood (if acquired) and the three*** parcels ***will be dedicated*** as open space areas, adding to the green buffer at the east end of the Village.

Preservation of open space character on parcels that have residential development potential can be achieved by applying the Village's ***to-be-enacted cluster*** and resource protection mechanisms ***and other measures identified in this Plan.*** The adoption of the proposed cluster provision and the Average Density provision will help protect open space resources on the interior ***of such properties.*** For properties adjacent to Broadway or the Old Croton Aqueduct, the buffer provisions will provide additional tools to protect the scenic corridors along the perimeter of these properties.

3. Scenic Corridor Buffers

The buffer mechanisms provided in the zoning code have helped preserve the open, green qualities along these road and trail stretches. To further protect the Broadway corridor, ***Section 243-51 of the Village code shall be*** amended to require a minimum 100-foot setback and landscaping for new lots created through subdivision along Broadway; for existing development, the 50-foot buffer ***will*** remain in place but be bolstered by a landscape provision ***for newly built structures.*** A similar amendment to the Croton Aqueduct buffer provision ***(Section 243-50) shall be made to provide that*** any new lots created through subdivision of properties adjoining the Aqueduct must reserve a minimum 50-foot, landscaped setback from the Aqueduct***. Additional structures added to developed properties within the new buffer shall be subject to landscape provisions. The new law will also consider the effects of the increased buffer on public safety.***

4. Linkages between Village Open Space Areas

The 2000 Open Space Inventory shows a proposed connecting trail from the high school to the Reservoir and a second through the Legend Hollow area connecting the Reservoir trails to Halsey Pond Park. Other new pathways are possible as well, such as through the Westwood property and the Pennybridge Manor designated open space area. The Village should continue ***to work with the Trailways Committee*** to formally ***identify and*** designate these public pathways and to develop a trail management plan.

In designating the trail system, ***the Village and the Trailways Committee will consider joining*** the regional trail network. The Old Croton Aqueduct serves as an important trail artery for both the Village and the regional trail system. As recommended in the Hudson River Greenway Plan, ***the possibility of*** a trail spur from the Aqueduct along Main Street, crossing over to the waterfront and down to Scenic Hudson Park ***will be studied. If possible,*** links ***will*** be established from the

Reservoir property through the Westwood and school properties to the trail, providing a seamless link between the open spaces on the eastern end of the Village and the waterfront. These trail connections are shown in Figure 5.3.

5. Parking Access to Trail System and Parks

The Village has created several parking spaces at the entrance to Halsey Pond Park. In the same way, ***if*** the Village expands its open space network with the purchase of Westwood parcels B and C, the Village should consider adding parking spaces to improve access to this parcel and other parks and trails in the eastern portion of the Village. The trail maps currently being prepared will be useful in identifying entrance points and designated trail parking. In addition, the prohibition on parking on the Old Croton Aqueduct ***will continue to be*** enforced so that the state trail can be safely used for walking, hiking, biking, and other recreation activities.

6. Waterfront Access

Irvington's waterfront parks – Matthiessen Park and Scenic Hudson Park – are vital assets, contributing to the beauty along the waterfront and open space and helping to meet recreation needs. As will be discussed further in Chapter 6, Main Street and Waterfront, ***the Village will continue its work with the MTA and State officials to expand*** pedestrian access to the waterfront, beyond the two existing access points at Bridge Street (to Matthiessen Park) and through the train station underpass.

7. Parks and Recreation Zone

As discussed in Chapter 3, Land Use and Development Controls, the Village ***will*** amend the zoning code to create a new parks and recreation zone. This district would preserve parks and recreation uses throughout the Village and ***will*** be applied to public parks and private, large open space. ***The Village will apply the new zone to certain Village-owned properties and to privately-owned parcels currently used for recreation purposes, such as the Ardsley Country Club.***

6.0 MAIN STREET AREA AND THE WATERFRONT

6.1 Introduction

Irvington's Main Street area and its waterfront are two destination areas for Village residents. The Main Street area is the center of commercial activity and the historic heart of the Village. It has the classic layout of a village center, with a mix of residential, commercial and municipal uses as well as convenient access to the regional rail system. The waterfront, perpendicular to Main Street on the west side of the railroad tracks, has evolved over time from Irvington's manufacturing area to a district that contains recreation and commercial uses. This chapter ***specifies*** how the individual assets and character of these two areas ***will*** be strengthened and how connections between the two areas ***will*** be improved to create a more cohesive village center.

6.2 Existing Conditions

Zoning

The Main Street area and the waterfront consist of three zoning districts (see Figure 6.1). The Business ("B") district, permitting retail, personal and professional service establishments, and "over the store" residential uses, runs along Main Street and portions of North Buckhout and North Astor Streets. Adjoining the B district to the north and south is the Two-Family Residence District ("2F"), permitting two-family and single-family residential uses. The properties fronting on South Astor Street on the east side of the railroad tracks and the land along the waterfront from Bridge Street through Scenic Hudson Park are zoned for industrial uses. The Industrial District ("I") permits commercial and manufacturing uses (excluding heavy manufacturing such as food processing, and manufacturing of heavy chemicals). All types of residential uses are prohibited in the I districts.

Land Uses and Character

Main Street Area. Irvington's Main Street area functions as a true village center. Most of the Village's commercial establishments are located there, including retail shops, personal and professional establishments and restaurants, as are many Village services and facilities such as the Village Hall, Library and middle school. Main Street provides access to Metro-North's regional rail system as well as to recreation amenities such as the Old Croton Aqueduct Trail and the Village's two waterfront parks. Over-the-store residential uses along Main Street and two- and single-family homes on adjoining blocks contribute to the area's mixed-use character and vitality.

Irvington's Main Street area offers small-scale, historic character and outstanding views of the Hudson River

The charm of the Main Street area is created by ***several factors including*** the panoramic views of the Hudson River, the historic character and ambiance, and the pedestrian accessible scale of the buildings and streets. Along Main Street, the two- and three-story buildings are set close to the sidewalk and street creating a continuous street wall that encourages shopping and strolling. The area is noteworthy for the impressive number of relatively intact and maintained historic buildings that are still used today. Over ***200*** buildings along Main Street and the side streets were built between 1840 and 1950. Two of these buildings – the Village Hall and the Burnham Building at the foot of Main Street – have been listed on the National Register of Historic Places. Many of the others have retained their original architectural details and styles, which include Gothic Revival, Second Empire, Queen Anne and Italianate.

Adaptive re-use of former warehouse and industrial buildings includes: the Library and housing in the landmarked Lord & Burnham Building (***top***); restaurants and other businesses in the former Lord & Burnham complex (***middle***); and Irvington's senior center in a converted office building (***bottom***).

The I district on the east side of the railroad tracks, which stretches from the foot of Main Street to just south of the Trent Building, contains several important municipal and commercial uses that contribute to the mixed-use character of the Main Street area. These include the Burnham Building, which contains the Village Library and 22 units of affordable housing, and the Trent Building (built in 1895 and designed by Stanford White), which houses several commercial establishments. The Department of Public Works' yard is also located in this district.

Waterfront. Although the waterfront was once Irvington's manufacturing center, there is ***no*** industrial activity presently underway there. The primary land uses along the waterfront are recreational ***and*** commercial. Matthiessen Park, Scenic Hudson Park and Irvington's Senior Center provide recreation opportunities for Irvington residents and benefit from outstanding views of the Hudson River and Tappan Zee Bridge. The property between the two parks, which is owned and developed by Bridge Street Associates, consists of commercial establishments and parking. One and Two Bridge Street collectively provide approximately 150,000 square feet of commercial space; businesses include high-tech and apparel companies, and a restaurant. Another commercial building is proposed for the site adjoining one of the Bridge Street buildings, closer to the waterfront. The three-story building will provide ***about 25,000*** square feet of commercial office space. Parking is available for commuters and employees of the Bridge Street businesses.

The character of the waterfront has been preserved by the adaptive re-use of the existing warehouse and manufacturing buildings, some of which date from the early 1900s. One and Two

Bridge Street are low-scale, two-story brick buildings that were part of the Lord & Burnham manufacturing complex and the Senior Center is housed in a converted industrial building. Currently, at the writing of this Plan, ***a developer is proceeding with a Village-approved*** rehabilitation of a former power station, at South Astor Street. The building would be adapted to provide 19 units of housing, including four affordable housing units ***as required by the Village.***

Vehicular access to the waterfront parks and businesses is available via the Bridge Street overpass, which connects to the Main Street area at North Buckhout Street. Pedestrian access to the waterfront is provided at two points: the Bridge Street overpass and the Irvington train station tunnel. Both access points are located close to Main Street in the core of the Village, and connect to the access road on the west side of the tracks. This road is owned by Bridge Street Associates, with an easement to the Village for access to Scenic Hudson Park and the Senior Center.

6.3 Issues and Opportunities

Protection of Main Street Area Historic Resources

The Village Code has several provisions in place to protect the character of the Main Street area, including provisions prohibiting fast-food and drive-through establishments and on-site parking between the curbline and any building fronting on Main Street. However, no land use controls are currently in place to protect the historic character of the area as a whole. As a result, ***and as reflected in a study of Main Street property owners (see Section 3.3.e, Creating a Historic District)*** there is a concern that the historic character of the Main Street area ***may*** be eroded by the gradual development of out-of-scale buildings that are not compatible with pre-war structures. The adoption of historic district and landmarks ordinances will help protect the valued character of this district. ***Implementing this measure is*** discussed in Section 3.3.e, Creating a Historic District.

Protection of Main Street Area's Built Scale

As a corollary to preserving the historic character of the Main Street area, concern has been expressed about the capacity of the Village Code to prevent "big box" retail establishments in the Main Street area, through the acquisition of multiple land parcels. The code's provisions ***will be*** reviewed and amendments ***made*** to limit the potential for large-scale retail development ***by limiting the height and bulk of new construction or renovation. See Section 6.3, Implementation.***

Traffic Congestion along Main Street

The diversity of uses along Main Street, while contributing to the overall strength of the area, also creates traffic problems. The competing and simultaneous activities of local shopping traffic, school bus pick-up, garbage collection and through traffic, lead to congestion delays and safety issues. The Village has implemented several traffic calming measures. The Village ***will*** continue to explore possible additional methods to improve safety and traffic flow.

Improved Pedestrian and Vehicular Links to the Waterfront

Currently, residents wishing to walk to the Scenic Hudson Park must cross the railroad tracks at the train station (or at Bridge Street farther north) and walk along the access road, also used by cars and delivery trucks, to the park entrance. There is also no ***direct*** access to the waterfront for residents who live south of the Main Street area. Access to the park ***will*** be ***improved*** by designating a pedestrian walkway along the road to the park ***in connection with the road improvement*** and by ***continuing to work with MTA and State officials to add*** a second pedestrian bridge across the railroad tracks. A second vehicular access point to the waterfront ***will*** also be explored.

In addition to providing easier access to Irvington residents, the Village's plans in constructing Scenic Hudson Park and in working with the owners of Bridge Street Associates have been to open the waterfront to all. To this end, the Village is a strong supporter of Westchester County's Hudson RiverWalk Trail. The Village supports the County's vision in this respect, and stands willing to continue our support of RiverWalk.

Flooding on Waterfront Properties
The Bridge Street properties located along the waterfront contend with flooding problems each year. The cost of damage caused by flooding is a deterrent to future development along the waterfront. The Village ***is prepared to*** work with Bridge Street Associates to ***identify*** and evaluate the cause of the flooding, and implement mitigation measures ***if appropriate.***

6.4 Implementation

To achieve Irvington's three-fold goals of preserving the character of the Main Street area and waterfront, improving links between the upland and waterfront areas, and emphasizing mixed use development in the industrial districts, ***the following steps will be taken.***

1. Preserve the Historic Character and Built Scale of the Main Street Area
As discussed above (see Section 3.3.e), the Village will adopt a Historic District, the specifics of which are to be recommended by a newly empanelled committee. To further preserve the built scale of the area, the Village ***will*** review the applicability of zoning controls that would restrict large-scale retail developments in the Main Street area. ***New*** controls in the form of square footage limitations on establishment size ***and height restrictions*** will be implemented.

2. Preserve Main Street Views of Hudson River
The panoramic view of the Hudson River from Main Street ***and other places on the west side of Broadway*** contributes to the beauty and character of the Main Street area and should be preserved. The Village ***will*** formally delineate this ***area*** as a viewshed corridor and ***enact legislation to protect the viewshed by, among other things, requiring*** that any new buildings proposed in the waterfront area be situated to preserve the viewshed corridors from Main Street ***and other designated areas. The ordinance will require a minimum impact from all new construction on the viewshed area.***

Moreover, as became clear from numerous comments from residents during the public hearings, the constant proliferation of utility lines constructed above ground on Main Street constitutes a blight the Village will attempt to remove. The Village will discuss possible burying of some, if not all, utility lines with utility companies and will consider other methods, such as insuring that construction of the lines was in accordance with existing easements, to address the issue.

3. Address Traffic Congestion along Main Street
The Village ***will continue to*** work with municipal services and merchants along Main Street to coordinate delivery times and sanitation services so as not to conflict with peak rush hour through Main Street. In addition, clearer demarcation of pedestrian crossings ***will continue to be explored.***

4. Encourage Mixed-Use Development on South Astor Street
Irvington ***will continue*** to explore opportunities to emphasize the mixed-use character of South Astor Street, on the east side of the railroad tracks. ***The Village will remain willing to permit certain residential development in the areas covered by this chapter in return for the developer/property owner providing below market rate housing or other amenities to the Village.***

The Department of Public Works at South Astor Street and Station Road

The Trent Building

The Special Permit and other provisions of the Village Code will be amended to specifically provide that below market rate housing may be considered by the Board of Trustees as a reason to adopt a Special Permit for non-zoned uses.

Approach to Scenic Hudson Park

The Department of Public Works is located at the foot of Station Road, just south of Main Street and across from Scenic Hudson Park. ***The Village remains willing to consider the relocation of*** the DPW to another part of the Village, if DPW's current site could be developed for uses ***beneficial to the Village as a whole.*** These might include ***expanding*** the village center south from the library and serving as an additional connection between the waterfront and village core.

5. Improve Pedestrian and Vehicular Access to Waterfront

Public access to the waterfront has grown increasingly important with the completion of the Scenic Hudson Park, the Senior Center, and the growing presence of retail and businesses there. Public access strategies ***will continue*** to be examined so that residents can fully and safely enjoy the waterfront amenities. These strategies include:

(a) Designating a pedestrian pathway along the road to Scenic Hudson Park
This will be done as part of the improvement to such road, which will include improved lighting and a pedestrian pathway.

(b) Constructing a second overpass to Scenic Hudson Park
Access to the waterfront, particularly to Scenic Hudson Park, ***would be improved*** by constructing a second overpass over the railroad tracks to the south of the train station to provide additional pedestrian access to the waterfront. The ***Village will continue to work with MTA and State officials to obtain a second overpass and will explore*** possible sites for a second vehicular access point.

6. Improving the streetscape along West Main Street

To improve the connection between upland Main Street and the waterfront, ***the Village will explore*** opportunities to create a defined streetscape along West Main Street, which extends west from Main Street to the waterfront. A defined roadway and pedestrian walkway leading to the waterfront, with pedestrian-scale lighting and landscaping, ***will*** be considered.

7. Elimination of Industrial Zoning

Industrial uses in the Main Street and waterfront areas have all but ceased. Such uses are incompatible with the development of the Village and the vision set forth in this plan. Subject to grandfathering specific uses, industrial zoning in the Village will be eliminated.

7.0 PLAN IMPLEMENTATION AND FUTURE LAND USE PLAN

The Comprehensive Plan presents a vision for Irvington's future and serves as a policy guide for future growth and development decisions. The ***implementation steps*** presented in the Plan – for land use controls, transportation, open space, the Main Street area and the waterfront – focus on ways to achieve the overarching goals of preserving the character, charm, and natural resources and beauty of Irvington. This final chapter summarizes ***the major implementation measures*** described in the preceding chapters and presents a Future Land Use Plan and Map showing the Village in an ideal state balanced between developed and conserved land.

7.1 Future Land Use Plan

The Future Land Use Plan, which provides a vision for future growth and conservation in the Village, is described below and depicted in Figure 7.1, Future Land Use Map. The map should be examined in the context of the official zoning map and other official village maps as well as the maps contained within this plan. These maps show specific strategies for transportation, open space and improvements to the Main Street and waterfront area. Together with the future land use plan, they provide a full portrait of the ***measures which may be studied or will be taken for*** Irvington.

There are seven major categories in the Future Land Use Plan: residential, business, mixed uses, institutional, parks and recreation, dedicated open space areas, and railroad/parkway. The generalized land uses are shown in traditional land use colors. The lighter shade of each color indicates lower development density; as the shade darkens, development density increases.

Land Use	***Color***
Residential (five categories)	shades of yellow
Business	red
Mixed Uses	pink
Institutional	blue
Parks and Recreation	dark green
Dedicated Open Space / Private Recreation	light green
Railroad/Parkway	grey

Residential Land Use

The future land use map shows a range of housing densities that is largely consistent with the existing zoning and settlement patterns, ***including changes to be implemented as specified in this Plan.*** This settlement pattern has ***and will work*** well for the Village, allowing a diversity of housing options and maintaining the general pattern of decreasing development density moving away from the Village core.

Many residential properties have been recognized in Irvington's Open Space Inventory as having valuable open space and natural resources, and some homeowners have adopted conservation easements for their properties. Although these properties are not highlighted on this map, this land use plan supports the effort to protect the natural features on individual properties.

The residential categories are as follows:

- ***Low Density***. This category corresponds to Irvington's 1F-40 zoning district, permitting single-family homes on minimum one-acre lots. This district encompasses Irvington's outlying areas, with the exception of the very northern portion of the Village, and contains many of Irvington's parks and conservation areas. ***Certain areas*** in the southwest portion of the Village and in Matthiessen Park ***will be*** rezoned to 1F-80 ***and 1F-60 as specified in Chapter 3: Land Use.*** This category will encompass the new district as well.

- ***Low-Medium Density***. This category encompasses the 1F-20 zoning district which permits single-family homes on lots with a minimum area of 20,000 square feet. Together, the low and low-medium density categories comprise the majority of Irvington's land uses.

- ***Medium Density***. This category incorporates two zoning districts – 1F-10 and 1F-5, permitting single-family residential uses on minimum 10,000 and 5,000 square foot lots.

- ***Medium-High Density***. This category corresponds to Irvington's 2F, Two-Family, district permitting two- and single-family homes. The two-family districts adjoin Irvington's business district and complement the high-density, mixed-use quality of this center.

- ***High Density***. This category contains the MF, Multi-Family, district. It corresponds to five existing multi-family developments: three sites along Broadway, the Half Moon Bay development along South Buckhout Street, and the Hudson House property just north of Mercy College.

Business Land Use

This category corresponds to Irvington's B, Business, zoning district located along Main Street from its juncture with South Astor Street to Broadway and along portions of North Buckhout and North Astor Streets. This area is Irvington's village core, as reflected in the mix of municipal uses, retail and service establishments, over-the-store apartments and free-standing homes located there. This mix of uses should be encouraged as it contributes to the strength and vitality of Irvington's center.

Mixed Land Use

This category relates to Irvington's two industrially-zoned (I) districts. Once the center of Irvington's industrial activity, these areas now contain a diversity of uses, including commercial, municipal, parking and to a lesser extent, residential ***as permitted by special permit(s)*** (in the Burnham Building). ***This Plan contemplates the elimination of all industrial uses in the village.***

Education/Religious/Public Facilities

Irvington's institutional uses, including schools, places of worship and private foundations, are located primarily in its residential districts. It is expected that the present uses and present intensity of uses, shown in dark blue on the Future Land Use Map, will continue.

Parks and Recreation

This category refers to Village-, County-, and State-owned lands in the Village ***as well as designated private properties, such as that portion of Ardsley Country Club that is within the Village,*** that are dedicated ***for*** park and recreation ***uses***. The newest addition to Irvington's parks and recreation network is the 12-acre Scenic Hudson Park, dedicated in 2001, located along the waterfront south of the Main Street area.

Dedicated Open Space
The dedicated open space category encompasses lands that have been conserved for their natural or scenic features as well as private recreation areas such as the Ardsley Golf Course.

Railroad and Parkway. This category refers to the railroad district on the west side of the Village and to the Saw Mill River Parkway which runs along Irvington's eastern boundary. The railroad district contains the railroad tracks, train station and buffers on either side of the tracks accessible to Metro-North.

7.2 Implementation

This section synopsizes the implementation measures specified throughout the Plan.

The prodigious work of the LUC, meetings with and among Village officials, and six public hearings confirm the overwhelming support and concern among Village residents for the goals established for the Comprehensive Plan by the Village Board in 2001.

Goals
As phrased by the LUC, those goals are:

(1) Preserving and enhancing the Village's existing built character and scale.
(2) Protecting the health, safety and quality of life of Village residents.
(3) Controlling and managing growth in the Village.
(4) Protecting and enhancing the Village's green spaces, natural resources, open space areas and service corridors.

Proposed Legislation
To advance these goals and implement the recommendations of the LUC and what the Board believes to be the sense of the community, the Board will now move forward at a prudent, but deliberate pace, to draft, schedule a public hearing and ultimately adopt, subject to those hearings, the following legislation, the details of which are described earlier in this Plan:

(1) An amended cluster ordinance;
(2) A revised coverage ordinance that segregates primary and secondary structures and provides maximum coverage for each category on a lot;
(3) Amended regulations regarding frontage to further regulate flag lots;
(4) Amendments to the zoning laws to encourage below market rate housing;
(5) Increasing the buffer zone along Broadway and the Aqueduct for new lots and requiring screening for new intrusions into the new buffer on existing lots, consistent with public safety;
(6) Additional protections for historic stone walls;
(7) A wetlands and/or amended resource protection ordinance;
(8) Limitations on time periods during which Village permits and/or approvals are valid;
(9) The imposition of additional development fees;
(10) The establishment of a parks and recreation zone in the Zoning Code and applying it to Village-owned property and the Ardsley Country Club property which is within the Village;
(11) Upzoning certain areas of the Village, including portions of Ardsley Park and Matthiessen Park;
(12) The elimination of industrial zoning in the Village.

(13) Restrictions on out-of-scale development on Main Street; and
(14) Protecting views of the Hudson River from Main Street and other areas west of Broadway.

Committees
In addition to immediately proceeding to adopt the legislation set out above, the Board will establish two new ad hoc committees and amend the charge to the Recreation Advisory Committee, to make recommendations to the Board regarding the following matters:

(1) The contours of legislation to establish a Historic District as described in Section 3.3.
(2) Transportation measures to prepare the Village for present and future challenges, as described in Section 4.9.
(3) Suitable locations for the possible construction of a community pool and two recreational fields, as described in Section 5.3.

Continuing Efforts
Finally, the Village Board will continue to work on several matters reflected in the Plan, including

(1) Securing the construction of a foot bridge to access Scenic Hudson Park and reconstruction of the roadway leading to the Park;
(2) Working with school districts and/or state officials to discuss Link Road, the speed limit on Broadway, the Dows Lane corridor and maintenance along the Aqueduct;
(3) Securing outside funding for the additional preservation of open space;
(4) Working with other communities to prevent development outside of Irvington that will have adverse consequences inside Irvington;
(5) Continuing to map and establish walking trails throughout the Village;
(6) Continuing to publicize the benefits of conservation easements;
(7) Continuing to improve traffic conditions in the Village;
(8) Improving safety where the Aqueduct intersects Village streets; and
(9) Examining the possibilities of burying some or all of the utility lines on Main Street.

This community and our predecessors should take great pride in the accomplishments that are reflected in Irvington. We believe the Village is a remarkable place in which to make a home. But factors both within and outside the Village require that we protect and enhance what we and those before us have created.

The work of the LUC and the community at large on this Plan is a major step in preserving Irvington as we want it to be well into the future. Future generations of Irvingtonians will applaud what the LUC and the community have accomplished today.

_____, 2003
(date of adoption)

Dennis P. Flood, Mayor
Garrard R. Beeney, Deputy Mayor
Richard Livingston, Trustee
Isabel Milano, Trustee
Peter Derby, Trustee
Steve McCabe, Village Administrator
Donald Marra, Deputy Village Administrator
Larry Schopfer, Village Clerk/Treasurer