

Appendix E

Infrastructure Committee Report **June 19, 2002**

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The following report is based upon research of committee members updating information provided in the Town of Philipstown's 1991 Master Plan and as supplemented by comments received from the public, including those received at the committee's February 7, 2002 Town Board presentation. Statistics have been updated as of March 1, 2004.

Overall Question: How has the town's infrastructure changed since adoption of the 1991 Town of Philipstown Master Plan and what are its future needs?

- I. How has the transportation system changed?
- II. What changes have been made to our water supply and sewage disposal systems.
- III. What changes have there been in our public facilities?
- IV. What changes have occurred in communications, a topic not discussed in the 1991 Master Plan?
- V. What information and opinions does the public have regarding the town's current infrastructure and needs for the future (From February 7 workshop and follow-up)?
- VI. What are the infrastructure issues of common agreement or disagreement in town.
- VII. What are the opportunities and constraints posed by the existing and potential future town infrastructure.

I. How has the transportation system changed?

A. How many miles of town, county and state roads do we have?

1. Total Public Roads: 99.83 miles
 - a. State: 30.48 miles
 - b. County: 8.04 miles
 - c. Town: 61.31

B. How many miles of paved vs. dirt Town roads?

1. 1990: 34.67 miles of dirt roads, 23.42 miles of paved roads.
2. 2004: 32.61 miles of dirt roads, 28.70 miles of paved roads

C. What are the town's road maintenance costs?

1. 1991 Highway Dept. Budget: \$ 782,045
2. 2004 Highway Dept. Budget: \$1,227,892

D. How many driveway permits have been issued?

1. 2003: 17 Town driveway permits were issued (including onto private roads).
2. 1989 - 2002: 258 total Town driveway permits (including onto private roads).
 - a. highs include: East Mountain Road South: 32, Old Albany Post: 28, East Mountain Road North: 21, Lane Gate: 9, Indian Brook: 8, Avery: 7, Esselborne: 6, Lake Surprise: 5
3. 1990 - 2001; 20 County Driveway permits (15 since 1996).

E. What are the traffic counts on state, county and town roads?

1. Traffic counts are not available for town and county roads.
2. Average daily traffic trips on Route 9 between the intersection with Fishkill Road in the North Highlands and the Dutchess county line were 15,800 in 1995 and 15,700 in 2002.
3. Average daily traffic trips on Route 9D between the intersection with 403 in Garrison and Peekskill Road in Cold Spring were 8,900 in 1995 and 8,000 in 2001.

F. What improvements have been made to state and county roads and what improvements are planned?

1. In the last 10 years Routes 301, 9 and 9D have been repaved and, in some cases, realigned to correct safety defects . NYSDOT reports no plans for further improvements except some minor drainage work.
2. Putnam County and the State have plans to straighten the intersection of Fishkill Road and Route 9.

G. What safety issues have been raised by recent town studies?

1. The Dirt Roads Committee Report on Safety reviews Sheriff's Department Reports for 1900-1995 showing 26% of accidents on town roads due to slippery roads; 19% unsafe speed.
2. Philipstown does not post speed limits on town roads.

H. Do we have any Scenic or Historic Roads?

1. Route 9D is a state designated scenic road.
2. Old Albany Post Road between Continental Village and Route 9 is listed on the State and National Register of Historic Places.

H. What is the ridership and parking at the Metro North Stations?

1. Cold Spring Total Average Outbound: 405
2. Cold Spring Parking Spaces: 220
3. Garrison Total Average Outbound: 299
4. Garrison Total Parking Spaces: 290
5. Both train stations and parking have been rebuilt in the last 10 years.

I. What is our bus service?

1. PART 4: M,W,F single trip from Putnam Plaza, through Philipstown and Cold Spring, to Galleria and back.

II. What changes have been made to our water supply and sewage disposal systems.

A. Has there been any changes to the town's primary reliance on individual wells and sanitary disposal systems?

1. No. There is no new active central sewer or water systems in town.
2. The town's open development regulations allowing four lots on a dirt right of way combined with the state requirement for central sewer and water facilities serving subdivisions creating 50 lots has limited new development to small subdivisions with large lots.
3. Also, the 1997 New York City Watershed Agreement and regulations create substantial prohibitions on new central sewer and water facilities in the bulk of Putnam County outside Philipstown resulting in likely future development patterns county wide that reflect Philipstown's historic trend.
4. Putnam County is planning a comprehensive study of ground water resources.
5. Tim Miller Associates has prepared an aquifer study for Philipstown.

B. What regulatory changes have there been for subsurface disposal?

1. The Putnam County Department of Health has become increasingly strict by requiring 100 % expansion areas and eliminating waivers for lots with slopes greater than 15%

C. What are the existing central water and sewer systems in the town and their capacity?

1. Central Sewer Facilities:
 - a. Cold Spring Municipal: 500,000 GPD capacity; 250-350,000 GPD in use, 1,275 residential and commercial units in Cold Spring and 19 in Nelsonville (2/22/02 Journal News).
Cold Spring just announced a \$900,000 bond initiative to upgrade the plant. The Village hopes to increase service, possibly to Nelsonville.
 - b. St Basils: 20,000 GPD
 - c. Lake Surprise Camp: 50,000 GPD for two months per year.

- d. Graymore: 52,000 GPD
- e. Capuchin/Glenclyff/OSI: 7,000 GPD
- f. Glynwood Center: 6,500 GPD
- g. Walter Hoving Home: 10,000 GPD

2. Central Water Public Supplies:

- a. Capuchin/Glenclyff/OSI: 2000 GPD
- b. Cold Spring Trailer Court: ? (16 connections)
- c. Cold Spring Village: 305,000 GPD with back up from the NYC Catskill Aqueduct.
- d. Continental Village: 175,000 GPD from NYC Catskill Aqueduct.
- e. Garrison Landing: 4,000 GPD
- f. Graymore Village: 43,000 GPD
- g. Post Road Mobile HP: 7,500 GPD
- h. Saint Basil's Academy: 6,100 GPD
- i. Walter Hoving Home: 5,300 GPD

C. Have any new central systems been developed or proposed?

- 1. Glyneyre Farms: 891,360 GPD at Routes 9 and 301. The property was since acquired by OSI and NYS for park land.
- 2. Cold Spring Village: Filtration and metering have been installed.
- 3. Garrison Landing: A new water district and lines were installed.
- 4. Capuchin/ Glyncllyff/ OSI: The available supply was increased to 103,680 GPD as part of the Point Lookout proposal, since acquired by OSI.

III. What changes have there been in our public facilities?

A. What is the current status of Butterfield Hospital?

1. Butterfield Hospital is currently closed except for some x-ray and lab services. It is under control of the Hudson Valley Hospital Center which is currently seeking state approval for an assisted living facility at the site. Putnam County has also recently expressed interest in purchasing the property and reopening the hospital.

B. What is the current status of the town's emergency service providers?

1. Fire Departments

- a. North Highlands: active
- b. Cold Spring: active
- c. Nelsonville: closed
- d. Garrison: active
- e. Continental Village: active

2. Ambulance Corps

- a. Philipstown: Regularly responding membership is down to about 8.

b. Garrison: Regularly responding membership is about 11, new ambulance station on Route 9.

C. What new emergency service facilities have been built?

1. Garrison Fire House and Ambulance Corp on Route 9.
2. Philipstown Ambulance Corp in Cold Spring

D. What is the status of volunteer vs. paid emergency services?

1. Lack of a local hospital has produced increased transport time and a further strain on volunteer ambulance service. Philipstown now increasingly relies on paid EMTs at cost of \$152,000 in the 2004 town budget.
2. Fire departments also suffer from a lack of volunteers though not yet to the point of requiring paid staff.

E. What is the status of town administrative facilities, including town hall and the VFW building (see September 20, 2000 Town of Philipstown Town Hall Needs Assessment prepared by Hudson Design).

1. Town Hall:

a. Serves: Town Clerk, Supervisor, Building Department, Assessors Office, Justice Court, Sheriff's Office, Recreation Department, various boards for meeting purposes.

b. Issues: Mechanical and electrical upgrades, handicap accessibility, lack of storage, lack of privacy and meeting space, conflicts in uses, especially between law enforcement / justice court with recreation and board meetings.

2. VFW:

a. Serves: Office of the aging, VFW, some recreation, various meetings.

b. Issues: generally under utilized space.

3. Butterfield Hospital (not town property):

a. Serves: office of fire marshall and emergency services

b. Issues: lack of ownership and space

4. Needs for future:

a. Short term upgrades of existing spaces and rearranging of uses to avoid conflicts.

b. Possible concentration of Town Hall type uses in new Town Center requiring some 2.4 acres.

F. What is the status of the town highway department facilities?

1. Highway Department:
 - a. Serves: maintenance of town roads, landfill and other property.
 - c. Needs for future: Likely new site on some 4.0 acres.
 - d. Philipstown has recently acquired adjoining land from OSI for purpose of building a salt storage facility with adequate capacity.

G. What other new facilities have been added to town (Garrison park, Depot Theater)?

1. Philipstown Park, Garrison:
 - a. Serves: general community sports programs.
 - b. Issues: potential development for further structured activities.
 - c. Deed restrictions on development, lighting?
2. Depot Theater, Garrison
3. The Nelsonville and Old Garrison Fire Houses are in transition for use by County programs and services.
4. Youth and Family Ministry Building at the OSI Glencllyffe property is being used by the Recreation Department.
5. Additional land at Highway Department for salt shed.

H. What is the status of the town land fill and solid waste disposal?

1. Landfill (not in Hudson Design Report):
 - a. Serves: closed, allows some refuse recycling.
 - b. Issues: maintaining DEC standards
2. Solid waste disposal in Philipstown is provided by private carrier.

I. What changes have occurred to or are planned for town schools?

1. Haldane (see Long Range Planning Study Haldane Central School District, October 1999 Final Report by Western Suffolk BOCES):
 - a. K-12 Enrollment 1989 = 740; 1999 Enrollment = 839; increase = 99
 - b. 1999 - 2009 projected increase = 145 to 984 total.
 - c. Future needs: Building referendum approved December 2002.
2. Garrison: (from School Board President Cathy Lilburne and Superintendent Ellen Bergman)
 - a. K-12 Enrollment 1991 to 2001: 350-400 increasing approximately 5 per year.
 - b. Future projections: approximate increase of 5 per year, especially at high school level.
 - c. Future needs: The current expansion of facilities will accommodate up to 360 K-8 with high school off site.

IV. What changes have occurred in communications, a topic not discussed in the 1991 Master Plan?

A. How does the town regulate cell towers?

1. In 1998, the Town Board passed Local Law No. 4 regulating cell towers. The law adds Article XB "Communications Towers" to the zoning code (Chapter 175 of the Town Code). Under the ordinance, cell towers are subject to special use permit review and approval by the Zoning Board of Appeals. The Building Inspector is responsible for enforcing any permits approved by the ZBA.

B. How many cell towers do we have?

1. There are currently 7 cell towers in Philipstown.

C. How many cell towers are planned?

1. No new towers are currently planned. There is an AT&T application pending for a co-location antenna on the Garrison Greenhouse Sprint tower.

D. What issues remain unresolved or emerging regarding cell towers?

1. While applications for new towers are currently quiet both the technology and law concerning wireless communications evolves rapidly. The next generation of wireless technology will in all likelihood require a number of new locations either through new towers or further co-locations. Other towns in New York state have acted to strengthen their cell tower laws. Philipstown may wish to remain alert and proactive to both new technologies and emerging trends in cell tower regulation.

E. What is the status of high speed cable, DSL and other land line technology serving Philipstown?

1. High speed internet access is available through Cablevision in most parts of town. DSL is available in certain parts of town.

F. What is the status of electric service in town?

1. Central Hudson continues as a low cost energy provider with more than adequate capacity. It is currently undertaking a \$2,000,000 circuit improvement project to install higher poles, trim trees, improve insulation and install new switching technology to reduce future service disruptions.
2. Central Hudson has consistently maintained that burying electric lines is cost prohibitive.

V. What information and opinions does the public have regarding the town's current infrastructure and needs for the future (From February 7 workshop and follow-up)?

A. Additional Information on Roads.

1. The Old Roads Society will be submitting written materials and meeting with committee representatives.
2. Robera Shayo of 14 Morris Avenue, Cold Spring expressed concern about truck traffic, volumes and high speeds on 9D through the village. She feels that the traffic threatens the integrity of the village and that the DOT has been unresponsive to resident's concerns.
3. Ed Vrooman of Garrison expressed concern about traffic and safety on Routes 9 and 9D.
4. A question was raised regarding potential additional roads resulting from development of existing undeveloped land.

B. Additional Information on Sewer and Water Supply.

1. Representatives from Putnam County sought to coordinate with Continental Village regarding sewer and water issues at Lake Peekskill.

C. Additional Information on Public Facilities.

1. Committee representatives will meet with leaders of the emergency service organizations for further comment.

D. Additional Information on Telecommunications and Electric Utilities.

1. A question was asked whether electric lines could be relocated under ground.

E. New Topic: What can be done about billboards in Philipstown?:

1. Billboards are regulated under ARTICLE XV "Signs" of the town code and Section 175-90.
 - a. Under Section 175-75 A. Signs may only pertain to goods and services on the lot where the sign is located. In addition, there are more detailed limitation for residential districts under 175-76 and business districts under 175- 77. Thus billboards are illegal in Philipstown.
 - b. Most non-conforming uses may be maintained in Philipstown if they pre-exist zoning enacted in 1957. However, under 175-90, the building inspector may order

removal of non-accessory signs or billboards within 60 days. Depending on the value of the sign, the owner may submit a plan to remove the billboard within up to 5 years.

- c. Because most billboards in Philipstown have existed for well over five years, it is unclear why 175-90 has not been successfully enforced.

VI. What are the infrastructure issues of common agreement or disagreement in town.

A. Roads:

1. Agreement:

- a. Both the level of traffic and appearance of Route 9 north of 301 are undesirable.
- b. Maintain the scenic and historic qualities of Route 9D.
- c. The appearance and rural character of town and private residential roads should be maintained.
- d. Open Development areas are a valuable planning tool.

2. Disagreement:

- a. How much development can the town and private residential road system support while maintaining its rural character and safety.
- b. How to resolve safety and maintenance issues v. aesthetic concerns.
- c. To what extent should the town tell landowners on Route 9 how to run their businesses in an attempt to improve the appearance of Route 9.
- d. Garrison's share of State Road development v. North Highlands.
- e. Whether we have enough truck and construction oriented businesses.

B. Sewer and Water Supply:

1. Agreement:

- a. Protect ground water resources.
- b. Protect wetlands, water courses and Hudson River water quality.
- c. Encourage advanced waste water treatment technology.
- d. New development on vacant land will continue to primarily rely on individual wells and subsurface disposal systems for the foreseeable future.
- e. Topography and increasing regulation limit potential new development relying on individual wells and subsurface disposal.
- f. New development needs should be encouraged to locate in areas of existing central sewer and water supplies.

2. Disagreement:

- a. Where to locate new central systems to accommodate needed new uses if existing facilities prove inadequate.

C. Public Facilities:

1. Agreement:

in

- a. There is a need for new administrative and highway facilities and improved physical relationships between existing uses.
- b. There is a need for more local emergency room care.
- c. Philipstown has increasing difficulty attracting and maintaining emergency volunteers, due in large part to the changing demographics town and lack of housing opportunities for young adults.
- d. Two (or three, including Lakeland) school districts in town divide the town socially and waste resources.

2. Disagreement:

- a. How to finance new town facilities and whether the tax payers would support such facilities.
- b. Where to locate new facilities (expand village sites v. new outlying sites).
- c. The viability of emergency hospital care in Philipstown.
- d. Whether Philipstown should encourage or even accommodate the type of housing that young volunteers can afford.
- e. How much expansion Haldane needs and at what cost.
- f. Whether to consolidate school districts.

D. Utilities:

1. Agreement:

- a. There should be high speed internet access throughout town.
- b. Telecommunications should be more dependable.
- c. There should be more protections added to the current cell tower law.
- d. The town should be under a uniform cable service.

2. Disagreement:

- a. The need for cell towers v. service needs.
- b. Whether electric lines should be buried.
- c. Whether the town should provide garbage/recycle collection.

VII. What are the opportunities and constraints posed by the existing and potential future town infrastructure.

A. Constraints:

1. The rural town road character and topography limit potential development of the town outside the state and county road corridors.
2. Much of the land within the state and county road corridors is already developed.
3. Lack of service technology in the emerging communications field.
5. Lack of regulatory receptivity to new sewage disposal technology.
6. Lack of flexibility in traditional zoning regulation and failure to creatively implement zoning flexibility that already exists.
7. Lack of enforcement of existing zoning controls.

B. Opportunities:

1. The excess capacity of the Cold Spring sewage treatment plant and potential for expanded service to accommodate needed new uses.
2. Untapped water supplies such as the Hubbard property.
3. Accommodate needed new uses through adaptive reuse of existing older institutional and estate properties located on state and county roads and with existing or potential new central sewage and water systems.
4. The availability of two Metro North Stations and four state highways to serve needed to uses.
5. Redevelopment of Route 9 properties to improve appearance and provide needed and desired new uses.
6. Continued reliance on open development regulations to manage development in the highlands.
7. New power and communications technology serving the town.
8. Drawing on the experience of other municipalities in regulating cell towers and other uses in town.
9. Strengthening of and creative use of existing regulation in other areas such as billboards, site plan and subdivision review.
10. Identifying specific potential sites for needed new uses in town and tailoring site specific regulation and permitting to accommodate those uses.
11. Utilizing gray water technology and potential future advances in the treatment of waste water.
12. Stronger enforcement of existing regulations and permitting conditions.
13. Utilizing the Hudson River more for recreation, economic development and transportation.

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