

THE BREWSTER PLAN

VILLAGE OF BREWSTER
PUTNAM COUNTY, NEW YORK
FEBRUARY 2004

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EXECUTIVE SUMMARY

Project Overview

This report has been prepared for the Mayor, Deputy Mayor, and Board of Trustees of the Village of Brewster (New York), in connection with their current effort to update the Village's master plan of 1991. This effort is being made pursuant to the obligations that the Village must comply with under the following documents:

- The Final Rules and Regulations for the Protection from Contamination, Degradation and Pollution of the New York City Water Supply and its Sources, effective as of May 1, 1997;
- The Watershed Memorandum of Agreement executed between New York City, New York State, over 70 counties, towns and villages in the Croton watershed, environmentalists, the State Departments of Health and Environmental Conservation, and the USEPA, effective as of January 21, 1997; and
- The Agreement Concerning the Reconstruction of the Brewster Wastewater Treatment Plant, executed between the New York City Department of Environmental Protection and the Village of Brewster in 2000.

This plan seeks to enhance this community, consistent with the watershed protection mandates that derive from the documents previously mentioned. These recommendations were developed upon extensive research and analysis of subsequent findings.

Findings

Research was conducted on the existing conditions of the Village of Brewster in these areas: Demographics, Economic and Community Development, Natural Environment and Infrastructure, Built Environment, Zoning and Land Use, and Governance. The main findings in each area are the following:

Demographics

Although predominantly white, the Village of Brewster's population has a sizeable Hispanic immigrant population that has increased exponentially over the last ten years. This trend is not present in the Town of Southeast or in Putnam County, which still have a majority white population. The main employer of Village residents is the construction industry, followed by the professional, scientific and management industries. Median household income for 2000 in the Village was less than that of Town of Southeast and Putnam County residents. The majority of housing units in the Village of Brewster are renter occupied.

Economic and Community Development

Food services, miscellaneous store retailers, and consignment and antique shops constitute the majority of the business establishments located on Main Street, which is the center of economic activity in the Village. However, there are vacant storefronts in this area. Professional, scientific, and technical services are predominant among the businesses not located on Main Street. Commuters make up the majority of the Village of Brewster workforce, which is also composed of immigrant laborers, professionals that work in the Village, and small business owners.

Natural Environment and Infrastructure

By entering into the contract with the New York City (NYC) Department of Environmental Protection (DEP), the Village assumed ownership and full responsibility for the efficient operation of an updated Brewster wastewater treatment plant, and agreed to constant monitoring by the NYC DEP. The consideration due by the NYC DEP under this agreement only covers construction and certain capped O&M costs. Hence, the contract is not intended to produce any financial gain or loss to the Village.

The Village of Brewster is a well-established transportation node that is accessible by car, since it is a crossroads of various state and inter-state traffic systems, and by rail. The main challenges faced by the Village in regards to transportation infrastructure are the following:

- Improve traffic and parking conditions, especially in its train station area;
- Benefit from the regional plans for the expansion of rail transportation services;
- Obtain and manage funds that ensure adequate improvement, operation, and maintenance of its streets and roadways;
- Ensure adequate traffic control and policing; and
- Channel the economic potential of its transportation infrastructure for the benefit of the Village.

Built Environment

The Village of Brewster's assets are its wealth of open space, topography, walkable scale, and transportation infrastructure, and the presence of a significant number of historic properties for such a small community. The Village can capitalize on these assets by making its circulation scheme more pedestrian than car-oriented, eliminating barriers that hinder pedestrian access to all areas of the Village, and creating more cohesion among its historic properties.

Zoning and Land Use

The Village of Brewster has very few undeveloped parcels remaining in its territory. The majority of land uses conform to the Village's zoning regulations, with residential-single family use being predominant, followed by open space and outdoor recreation and residential multi-family uses.

The Village of Brewster Zoning Ordinance, originally adopted in 1970, was updated in April of 1999 to implement changes that were recommended in the 1990 Village of Brewster Master Plan. The major portion of the Village is designated as R-75 single-family and two-family residential zones. Additionally, the Village currently has three different business districts, a residential conservation district, a conservation district, and one industrial district.

Governance

The Village of Brewster has full legal capacity to carry on its purpose and functions and exercise its "home rule" powers. However, Village decisions on real estate development must be cognizant of the 240,000 gallon per day limitation on wastewater flows, pursuant to the contract with the DEP. Furthermore, the Village's actions are hindered by a pressing budgetary situation caused by an imbalance between low tax revenues and a great need for investment in physical infrastructure.

Analysis

The analysis of key focus areas within the research findings is the basis for the final set of recommendations for the Village of Brewster. Three overarching themes were derived from this analysis:

- The Village's role in conservation, dynamic diversity, and sense of place make it a distinct location.
- The challenges posed by its political situation at the regional level and the need for physical, social, and economic revitalization make the Village a complex community.
- The environmental opportunities, human capital, and identity formation around its walkable scale provide the Village's potential.

The following vision for the Village of Brewster takes into consideration the overall findings of the existing conditions and was adopted by the Village Board in the Summer of 2003:

An historic community about an hour north of New York City, the Village of Brewster is in the midst of a dramatic renaissance. New water and sewer lines, artful renovations of classic homes and buildings, pedestrian-friendly streets and a scenic setting will make Brewster a vital 21st-Century business and cultural destination. Where else in five

minutes can you walk to a fine library, a fast commuter train and a world-class trout stream?

To fully realize Brewster's rich future, residents must make the most of unique blend of rural and modern assets. With accessible, small-town government and strong community spirit, the Village embraces its role as an environmental steward of the Croton Reservoir System. Simultaneously, citizen groups carefully evaluate and integrate state-of-the-art communication and transportation systems to ensure Brewster's long-term role as the economic hub of the entire Harlem Valley.

Recommendations

This section summarizes the main recommendations proposed to the Village.

Urban Design

At the Main Street level, it is recommended that the Village implement a "three nodes" design, zoning amendments, and physical improvements along the length of Main Street to enliven and beautify the entire corridor, and make it more pedestrian-friendly. Each node would serve a separate function, working as attractors to draw people to and from each center of activity. These nodes are the "Brewster Triangle", a civic center, and a laborer employment center.

At the Village level, it is recommended that the Village make vertical connections to enhance pedestrian accessibility throughout the Village, especially connecting important points north and south of Main Street. This would allow residents and visitors to experience the Village's scenic beauty, as well as the "small town" feel the Village has to offer.

It is also recommended that the Village connect its historic properties to create a cohesive group of structures that can be enjoyed by residents and visitors, and also generate revenue for the Village. Watershed education can be carried out through the implementation of these connections.

At the Regional level, it is recommended that the Village create stronger physical connections with the region, for example, through the establishment of bicycle/pedestrian paths that link to the regional network. This can enhance access to and around the Village, help to establish it as a regional cycling destination, and increase use of the Village's commercial and retail services.

Governance

At the Main Street level, it is recommended that the Village create a civic center where the Village and Town of Southeast offices can co-locate. This would allow better access and improve communication between the community and their local governments. The

Village and the Town would also take an important step in improving their political relationship and cooperating to achieve goals that are mutually beneficial.

At the Village level, it is recommended that the Village implement political participation mechanisms to improve communication between the community and the Village administration. It is also recommended that the Village improve the working relationship between the Board of Trustees, the Planning Board, and the Zoning Board of Appeals. This will maintain a balance of power in regards to planning, land use, and zoning decisions within the Village.

At the Regional level, it is recommended that the Village explore opportunities for greater cooperation with the Town of Southeast, for example, to comply with the mandates that are applicable to both parties as protectors of the Croton watershed, to improve the existing tax structure between the two governments, and to provide services jointly. Improving this relationship can reap more benefits to the Village than maintaining a contentious one with the Town of Southeast.

It is also recommended that the Village acknowledge the full legal and community participation implications of its agreement with the DEP, especially in view of the financial liabilities that can derive from an inefficient operation of the updated Brewster wastewater treatment plant. Finally it is recommended that the Village explore opportunities for regional watershed cooperation. This can benefit the Village with the positive effects that derive from participating in joint environmental protection efforts, as well as increased technical and financial assistance, education, and training.

Economic and Community Development

At the Main Street level, it is recommended that the Village foster community participation and inclusion through programs like the creation of an open-air market on Main Street or the provision of education and outreach programs and activities at the laborer employment center. This has the potential to integrate the Village's ethnically diverse community while promoting workforce development and generating economic growth for the Village.

At the Village level, it is recommended that the Village generate community interaction through cultural events and activities.

It is also recommended that the Village promote community wide cultural activities that, for example, showcase Village residents' ethnic backgrounds and traditions. This would contribute greatly to the sense of community in the Village and generate economic growth. Other activities like the creation of a monthly volunteer day can also promote environmental awareness among Village residents.

Zoning

At the Main Street level, it is recommended that the Village amend its current zoning regulations to promote this area's charm and pedestrian friendliness. Amendments

include the relaxation of off-street parking and loading requirements for certain areas, the inclusion of sidewalk and street-wall requirements, and the reconsideration of density and bulk requirements along Main Street. This would allow for development and economic growth in the Main Street Area.

At the Village level, it is recommended that the Village amend its current zoning regulations to create a desirable destination for commuters and visitors alike through the promotion of pedestrian accessibility, a revitalized commercial district, family-friendly and well maintained residential neighborhoods and good environmental stewardship of the Croton Watershed.

Infrastructure

At the Village level, it is recommended that the Village keep Main Street open to two-way traffic, add a roundabout to the intersection of North Main and Route 6, and ban vehicular traffic in the alley behind Town Hall (intersection of Main Street and Railroad Avenue). This will enhance traffic and pedestrian circulation and safety conditions in the Village, as well as benefit businesses in the Main Street area. It is also recommended that the Village conduct an in-depth legal, financial, market, and design analysis prior to the construction of a proposed parking structure to be located in the area east of Railroad Avenue, south of Main Street.

Finance

At the Village level, it is recommended that the Village raise parking fees, reassess water rates, and implement an impervious surface fee as well as tradable water rights. This can increase the Village's ratables and also encourage water conservation and the reduction of impervious surfaces in the Village. It is also recommended that the Village explore other governance alternatives to increase using the appropriate guidance and expert support from the available governmental resources. Finally, it is recommended that the Village implement a capital improvement plan to allocate its limited financial resources and meet its infrastructure development, refurbishment, operation, and maintenance needs effectively.

Implementation

A matrix has been developed to establish a broad "implementation schedule" of the recommendations that have been made for the Village of Brewster. This matrix is structured on the following categories:

- Action contingent on improved relationship with the Town of Southeast;
- Immediate action;
- Further analysis and research;
- Action contingent on funding; and
- Action contingent on another activity.

Implementation was further discussed in the Analysis and Recommendations committee, resulting in a timeline that begins to divide recommendations made by the citizen committees into short term, intermediate term, and long term categories.

CHAPTER 1. INTRODUCTION

Each spring, the Urban Planning Department of the Columbia University Graduate School of Architecture, Planning and Preservation, conducts an intensive, team-based Studio. The Urban Planning Studio is designed to give Urban Planning graduate students an intensive, hands-on, planning practice experience. The Studio focuses on the requirements of “real-world” clients and “real-world” planning issues, using a team approach for problem solving around these issues. Urban Planning Faculty direct and advise the student team.

The Studio team must work together with the Studio client and faculty to define the scope of work, planning approach, and work plan for the project. The Studio also conducts primary field research, analyses findings, develops policy and planning recommendations, and prepares several deliverables for the client.

Our client for the Village of Brewster planning Studio is the Village Board of Trustees (comprised of the Mayor and the four Trustees). We have been asked by our client to support them in assessing appropriate planning activities for the Village, consistent with the mandate for protection of the New York City watershed.

Team Members

The Studio team is comprised of eight Columbia University graduate students pursuing Master of Science Degrees in Urban Planning, as well two faculty advisors and a graduate teaching assistant. The staff of J. Robert Folchetti & Associates, L.L.C, was also instrumental in providing assistance to the Studio team.

Studio Goal and Objectives

The goal and objectives of the Studio team were determined at the beginning of the process, through a collaborative effort of students participating in the Studio, with the purpose of guiding our work throughout the semester.

Goal

Understanding the mandate for watershed protection, we will develop for the Village of Brewster a set of recommendations that can be used to enhance their community.

Objectives

- To analyze demographic trends within the Village of Brewster and the surrounding areas.
- To examine public service programs available to the Village of Brewster residents, particularly within the realm of workforce development and housing.
- To assess the status of the Village of Brewster business community, with special attention to determine the business activities that best meet the needs of the constituency.
- To research and analyze existing environmental conditions and infrastructure as they pertain to watershed protection, taking into consideration New York City Department of Environmental Protection watershed regulations and development pressures in and near the Village of Brewster.
- To gain an understanding of the unique character of the built environment, and to use this knowledge towards enhancing the quality of life within the Village of Brewster. To furthermore assess the built environment with particular reference to urban design, parks, open space, and historic assets.
- To assess current issues concerning transportation, water, sewerage, waste management and utilities within the Village, with particular reference to the expansion of the sewer system.
- To evaluate current and future growth and development conditions within the Village of Brewster, by analyzing Village zoning, land use, and housing characteristics.
- To diagnose the current legal, budgetary, and political situation of the Village of Brewster, with particular reference to understanding its power of annexation and the implementation of a co-terminus governance.

Methods of Research

Studio Organization

Given the preceding goal and objectives, the Studio team organized into eight teams to facilitate data collection and analysis of our findings. The Studio organization is shown on the chart below.

Planning Approach

The Studio team approached the Planning Studio using a comprehensive, communicative planning model. The approach utilized is comprehensive as illustrated in the wide range of planning issues researched. The approach is communicative in that the Studio members interviewed many constituents in an effort to understand the needs and preferences of all concerned parties.

Primary Sources

On-site data collection

Over the course of a three-month period, Studio members traveled to Brewster on more than ten separate occasions to conduct surveys and gather personal observations. Data collection included primary and comparative collection, dependent on whether or not the data already existed. Surveys and data collection included several walking trips, a business survey, a traffic count, and a land use survey.

Interviews were conducted to gain empirical data and personal opinions about issues relating to the Village of Brewster. The Studio interviewed a wide range of people. Secondary sources were used to confirm specific information obtained through the interview where possible and as time permitted.

Interviews

Both phone and in-person interviews were performed. Notes taken during the interviews were transcribed and sent to interviewees for approval. Selection of the interview candidates was determined through recommendations by our clients and other individuals, as well as through individual research.

Secondary Sources

Secondary sources of research included analysis of documents, reports and other materials. In particular, the Studio team utilized the 1999 Rodgers & McCauley, Inc., Saccardi & Schiff, *Downtown Revitalization Plan for Historic Brewster*, and the 1990 Buckhurst Fish Hutton Katz Inc. and Jacquemart Associates Inc., *Village of Brewster Master Plan*. Geographic Information Systems data, provided by John Folchetti, were used as an analytical and presentation tool in the creation of maps.

Recommendations Development

In March 2003, the Studio team presented a midterm briefing before the Board of Trustees and the public. The briefing highlighted the progress of the Studio, and served as a platform for feedback from the client and public. Incorporating the feedback from Village Officials, the Studio team analyzed the primary and secondary source information, and through a collaborative effort with advisement from the faculty members, produced the recommendations included in this document.

The Report

The report is divided into three sections: Existing Conditions, Analysis, and Recommendations. The existing conditions presents our findings of the current situation within the Village of Brewster in the areas of Demographics, Economic and Community Development, Environment and Infrastructure, Zoning and Land Use, Built Environment, and Governance. From these findings, we performed an analysis in order to understand the assets and the possibilities within the Village. This analysis was then used to inform the Studio team's recommendations, which can be found in the last section of the report.

CHAPTER 2. HISTORICAL BACKGROUND

The Village of Brewster, incorporated in 1894, physically lies within the Town of Southeast (itself incorporated by the State of New York in 1788). Walter Brewster, a local builder and speculator, initially founded the Village in the 1840s. In 1848, Brewster and his brother James purchased a 134-acre farm that comprised much of what is now the Village of Brewster, motivated by the prospect of nearby mines, an abundant water supply, and the certainty that the Harlem Line Railroad had plans to pass through the already incorporated Town of Southeast (Howe 4). With the hopes of getting the burgeoning rail line to make a stop on their land, the two brothers constructed passenger and freight stations on their farm.¹ By 1849, the Harlem Line indeed came to reach “Brewster’s Station.”

At the time the Brewster family purchased the farm, there were only a few houses and a Methodist Church already in the area. A one-room schoolhouse was built soon thereafter. In 1849, Walter Brewster himself laid out Main Street Brewster. A skilled builder, Brewster was responsible for the construction of over 50 buildings, churches and stores in the new village, facilitated by the advent of the railroad, which made large shipments of materials possible. Building homes at the rate of six or seven structures a year, the first house Brewster erected was the Walter Brewster House in 1850, still standing at 43 Oak Street (Howe 59). Growth in the Village progressed rapidly, soon gaining hotels and other business establishments. By the 1890s, Brewster’s thriving businesses included three dry goods and grocery stores, an active coal business, a tin shop, the newspaper printing press, The Southeast House and Brewster House, a wagon-making and blacksmith shop on East Main, and one barber (Howe 17).

The railroad furthermore helped to foster two local industries, iron mining and dairy. Although neither industry remains in function today, at the height of its operation in 1879, the largest and most prosperous mine in Southeast, two miles north of the Village, (Tilly Foster Mine) yielded 7,000 tons of iron ore per month.² In 1864, John Gail Borden constructed a milk condensery (The Borden Milk Factory), founded as a result of increased demand for condensed milk during the Civil War (Howe 16). The dairy industry, itself, brought many new families to the Village, giving an impetus for the building of even more homes (Howe 5). It was a place for local farmer’s to sell their milk and the Village Main Street became a place for workers to spend their paychecks (Howe 15). John G. Borden, the son of the factory’s founder, over his life contributed much to the building costs of the Brewster school, the Town Hall and the Baptist Church (Howe 16).

By the 1870s, the Village of Brewster was at thriving community. A national bank had been established, newspapers were founded (the Brewster Gazette in 1869 and the Brewster Standard in 1871), and several industries, both large and small, were running. In the later part of the 19th century, the construction of the Croton Reservoir System had significant repercussions on the economy and the landscape of both Southeast and the Village of Brewster. Much of the best farmland was flooded for construction of the dams, including the Borden Milk Factory Dairy Lands, while many other properties were condemned in order to protect the purity of the watershed.³ This cast a lull over the life in the Village, causing farmers to look elsewhere to take their milk, many even going out of business (Howe 84). To this day, growth restrictions and other regulations related to the Croton Reservoir System continue to have a serious impact on planning in the Village of Brewster.

Chapter 2. Historical Background Endnotes

¹ The Southeast Museum web site at http://www.southeastmuseum.org/SE_Tour99/SE_Tour/.

² The Putnam County Visitors Bureau web site, archived at <http://web.archive.org/web/20020616043738/http://visitputnam.org/Towns/Southeast/southeast.html>.

³ Interviews with Executive Director of the Southeast Museum Amy Campanaro, conducted at the Southeast Museum (Village of Brewster), 67 Main Street Brewster, New York 10509: March 1, 2003.

CHAPTER 3. DEMOGRAPHICS

An analysis of demographic conditions within the Village of Brewster provides a setting for understanding existing Village characteristics and future trends that will enable the Studio team to make well-informed recommendations consistent with the needs of the Brewster community.¹ While demographics can give us insight into the community fabric, they also enable us to compare trends and conditions within the municipality to those of its surrounding context. Looking at demographic information on the local, town and county levels, we are then able to answer questions such as whether issues faced by the Village are unique to its community, or whether they fall within the general pattern of the region. Additionally, an analysis of demographic change over the years provides us with answers to questions such as whether conditions exist in the Village that were not present in the past, and whether such changes suggest trends for the future that would help inform better planning decisions. To begin answering these questions, the Studio looked at information from both the 1990 and the 2000 US Census, to try and assess what trends have occurred, and which might continue in the future.

To conduct the demographic study, the Studio team looked at over 30 categories provided by both the 1990 and 2000 US Census, at three levels of scope (local, town and county). The categories selected were determined by the demographics team to paint a broad spectrum of population characteristics within the Village. Additionally, due to the sizeable immigrant population in the Village, many of the selected categories, such as linguistic isolation and country of origin, were specifically targeted to gain a better understanding of the needs of this population. The spectrum of demographics examined in this study cut across a number of broader categories, which include:

- Population & Gender
- Age
- Race & Ethnicity (Hispanic or Latino)
- Nationality and Country of Origin
- Household Type, Size & Relationship
- Language Spoken & Linguistic Isolation
- Housing Units, Tenure & Cost
- Work & Industry
- Educational Attainment
- Income & Poverty

Our analysis of data provided by the U.S. Census Bureau illustrated that the demographic conditions within the Village of Brewster are indeed distinct from the surrounding town and county. These findings suggest that whereas cooperation between local and regional entities is essential, the specific needs of the Brewster population differ greatly from its surrounding context. Our comparison of data from both the 1990 and 2000 U.S. Census indicate that the population differences between Brewster and its surrounding areas are a relatively recent phenomenon. Thus, the possibility of continued trends must be closely considered when making recommendations for the Village future. Detailed tables of the demographic information, including 1990 and 2000 data on the levels of the Village of

¹ The U.S. Census Bureau. Online at: <http://www.census.gov>

Brewster, the Town of Southeast and Putnam County, can be found in Appendices 1 and 2. Below is a summary of key findings from the demographic study that the Studio team determined to be most indicative of the character of the Village of Brewster.

General Population Characteristics

The demographic study of the composition of the Village population indicates that there is in fact a sizeable immigrant presence in the Village that is not present in the Town of Southeast, or in Putnam County. This indicates that planning for population needs on the Village level is a different undertaking than general planning for either the Town or County.

Population and Gender

- In Census 2000, the total population of the Village of Brewster was 2,162 people.
- 57 percent are males, compared with 43 percent females, indicating that there are 290 more males than females within the Village.
- In contrast, gender composition in both the Town of Southeast (population 17,316) and Putnam County (population 95,745) indicate breakdowns of nearly 50 percent males to 50 percent females. Furthermore, the demographics show that at the time of the 1990 Census, this 50/50 gender split was evident at all three levels of scope, indicating a rapid change in gender demographics within the Village of Brewster, that did not occur throughout the town or county levels.

Age

- The median age² in the Village of Brewster was 33 years, with a 6-year discrepancy reported between the median age among females (36 years) and the median age among males (30 years).
- In contrast, the median age for both Putnam County and the Town of Southeast was reported as approximately 37 years, with one and two year respective discrepancies reported between male and female median ages (see Table 3-1 Median age by Sex, 2000).

Table 3-1 Median Age by Sex, 2000

Median Age by Sex (2000)	Putnam County	Town of Southeast	Village of Brewster
Both Sexes	37.4	37.2	33
Males	36.7	35.9	30.3
Females	38.1	38.5	36.3

² The median age measure divides the age distribution in a the selected areas of study, into two equal parts: one-half of the population falling below the median value and one-half above the median value. Source: The U.S. Census Bureau. Online at: http://factfinder.census.gov/home/en/epss/glossary_m.html

Race and Hispanic Origin

A look at racial and ethnic demographics within the Village of Brewster indicate a strong non-white and Latino or Hispanic population, that is not representative of the town or the county.³

- The Village of Brewster was only 79 percent white, with the second largest race group, the “some other race alone” category, comprising 12 percent of the population.⁴
- At the time of the 2000 Census, both Putnam County and the Town of Southeast were more than 90 percent white with regards to race.
- 32 percent of the Village of Brewster population (694 people) identified themselves as Hispanic or Latino in 2000.
- Similarly, whereas Putnam County and Southeast were only 6 and 8 percent Hispanic or Latino in composition.

Differences among the study areas were far less pronounced in the 1990 Census for these categories, indicating a change in racial and ethnic composition in the Village of Brewster that is not representative of the general region.

- The Village of Brewster reported a slightly higher population of 9 percent – still significantly lower than the 32 percent Hispanic or Latino population reported in 2000.
- In 1990, at all three levels, recorded populations that were approximately 95 percent white in race. Both Putnam County and Southeast were recorded as slightly higher than 2.5 percent Hispanic or Latino, This represents a 500% increase in Hispanic population for the Village of Brewster over the course of 10 years, another indicator of a relatively recent and sizeable immigrant community.

Table 3-2 Racial Distribution, 2000

Race (2000)	Putnam County %	Town of Southeast %	Village of Brewster %
White alone	93.9	92.9	78.8
Black or African American alone	1.6	1.9	5.4
American Indian and Alaska Native alone	0.1	0.1	0.4
Asian alone	1.2	1.6	2.3
Native Hawaiian and Other Pacific Islander alone	0.03	0.09	0.0
Some other race alone	1.7	2.4	11.7
Two or more races	1.4	1.0	1.5

³ According to the U.S. Census Bureau, the race and Hispanic origin categories are self-identification items in which respondents choose the race or races and ethnicities with which they most closely identify. Source: The U.S. Census Bureau. Online at: http://factfinder.census.gov/home/en/epss/glossary_r.html

⁴ A person who self-identifies as the “other” category is a person who identifies himself or herself as of one race alone, but does not self-identify with any of the five race categories, as prescribed by the U.S. Census Bureau (White, Black or African American, American Indian or Alaska Native, Native Hawaiian or Other Pacific Islander, or Asian).

Nationality and Country of Origin

- 68 percent of the Village population was recorded as native born at the time of the 2000 Census.

Table 3-3 Place of Birth, 2000

Place of Birth (2000)	Putnam County %	Town of Southeast %	Village of Brewster %
Native Born	91.2	89.6	67.8
Foreign Born	8.8	10.4	32.2

- The Town of Southeast and Putnam County, have 90 and 91 percent respectively. This means that 32 percent of Brewster residents were foreign born at the time of the 2000 Census.
- The demographic data shows that 52 percent of the foreign born population was reported as having entered the Village between 1995 and March of 2000. This statistic is supported by the findings of the 1990 Census, which indicate that in 1990, at all three levels of study, only approximately 10% of the population was reported as foreign born.
- In terms of country of origin, the demographic data indicates that the Hispanic and Latino population within the Village of Brewster is primarily Guatemalan. At the time of the 2000 Census, 15 percent of the Brewster population identified themselves as Guatemalan in origin (325 people) – approximately 47 percent of the Hispanic or Latino population within the Village. In contrast, only 5 percent of the Brewster population identified themselves as South American, while another 5 percent self-identified as “all other Hispanic or Latino.” Approximately 3 percent (58 people) were identified as Mexican at the time of the 2000 Census.

Table 3-4 Racial Distribution by Hispanic or Latino Origin, 2000

Hispanic or Latino by Specified Origin (2000)	Putnam County %	Town of Southeast %	Village of Brewster %	Putnam County #	Town of Southeast #	Village of Brewster #
Not Hispanic or Latino	93.8	92.0	67.9	89,769	15,923	1,468
Hispanic or Latino:	6.2	8.0	32.1	5,976	1,393	694
Mexican	0.6	0.6	2.7	577	98	58
Puerto Rican	2.4	1.8	1.4	2,322	306	31
Cuban	0.3	0.2	0.3	241	41	6
Dominican Republic	0.2	0.2	0.7	223	37	14
Central American:	0.7	2.4	16.7	695	420	360
<i>Guatemalan</i>	7.5	25.9	46.8	447	361	325
<i>Honduran</i>	0.6	0.9	1.0	37	13	7
<i>Salvadoran</i>	1.7	2.3	3.5	111	32	24
<i>Other Central American</i>	1.7	1.0	0.6	100	14	4
South American:	0.8	1.1	4.9	772	188	105
<i>Columbian</i>	3.9	4.9	5.6	230	68	39

Hispanic or Latino by Specified Origin (2000)	Putnam County %	Town of Southeast %	Village of Brewster %	Putnam County #	Town of Southeast #	Village of Brewster #
<i>Ecuadorian</i>	4.0	6.0	6.9	241	84	48
<i>Other South American</i>	4.3	2.5	2.5	259	35	17
Other Hispanic or Latino:	1.2	1.8	5.6	1,146	303	120

Household Characteristics

A study of household characteristics in the Village of Brewster allows us to get a better understanding of the needs of individuals and families throughout the Village. As with the general population characteristics, Brewster displayed differences in household characteristics as compared to both the town and the county. Additionally, many of the household characteristics as reported in the 2000 U.S. Census represent a departure from 1990 statistics.

Household Type, Size & Relationship

- 840 households were recorded in the Village of Brewster at the time of the 2000 Census.
- 6,184 households in the Town of Southeast.
- 32,703 households in Putnam County.
- The average household size among the three levels was similar, with 2.5 people per household in the Village, as compared to 2.9 and 2.8 in Putnam County and the Town of Southeast, respectively.
- With regards to household size, the Village of Brewster recorded more single person households than either Putnam County or Southeast (34, 18 and 21 percent, respectively), which might account for the Village reporting smaller average household size.
- The greater number of single person households also accounts for the Village recording fewer family households (53 percent) than the surrounding areas (77 percent in the county and 74 percent in the town).
- The demographic data shows fewer married-couple family households, and fewer households with children exist within the Village compared with the town or county.
- At the time of the 1990 Census, the Village of Brewster still reported a greater percentage of single-family households (39 percent) than either Putnam County or the Town of Southeast (19 percent and 16 percent respectively).
- Similarly, 52 percent of Village households were reported as family households at the time of the 1990 Census, as compared to 80 percent and 76 percent in the town and county, respectively. This might indicate that there may be other factors that contribute to smaller household size within the Village, perhaps relating to the housing type, cost and tenure, available within the Village (as will be discussed below).

Table 3-5 Household Size by Household Type, 2000

Household Size by Household Type (2000)	Putnam County %	Town of Southeast %	Village of Brewster %
1-person household:	18.1	20.6	34.2
2 or more person household:	81.9	79.4	65.8
<i>Family households:</i>	<i>77.0</i>	<i>43.0</i>	<i>52.6</i>
Married-couple family:	65.4	61.9	33.9
<i>With Children</i>	<i>33.5</i>	<i>32.2</i>	<i>17.4</i>
Other family:	11.6	12.1	18.7
<i>Nonfamily households:</i>	<i>4.9</i>	<i>5.4</i>	<i>13.2</i>
Male householder	3.1	3.6	9.9
Female householder	1.8	1.8	3.3

Language Spoken & Linguistic Isolation⁵

The Village of Brewster reported a significant number of Spanish-speaking, and linguistically isolated households at the time of the 2000 Census. These statistics are markedly different than those reported at the time of the 1990 Census. This may be an indication of a growing need within the Village for increased bilingual services. For example, in 2000, for the population 14 years and over within the Village of Brewster, 14 percent of households were found to be linguistically isolated Spanish-speakers, as compared to only 2 percent in 1990. This represents an 86 percent increase in linguistically isolated, Spanish-speaking households in ten years.

Socioeconomic Characteristics (Including Housing, Education, Workforce Characteristics & Income)

Housing Units, Tenure & Cost

- Less than 25 of the occupied housing units were owner occupied in the Village of Brewster at the time of the 2000 Census
- 78 percent owner occupied in the Town of Southeast.
- 82 percent of the occupied housing units were owner occupied in Putnam County.

Table 3-6 Housing Tenure, 2000

Housing Tenure (2000)	Putnam County %	Town of Southeast %	Village of Brewster %
Owner Occupied	82.2	78.2	24.7
Renter Occupied	17.8	21.9	75.2

⁵ A linguistically isolated household is one in which no member 14 years old and over (1) speaks only English or (2) speaks a non-English language and speaks English very well." In other words all members 14 years old and over have at least some difficulty with English. Source: The U.S. Census Bureau. Online at: <http://www.census.gov>

Table 3-7 Median Gross Rent and Home Value, 2000

	Putnam County \$	Town of Southeast \$	Village of Brewster \$
Median Gross Rent (2000)	913	943	850
Median Home Value (2000)	205,500	210,500	172,200

The vast majority of housing units (75 percent or 632 units) are renter occupied within the Village, which is not true of the surrounding context areas. The disproportional number of renter-occupied units as compared to owner-occupied housing units within the Village is also evident.

- Less than 29 percent of the occupied housing units were owner occupied in the Village of Brewster at the time of the 1990 U.S. Census.
- 77 percent in Southeast were owner occupied.
- 82 percent in Putnam County were owner occupied.

This indicates that the housing stock in the Village of Brewster has been consistently renter-occupied, regardless of changes in general population demographics. As renter-occupied housing is often suited for smaller families and single-person households, this statistic might also account for the smaller household size reported in both the 1990 and 2000 Census.

Similarly both median gross rent⁶ and median home value in the Village were reported as lower than those of the surrounding areas, in both 1990 and 2000.⁷ The following is the data reported by the 2000 Census.

- \$850 median gross rent in the Village of Brewster
- \$943 median gross rent in the Town of Southeast
- \$913 in Putnam County

In 1990, the median gross rent for the Village of Brewster was still lower than that of its surrounding areas.

- \$720 median gross rent in the Village of Brewster
- \$758 for the Town of Southeast
- \$765 for Putnam County

However, whereas the rent statistics indicate an 18 percent increase in Village rent and a 19 percent increase in town rent between 1990 and 2000, median gross rent for the county rose by 24 percent. Although this is not a very marked difference, this may

⁶ The gross rent refers to the amount of rent agreed to by lease or contract, plus the estimated average monthly cost of utilities (electricity, gas, and water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid for by the renter (or paid for the renter by someone else). Gross rent is intended to eliminate differentials, which result from varying practices with respect to the inclusion of utilities and fuels as part of the rental payment. Source: The U.S. Census Bureau. Online at: http://factfinder.census.gov/home/en/epss/glossary_m.html

⁷ Median measure generally divide the selected areas of study, into two equal parts: one-half of the population falling below the median value and one-half above the median value. Source: The U.S. Census Bureau. Online at: http://factfinder.census.gov/home/en/epss/glossary_m.html

indicate a faster rise in property values for the county in general, as compared to either the village or the town.

A comparison of median home values between the Village and the Town and the County indicate that whereas home values have gone up slightly in both the Town and the County, home values have actually decreased within the Village.

- In 2000, the median value for homes in the Village of Brewster was recorded as \$170,600, as compared to \$179,000 in 1990, a 4 percent decrease in value.
- Median home values in Southeast experienced a 3 percent increase to \$210,500 from \$204,500,
- Putnam County median home values increased 6 percent to \$205,500 from \$194,600.

Work and Industry

The demographic data indicates that the construction industry is growing as a major employer of Village residents. In fact, at the time of the 2000 Census, the major industry of Village residents was construction, employing 18 percent of the Village population, or 230 people. The next two largest industries included professional and related services (scientific, management, administrative, and waste management services), which accounted for 17 percent of the employed population, and education and health services, which accounted for 12 percent of the employed population.

In 1990, the major industry of residents of the Village was “professional and related services” which accounted for 21 percent of the employed population. The next two largest industries reported at the time of the 1990 Census were retail trade, accounting for 19 percent of the employed population, and construction, which only accounted for 11 percent of the employed population at that time.

Table 3-8 Industry, 2000

Industry (Top 5) (2000)	Putnam County %	Town of Southeast %	Village of Brewster %
Construction	9.2	9.8	18.2
Professional, scientific management, etc.	11.5	12.1	17.1
Educational, health and social services	24.2	22.8	12.4
Retail trade	11.4	11.3	10.3
Arts, entertainment, food services, etc.	4.8	5.8	9.3

Educational Attainment

- 20 percent of people within the Village of Brewster recorded having attained less than a 9th grade education (290 residents) at the time of the 2000 Census.
- 4 percent of Southeast residents attained less than a 9th grade education.
- 3 percent of Putnam County residents
- 18.8 percent of the population of the Village of Brewster had attained a Bachelor’s degree or higher.

- 34 percent of Putnam County residents and Southeast residents attained this same level of education.
- The largest proportion of the population in all three levels of study, however, were high school graduates, which includes equivalency – 28 percent of both Brewster and Putnam County residents, and 26 percent of Southeast residents.

In 1990, educational attainment was more consistent across the three study areas. 9th grade education attainment includes:

- 4 percent in the Village of Brewster
- 3 percent in both Putnam County and Southeast residents.

Attainment of a high school or equivalent degree includes,

- 22 percent of Brewster residents
- 18 percent of Southeast residents
- 20 percent of Putnam County residents

Attainment of a Bachelor's degree or higher include:

- 12 percent of Brewster residents
- 22 percent of Southeast residents
- 18 percent of Putnam County residents

Table 3-9 Educational Attainment, 2000

Educational Attainment (2000)	Putnam County %	Town of Southeast %	Village of Brewster %
Less than 9th grade	3.3	4.4	19.7
9th to 12th grade, no diploma	6.6	5.5	9.9
High school graduate (includes equivalency)	28.1	26.3	28.4
Some college, no degree	21.0	21.6	18.4
Associate degree	7.2	7.2	4.8
Bachelor's degree	19.7	21.2	12.3
Graduate or professional degree	14.1	3.8	6.5

Income and Poverty Status

At the time of the 2000 Census, a smaller percentage of Brewster residents reported incomes of greater than \$60,000 per year (31 percent), as compared to either the county or the town (61 and 59 percent, respectively). Similarly, whereas the median household income for Putnam County and the Town of Southeast, at the time of the 2000 Census was \$72, 279 and \$69,272 respectively, the median household income for Brewster residents was only \$42,750. This is consistent with further income data that indicates that per capita income for Putnam County and Southeast residents averaged \$30,127 and \$29,506 respectively as of 1999, in contrast to only \$21,865 for Village residents. Brewster residents are earning less than residents in the surrounding areas.

However, in 1989, the median household income for Brewster residents was still lower than that of the surrounding areas, (\$34, 006 for Village households compared with \$53,634 for Putnam County households and \$54,243 for Southeast households). Due to the smaller immigrant population present within the Village in 1990, the demographics seem to indicate that Village residents earn less than those in surrounding areas, irrespective of the changes in population characteristics.

Table 3-10 Household Income in 1999

Household Income in 1999	Putnam County %	Town of Southeast %	Village of Brewster %
Less than \$10,000	3.5	4.1	12.5
\$10,000 to \$19,999	5.2	5.3	11.0
\$20,000 to \$29,000	6.3	7.9	12.1
\$30,000 to \$39,999	7.3	7.8	11.4
\$40,000 to \$49,999	7.7	7.5	9.8
\$50,000 to \$59,999	8.8	8.3	12.2
\$60,000 to \$74,999	13.1	14.0	9.6
\$75,000 to \$99,999	16.8	17.4	11.4
\$100,000 or more	31.5	27.8	10.2
Median Household Income \$	<i>72,279</i>	<i>69,272</i>	<i>42,750</i>

CHAPTER 4. ECONOMIC AND COMMUNITY DEVELOPMENT

Overview

The economic and community development section will cover five main topics. Topics are detailed with an overview of existing conditions, and a presentation of issues and opportunities. These sections provide the framework for economic development recommendations that encapsulate future enhancements of the quality of life for residents of the Village of Brewster.

1. Public Services. Public services are recorded with a brief description of the main responsibilities of each department.
2. Economic Potential. The economic potential is discussed with special attention to Main Street and its viability as a destination point with spurred economic activity that benefits the Village and adjacent towns.
3. Workforce Characteristics. The team noted four components of the workforce and detailed the specific assets and needs that each present to the Village.
4. Community Participation. The Village is composed of many diverse groups of people and this fact offers opportunities and challenges in community participation. This section identifies the entries into community participation and ways to capitalize on the contributions that each brings to the Village.
5. Housing. Detailed statistics on housing in the Village are provided. With the protection of the watershed and the expanding metering system that is currently being implemented, housing is analyzed for its adequacy and affordability.

Public Services

Adequate public infrastructure to support residents is an important element of a thriving community. The Village of Brewster offers a variety of public services to its residents. This section provides a brief overview of the government and social services available in the Village. Topics include: 1) Government Services; 2) Emergency and Medical Services; 3) Public Services; and 4) Additional Services.

Government Services¹

Village Board of Trustees. The governance structure of the Village board includes a Mayor, Deputy Mayor, and three Board Members. This group convenes to vote and act on Village business.

Village Clerk. The Village Clerk provides an interface with the public, answering questions about the Village government, and maintaining all official Village documents and meeting minutes of various government departments. In addition, the Village Clerk issues permits and licenses for various activities (such as marriage licenses, handicap parking permits, etc.).

Building Department. The Building Department is responsible for enforcing federal, state, and local building codes and regulations; as well as issuing permits and monitoring construction.

Planning Board. The Planning Board deals with residential and commercial land use subdivision and applications for new development.

Taxes. There are two main offices of taxes: Tax Receiver and Tax Assessor. The Tax Receiver collects taxes, while the Tax Assessor appraises property value and tax exemptions.

Zoning Board. The responsibility of this board is to review and approve all applications relating to the zoning code of the Village.

Public Services

Fire Departments and Ambulatory Services. There is one fire department located in the Village of Brewster. This station also provides ambulatory care services and transport. [For more information about the Fire Department, visit the Brewster Fire Department web site at www.brewsterfiredepartment.org.]

Hospitals. Four Hospitals outside the Village provide medical services available to Village residents. The primary hospital is the Putnam Hospital Center (www.putnamhospital.org/home/index.cfm) located in Carmel, NY. The three other hospitals include: Danbury Hospital (Danbury, CT), Northern Westchester Hospital Center (Mount Kisco, NY), and Westchester County Medical Center (Valhalla, NY).

*Libraries.*² The Village of Brewster is home to the Brewster Public Library. The library carries a collection of over 50,000³ books, journals, magazines, and videos. Programs for community residents include: Brewster Book Discussion Group, Brewster Theater Group auditions, rehearsals, and performances, Children's Programs, Homework Help, Photography Workshops, and Computer Classes. [For more information, visit the Brewster Public Library web site at www.brewsterlibrary.org/.]

Schools. The Brewster Public School District is composed of five schools. The Garden Street School and the John F. Kennedy Elementary School provide education for children in grades Kindergarten to 3rd grade, while the C.V. Starr Intermediate Schools provides education for 4th-5th grade students. The Henry H. Wells School is the only junior high school for students in grades 6-8. Brewster High School, which expanded to double its size in 1999, educates 9th-12th graders. [For more information, visit the Brewster Schools web site at www.brewsterschools.org/.] In addition, there are three private schools located in Brewster; two of which provide Kindergarten through 8th grade education. The Town of Southeast is responsible for the school system, in terms of the tax base.

Nonprofit Organizations

Museums. The Southeast Museum, located on Main Street in the Village of Brewster, is the keeper of the history of the Town of Southeast, as well as the Village history including the railroad, reservoirs, and factories. The museum provides educational tours detailing local history for school-aged children and senior citizens. The NY Council on the Humanities also conducts a lecture series. Events are held throughout the year for all ages. [For more information, visit the Southeast Museum website at www.southeastmuseum.org/.]

Foundations. The Brewster Education Foundation is a local non-profit, private foundation with the mission of “promoting excellence in Education by recognizing students for scholastic achievement, encouraging teachers to take innovative approaches to public education, and fostering community service.”⁴ [For more information, visit the Brewster Education Foundation at www.bef.org/.]

Putnam Community Action Program (CAP). Located on Main Street in the Village of Brewster, CAP “provides a wide variety of services that promote independence, security, and self-sufficiency. The following list of services are available to Village residents: food pantry, soup kitchen, intervention services, emergency services, family development, community solutions for transportation, and other social service assistance.”⁵

Coordinator of Community Affairs. The Coordinator, whose office is also located in the Village, was established by Putnam County to bridge the gap between the immigrant community and county service.⁶ Services are available to immigrant individuals and families.

Food Pantry. There are two food pantries located in the Village. One is located at St. Andrew’s Church, while the other is located in the Putnam Community Action Program office (described above).

For a village of a 1/2 square mile, it is well served by public services. Although a number of services provided are town-wide or countywide, their main offices are located in the Village of Brewster. This gives residents easy access to these services.

Economic Potential

The Village of Brewster has tremendous economic potential to create Main Street as a destination point for a variety of different reasons. Currently, the location of the train station becomes a destination point for commuters, who arrive and depart at particular times, using the Village primarily for parking. However, the Village can be a destination point that attracts people from other areas in the region to visit for other activities at a variety of different times and on the weekend.

While generating increased pedestrian traffic flow during peak train hours, many of the people visiting the train station are merely passing through on their way to work or home,

without stopping at the businesses on Main Street. The Village can be a destination point that attracts people because of a specific activity that could include shopping, recreation, dinner or a night of entertainment. This group has the potential to increase economic activity in the Village. This section details the economic activity currently in the Village, and provides recommendations for attractors that may make Brewster a destination point.

Main Street Businesses

Main Street is a valuable asset. It is the center of economic activity in the Village. A commercial survey was conducted along Main Street to provide quantitative data for the creation of an economic revitalization plan. The commercial businesses, listed by sector are provided in Table 4-1: Commercial Businesses by Sector on Main Street. A detailed classification of sector and sub-sector are included in Appendix C: Commercial Survey. Main Street is defined in the commercial survey as the area designated from 2 Main Street to 208 Main Street.

Sectors are defined by the North American Industry Classification System (NAICS) codes.⁷ These codes provide a system for classifying businesses into standard sectors to compare business activity and determine gaps in sector representation.

Table 4-1 Commercial Businesses on Main Street

BUSINESS SECTOR	TOTAL	TOTAL BUSINESSES %
Food Services and Drinking Places	9	14.5
Miscellaneous Store Retailers	8	12.9
Professional, Scientific, and Technical Services	6	9.7
Religious, Grantmaking, Civic, Professional, and Similar Organizations	6	9.7
Food and Beverage Stores	4	6.5
Personal and Laundry Services	4	6.5
Transit and Ground Passenger Services	3	4.8
Specialty Trade Contractors	2	3.2
Ambulatory Health Care Centers	1	1.6
Administrative and Support Services	1	1.6
Couriers and Messengers	1	1.6
General Merchandise Stores	1	1.6
Insurance Carriers and Related Activities	1	1.6
Manufacturing	1	1.6
Museums, Historical Sites, and Similar Institutions	1	1.6
Rental and Leasing Services	1	1.6
Repair and Maintenance	1	1.6
Social Assistance	1	1.6
Sporting Goods, Hobby, Book, and Music Stores	1	1.6
Telecommunications	1	1.6
Vacant	8	12.9
TOTAL	62	100

Main Street Businesses Summary

There are a total of 62 business establishments located on Main Street. The largest portion (14.5%) of the total business establishments is Food Services and Drinking Places, six of which are Full Service Restaurants. Full Service Restaurants usually constitute sit-down establishments with waiters/waitresses that cater to customers. There are numerous Miscellaneous Store Retailers (8 or 12.9%); Consignment and Antique Shops (6 or 9.7%) dominate this sector. There are six Professional, Scientific, and Technical Offices, such as Management Services, Architect, and Lawyer Offices. There is a high concentration of Churches (4 or 6.5%) located along Main Street, as designated by Religious Organizations. Food and Beverage Stores and Personal and Laundry Services both have four businesses, each representing 6.5%. There are a wide range of other businesses located along Main Street, including but not limited to taxi services, physician offices, and travel agencies.

There are a total of eight vacant storefronts located on Main Street, which account for 12.9% of total establishments. Of the eight vacant storefronts, seven were designated as Fair condition and one was noted in Poor condition, based on our land use survey designation. The vacancies are located at a variety of places along all of Main Street. This fact affords this commercial area significant potential for economic development generated by new business, giving Main Street the unique opportunity to create needed commercial establishments that best serve the community. Attracting a balanced mix of businesses or investment in a sector-based approach to economic development that is supported by the population's income base, would strengthen Main Street. In addition, current businesses located on Main Street also have the opportunity to expand their operation, if needed.

Village Businesses Not on Main Street

A complete land use survey of the Village of Brewster was conducted. From this land use survey, all the commercial businesses located in the Village were analyzed for this report. The businesses listed in Table 4-2: Commercial Businesses by Sector in the Village of Brewster represent those not located on Main Street which were described in the previous section. Similar to the commercial businesses located on Main Street, the sector and sub-sectors are defined according to the North American Industry Classification System codes.

Table 4-2 Commercial Businesses by Sector in the Village of Brewster Not on Main Street

BUSINESS SECTOR	TOTAL	TOTAL BUSINESSES %
Professional, Scientific, and Technical Services	9	12.9
Personal and Laundry Services	7	10.0
Repair and Maintenance	7	10.0
Ambulatory Health Care Centers	6	8.6
Food and Beverage Stores	5	7.1
Miscellaneous Store Retailers	5	7.1
Administrative and Support Services	4	5.7
Food Services and Drinking Places	4	5.7
Specialty Trade Contractors	4	5.7

BUSINESS SECTOR	TOTAL	TOTAL BUSINESSES %
Building Material Dealers	2	2.9
Educational Services	2	2.9
Manufacturing	2	2.9
Social Assistance	2	2.9
Amusement, Gambling, and Recreation Industries	1	1.4
Clothing and Clothing Accessories Stores	1	1.4
Electronics and Appliance Stores	1	1.4
Furniture and Home Furnishings Stores	1	1.4
Insurance Carriers and Related Activities	1	1.4
Justice, Public Order, and Safety	1	1.4
Real Estate	1	1.4
Religious, Grantmaking, Civic, Professional, and Similar Organizations	1	1.4
Transit and Ground Passenger Services	1	1.4
Vacant	2	2.9
TOTAL	70	100

Village of Brewster Business Summary

In the Village of Brewster there are 70 additional businesses, not located on Main Street. The largest portion (12.9%) of business establishments is Professional, Scientific, and Technical Services, such as Design Services, Engineering Offices, and Other Professional Offices. Personal and Laundry Services represent 10% of the total businesses, the majority (5) of these establishments are salons and spas. In addition, there is a high concentration of automotive services in the Village, encompassing 10% of all businesses. Medical Offices comprise 8.6% of business. There are five Food and Beverage Stores, namely Convenience Stores, and four Food Services and Drinking Places, such as Full Service Restaurants. In addition, there are a variety of other businesses located throughout the Village, such as insurance and real estate, social and civic organizations, and retail stores.

There are very few vacant storefronts (2 total) located in other areas of the Village, representing a mere 2.9% of businesses. The low vacancy rate in the Village indicates strong commercial activity that is well supported by the community. In addition, the low vacancy may reduce competition, because there is little commercial space in the Village for rival businesses. This helps secure the current businesses economic position in the Village, but does not take into account competing businesses outside the Village. However, the lack of additional space may be detrimental to current businesses that are in need of more space to expand their establishment. Further analysis should be conducted to determine if business establishments are facing space restrictions.

Analysis of Main Street and Village Business Activity

Main Street is a vital commercial center with thirteen businesses that engage primarily in retail trade and services. It is not uncommon for a large share of commercial activity to be concentrated in Food Services, Food Stores, and Personal and Laundry Services. There are thirteen Food Services, nine Food Stores (eight of which are Convenience Stores), and eleven Personal and Laundry Services. The Village also contains a high percentage of professional offices (15 total), including varying professional, scientific, and technical services, as well as medical offices (7 total). This conveys the fact that the Village of Brewster is thriving in accommodating professional services. It is important to be mindful that these offices do not cater to the retail and service needs of the community.

In analyzing the Village's commercial activity, only one clothing store was noted of all the business establishments. In addition, there is not a pharmacy, post office, bank, hardware store or supermarket in the Village. Therefore, residents of the Village are required to go to adjacent towns for such establishments, hence, investing their capital in businesses outside the Village. This indicates that the Village is not currently full service.

The large number of vacant storefronts on Main Street (10 total) needs to be analyzed in further depth. In order to provide owners suggestions and recommendations for occupants, an expenditure potential analysis of the area should be conducted to determine the economic activity that can be supported by new businesses. To conduct such an analysis, square footage must be documented of all the businesses and an expenditure model, based on economic indicators of the community, should be used to determine the amount of business that can be supported by the income of the surrounding area.

Workforce Characteristics

The Village of Brewster has a diverse workforce. The key components of this workforce are identified as: immigrant laborers, professionals that work in the Village, and small business owners, and commuters. Each of these groups present unique needs and make valuable contributions to the economic base and diversity of the Village.

To understand the full spectrum of the workforce, the demographic data pertaining to income, employment, and industry is provided below. The second section details the diverse workforce located in the Village of Brewster. The last section provides an understanding of education and career resources available.

Demographic Workforce Data

Demographic data documents the economic characteristics relevant in the discussion of workforce characteristics. These characteristics include income, employment status, and industry. While the Demographics chapter provides a detailed analysis of these

categories, this section will extract key highlights to paint a picture of the Village's workforce. Demographic data is provided from the 2000 U.S. Census.

In 2000, the median household income for residents of the Village of Brewster was \$42,750, which was 59.5% of the Town of Southeast's median income (\$69,272). Persons earning less than \$30,000 in the Village account for one-third of the population, while persons earning over this amount equals two-thirds of the population. In addition, unemployment in the Village was 4.39% in 2000, identical to the Town of Southeast (4.39%).

The following industries provide the basis for the Workforce Diversity section below. Construction and Professional, Scientific, and Management industries account for the largest portion of employed persons, 18.21% and 17.10% respectively. Laborers and professionals that work in the Village are likely to be represented in this category. In addition, 12.43% of residents worked in the Education, Health, and Social Sciences and 10.29% worked in Retail Trade. The Retail Trade classification is illustrative of the small business owners on Main Street.

In 2000, the demographics show that over one-half (52.86%) of employed person worked outside the county of residence. 38.62% worked in the county of residence, while 8.53% worked outside the state of residence. Nearly three-fourths of employed persons drive a vehicle as their primary means of transportation to work. Of the 15.29% who use public transportation, 56.32% utilized the railroad, namely MetroNorth, while 29.47% rode the bus as their primary transportation mode. This data highlights the importance of the commuters as a major characteristic of the Village of Brewster workforce.

Workforce Diversity

Immigrant laborers

Generally speaking, the immigrant laborers are men who obtain labor work on a day-to-day basis. Labor work includes construction and landscaping. Available work may be sporadic, depending on the season and skills offered by the immigrant laborer.

Professionals that work in the Village

The professionals in the Village provide a high level of skills to the community. As noted above in the Economic Potential section, a number of professionals operate their company from a storefront on Main Street. These professionals include but are not limited to architects, lawyers, accountants, engineers, management consultants, and medical professionals.

Small business owners

Many of the small business owners in the Village of Brewster are located on Main Street, north of Main Street and in other locations throughout the Village. Small business owners are faced with the day-to-day operation and administration of their business, as well as providing goods and services that meet the needs of the customer base of the Village. The key needs to be addressed for this particular workforce includes generating increased revenue and boosting the available customer base to adjacent towns.

Commuters

The commuting workforce is identified as those persons who travel outside the Village of Brewster for employment. This group represents the largest majority of employed persons. Most commuters drive to work while others utilize the Brewster MetroNorth station and the bus system. In general, this workforce does not contribute to the customer base during work hours. However, providing services that cater to commuters is important. Strategies to do so could start by targeting persons traveling via the MetroNorth train, as each person must pass through Main Street to arrive at Brewster station.

Education and Career Resources

There are three education and career resources available to support these workforces in the Village of Brewster. These resources include: adult language and education courses, a business association, and transportation services. Examples are provided that are specific to the Village of Brewster; however, it should be noted that these resources are not all-inclusive.

Adult education. Brewster Adult Education offers classes in English for Speakers of Other Languages for beginners and intermediate level. Persons whose native language is not English could benefit from these free courses offered in reading, writing, and speaking English. In addition, courses in professional development are offered for a fee.

Chamber of Commerce. The Brewster Chamber of Commerce is a “partnership of over 200 local business and professional people. [The Chamber] offers opportunities in personal networking, group health plans, information for new residents, visitors, and potential businesses, updates on local business activities, member listings [in publications], and representation on the Brewster Chamber website.”⁸

Transportation services. As detailed above, most people drive to work, which also indicates that there are a number of employment opportunities outside of the Village. For persons without cars, it may be difficult to get to these places if the train or bus does not stop there. The Putnam Community Action Program (CAP), located on Main Street in the Village, provides transportation services. “Wheels to Work, provides financial assistance toward the purchase of a used vehicle, and Community Solutions for Transportation, provides repairs to vehicles for qualifying applicants at no cost.”⁹

Community Development

The Community Development section identifies community participation as a key component to achieving community inclusion. This section will provide a model for community inclusion that identifies and provides recommendations for embracing groups that have been traditionally left out of the community dialogue in the Village of Brewster, while attempting to balance competing interests. Community in the context of this section refers to persons that live in the Village of Brewster and are directly affected by what happens in the Village.

The Village of Brewster has a very diverse community. Museums, the Brewster Project, informal meeting places, coalitions and interest groups have been identified as entries into community participation in the Village of Brewster. The synergies and characteristics of all the groups present in the Village offer a challenge in the achievement of full community participation. However, the synergies can be used to spark participation and understanding between the many groups of dynamic people.

The portals of entry into community participation tend to revolve around the premise of common ground – groups of people come together because of common interests and common goals. With this understanding, the following model considers the variety of groups present in the Village, the key elements for community participation, hindrances to group participation, and recommendations for full community participation in programs and initiatives.

Community Participation Model

Six separate groups have been identified in the Village of Brewster as the starting point for the community participation dialogue. Each group represents an important voice in the community. While some groups are structured with defined leaders, roles, and responsibilities, others are loosely defined according to interests. The bullets below list these six groups:

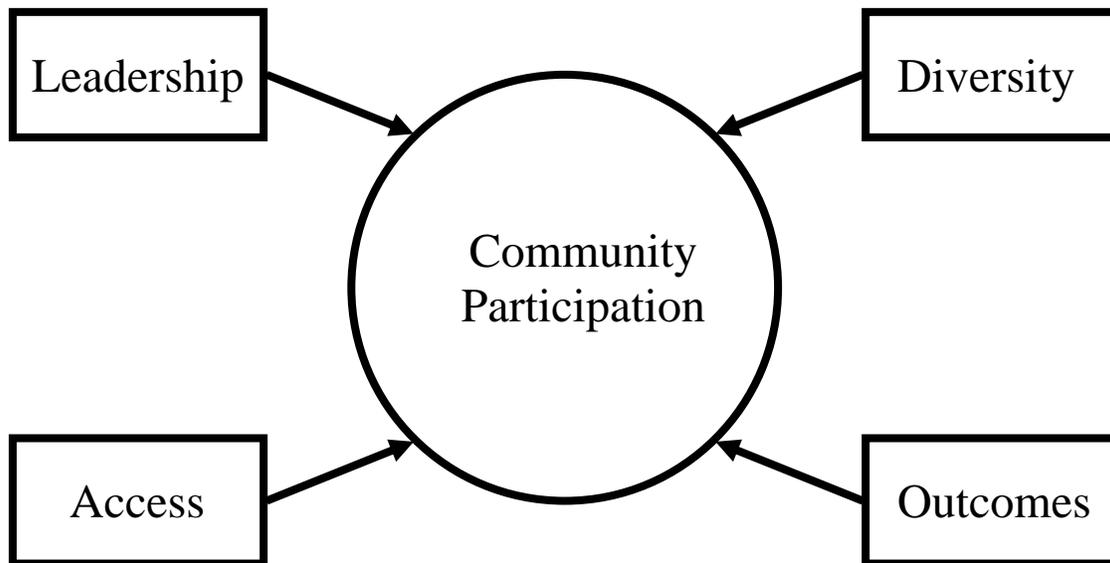
Formal groups

- Coalitions and interest groups, such as the Coalition for a Better Brewster
- Public sector groups, such as the Board of Trustees, Planning Board and Zoning Board

Other groups

- Gender-based groups
- Cultural groups
- Age-based groups
- Religious groups

Each of these groups brings distinguishing characteristics and assets to the Village of Brewster. The model below graphically represents the key elements to community participation for each group.

Community Participation Model Dissection

LEADERSHIP is a component that each group should possess. In order for the multitude of voices to be heard in the community participation dialogue, leaders should emerge and advance community participation. Many of the more formal groups described above do have leaders that advocate on the groups' behalf, while other informal groups have no designated leader, nor direction that guides action or promotion of their interests.

DIVERSITY is defined as heterogeneity of group's ideas and backgrounds. This assortment of diverse ideas and backgrounds affords the Village of Brewster a very colorful and dynamic community. The Village has the fantastic opportunity of embracing and learning from these divergent views and cultures.

ACCESS to leaders, knowledge, and resources is another key element to successful community participation. Specifically, equal access is extremely pertinent if community participation is to be successful.

OUTCOMES are indicators of success in the short term and the long term. Rewards for participation should be innovative, cross sector gains that show tangible progress immediately and in the future. If groups are shown a return on investment, notably in the short term, then they are more likely to work toward long-term participation.

There are obvious hindrances to each element that will now be discussed. As touched upon in the leadership paragraph above, not all groups have a designated leader who advocates on their behalf. This in turn can lead to lack of or unequal access to resources or knowledge of current happenings in the community. In addition, the diversity of ideas and background can create conflicting interests and, therefore, are a detriment to outcomes and progress. The potential for these hindrances is great, and can lead to a disconnected community in which there is no participation occurring.

Housing

Housing is one of the three major components of life. Providing adequate and affordable housing is an important need that Villages, towns, and cities across the country face.

Existing Conditions

The following section details housing statistics for the Village of Brewster, as compared to the Town of Southeast and Putnam County. Topics include total number of housing units, occupancy status, owner versus renter occupied units, vacancy status, median gross rent, gross rent, median value for owner-occupied units, and value for owner-occupied units, which are presented in Table 4-3: Housing Demographic Statistics, 2000 Census Data below. Figures have been compiled using the 2000 U.S. Census only.

Table 4-3 Housing Demographic Statistics, 2000 Census Data¹⁰

	Putnam County	Percent Total	Town of Southeast	Percent Total	Village of Brewster	Percent Total
HOUSING UNITS	35,030	100%	6,412	100%	881	100%
OCCUPANCY STATUS						
Occupied (housing units)	32,703	93.36%	6,184	96.44%	840	95.35%
Vacant (housing units)	2,327	6.64%	228	3.56%	41	4.65%
TENURE (Occupied housing units)						
Owner occupied	26,885	82.21%	4,833	78.15%	208	24.76%
Renter occupied	5,818	17.79%	1,351	21.85%	632	75.24%
VACANCY STATUS						
Total vacancies:	2,327	100%	228	100%	41	100%
For rent	192	8.25%	44	19.30%	27	65.85%
For sale only	240	10.31%	34	14.91%	4	9.76%
Rented or sold, not occupied	150	6.45%	38	16.67%	4	9.76%
For seasonal, recreational or occasional use	1,417	60.89%	65	28.51%	2	4.88%
For migrant workers	2	0.09%	0	0.00%	0	0.00%
Other vacant	326	14.01%	47	20.61%	4	9.76%
MEDIAN GROSS RENT (DOLLARS)	\$913	---	\$943	---	\$850	---

	Putnam County	Percent Total	Town of Southeast	Percent Total	Village of Brewster	Percent Total
GROSS RENT						
Total (renter occupied):	5,818	100%	1,351	100%	632	100%
With cash rent:	5,237	90.01%	1,269	93.93%	620	98.10%
<i>Less than \$399</i>	274	4.71%	46	3.40%	46	7.28%
<i>\$400 to \$749</i>	1116	19.18%	238	17.62%	161	25.47%
<i>\$750 to \$999</i>	1814	31.18%	443	32.79%	262	41.46%
<i>\$1000 to \$1999</i>	1978	34.00%	517	38.27%	151	23.89%
<i>\$2000 or more</i>	55	0.95%	25	1.85%	0	0.00%
MEDIAN VALUE (DOLLARS) FOR SPECIFIED OWNER- OCCUPIED HOUSING UNITS						
	\$205,500	---	\$210,500	---	\$172,200	---
VALUE FOR SPECIFIED OWNER- OCCUPIED HOUSING UNITS						
Total (owner occupied):	26,884	100%	4152	100%	130	100%
<i>Less than \$99,999</i>	684	2.54%	39	0.94%	5	3.85%
<i>\$100,000 to \$199,999</i>	10596	39.41%	1688	40.66%	98	75.38%
<i>\$200,000 to \$299,999</i>	8816	32.79%	1653	39.81%	21	16.15%
<i>\$300,000 to \$399,999</i>	2394	8.90%	508	12.24%	6	4.62%
<i>\$400,000 to \$499,999</i>	823	3.06%	163	3.93%	0	0.00%
<i>\$500,000 or more</i>	668	2.48%	101	2.43%	0	0.00%

The housing demographic statistics reveal that there were 840 housing units in the Village in 2000. The Village of Brewster has a large stock of rental housing; 75.24% of these units are rental while 24.76% are owner-occupied. This fact distinguishes the Village from the Town of Southeast and Putnam County. Each has an owner rate of approximately 80% and a renter rate of approximately 20%. 41 or 4.65% of all housing units are vacant, which is similar to the Town of Southeast (3.56%) and Putnam County (6.64%). Of these vacant units in the Village, 65.85% are rental.

The median gross rent for units in the Village of Brewster is lower than that of either the Town of Southeast or Putnam County. In 2000, the median rent in the Village was \$850, while it was \$943 in the Town of Southeast and \$913 in Putnam County. To further provide a breakdown of the actual gross rent paid for rental housing units in the Village, the housing demographics reveal that Village residents present higher portions of the lower rent categories than the Town of Southeast or Putnam County. This may account for the fact that the Village of Brewster has a higher concentration of lower rent affordable housing in the area, compared with the town and the county rent levels. In addition, owner-occupied unit values are lower in the Village (\$170,600) than the Town of Southeast (\$210,500) and Putnam County (\$205,500).

Chapter 4. Economic and Community Development Endnotes

¹ Town of Southeast Departments web site at: <http://townofsoutheastny.com/Departments/departments.html>

² Brewster Public Library web site at: www.brewsterlibrary.org/

³ Interview with Patricia Perez, Coordinator of Community Affairs, conducted at the Coordinator of Community Affairs offices (Village of Brewster), 121 Main Street Brewster New York 10509: February 25, 2003.

⁴ Brewster Education Foundation web site at: <http://www.bef.org>

⁵ Putnam Community Action Program Brochure, 121 Main Street Brewster NY 10509

⁶ Interview with Patricia Perez, Coordinator of Community Affairs, conducted at the Coordinator of Community Affairs offices (Village of Brewster), 121 Main Street Brewster New York 10509: February 25, 2003.

⁷ North American Industry Classification System web site at: <http://www.census.gov/epcd/www/naics.html>

⁸ Getting to Know Brewster/Patterson. Sponsored by Brewster and Patterson Chamber of Commerce. Published by Guide Communications, Inc. 2002.

⁹ Putnam Community Action Program Brochure, 121 Main Street Brewster NY 10509

¹⁰ U.S. Census Bureau web site at: <http://factfinder.census.gov/servlet/BasicFactsServlet>.

CHAPTER 5. NATURAL ENVIRONMENT AND INFRASTRUCTURE

The Village of Brewster is located in the Harlem Valley and has a variety of natural features that contribute to the Village's quality of life, community character, the shape of development, and watershed protection. Important natural features including the topography, scenic resources, soils, the watershed and surface water have and will continue to guide decisions regarding the future of the Village of Brewster. These features are described in this section, as well as information about the contract with the New York City Department of Environmental Protection, the construction of the new wastewater treatment plant, stormwater management, potable water, transportation and utilities.

Topography¹

The Village, comprised of 307 acres, sits amongst a hilly and irregular terrain, with watercourses and reservoirs. The landscape was largely formed by glacial action. Much of the Village is built upon plateaus or hillsides. Other areas have steep slopes that may preclude development from occurring. The highest elevation in the Village, at 765 feet above sea level is found atop Marvin Mountain to the west of the railroad line. The top of Prospect Street near the Wells House measures 498 feet and the Croton River Basin elevation is 306.9 feet.

Scenic Resources

Scenic resources of the natural environment in the Village of Brewster are one of the most important elements. The scenic vistas and waterbodies increase quality of life and community character. Marvin Mountain, visible from many sites within the Village, provides an aesthetic natural setting to the densely developed residential and commercial areas. The Village sits uniquely among hills that have led to the creation of steep and curvilinear roads. Additionally, the natural landscape becomes the backdrop for the unique cultural and historic landscapes that the Village enjoys. This topic will be discussed in the Built Environment section.

Wetlands

There are no wetlands within the boundaries of the Village of Brewster.² This is in accordance with the New York State Department of Environmental Conservation wetland map for the Village and surrounding areas.

Water

Water is both a visual asset and an essential element of daily living. The Village of Brewster's groundwater provides the Village's potable water supply, while the surface water system provides the supply for New York City. Protection of the water supply

represents a two-part responsibility. First under contractual obligations the Village must protect the watershed.¹ Secondly, the quality of life of all Village residents depends upon a clean and efficient water supply system.

Five man-made reservoirs of the New York Croton Water Supply System plus natural lakes and wetland areas surround the Village. Tonetta Creek flows through the Village from Tonetta Lake north of Brewster directly into the East Branch of the Croton River (EBCR). Wells Brook is located east of Tonetta Brook and originates in the Town of Southeast where it flows southward through Wells Pond within the Village and finally into the EBCR. The EBCR flows along the Village's southern border into the Diverting Reservoir. The lands surrounding the EBCR are owned by New York City. Permits are required for use of any kind on these lands. This area is subject to change in the near future, as NYC has given the Village a permit for park construction along the land north of the EBCR.³

The Village's water supply is provided by an aquifer located southwest of Bog Brook Reservoir, outside the Village boundaries. Groundwater provides the main source of drinking water to Village residents. "Groundwater recharge depends on the intensity and amount of precipitation, the moisture content of the soil, the porosity or permeability of the ground surface, slope of the land, and amount and type of vegetation. Water replenishment occurs through precipitation."⁴

Water Protection Efforts

The TMDL process is a watershed-based approach to manage both point and non-point sources of a pollutant to achieve water quality standards.⁵ The Village of Brewster is located in the Diverting Reservoir drainage basin. This reservoir has been placed on the New York State 303d list, which arose from the Clean Water Act, and identifies waterbodies that "are not attaining water quality standards with technology based controls alone. The New York City Department of Environmental Protection (DEP) performed modeling to develop Total Maximum Daily Loads (TMDLs) in the watershed."⁶

Concurrent with this requirement, the DEP published the "Proposed Phase I Phosphorous TMDL Calculations for Diverting Reservoir," June 1996 and the "Proposed Phase II Phosphorous TMDL Calculations for Diverting Reservoir, March 1999. These were prepared in accordance with the United States Environmental Protection Filtration Avoidance Determination of December 1997 and the NYC Watershed Memorandum of Agreement of 1997. Under this study, the Diverting Reservoir was classified as eutrophic, which means there is a buildup of organic material, sediments and nutrients resulting in chemical and physical changes within a waterbody. This process is generally caused by the quantity of phosphorous and other pollutants entering water. The study identifies the Village of Brewster as a non-point source loading to the Diverting Reservoir.

¹ A watershed is a network of streams, rivers, lakes and other water sources that supply drinking water, habitat for plants and animals and areas of natural beauty. Source: the Center for Watershed Protection

The TMDL involves ongoing scientific research carried out by the DEP and provides funding to reduce specific sources of phosphorous and institute projects to improve water quality in watershed communities. Pollutant sources are broadly classified into two categories: point source and non-point source. A point source originates from a single, discrete location, while a non-point does not have any single point of origin. Implementation includes funding for projects that target both types of pollutant sources.

In the Village of Brewster, funding for point source pollution has been provided for the construction of a new Wastewater Treatment Plant and Sewage System, to be designed, constructed, owned and maintained by the Village. Also, funding has been given for one stormwater project at Wells Brook for non-point source control within the Village. The Village has worked with New York State and New York City in these efforts.

NYC Department of Environmental Protection and Village of Brewster Contract of April 2000 (Draft)

Under this contract, the Village of Brewster and the New York City have specific obligations in regards to protection of the New York City Watershed. This agreement details the design, construction, ownership and operation and maintenance of a new Wastewater Treatment Plant (WWTP) and Sewage System within the Village. It signifies a shift of responsibility, a stress on efficiency, and the maintenance of an ongoing relationship between the DEP and the Village during this process and into the future. All information in the following section is derived from a draft version of the contract between the NYC DEP and the Village of Brewster, dated April 2000.

Mandate of Watershed Protection

This contract represents an intergovernmental agreement, arising from a legal mandate of the watershed regulations and the Memorandum of Agreement of January 21, 1997. In exchange for financial assistance from the City, the Village will design and construct the sewer system, construct a new Brewster WWTP and upgrade it to meet the watershed standards, and thereafter own and operate the system in perpetuity. According to the contract, “the project will benefit both the City and the Village by addressing water quality concerns within the Village and replacing failing septic systems with a modern centralized sewer system to collect and treat sewage.”

The City currently owns and operates the wastewater treatment plant located at Railroad Avenue and Morningthorpe Avenue within the Village. Tonetta Brook flows directly into the East Branch of the Croton River and ultimately into the City’s Diverting Reservoir, which is a source of drinking water for the City of New York. The Village, which is located in close proximity to the Diverting Reservoir and the East Branch of the Croton River, represents a potential threat to water quality posed by failing septic systems. Prior to this agreement, the City and the Village entered into an inter-municipal agreement with the Village in which the City provided \$1,000,000 to the Village for the construction of a sewer collection system along Marvin Avenue.

This WWTP and Sewage System contract transfers the responsibility of water protection to the Village and will provide funds for this express purpose. This agreement fulfills the City's responsibility under the Memorandum of Agreement. The Village conducts work and assumes the responsibilities, while the city covers the costs and makes property contributions. Therefore, this contract is not intended to produce any financial gain or loss to the Village (April 2000 Draft of Contract).

Shift of Responsibility

The agreement signifies a shift of responsibility from New York City to the Village of Brewster. The Village must design and construct a new Wastewater treatment plant and a sewage system, including a laboratory facility for the exclusive use of the DEP. Upon completion of the construction work, the Village will own, operate, and maintain the system, according to certain standards dictated by the "Recommended Standards for Wastewater Facilities," Great Lakes—Upper Mississippi River Board of State Public Health and Environmental Managers (1997), the "Design Standards for Wastewater Treatment Works, Intermediate Sized Sewerage Facilities," New York State Department of Environmental Conservation (DEC, 1998), and the Watershed regulations. (Clause 3)

The Village also has the responsibility to apply for all permits, licenses, easements and other rights necessary for the construction, operation, and maintenance and must assume all costs therein (3b2). Two variances are also required under the Watershed regulations in order to expand the SPDES permitted flow capacity of the WWTP from 110,000 gpd to a maximum of 240,000 gpd (3g1). Both variances were approved by DEP on May 10, 2002. The Village must also obtain DEP approval for a Stormwater Pollution Plan in connection with construction of the new WWTP Sewer System (3g3). During the State Environmental Quality Review Act, the Village is the Lead Agency to conduct the environmental review (3g4). Also included in the agreement is an indemnity clause, indemnifying and holding the City harmless from all claims, liabilities, losses, damages and expenses of every character. ² (6c12).

Stress on Efficiency

The Village of Brewster has received funding from the DEP, as representative of New York City, for specific projects within the Village, including the design, construction, and demolition associated with the reconstruction of the new WWTP and Sewage System. The maximum amount payable by the City for the works to be performed pursuant to the agreement (including the construction of the DEP laboratory), plus the contribution to the Capital Replacement Fund, and the funds allocated exclusively for the Marvin Avenue Project is \$17, 227, 800.00. Operation and maintenance (O&M) costs of the WWTP are the initial responsibility of the Village. The Village is responsible for paying up to a

² "Indemnity Clause: The agreement holds the City harmless ... whatsoever for bodily injury, sickness (including death), and property damage at any time arising out of or resulting from any of the Work to be carried out pursuant to this Agreement which is sustained by any Indemnified party to the extent that such injury, sickness, and disease and/or property damage was in any way due in whole or in part to the negligence, fault, failure or omission of the Indemnitor or any of its officers, employees, agents, consultants, subconsultants, contractors or subcontractors" (Draft Contract April 2000)

maximum of \$50,000 (escalated by 2% annually) for annual O&M costs. Any costs in excess will be covered by the City up to a maximum of \$350,000 (escalated by 2% annually). Any costs in excess of the maximum city contribution are the sole responsibility of the Village.

Given this financial structure, it is in the best interest of the Village to operate and maintain the WWTP and Sewer System in the most efficient manner possible (5c and 6c7). Furthermore, the amounts payable by the City for O&M are “inclusive of (and no separate payments shall be due in respect of) any obligations of the City to the Village under the Memorandum of Agreement Section 1104 of the Public Health Law, and any other provision of law with respect to the annual costs to operate and maintain the reconstructed Brewster WWTP”(5c3). This signifies that the Village of Brewster has a financial and operational responsibility linked to strict standards. In a strict sense, this signifies that the City will not pay more than what it agreed to pay for. However, the combined effect of this clause and the clauses that set the standards of operation for the WWTP is that the Village has to meet strict standards in the O&M of the plant (as well as in its construction), and that it will be financially liable if those standards aren't met. The City will pay to cover the costs of the new construction and any excess in O & M costs to a certain level. Beyond this contract, they are not responsible for any further transfer of funds under the MOA. In succeeding years, the Village must ensure the efficiency of the system in order to avoid default and fines, levied both by the DEP and the DEC.

The DEP/NYC Will Remain an Authority in the Village with Respect to the Operation of the WWTP and Use of City Lands

The agreement, while transferring ownership and responsibility to the Village of Brewster, continues to allow the DEP access to facilities and financial records. In order to commence construction on New York City land, the Village must obtain revocable permits of use. This applies to the property transfer associated with the design and construction of a parking garage, for which the DEP must approve the application. If approved, the DEP will issue a permit, but it has the right to seek reconveyance of the property for water quality concerns. If reconveyance is sought, the Village is unable to challenge the City's authority (4d1, 4d2). This policy of reconveyance signifies that despite the transfer of property to the Village the DEP has the right to revoke the permit of use for any reason.

Similarly, the DEP must approve an application for use of the land for passive recreational use. Restrictions have been put into place on the types of activity permitted on the watershed lands (4e).

The Village of Brewster will also construct a 7,500 foot laboratory facility within the Brewster WWTP for “DEP's exclusive use” (3b3). For use of this facility, the Village is unable to impose rents, fees or other charges on the City (5b). Along with this permanent presence, the DEP also reserves the right, under this agreement, to inspect any and all of the Village work (6b13). Furthermore, the Village shall make all of its records concerning this agreement or any of the Village or City Work available to the City upon reasonable notice by the DEP Project Manager. Part of this financial responsibility

includes the submission to the City of an annual budget estimating the expenditures projected for the Village work on or before February 1 of each year (6b1).

Matrix Detailing the Contract of April 2000 between the DEP and the Village

The following is a matrix detailing the obligations and agreements existing under the contract between the Village of Brewster and the New York City Department of Environmental Protection. It is divided into two main categories; positive and negative covenants. Positive covenants represent those obligations and agreements that must be accomplished and abided by. Negative covenants are those agreements that create a limit or obligation about something that is not permitted. Two other major sections include financial obligations and deadlines for design and construction as specified in the agreement.

Table 5-1 Matrix Detailing the Contract of April 2000 between the DEP and the Village⁷

Contract of April 2000 between the DEP and the Village Matrix of Obligations and Agreements	
Main Obligations of Village of Brewster	1.) To construct the Sewer System 2.) To reconstruct the Brewster WWTP on DEP property 3.) To upgrade the Brewster WWTP to meet the Watershed regulations 4.) To accept ownership of the WWTP from the City in perpetuity and to be responsible for operation and maintenance of the WWTP
Main Obligations of NYCDEP	1.) To issue a license to the Village to enter the site for the purposes of planning and designing the reconstruction of the Brewster WWTP demolishing the WWTP and converting the site to pervious surface for passive recreational uses 2.) To take all necessary steps to convey the property, the WWTP, and all necessary appurtenances to the Village 3.) To issue revocable permits to the Village for the use of City owned property 4.) To provide the finances for design, construction, and operation and maintenance of the new WWTP and Sewage System consistent with the "Maximum City Contribution"
Positive Covenants	Obligations representing a Village requirement
Wastewater Treatment Plant:	
WWTP Design:	1) The Village must provide the design for: <ul style="list-style-type: none"> a) The reconstruction of the Brewster WWTP b) The upgrade of the Brewster WWTP to meet the requirements of the watershed regulations c) The design for the demolition of the existing Brewster WWTP on the Site, removal of the impervious surfaces to grade at the Site, and conversion of the Site to a previous passive recreation area 2) The Village must obtain DEP and all other governmental approvals of its final plans and specifications and will submit to DEP for its review and comments at the 30% and 60% design phases

Contract of April 2000 between the DEP and the Village Matrix of Obligations and Agreements	
	<ol style="list-style-type: none"> 3) Will procure all design work in accordance with applicable provisions of law and will provide DEP with a copy of any subcontracts for professional engineering services related to design work 4) Design a seven thousand five hundred (7,500) square foot laboratory facility for the <i>exclusive use</i> by DEP that meet laboratory facility plans and specifications provided by DEP.
WWTP Construction:	<ol style="list-style-type: none"> 5) The Village Must Complete: <ol style="list-style-type: none"> a) The reconstruction of the Brewster WWTP on DEP property b) The upgrade of the Brewster WWTP to meet the requirements of the watershed regulations c) The demolition of the existing Brewster WWTP on the Site, removal of the impervious surfaces to grade at the Site, and conversion of the Site to a previous passive recreation area 6) The Village must obtain all necessary licenses, permits, easements and other rights necessary for the construction prior to advertising for bids for construction of the WWTP 7) The Village must construct for <i>DEP's exclusive use</i>, a 7, 500 foot laboratory facility
The Sewage System:	
Design:	<p>The Village Must:</p> <ol style="list-style-type: none"> 1) Provide the City with a copy of any contracts for professional engineering services related to the design work 2) Submit to DEP for review and comments at the 60% design phase for approval 3) Receive all necessary licenses, permits, easements and other rights necessary for the use of highways, roads, streets and other public and private property
Construction:	<p>The Village Must:</p> <ol style="list-style-type: none"> 4) Abandon any and all unused sewer lines that were in existence as of the DEP approval of the plans and specifications 5) Finish "substantial completion"³ of the Sewer System in accordance with the schedule set out in the contract 6) Disconnect and permanently seal or divert to a drainage system all sump pump and other illegal connections
Permits, Variances, Plans, etc.	<ol style="list-style-type: none"> 5.) Will apply to DEP for two variances under watershed regulations to expand the SPDES permitted flow capacity from 110,000 gpd to a maximum of 240,000 gpd 6.) Will comply with the requirements of the Watershed regulation for submission and DEP approval for a Stormwater Pollution Plan (SPPP) 7.) Village will be lead agency to conduct the environmental review and reconstruction of the WWTP, the design and construction of the Sewer

³ Substantial Completion of the Sewer System includes:

- Completed construction and installation of the Sewer System, including all force mains and sewer lines
- Completed construction of the necessary pump stations
- Completed construction of the sewer systems to the WWTP
- Construction and installation of the individual sewer lines from the main sewer lines on each Village parcel
- Sewer System is operable

Contract of April 2000 between the DEP and the Village Matrix of Obligations and Agreements	
	<p>System, and the transfer of city lands in accordance with the State Environmental Quality Review Act (SEQRA)</p> <p>8.) Agrees that sole use of WWTP is to collect and treat sewage generated by users within the Village and agrees not to sell, lease, or otherwise allocate to users outside the Village boundaries</p>
<p>Inspection Obligations:</p>	<p>9.) Village agrees to allow the city, its officers, agents, employees and subcontractors reasonable access to inspect any and all of the Village work</p> <p>10.) Upon reasonable notice, the Village shall make all records concerning this agreement or any of the Village work available to the city</p>
<p>Property Transfer:</p>	<p>11.) The city will take all necessary steps to convey the property, the WWTP, and all necessary appurtenances to the Village</p> <p>12.) The city will issue revocable permits to the Village for the purposes of operating the WWTP on city-owned property if DEP does not receive NYC authorization</p> <p>13.) Village must prepare and obtain approval for, at its sole cost and expense, a SPPP for the parking garage and submit it to DEP for approval</p> <p>14.) If the city deems its necessary to hold the parking garage in fee simple absolute for water quality purposed, the Village will convey the parking garage to the city. A request from the city must be given 2 years in advance of reconveyance and the Village agrees not to challenge the city's authority. See clause 4d2 for details on reconveyance</p> <p>15.) If the city is unable to convey the parking garage premises to the Village, the Village will submit an application to DEP for a revocable permit permission to use the parking garage premises</p> <p>16.) City will issue the Village two revocable permits for public passive recreational use of two parcels, owned by the City</p> <p>17.) Permitted public passive recreational uses may include walking, hiking, nature study and appreciation. Uses may include grading or disturbance of the topsoil of the site or Croton River parcel, provided it is performed with a landscape plan approved in advance by DEP</p> <p>18.) City permits for use of watershed lands include</p> <ul style="list-style-type: none"> -an obligation to reimburse the City for all property taxes, assessments, and special assessments payable with respect to real property -to indemnify and hold the City harmless against and loss or damage caused by activities

Contract of April 2000 between the DEP and the Village Matrix of Obligations and Agreements	
Negative Covenants: Obligations that Create a limit or represent an action that is not permitted	<ol style="list-style-type: none"> 1.) The Brewster WWTP, under a SPDES permit issued by the Department of Conservation, cannot discharge more than 240,000 gpd of treated wastewater. 2.) Passive recreational uses shall exclude bicycling, organized sports, activities that entail the erection or placement of permanent or temporary structures, including impervious surfaces, uses that could result in changes to the site or Croton River parcel that would be incompatible with the long-term protection of the ecological resources of the land or that would be adverse to water quality 3.) No more than 5% or five million dollars in the aggregate amounts paid to the Village by the authority shall be used to finance loans to any person other than a government unit. 4.) No more than the lesser of 10% or 15 million dollars of the authority funds shall be used in any trade or business carried by any natural person or any activity carried on by anyone other than a natural person or a state or local governmental unit 5.) No more than 5% of authority funds shall be used for “unrelated” or disproportionate related” private use
Financial Obligations:	<ol style="list-style-type: none"> 1.) The costs paid by the City for the design and construction of the laboratory facility shall not exceed \$1, 575,885. If costs exceed this amount, the City shall be responsible 2.) The City will fund up to a total of \$15, 200,000 towards the Village work. If cost of village work exceeds the maximum city contribution, the Village must pay excess. 3.) Above the maximum city contribution, the City will place \$1,000,000 into a capital replacement fund to be used solely for the replacement of capital items. No portion of this money can be used for ordinary operation and maintenance 4.) The City and the Village will negotiate an operation and maintenance agreement concerning their joint responsibility 5.) For the first year, the Village will be responsible for the initial O & M costs up to \$50,000 for a full City fiscal year (July 1- June 30). If the initial annual O & M exceeds the Village share, the City will pay the Village the difference up to a maximum of \$350,000. Any portion above the Maximum City share will be the sole responsibility of the Village. 6.) For the second and succeeding years of operation, the Village share for O & M costs shall be \$51,000 (\$50,000 escalated by 2%) and the Maximum city share will be a maximum of \$375,000 (\$350,000 escalated by 2%). Again, the City will pay up the Maximum City share, any costs in excess of the Village’s annual O & M costs. 7.) The amounts payable by the city for O & M are inclusive (and not separate); payments shall be due in respect of any obligations of the City to the Village under the Memorandum of Agreement. 8.) 10% of the costs of any administrative tasks associated with the design and construction of the Sewer System and WWTP and a maximum charge of \$5,000 for attorney’s fees to negotiate this agreement may be covered by the \$15,200,000. 9.) The Village must provide the City with appropriate documentation for all expenditures claimed by the Village as actual and reasonable costs eligible for payment out of the City 10.) The total of all costs and expenses other than annual operation and maintenance costs payable by the city including the construction of the

Contract of April 2000 between the DEP and the Village Matrix of Obligations and Agreements	
	<p>DEP laboratory, the contribution to the capital replacement fund, and exclusive funds allocated for the Marvin Avenue Project shall not exceed \$17, 227, 800.</p> <p>11.) The Village as indemnitor agrees to indemnify the City from all claims, liabilities, losses, damages, and expenses of every character whatsoever</p>
Deadlines: (Note-The deadlines may have changed)	<ol style="list-style-type: none"> 1.) Will complete all construction, within no more than 18 months of the issuance of the notice to commence construction of the WWTP 2.) By May 1, 2002, the Village will meet effluent limits of the SPDES permits 3.) On or before February 1, 2001, the Village will complete the final designs of the plans and specifications of the Sewer System 4.) On or before June 1, 2001 the Village will award a contract for construction of the Sewer System 5.) Will substantially complete construction of all force mains and sewer lines, the necessary pump stations, and will connect the force mains and sewer lines to the reconstructed Brewster WWTP 6.) Will connect and have in operation all individual sewer connection to the Sewer System within 18 months from the substantial completion of the WWTP 7.) By April 30, 2000, the Village will have adopted a sewer use ordinance consistent with the DEC model and acceptable to the DEP 8.) By December 31, 2004, the Village will complete all Village work in accordance with the specific deadlines and schedules for the tasks set forth in this agreement

Wastewater Treatment and Sewage System

A Wastewater Treatment Plant (WWTP) located in the southwest corner of the Village treats wastewater in the Village. The current WWTP is a three-stage tertiary treatment process and handles 110,000 gallons/day.

The proposed Wastewater Treatment Plant (WWTP) will replace the existing treatment plant. The reconstructed plant will be located on the current “Blue” parking lot, just northeast of the existing plant. The reconstructed plant will provide tertiary treatment plus microfiltration and will be equipped with 100% stand by power.

Discharge

The existing WWTP discharges into the Tonetta Brook, but the new discharge point will be the East Branch of the Croton River.

Sludge

Currently, New York City hauls its sludge. Sludge from the new facility will continue to be hauled. Hauling the sludge (rather than treating it within the Village) is necessary because there is not enough space or resources to handle this operation within the Village due to capital costs, site limitations, high energy requirements, and because it is inexpensive to haul (around \$.14/gallon).

Construction

The installation of the proposed sewer system is 10% complete (3,000 ft of 30,000 ft is in place on Marvin Avenue). Currently, the new sewers are hooked up to the old WWTP, as plans for the proposed WWTP have not yet been approved. Time for completion of construction for the sewer system and new WWTP is expected to take 18 months for the plant and 30 months for the sewers, once construction is initiated for the remainder of the system.

General description

In April, 2000, J. Robert Folchetti & Associates, L.L.C. produced a facility plan in preparation for the proposed WWTP and sewer upgrade in the Village. The plan provides an overview of the existing conditions of the wastewater treatment system. The following section is taken from that report nearly verbatim, except where some wording has been changed for syntax reasons or where further definition and explanation was needed to clarify the technical sections. There will be indication when the selection is finished.⁸

The Village is situated along the East Branch of the Croton River (EBCR) at the point where that river enters the Diverting Reservoir. The Diverting Reservoir is part of the New York City Water Supply's Croton Reservoir System. The Diverting Reservoir is located in a phosphorus-restricted basin and the southeastern portion of the reservoir is located within the 60-day travel time to intake in the NYC Water Supply. As a result, the Village wastewater facilities are subject to elevated restrictions regarding allowable discharges. The wastewater needs of the Village of Brewster are served by two distinct, independent treatment systems:

- The Main Street area of the Village, a predominantly commercial district, and the Village schools are served by approximately 3,800 feet of existing sewer. Sewer diameters range from 6" to 12" and feed an existing 0.110 Million Gallons per Day (MGD) secondary treatment wastewater facility owned by the New York City Department of Environmental Protection (NYCDEP).
- The majority of the Village is served by on-site subsurface disposal systems (SSDS), also known as septic systems.

Existing Treatment Plant and Collection System Description

Figure 5-1 The Existing Collection System map depicts the location of the existing collection system and wastewater treatment facility. The wastewater treatment plant has a SPDES permitted flow of 0.110 MGD. Presently the daily average flow through the plant is estimated at 0.060 MGD.

Figure 5-1 Existing Collection System⁴



The Main Street portion of the Village that is currently outfitted with sewers discharges wastewater to a City owned treatment plant located on Morningthorpe Road. The existing sewer system reportedly serves Main Street, the Garden Street School, the St. Lawrence School, Progress Street, and Railroad Avenue. Proposed sewerage plans, dated 1938, show the following diameters and footage as existing at that time:

Table 5-2 Details from Proposed Sewerage Plans, 1938

Details From Proposed Sewerage Plans, 1938			
Location	Footage	Diameter	Pipe Material
Garden Street Interceptor	1,600	8	Unknown
Progress Street	200	8	Unknown
Main Street	200	6	Unknown
Main Street	800	8	Unknown
Main Street	200	12	Unknown
Railroad Avenue	760	12	Unknown

No known approved extensions to this sewer system have been made since 1938.

The routing and diameter of existing sewers, as reported, are based on existing records. No known records exist of actual connections to these lines, and only a small number of the Village residents are served. The majority of the sewered streets front commercial/institutional users rather than residential users, and many of these are typically low water users. Table 5-3 summarizes the known sewered users in the Village.

⁴ This map was created by urban planning students at Columbia University using base data provided by JFRA.

Table 5-3 Summary of Users on Sewered Streets

Summary of Users on Sewered Streets⁹							
Sewered Street	Residences		Institution	Dry Goods Retail	Deli	Restaurant	Total
	1 Family	Multi Family					
Main	--	2	2	16	2	5	27
Progress	--	3	--	--	--	--	3
Garden Street Interceptor	5	5	2	--	--	--	12
Total	5	10	4	16	2	5	42

Existing Subsurface Disposal Systems Description

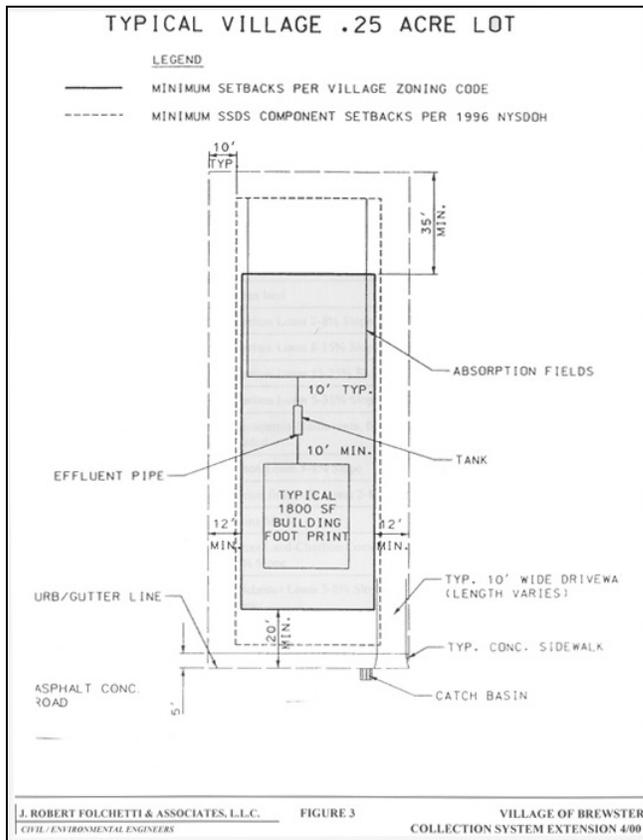
The remainder of the Village is serviced by on-lot subsurface disposal systems, also known as septic systems. It is the poor performances of the SSDS systems that necessitate the new sewer system. The limiting characteristics of the SSDS systems include lot size and soil type, which can make conformance to the system difficult. Each of these limiting factors is discussed below.

The characteristics of a typical ¼ acre lot will be presented and used in the analysis since this lot type represents the majority of lots in the Village.

Table 5-4 is presented as a typical example of the lot size being considered and is a reasonable representation for the Village of Brewster. Figure 5-2 provides a visual example of a typical lot size.

Table 5-4 Characteristics of a Typical Lot

Characteristics¹⁰	
Average home square footage:	1,800 / home
Average home height:	2 stories
Average home footprint:	900 SF
Average number of bedrooms:	3
Minimum flow	200 GPD/Bedroom
Average home dimensions:	25' X 36'
Average sidewalk:	5' wide concrete
Average soil percolation rate:	45-60 minutes/inch (see Table 5-3)
Required length of absorption trench:	367'
Minimum separation between trenches:	6'
Maximum lateral length:	60'

Figure 5-2 Typical Village Lot⁵

It is evident that even a conforming septic system barely meets the SSDS setback requirements and has virtually no reserve area for remediation or expansion in the event of failure. For the sake of simplicity, this layout does not include a garage. Many of the Village residences have detached garages, if not the majority. The presence of even a single car garage would encroach on the absorption field, reduce the actual size of that field, and render the lot non-compliant.

It should be noted that the minimum flow and absorption trench criteria are the minimum specified in the Individual Residential Wastewater Treatment Systems Design Handbook (NYSDOH, 1996). In the event that the intermediate or maximum specified criteria were to be applied, the average lot would be immediately non-conforming. Additionally, the Putnam County Health Department specifies design criteria of 200 GPD/bedroom. Using these criteria, a system designed for the average lot would be non-conforming. Finally, this example does not assume shallow rock, high groundwater, or steep slope conditions common to the Village. The presence of any of these conditions severely compromises conforming disposal systems on lots that are small and undersized, and likely already non-conforming.

⁵ This map was created by urban planning students at Columbia University using base data provided by JFRA.

Soils

Soil characteristics are important for development and conservation, given the soil’s role in the absorption of stormwater runoff. This natural resource effects decisions made regarding watershed and groundwater protection, vegetation, and development. Large portions of the Village’s soils have slow permeability with shallow bedrock, which can cause problems in terms of the amount of stormwater flow that can be effectively handled through soil absorption rather than as runoff that can cause flooding throughout the Village. Slow permeability usually results from a presence of fragipan, an impermeable layer of soil. These soil conditions, which include silt loam soil and bedrock outcropping often lead to poor drainage and put constraints on current and potential development.

Given the soil makeup of the Village, there have been many problems in the past involving septic failures due to subsurface disposal system restrictions.

Failing subsurface disposal systems

The vast majority (19 of 22) of soil types found in the Village carry severe SSDS restrictions.

Table 5-5 Soil Suitability Versus Village Land Area

Soil Suitability Vs. Village Land Area	
Soil Suitability	% Of Village Area
Slight	10
Moderate	15
Severe	75

Figure 5-3 has been highlighted to show the SSDS restrictions for each soil type. As the highlighting shows, the soils with severe SSDS restrictions dominate the heart of the Village, while those with moderate to slight restrictions are to be found only in small fringe areas. Examination of Table 5-5 Soil Suitability Versus Village Land Area reveals the limited application for the use of SSDS in these areas.

Figure 5-3 SSSS Restrictions by Soil Type⁶



Table 5-6 Summary of SSSS Failures by Decade is presented to illustrate the magnitude of potential for SSSS failures in this area due to soil type. The NYCDEP and Putnam County Department of Health (PCDOH) were consulted to determine a history of SSSS violations in the Village. NYCDEP has records dating to 1991, while the PCDOH was established in 1970. Table 5-6 identifies the combined quantity of repeated complaints, violations, and repairs recorded by both agencies in the identified decades. The total shown represents the number of reported failures.

Table 5-6 Summary of SSSS Failures by Decade

Summary of SSSS Failures by Decade	
Period	Failures
1970-1979 (PCDOH only)	10
1980-1989 (PCDOH only)	46
1990-1999 (NYCDEP and PCDOH)	199
Total	255

According to Village records, there are a total of 461 parcels in the Village.¹¹ Discounting the 42 parcels already sewered and 29 vacant parcels leaves approximately

⁶ This map was created by urban planning students at Columbia University using base data provided by JFRA.

380 parcels with active subsurface disposal systems (SSDS). Using the 255 documented failures yields a failure rate of 67%. Although this might already seem to be an abnormally high figure, further examination of the data might show that it is actually higher.

Review of the data presented in Table 5-6 Summary of SSDS Failures by Decade indicates a substantial increase in the number of reported failures with each passing decade. A variety of reasons for this increase exist.

Prior to 1970, the PCDOH did not exist. The low number of failures reported during this decade may be attributed to the combination of a fledgling regulatory agency starting itself up and a general lack of understanding among the local population as to the responsibility and authority of the agency. In this way, the relatively small increase in reported failures during then 1980's is likely indicative of an increased sense of responsibility on the part of the agency and an increased awareness of its presence by the residents. Additionally, the decade of the 80's saw a significant local construction boom. Though Brewster was not subject to significant new development, the boom did manifest itself locally in the form of conversion of numerous single-family dwellings to multi-family apartments. The very significant increase in repeated failures during the 1990's may be attributed to this fact, combined with the following:

- Increased aging of existing systems taking on elevated wastewater load.
- Increased regulatory activity as the City of New York attempted to improve water quality by implementing a new set of rules and regulations in its watershed.
- Elevated public awareness of public health and water quality issues.

Based on the foregoing it is evident that the existing method of using on-lot SSDS as a means of wastewater disposal has outlived its useful life and an alternate means of wastewater disposal is required.

Finally, the data presented demonstrates that the alternatives of no action and remediation of the existing SSDS are impractical considerations. The most viable solution is to abandon the existing SSDS treatment method in favor of centralized collection and treatment of Village wastewater.

This is the end of the section that was taken nearly verbatim from the Facility Plan for the Village of Brewster Collection System Extension, Created by J. ROBERT FOLCHETTI & ASSOCIATES, L.L.C. April 2000

Stormwater Management

Stormwater flowing over paved surfaces collects oil, grease, heavy metals, trash, sediment, pesticides and fertilizers from lawns and then flows, either directly or via storm sewers, into lakes, rivers and streams. Stormwater run-off is considered the largest important source of contamination in the nation's waterways by the Environmental

Protection Agency. According to the EPA there are three main types of stormwater pollution:

- Litter, including cigarette butts, cans, paper or plastic bags
- Chemical pollution including detergents, oil or fertilizers
- Natural pollution including leaves, garden clippings or animal droppings

The quantity and severity of stormwater pollution are affected by:

- The last time it rained and its intensity
- Building density and other land uses in the catchment area
- Level of vegetation covered
- The cleanliness of the streets
- Local practices, such as street sweeping, pet control, garden watering, or use of chemicals.

Problems caused by the pollutants of runoff include stream degradation, habitat loss, changes in water temperature, contamination of water resources, and increased erosion and sedimentation. These changes affect ecosystem functions, biological diversity, public health, recreation, economic activities, and general community well-being.¹²

The Village of Brewster stormwater drainage basin is divided into three subbasins: Tonetta Brook to the west, Wells Brook is in the center, and EBCR to the east.¹³ EBCR is the primary conduit supplying water to the Diverting Reservoir from larger upstream tributaries. Tonetta Brook and Wells Brook are EBCR's tributaries. Almost all of the Village streets are equipped with stormwater conveyance systems. The runoff collected in the system is discharged to Tonetta Brook, Wells Brook and EBCR. A small area in a southwest corner of the Village drains directly to the Diverting Reservoir.

Tonetta Brook Basin¹⁴

Tonetta Brook basin is the largest, most populated and has the most of impervious surfaces in VOB drainage basins. The drainage basin boundary of Tonetta Brook goes far beyond the municipal boundary of VOB and when Tonetta Brook enters the Village it already contains contaminants. The Brook originates north of Lake Tonetta in Town of Southeast and flows southerly to the EBCR. There is no available land around this brook for a stormwater pond or wetland.

Due to the large amount of impervious surface and the density of development surrounding Tonetta Brook, stormwater management in this area falls under post-construction management. Due to the lack of space for substantial change, emphasis is placed on the need for public education, construction site controls, elimination of illegal discharges and illicit connections, and improved municipal practices.

Wells Brook Basin¹⁰⁹

The initial report completed by JRFA in April 2000, identified the construction of an extended detention wetland and a new storm sewer under East Main Street and Marvin Avenue as the best stormwater management practices for Wells Brook. This was based on EPA Storm Water Management Modeling (SWMM), which was used to simulate the quality and quantity of the stormwater runoff of the Village of Brewster. In the summer of 2001, further studies were performed and based on findings the decision was made to instead build a new storm drain, stilling basin and an open channel/swale designed for the 100 year storm event. The following represents the current status of Wells Brook, given the implementation of the stormwater project.

Wells Brook basin is the smallest of the three Village drainage basins. This brook also originates in the Town of Southeast, flows as an open stream south to Wells Pond in the Town Park located in the Village. The stream is piped through the park, enters a culvert under Oak Street and extends south through the new storm drain that was constructed at the south side of East Main Street to reduce flooding. This storm drain, consisting of 2 twenty-nine inch by forty-five inch elliptical concrete pipes start at the discharge point at the south side of East Main Street.

The Wells Brook channel, southeast of Marvin Avenue collects stormwater runoff from the existing stormwater conveyance system on East Main Street and Marvin Avenue. The brook enters a concrete box culvert below Marvin Avenue. After the culvert, the Wells Brook enters a stilling basin to reduce the velocity of the flow prior to entering the open channel/swale. The stilling basin dissipates the velocity of stormwater before it enters the swale. The channel/swale is designed to reduce the pollutants from stormwater while it is being conveyed from Marvin Avenue to the EBCR. It will consist of a trickle channel and main channel. The trickle channel is designed to treat the runoff generated by a one-year 24-hour storm event. The swale reduces the pollutants by slowing the water and settling and filtering out solids as the water travels over the vegetated area,(and by allowing the water and settling and filtering out solids as water travels over the vegetated area), and by allowing infiltration into the underlying soils. The main channel is designed for a one hundred year 24-hour storm event.

EBCR Basin¹⁵

The Village of Brewster basin is a small portion of the entire EBCR drainage basin. The main pollution comes from the upstream reservoirs and Wastewater treatment plants. The part of the EBCR in the Village is divided by Wells Brook basin into two areas; one includes discharges along Marvin Avenue and the other is the area where NYS(C) Route 22 and East Main Street cross at EBCR. Both of these areas are fully developed.

Most Best Management Practices are not suitable for this area due to the density of surrounding development and the lack of available land for pond and wetland treatment. Improvements in phosphorous and coliform bacteria are expected with the construction of the new wastewater treatment plant and the Sewer System. Regular street sweeping

and catchbasin cleaning can help prevent sand, silt, and trash deposits from entering the brook.

Potable Water Supply

Both John Folchetti and the Superintendent of Public Works commented on the condition of the potable water supply system. The potable water supply in the Village of Brewster (VOB) is supplied by wells and transferred to the Village via a piped network. Currently there are four wells in the VOB well field, which sits just outside of the village borders. Two of the four wells were intended to be temporary wells, and not meant for long-term use.¹⁶ The temporary wells were initially installed to test an air stripper⁷ that was installed for decontamination of the water due to the proximity of a former superfund site to the well field. All of the wells sit in unconsolidated aquifer, which is aquifer made up by permeable material, such as sand or gravel. The piped water network may be seen in Figure 5-4.

Figure 5-4 Piped Water Network⁸



⁷ Definition of air stripper: The air stripping treatment process relies on the transfer of volatile organic compounds from water into air. Contaminated water enters the top of the air stripping tower and flows down through the packing material in a thin film. An air stream is forced upward through the tower. Within the tower, the contaminants are transferred from the thin film of contaminated water into the flowing air stream. Treated water exits from the bottom of the tower, while air containing the volatilized contaminants is exhausted through the top of the tower. Any emissions above Clean Air Act standards are treated prior to release. From: The US Army Core of Engineers, Seattle District website at: <http://www.nws.usace.army.mil/PublicMenu/Menu.cfm?sitename=pmem&pagename=Definitions#airstrip>

⁸ This map was created by urban planning students at Columbia University using base data provided by JFRA.

Three of the four Village wells are currently operable, and one is offline.¹⁷ These wells pump water to the Village water storage tank. Ideally, the wells should continue to run until the tank fills to a certain level, at which time the pumps should turn off. However, due in part to demand and in part to the ability of the wells, the wells currently have to run 24 hours a day to keep up with demand. Furthermore, these stressed conditions may be compounded during the summer months, when demand for water is greater. Other troubling information in regards to the wells and water system is that, according to the Putnam Health Department regulations, the Village system should be able to meet demand even with the largest of the wells taken offline. This condition, however, cannot be met with the current system.

Currently, a pipe network waters the entire village, although some lines do not currently meet specifications. For example, most of system is cast iron, and suffers from tuberculation, defined by an EPA websites as, “development or formation of small mounds of corrosion products on the inside of iron pipe...these tubercules roughen the inside of the pipe, increasing its resistance to water flow.”¹⁸ Furthermore, the “10 State Standards,” the standard in effect for water systems throughout New York, requires a minimum six-inch diameter line, while many of the Village lines are currently four inches. There is no complete inventory of the piped network, because it was built as early as the 1930s. Any documentation of the current system exists as handwritten notes in a notebook, with references to property lines and homes that are no longer relevant. Without a complete understanding of the piped network, most updates to the system happen only when a break or emergency occurs.¹⁹ However, the Village board authorized the design of a new water distribution system, pump house & wells in early April, 2003; the intent is to construct it at the same time as the sewer system in order to capitalize on the fact that the streets will already be open, thereby reducing construction impact and cost. The designs and bid the work is expected to be completed summer, 2003.

The water storage tank, built in 1999, holds 1 million gallons of water. The capacity of the water treatment system is 350,000 GPD, but the capacity of the WWTP is only 240,000 GPD. Therefore, expansion of the water treatment system is limited by the average daily capacity of the wastewater treatment facility. The forecasted production of the new sewer system, based on current Village water consumption, is 180,000 GDP.²⁰

The issues faced by the current water system lay not with the supply of water in the aquifer; but rather, the age of the system is hindering its ability to keep up with Village demand. Two of the wells were built twenty years ago and have lost fifty percent of their water output due to use and age. Another issue is that when the new water tank was built in 1999, it was built at a higher elevation than the original tank, to provide better pressure throughout the town system. However, this higher elevation also makes it more difficult for the system to pump water from the wells, through the system, and into the tank. As a result, it currently takes weeks to fill the water tank, a process that should take no longer than a day.²¹

Consumption and Rates

In the Village, per capita consumption is of the well field is around 250,000 gallons per day. This figure includes water that is being sold to people outside of the Village limits. Both Village and Out-of-Village demand can be found in the tables below.

Table 5-7 Village of Brewster Daily Water Demand

VOB Average Daily Water Demand ²²											
CHAPTER 991	1992	1993	1994	1995	CHAPTER 996	1997	1998	1999	2000	2001	2002
264095	268987	271092	279595	276483	264470	269196	275915	254152	266211	267778	257499

Table 5-8 Out of Village Water Demand

Out Of Village Demand	
Type Use	Estimated Flow (Gallons Per Day)
Metered commercial/industrial flow	4000
Non-metered commercial/industrial flow	5000
Metered residential flow	23000
Non-metered residential flow	15000
Total	47000

The water sold to people outside of the Village is sold mainly at cost recovery (without profit), on a semi-annual flat-fee rate, with a few metered rates.²³ A listing of the current rates for water is found in the following table.

Table 5-9 Village of Brewster Flat and Metered Water Rates

Village of Brewster Flat and Metered Water Rates (effective with 10/01/02 billing) ²⁴		
Semi-Annual Flat Rate	Inside Village	Outside Village
One Family	\$ 147	\$ 245
Multi-Family (Per Unit)	\$ 123	\$ 204
CHAPTER 3. RESIDENCE & BUSINESS	\$ 213	\$ 353
Store/Office/Toilet	\$ 147	\$ 243
Dental Office	\$ 151	\$ 251
Restaurant or Tavern	\$ 426	\$ 705
Beauty Parlor	\$ 219	\$ 363
Semi-Annual Metered Water Sales		
	Inside Village	Outside Village
0 to 10,000	\$4.58	\$6.24
10,000 to 15,000	\$4.31	\$5.88
15,000 to 25,000	\$3.80	\$5.18
25,000 and Up	\$3.29	\$4.49

Metering

Currently, there are no water meters on structures within the village. Meters are to be installed in the village in the near future, which will allow for the monitoring of water usage of each household or user. However, the metering program will only apply to those structures that lie within the village.²⁵ While there are some metered structures outside of the village, many of these meters are old and need to be replaced. The Superintendent of Public Works stated the assumption, however, that the outside users will continue to pay for water using a flat fee schedule.

Quality

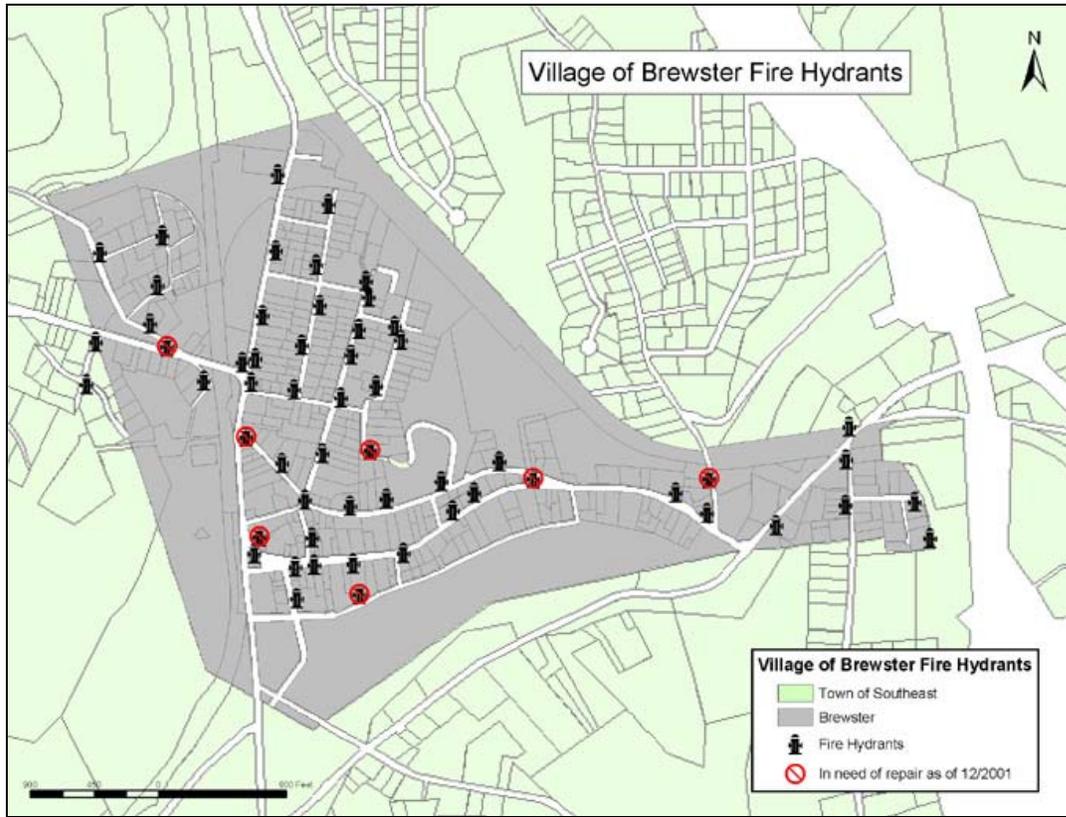
The Superintendent of Public Works handles the operation and maintenance, including treatment, of the water system. The county health department has regulatory oversight over the quality of the water, and the EPA is responsible for the evaluation of the ability of the system that currently removes the chemical perchlorethylene.²⁶ In some areas of the Village, the water may suffer from clarity problems, which is caused by tuberculation in the pipes. Although there are no bacteria problems in the water system, due to the age of the system and the pipes, the Superintendent of Public Works believes that there is more potential for the formation of bacteria after the water has left the tank.²⁷

The Village must consider well head and aquifer protection when implementing any land use or zoning changes as a result of the findings and recommendations of this Master Plan. As recommended in the Draft Croton Plan, the limits of the source aquifer should be determined and additional safeguards to protect the aquifer should be established as necessary within the framework of the applicable zoning and land use codes and regulations. Many Towns and Villages in the State of New York have established groundwater protection overlay districts as a means of protecting groundwater supplies by prohibiting certain activities within those districts. The Village may want to consider establishing such a district depending upon the delineated limits of the source aquifer.

Fire protection

Fire protection, is dependent on the piped water network.²⁸ Brewster is served by two fire stations, one that is located on North Main Street at NYS Route 6 and another located in the Town of Southeast.

As of November 2001, there are 57 fire hydrants in the Village of Brewster, 8 of which are inoperable. (See Figure 5-5 VOB Fire Hydrants.) The ISO (Insurance Service Office, Inc.) gives the Village a Public Protection Class of 6/8B, which is based on a percentage credit that is determined by the Village's scores on a variety of fire protection classifications. Insurance agents use the Public Protection Class to determine fire insurance premiums.

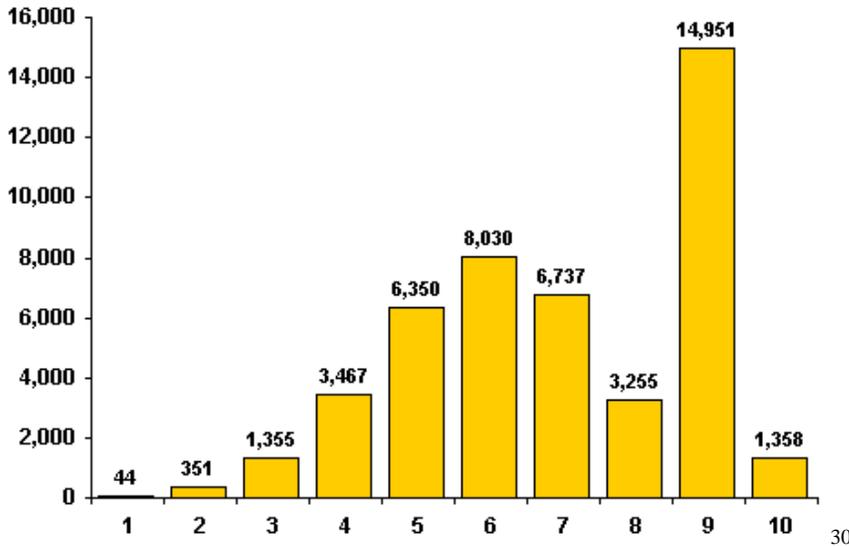
Figure 5-5 Village of Brewster Fire Hydrants⁹

Public Protection Class 6 indicates a score of 40 to 49 percent of a total possible score of 100. Class 8B is a new PPC, developed by the ISO, “for communities that provide superior fire-protection services and fire-alarm facilities but lack the water supply required for a PPC of Class 8 or better.”²⁹ The classing is meant to recognize communities who have made attempts to account for insufficient water systems by improving other aspects of fire protection services. The Village of Brewster has a split protection class because some structures may receive superior protection services but are affected by the inferior water system.

⁹ This map was created by urban planning students at Columbia University using base data provided by JFRA and the Superintendent of Public Works.

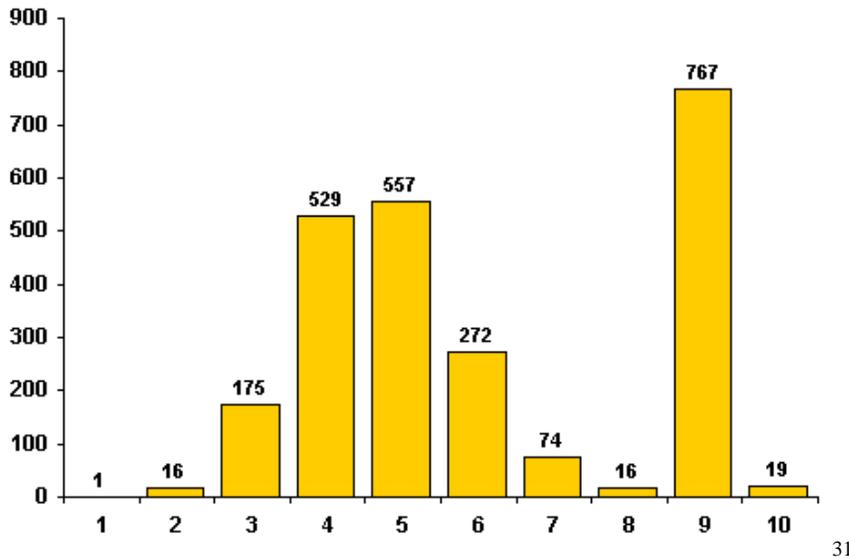
Compared to other communities across the country, the Village of Brewster has an average PPC. See the countrywide mitigation graph below.

Table 5-10 Countrywide PPC Rating by Municipality



Compared to other communities in New York State, the Village fares just below average. See the statewide mitigation graph below.

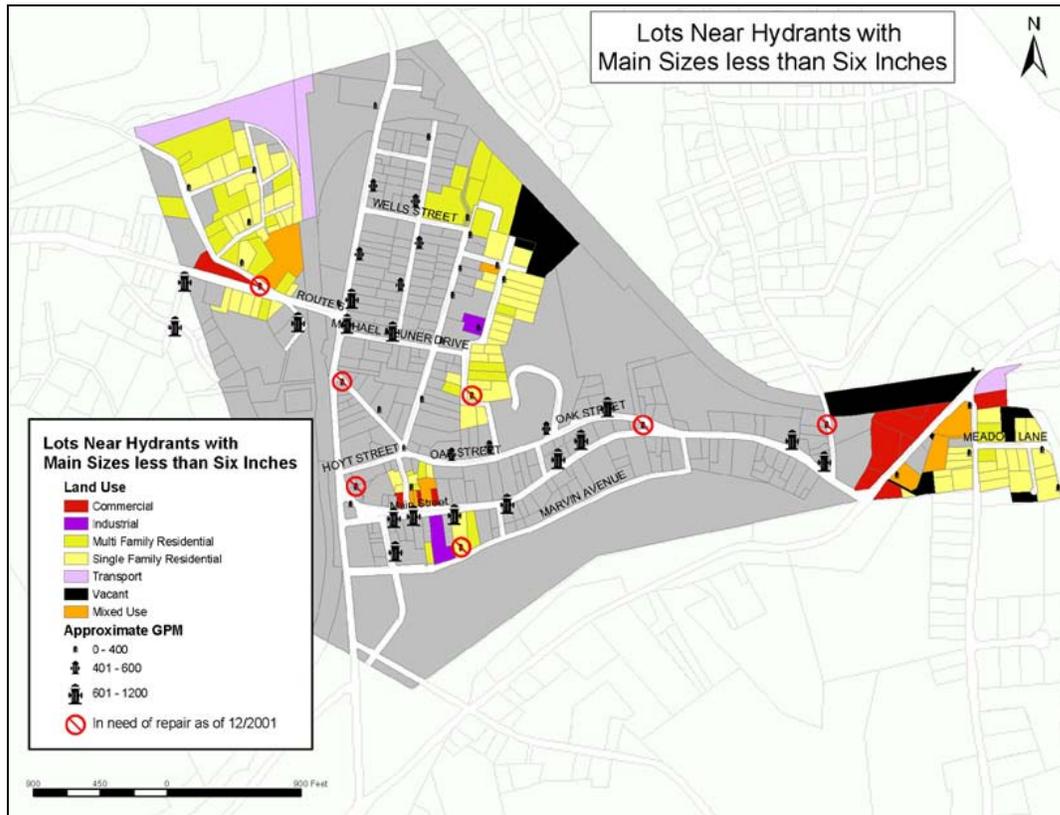
Table 5-11 Statewide PPC Rating by Municipality



There are several contributing factors that are used to determine the ISO Public Protection Class rating, including fire hydrant characteristics such as available fire flow and the main connection size. In one site planning resource, it is suggested that main connections should not be less than six inches in diameter.³² According to the 2001 Village of Brewster Fire Hydrant Inventory, 18 out of 57 hydrants in the Village of

Brewster have a main connection less than six inches.³³ Figure 5-6 Brewster Lots Near Hydrants with Main Sizes less than Six Inches shows the lots to which the closest hydrant is one of the 18 with a main connection less than six inches. As seen by the numerous residential lots that are affected, this may be a significant issue for the residents of the Village of Brewster.

Figure 5-6 Brewster Lots Near Hydrants with Main Size Less Than Six Inches¹⁰



Other systems

No other water systems serve the village.

Transportation

Public Transportation

Brewster is accessible by many different means of transportation including state and interstate highway systems, Metro-North Rail, Putnam Area Rapid Transit, and Housatonic Area Rapid Transit. In addition, there are many taxi companies readily available for service within the Village. The Old New Haven rail line carries some freight through the area, but not often. In the fall, a tourist fall-foliage train runs on the New Haven Line (on the northeast border of the village) of Metro-North. This line also serves as the emergency bypass for the Norwalk line.

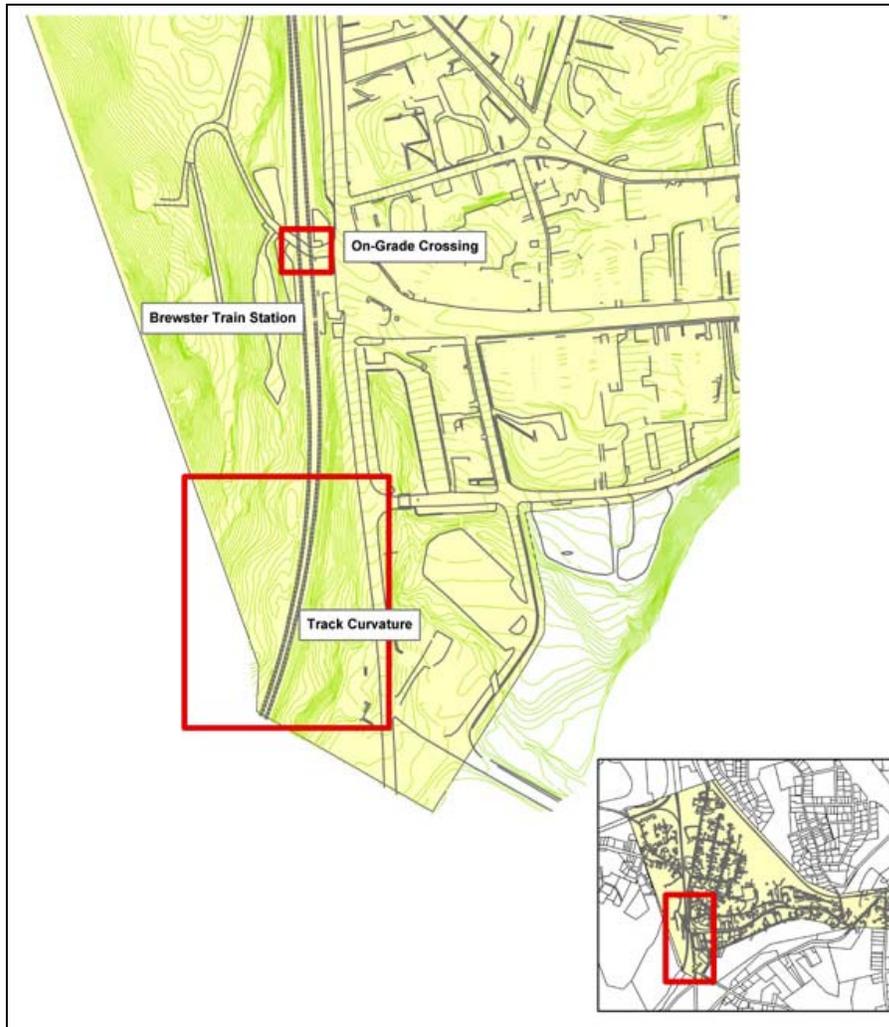
¹⁰ This map was created by urban planning students at Columbia University using base data provided by JFRA and the Superintendent of Public Works.

Metro-North

The Metro-North Harlem line platform is at the Brewster Train station. The current schedule shows 13 morning peak trains and 13 evening peak trains serving the Brewster train station. While average ridership rates were not available from the MTA, the high number of rush hour trains, and the large number of people detraining at Brewster during rush hour suggests that this is a well-used station.

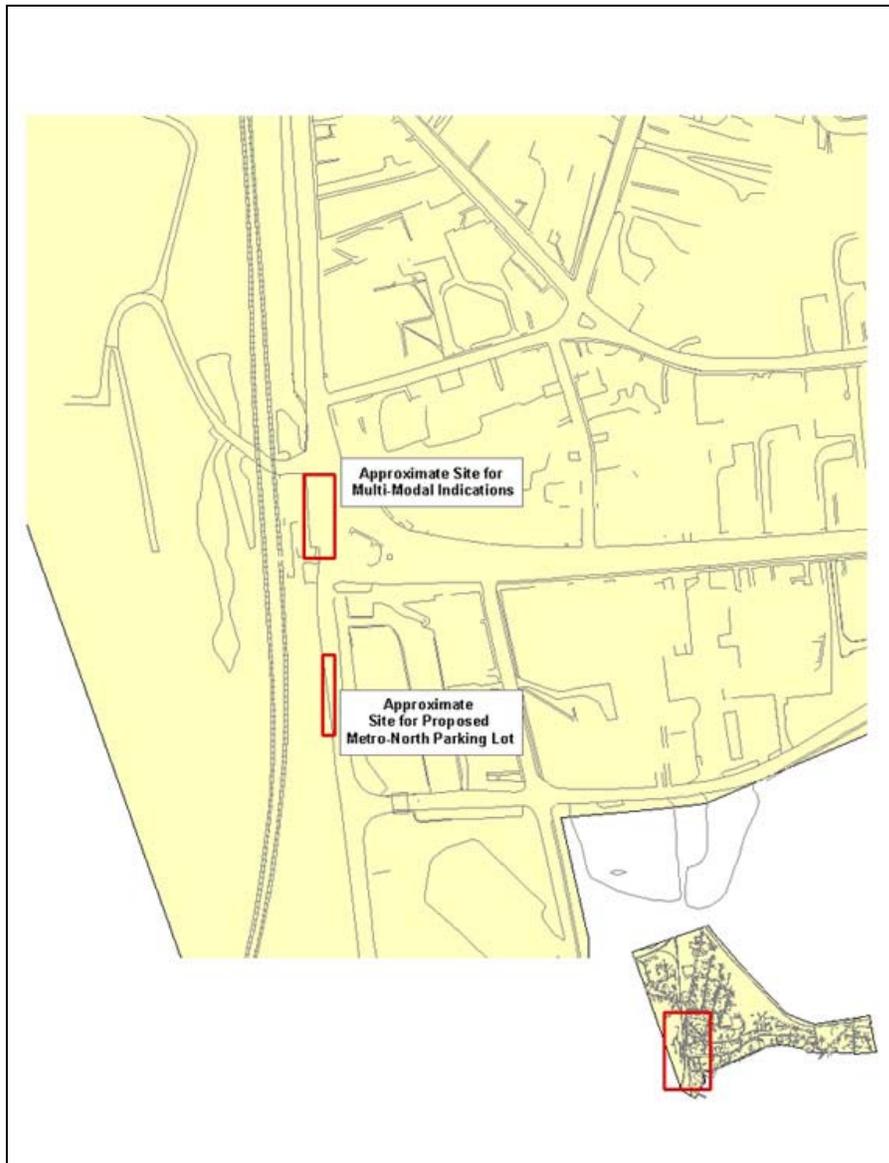
Plans for expansion

The Village has been thinking of ways to expand parking for Metro-North patrons, and for alternative access points to the existing platform. Rehabilitation of the area west of the platform and rehab of the on-grade crossing north of the station have been suggested.³⁴ Currently, only four cars of any MetroNorth train are able to platform at the Brewster station. This on-grade crossing, however, limits the expansion of the train platform to the north, and it is not possible to expand to the south because of a bend in the track. The track curvature and on-grade crossing can be seen in Figure 5-7 Track Curvature and On-Grade Crossing Brewster Train Station Map on the next page.

Figure 5-7 Track Curvature and On-Grade Crossing at the Brewster Train Station¹¹

Metro-North has several short-term plans for the area surrounding the train station, however they do not include plans to rehabilitate the on-grade crossing.³⁵ A renovation of the station, which will upgrade customer services by adding a coffee counter and a newspaper stand, is underway.³⁶ There are also plans for an aesthetic rehabbing of an existing lot north of the station on North Main Street (Trackside North Lot) include landscaping and new paving, but no additional spaces. South of the station, west of Railroad Avenue, there are plans for a new parking lot that will add approximately 50 new spaces. The proposed lot is sited where a previous lot had existed. The MTA will work with the Village of Brewster with regards to any design requirements they might have for sidewalks or lighting. Finally, there is also an MTA plan to improve the “multi-modal” transportation indications in front of the station. This would include the creation of separate bus and taxi lanes.³⁷ See Figure 5-8 Metro-North Plans for Expansion map.

¹¹ This map was created by urban planning students at Columbia University using base data provided by JFRA.

Figure 5-8 Metro-North Plans for Expansion¹²

Challenges

The largest challenges for the Village of Brewster regarding Metro-North include the traffic at the Railroad Ave/North Main/Main Street intersection, where a police officer controls traffic at the intersection during evening rush hour.³⁸ The traffic is caused by a heavy cross-county traffic flow that uses Rte 22 and Rte 6 during rush hours, a problem which is confounded by lack of traffic control along Rte. 6 southbound traffic (other than the officer). The traffic officer is therefore necessary to prevent a backup of northbound traffic on Railroad Avenue.³⁹ A proposal for a traffic signal at intersection of Railroad Avenue and Main Street is currently being reviewed. The NY State DOT requested a warrant analysis to determine the usefulness of a traffic light at the intersection. Upon completion of the analysis, the DOT will make its decision. MTA hopes to do the warrant

¹² This map was created by urban planning students at Columbia University using base data provided by JFRA.

analysis this spring, after which they will know whether it is likely that such a signal can be approved.

One perceived challenge to the vitality of the Village of Brewster as a transportation node, is the nearness of the Brewster North MTA station, which is the station directly to the north of the Brewster station.⁴⁰ Currently, there are plans for the creation of a large parking lot at the Brewster North station, which some Village officials feel will attract riders who would otherwise platform and depart from the Brewster Station. The fear is that either demand at Brewster will fall to the point that MTA will decide to “skip” the stop on express trains, or that demand at Brewster North will be so high that the train will fill up before it even reaches the Brewster station. The MTA asserts that these fear are unfounded as the Brewster station would not be skipped, because it is always more efficient to make local stops at the northern stations, and then start the express trains further south on the line. If the cars do fill up at Brewster North, the solution would be for the MTA to add additional cars to the trains.⁴¹

According to the MTA contact, the long-term plan for expansion at Brewster North is in the very early conceptual planning stages. The MTA is proposing to acquire property on the east side of the Brewster North tracks for a station upgrade (the west side of the tracks are currently the parking facilities for the station). Plans for the proposed acquisition include additional parking, and a new station that will include inter-modal capabilities for integrated bus and taxis. MTA felt that Brewster North needed the expansion due to the current lack of commuter facilities. Also, it is considered the “natural” place for a facility of this type, as it is just off I-84 and near I-684.⁴²

Bus and para-transit

The Village of Brewster is also served by PART (Putnam Area Rapid Transit) and HART (Housatonic Area Rapid Transit) bus services. Information about PART can be found at <http://www.putnamcountyny.com/PART/part.html> and information about HART can be found at <http://www.hartct.org/>. PART runs twice an hour from 5 am to 9 am, and once an hour from 9 am until 7 pm. HART schedules run in concert with arriving and departing Metro-North trains, allowing public transportation access from Danbury to the Village of Brewster.

Streets and Roadways

Maintenance

There are approximately 32 roads that run through Brewster. There are two state roads (Rt.6/Main and Rt. 22), four county roads, two town roads, four private roads, and several Village roads. See the table below for an approximate list.

Responsibility for maintenance and refurbishment lies with the agency that has jurisdiction over each road. The New York State Department of Transportation claims responsibility for State roads from white line to white line, in other words they are not responsible for the roadbed beyond the travel lane. This leaves the Village of Brewster responsible for drainage maintenance on State roads. In addition, the state contracts snow removal for state roads to Putnam County.⁴³

Putnam County is responsible for maintaining the county roads that run through the Village of Brewster. According to the Superintendent of Public Works, there is a good working relationship between his team and the County, but there is no need for collaboration from day to day between the maintenance teams. The County may help the Village with snow removal during an especially large snowstorm, but for the most part, the Village maintenance team will take care of all snow removal. The Village furthermore has an agreement with the County for storage of winter materials, such as salt.

The Village of Brewster is sure to experience different weather patterns from year to year. Due to the large amount of snow that fell during the period of this study, snow removal was a popular topic of discussion with the Superintendent of Public Works. The Village maintenance team clears the snow from all Village roads. The Village is furthermore responsible for clearance of the parking lane since they have parking meters with which to collect revenue for their maintenance.⁴⁴ While the Village may contract for a dump truck to haul snow during a large snowstorm, as mentioned, very rarely would the County be contacted for help with snow removal. Snow removal on sidewalks is the responsibility of the property owner, though the VOB Board of Trustees recently suggested that the maintenance team should clear sidewalks after a snowstorm as well. According to the Superintendent of Public Works, this proposal would require additional part-time help and the aid of a snow blower, resources that may be beyond the abilities of the Village budget. This issue emphasizes the disparity between services that the Village would like to provide and the services that they are fiscally capable of providing, illustrating the severely limited resources of the Village budget.

The Village maintenance team does purely maintenance work. Any improvements are contracted out, mainly because the Village lacks the staff and equipment to do the work.⁴⁵ Refurbishment of roads is an on-going process; whenever the Board of Trustees secures grant money, maintenance updates occur. At the present time, all updates are on hold because of the upcoming sewer project, which will tear up nearly all of the roads in the Village of Brewster. As mentioned earlier, time to completion for the WWTP and sewer system will be around 3.5 years, once construction is initiated.⁴⁶

Table 5-12 Road Inventory

Road Inventory⁴⁷	
Jurisdiction	Road
New York State	Rt. 6 (Main Street south of the fire station and through the Village) Rt. 22
Putnam County	Railroad Avenue North Main, north of fire station
Town of Southeast	Hillside Park Hillside Terrace

Road Inventory ⁴⁷		
Jurisdiction	Road	
Village (approximate list)	Allview Avenue Carmel Avenue Casino Street Center Street Eastview Avenue Ellen Avenue (Private) Garden Street Hoyt Street Marvin Avenue Meadow Lane Merrit Avenue Merrit Lane (Private) Michael Neuner Drive (formerly Maple Avenue)	Oak Street Park Street Phillips Lane Progress Street Prospect Street Putnam Avenue Putnam Terrace Stone Ridge Road (Private) Ward Street Wells Street Wells Wood Lane (Private) Wilkes Street

Traffic Controls and Policing

There are two traffic lights in the Village of Brewster, and both are under the jurisdiction of New York State Department of Transportation. The traffic lights are located at the intersection of Route 22 and Main Street and the intersection of Progress Avenue and Main Street. The Village completes some street sign maintenance. The village currently has a stop sign at most of its road intersections. A street sign inventory does exist, but it has not been updated in the past year.

The Putnam County Sheriff’s department has responsibility for police control of Brewster streets and roadways. Up until this past October, VOB contracted with the PC Sheriff for 24-hour/seven days per week surveillance throughout the Village. This contract cost the Village \$156,000 per year.⁴⁸ All other communities in Putnam County are serviced without fee by the Sheriff’s department⁴⁹, but because the Village requested continuous coverage, there was an additional charge for the service. The contract was under negotiation until mid April, when the Board of Trustees asserted that there was no contract between the Village and the Sheriff’s Department. The Sheriff’s department will provide the same coverage to the Village as it does to its other jurisdictions.⁵⁰

The Putnam County Sheriff’s department, who dispatches the call to the Brewster Fire Department, processes calls to 911.⁵¹

Plans and proposals

Interviews with John Folchetti indicate that the Village Board members and residents are discussing the possibilities of the conversion of Main Street from a two-way street to a one-way, westbound street. Eastbound traffic would then be rerouted south on Railroad Avenue, which meets up with Route 22 just beyond the Village’s southern boundary.

Interest in this conversion was spurred by a suggestion made in the 1990 Master Plan, which responded to a desire to create additional parking along Main Street to spur

activity in Main Street businesses. Converting Main Street to one-way could allow for head-in, angled parking, and for currently minimal off-loading space for truck deliveries. Talks were initiated between New York State Department of Transportation and JRFA, L.L.C., and JRFA conducted traffic studies, per the request of DOT.

At the moment, all plans for conversion to one-way are on hold. According to a source with the DOT, it is the DOT's opinion that the issue needs further study. The DOT believes that such a conversion would be doable, but whether it would be advantageous is another question. DOT also acknowledges that the conversion needs to be done temporarily to accommodate the upgrading of the sewer line on Main Street, identifying a good opportunity to study the advantages or disadvantages of actual conversion to one-way.⁵²

Certain negative impacts have already been identified in conjunction with the one-way conversion on Main Street. In particular, the roads that have been identified to carry the eastbound traffic load may not be sufficient as traffic alternatives. The turn from southbound Railroad Avenue onto Route 22 currently has no stop sign, and there is a change in grade that may be difficult for large trucks making an eastbound turn to manage.⁵³ Another option is to direct traffic flow onto Morningthorpe Avenue. However, the bridge on Morningthorpe has a five-ton weight limit and an uphill traffic signal, both factors pose a challenge to the large trucks. Finally, if eastbound traffic were to be rerouted onto Marvin Avenue, this street would need upgrades. Currently, the roadway is too narrow and curves too sharply at the eastern end where it turns up to meet Route 6, which would make the turn too sharp for the many tractor-trailers that pass through the Village.⁵⁴

Parking

Parking is very important to the Village of Brewster, as parking revenue makes up approximately half of the Village budget. There are approximately 408 parking spots managed by the Village (see table below). Additionally, the Town of Southeast runs the Gold Lot. In the near future, the Village plans to eliminate most of the Blue Lot for the construction of the proposed WWTP, and add the MTA lot south of the train station.

Table 5-13 Parking Lots

Parking Lot	Approximate # of Spaces
Tri-State Lot	98
Railroad Avenue	35
Marvin Avenue Strip	22
Trackside North	72
Green Lot	54
Blue Lot (Commuter and Day Parking)	127
Total	408

Parking permits are prices based on the residential status of the person applying for the parking permit. Parking rates can be found below.

Table 5-14 Parking Fees

Residential Status	Fee/Quarter
Brewster resident, merchant, or employee	\$45
Town of Southeast resident	\$75
Other	\$125

Several proposals for creation of additional parking include the development of 1,000 head-in spaces along local streets throughout the Village.⁵⁵ In this plan, parking spaces pricing would be based on their distance from the train station. For example, spaces on Hoyt Street would be worth more than spaces on Wells Street. There are also plans for a parking lot on Marvin and Railroad that would yield an additional 100 spots.

Utilities

Power/Gas/Telecommunications

New York State Electric & Gas (NYSEG) supplies electric power and gas services. Power is distributed on overhead wires, and gas is distributed over underground distribution lines. Verizon provides telephone service and DSL. RCN provides cable service and cable modem. All line management is the responsibility of the utility provider.

There are no cellular telephone towers in the Village of Brewster.

Solid Waste Collection and Disposal

A private company (AWS) in contract with the Village collects all Village garbage. A recycling program is a part of that contract. No services issues were raised in the interviews conducted by the studio team.

Chapter 5. Natural Environment and Infrastructure Endnotes

- ¹ The Village of Brewster Master Plan, 1990
- ² Interview with John Folchetti, Village Engineer February 24, 2003 In accordance with NYSDEC wetlands map for Village of Brewster and surrounding areas
- ³ Ibid, February 24, 2003
- ⁴ Town of Southeast Comprehensive Plan, 2001
- ⁵ Proposed Phase I Phosphorous TMDL Report, <http://www.ci.nyc.ny.us/html/dep/pdf/tmdl/nonpoint.pdf>
- ⁶ The City of New York Department of Environmental Protection, <http://www.ci.nyc.ny.us/html/dep/html/tmdl.html>
- ⁷ NYC Department of Environmental Protection and Village of Brewster Contract of April 2000(Draft).
- ⁸ The Facility Plan for the Village of Brewster Collection System Extension, Created by J. ROBERT FOLCHETTI & ASSOCIATES, L.L.C. April 2000.
- ⁹ The report by JRFA was written in 2002. Our own survey indicates that at the time of this report there are four institutions, 3 delis, and 6 restaurants on Main Street.
- ¹⁰ These statistics were compiled by the JRFA team as an example of a typical Village of Brewster lot and may or may not reflect the information compiled by the Studio team in other sections of this report.
- ¹¹ This number is based on the research of JRFA, and may not reflect the information found by the Studio team.
- ¹² <http://www.stormwatercenter.net/> (The Stormwater Manager's Resource Center)
- ¹³ This report of existing conditions was based on the Stormwater Benefit Program Analysis Final Report and the Addendum, by JRFA
- ¹⁴ JRFA's Stormwater Benefit Program Analysis Final Report and the Addendum
- ¹⁵ Ibid.
- ¹⁶ Interview with Dan Crawford, March 3, 2003
- ¹⁷ Ibid, March 3, 2003
- ¹⁸ <http://www.epa.gov/OCEPAterms/tterms.html>
- ¹⁹ Interview with John Folchetti, February 24, 2003
- ²⁰ Ibid, February 24, 2003
- ²¹ Interview with Dan Crawford, March 3, 2003
- ²² The Facility Plan for the Village of Brewster Collection System Extension, Created by J. ROBERT FOLCHETTI & ASSOCIATES, L.L.C. April 2000. Updated with information for 2000-2002 via JRFA.
- ²³ Interview with John Folchetti, February 24, 2003
- ²⁴ Source: Cathy Mannfolk, Village Clerk - Treasurer
- ²⁵ Interview with Dan Crawford, March 3, 2003
- ²⁶ Interview with John Folchetti, February 24, 2003
- ²⁷ Interview with Dan Crawford, March 3, 2003
- ²⁸ Ibid, March 3, 2003
- ²⁹ The ISO Mitigation Online website at: <http://www.isomitigation.com/fire75.html>
- ³⁰ The ISO Mitigation Online website at: <http://www.isomitigation.com/fire9.html>
- ³¹ The ISO Mitigation Online website at: <http://www.isomitigation.com/ppcchart/nymetro.html>
- ³² Listokin, David and Carole Walker. "The Subdivision and Site Plan Handbook." 1989: Rutgers, The State University of New Jersey. P. 108.
- ³³ Village of Brewster Fire Hydrant Inventory, prepared 2001
- ³⁴ Interview with John Folchetti, February 24, 2003
- ³⁵ Interview with Wendy Johnston, February 26, 2003
- ³⁶ Ibid, February 26, 2003
- ³⁷ Ibid, February 26, 2003
- ³⁸ Ibid, February 26, 2003
- ³⁹ This is the assessment of the writer based on the interview with Wendy Johnston.
- ⁴⁰ Interview with John Folchetti, attended by John Gillen, March 3, 2003
- ⁴¹ Interview with Wendy Johnston, February 26, 2003
- ⁴² Ibid, February 26, 2003
- ⁴³ Interview with Roger Griemsmann, March 2, 2003
- ⁴⁴ Ibid, March 2, 2003
- ⁴⁵ Interview with Dan Crawford, March 3, 2003
- ⁴⁶ Interview with John Folchetti, February 24, 2003
- ⁴⁷ Road Inventory, compiled by Dan Crawford.
- ⁴⁸ Risnit, Michael. "Brewster patrols to end soon." The Journal News, April 12, 2003.
- ⁴⁹ Interview with John Folchetti, February 24, 2003
- ⁵⁰ Risnit, Michael. "Brewster patrols to end soon." The Journal News, April 12, 2003.
- ⁵¹ Putnam County Sheriff's Department

⁵² Interview with Roger Griemsmann, March 2, 2003

⁵³ Interview with John Folchetti, February 24, 2003

⁵⁴ Interview with Roger Griemsmann, March 2, 2003

⁵⁵ Source: Interviews with Village Engineer John Folchetti, conducted at the Village Offices (Village of Brewster), 208 East Main Street Brewster New York 10509; March 3, 2003.

CHAPTER 6. BUILT ENVIRONMENT

Overview

The built environment plays a vital role in how a community is perceived by residents and visitors alike. The built form is the first indication of a neighborhood's character, as experienced and seen by people traveling to and through the area.¹ If the urban form of a community is not desirable or attractive, it is unlikely visitors will want take the time to find out what assets the neighborhood might have to offer. Moreover, residents of the community itself confront the built form on a daily basis. Whereas people have a tendency to think of "urban design" as relating exclusively to aesthetic issues, factors such as broken sidewalks and poor pedestrian connections might make it difficult for neighborhood residents, to enjoy their own community, and to be able to function efficiently within its boundaries. Preservation of a neighborhood's built heritage can also offer visual reminders of the past,² which in turn can serve to bolster pride in a shared community heritage. In this way, proper and innovative management of the built environment play a vital role in the economic, social, and even political vitality of the a municipality.

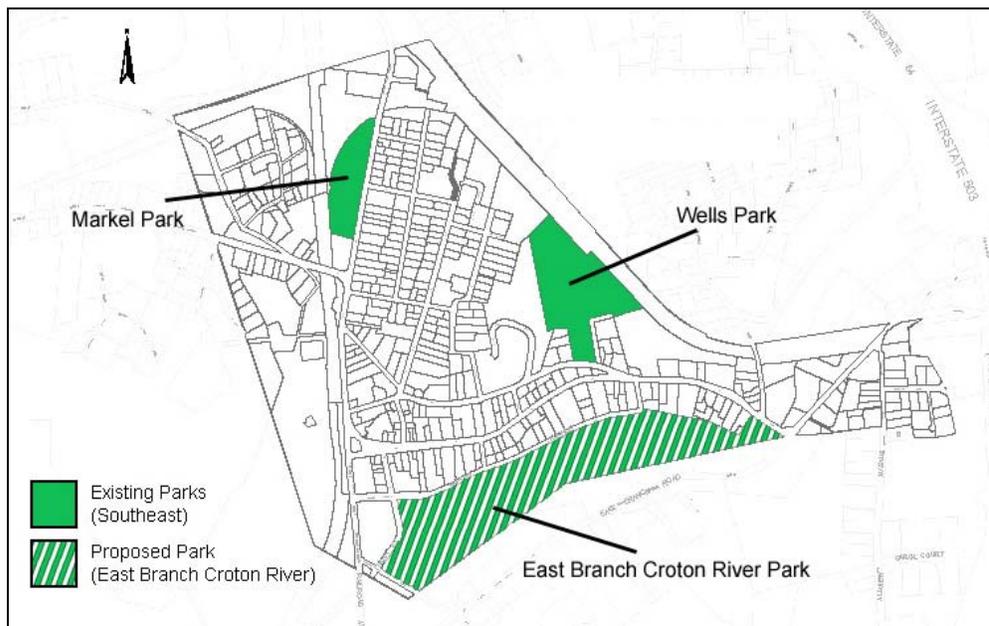
In order to assess the existing built environment of the Village of Brewster, the Built Environment team strove to gain a comprehensive understanding of everything from the Village's historic properties and vast parklands, to its urban landscape and patterns of circulation. The built environment team used research and observational techniques, as well as information gleaned from our personal and professional interviews, to identify key elements of historic value and urban design potential within the Village of Brewster. Capitalization on the combination of the wealth of open space, the walkable scale of the community, and the presence of historic properties in the Village, offers an enormous opportunity to impact the environment, economy, and community within the Village.

Analysis

Recreation and Parks

The wealth of natural landscape that surrounds the Village of Brewster has a large impact on the visual character of the Village. As of 2003, the primary parks within the Village of Brewster are owned and operated by the Town of Southeast. Henry Wells Park and Markel Memorial Playground each require residential passes for use, with restricted hours and specific seasons of operation (summer recreation oriented).³ To add to the public park and recreational spaces available for use by Village residents, a proposal to build a passive recreational park along the East Branch of the Croton River (EBCR) was proposed by J. Robert Folchetti & Associates, LLC in 2002. The initial application, entitled “Brewster Passive Recreation Area and Trails Project,” was presented to the New York State Office of Parks, Recreation and Historic Preservation with a request for funding consideration under the federal Recreational Trails Program (RTP). Targeted for use by Village residents but to be open for use by the general public, the proposed park development would span from Wilkes Street to where Marvin Avenue bends to meet Route 6/Main Street. The proposal itself will furthermore become part of the Village of Brewster Master Plan. (See Figure 6-1 Primary Parks in the Village of Brewster below.)

Figure 6-1 Primary Parks in the Village of Brewster¹



In 2001, the Village Board approved a resolution to designate the Village of Brewster as Greenway Community. The Greenway Communities Council is a state agency that works with local and county governments to enhance local and regional land use planning, and provides grants and technical assistance to help communities balance economic development and resource protection objectives.⁴ As of November 2002, J. Robert

¹ This map was created by urban planning students at Columbia University using base data provided by JFRA

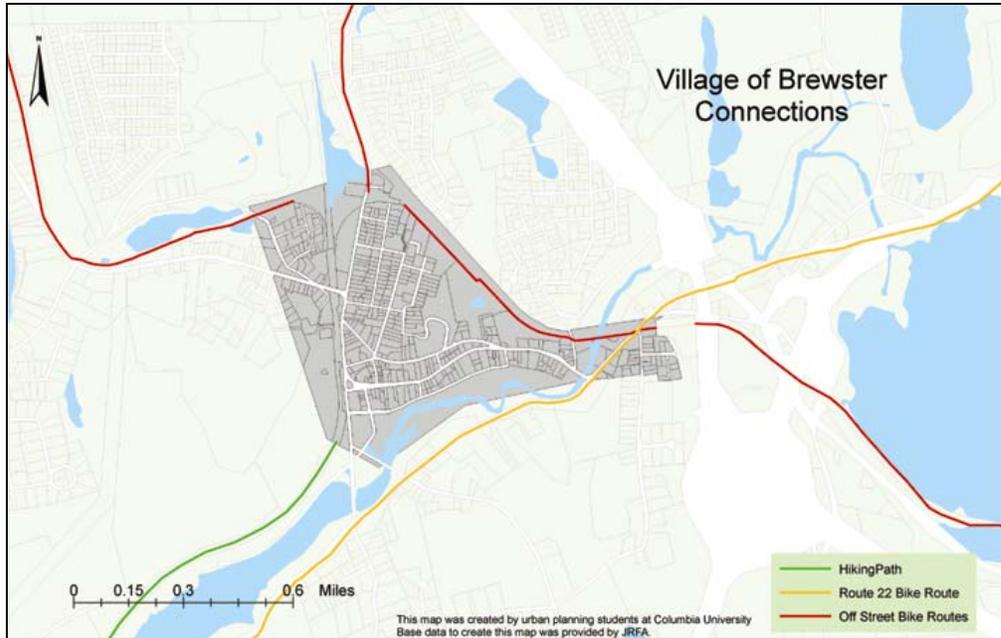
Folchetti & Associates had obtained funding in the amount of \$7,500 from the Hudson River Valley Greenway, which will allow Mr. Folchetti's firm to finalize the park development plan for final submission to the NYC Department of Environmental Protection (NYC DEP). As the land to be developed involves New York City owned parcels, approval of this plan by the NYC DEP would result in a permit of use, which would grant the Village an easement for construction. While ownership of the land would remain in the hands of NYC, the Village of Brewster would be responsible for maintenance of the passive recreation areas.

A summary of the proposed park can be found below (as extrapolated from the original grant proposal and interviews with John R. Folchetti):

The proposed Passive Recreation Area would provide improved public and handicap access via walking trails to the East Branch of the Croton River, which runs through the Village of Brewster just south of Marvin Avenue. Generally, "passive recreation" areas encompass the less intensive range of outdoor activities that are compatible with preserving natural resource functions such as wildlife habitat and floodplain protection.⁵ Public passive recreation uses that would be permitted in the park would include walking, hiking, nature study, and nature appreciation, such as bird watching. Furthermore, improvements under proposal would include approximately 6,100 linear feet of walking trails, park benches, trash receptacles and a footbridge. Additionally, 40,000 square feet of impervious surface would be removed from the current lands, and replaced with topsoil, seeding, and NYC DEP mandated wetland plantings, in keeping with the Village mandate to protect the NYC watershed area. The actual 'development' that would take place would be nominal. "The project is more about clearing and grading, with the real improvements being the inclusion of trails (perhaps even made of an impervious asphalt)."⁶ The ultimate design will reference old picture postcards that depict people utilizing this area for passive recreation, against a backdrop of picturesque footbridges and a natural landscape.

As stated in the project proposal "[T]he project is critical to the master revitalization plan implemented by the Village involving infrastructure improvements, wastewater treatment plant construction and collection system improvements, Main Street economic development, parking garage construction, watershed protection projects, stormwater benefits programs and senior citizen housing."⁷ Furthermore, the goals of the project are consistent with New York State and Putnam County's Trailway Plans, thus providing potential for future development of connections between the Village and the County's five significant trailway and bikeway projects, currently underway. The installation of bike racks for bicyclists at the entrance to the park could provide the opportunity for continuous pathways throughout the County, which would be a benefit to both the locality as well as the larger, regional context. (See Figure 6-2 Proposed Biking and Hiking Routes for Connection to the Village of Brewster below.) Additionally, J. Robert Folchetti & Associates is preparing to submit an expanded proposal to the NYC DEP that would extend the boundaries of the proposed passive recreation areas into lands south of the EBCR and outside of Village boundaries. Clearly, the proposal to develop this park along the East Branch of the Croton River has the potential to bring great benefit to wide range of people.

Figure 6-2 Proposed Biking and Hiking Routes for Connection to the Village of Brewster



Urban Design

In a 1948 book detailing life in the Village of Brewster, Abba L. Howe describes Main Street Brewster as a place where men and women, with or without more pressing matters to attend, would meet to “talk and talk some more.”⁸ An account from earlier in the century describes a Harlem Line Railroad conductor who would complain that “he could get through White Plains in ten minutes, but that it took him an hour to get through Main Street” as handshakes and talks with old friends would keep him from getting very far.⁹ Today, although many continue to see Main Street as having the potential to again become a grand gathering space, most have come to acknowledge that changes have taken over the Village that have made Main Street and other areas less attractive for the casual pedestrian. In this way, issues of poor circulation and accessibility affect the Village of Brewster on a number of levels.

Circulation

In terms of circulation, Brewster’s small scale, natural setting, and adjacency to public transportation, should make the Village attractive as a pedestrian destination. However, speeding traffic, anti-pedestrian lighting schemes, and a fear of loitering day laborers have all served in recent years to deter pedestrians from the commercial Main Street strip. Furthermore, there are many situations in the Village of ambiguous distinctions between pedestrian space and vehicular



Marvin Avenue Along the East Branch of the Croton River
Note: Ambiguous Pedestrian Space

spaces. These situations generally leave pedestrians feeling unprotected, and serve as a deterrent from walking such areas. Of particular concern are the Village's broken sidewalks and, in some places, the lack of sidewalks. As the Village looks into proposal to develop areas such as the park along the East Branch of the Croton River, sidewalk considerations will become increasingly important for attracting pedestrian users. Similarly, a perceived scarcity of parking close to the commercial strip has served to discourage the car-oriented shopper from Main Street, as well. Many times the Village loses out to commercial interests in other parts of Southeast, thereby limiting its ability to sustain viable business on the strip.

Access

With regards to access, a physical separation between Brewster's Main Street and the parallel Marvin Avenue has long served as a barrier within the Village, causing social, economic, and even political repercussions on the area. Situated at a lower elevation to the parallel Main Street, where the vast majority of Village services are located, with few cross roads to connect the two streets, pedestrian access between Marvin Avenue and Main Street is extremely difficult. In this way, the Main Street/Marvin Avenue divide effectively serves to segregate a large proportion of Brewster's immigrant community, which resides in homes along Marvin Avenue. Furthermore, this physical separation between the two roads will effectively cut Village residents off from walkable access to and from the proposed park development along the East Branch of the Croton River. To gain access to the EBCR park, pedestrians would currently have to walk along one of the few roads that connects Main Street with Marvin Avenue, each of which lies at an uncomfortable pedestrian slope, and at some points, without the protection of sidewalks. In this way, the lack of pedestrian oriented access between Main Street and Marvin Avenue would severely limit the ability of Village residents to fully enjoy this neighborhood resource.

Topography

As previously stated, the Village of Brewster is surrounded on all sides by largely untouched natural lands. The hill to the west of the train station is relatively unmarred by development, as is the land along the East Branch of the Croton River. There are also two large Southeast parks in the Village, and a great amount of green space surrounding the Garden Street School. The Village of Brewster also has a natural topography that offers residents and visitors the opportunity to look over vistas unmatched by the overdeveloped municipalities that surround it. The Village, however, has traditionally paid little attention to enhancing the value of these areas by making them a vital part of the community. The proposed development of the EBCR Park is a promising beginning to help Brewster residents increase enjoyment from one of their very own existing resources. Furthermore, although planning around vistas and working with the natural topography of the land are avenues that have yet to be explored, the Studio team has included recommendations that will help the Village take advantage of this asset.

Figure 6-3 Three Dimensional Rendering of Village of Brewster Topography²



Images of Brewster's Topography

Historic Properties

“Where today stand parking meters on Brewster’s Main Street, there [once] stood hitching posts where weary horses were tied, their wagons laden with empty milk cans, waiting patiently for their drivers to do the family trading...There were no neatly packaged articles on rows of shelves, no pushcarts or self service, just cracker barrels on which to sit and gossip, jugs to be filled with molasses or home-made vinegar, kegs of salt mackerel and firkins of butter.” (Howe 1948)

² This map was created by urban planning students at Columbia University using base data provided by JFRA.

The Village of Brewster has seen many changes to its built landscape over the 157-years of its historic life. However, while many cities have seen their built heritage succumb to development pressures and modernist plans of the post-war era, the Village of Brewster has been able to maintain a surprising number of built links to its historic past. If properly cared for, these structures may continue to keep the past alive for future generations, serving Village residents as a continuous source of pride and an unbroken link to their history. Unfortunately, part of Brewster's history includes three major fires, which burned down three successive Town Hall buildings, destroying many of the building records documenting the built heritage of the Village. This had made it difficult to get a true assessment of the overall historic character of the Village of Brewster.¹⁰ Nonetheless, there are some well-documented gems that still stand among the buildings in the Village.

Summary of Properties

A list of the more significant structures, as well as a brief history and description of their current use, is detailed below:

First National Bank of Brewster / Southeast Town Hall

As the Village of Brewster grew rapidly in the later decades of the 19th century, the pressing need for banks brought a number of national branches to the municipality.¹¹ The First National Bank was established in the Village in 1875, with the son of Gail Borden serving as the bank's first president.¹² After going through several impermanent homes, the First National Bank building was finally constructed in the winter of 1885 - 1886, located right in the middle of the road, amidst a plaza at the point where Main Street widened to connect with Railroad Avenue. A Queen Anne building constructed from granite and Philadelphia red brick, the First National Bank building also displays a wrought iron ridge crowning a gabled slate roof.



**First National Bank of Brewster/
Southeast Town Hall**

Since 1965, the First National Bank has served as the Southeast Town Hall. However, Southeast officials feel they have outgrown the usefulness of this small space, which was never designed to accommodate offices, and are currently looking to relocate.¹³ The building, itself, was listed on the National Register of Historic Places in 1988,¹⁴ and is also rumored to have been listed with *Ripley's Believe it or Not*TM as the only bank to be located in the middle of a road.¹⁵

The First National Bank / Southeast Town Hall building is the first one sees after stepping off the train at the Brewster station, whether as a commuter or as a visitor to the

Village. However, due to its current function as town offices, the building is dark and desolate in the evening hours. Thus, the very building that can best serve as a welcoming beacon to the Village has, instead, the effect of making the Village appear lifeless in the night.

Old Southeast Town Hall / Southeast Museum

With the three previous town hall buildings having succumbed to fires in the 1880s, the existing Old Town Hall, designed by the New York City firm of Child & Diglot, was constructed in 1896. Notable architectural features of this colonial revival structure include the pressed metal sheets that adorn the ceilings and walls of the interior auditorium and the Colonial Revival facade. The Old Town Hall served as the seat of Town Government until 1965, when the Town offices moved to the First National Bank of Brewster building. Today, the Old Town Hall is considered the official Civic Center for the Town of Southeast, housing the Town's court, its primary meeting space, and the Southeast Museum, on its lower floors. The Old Southeast Town Hall building was listed on the National Register of Historic Places in 1979.



**Old Southeast Town Hall/
Southeast Museum Building**

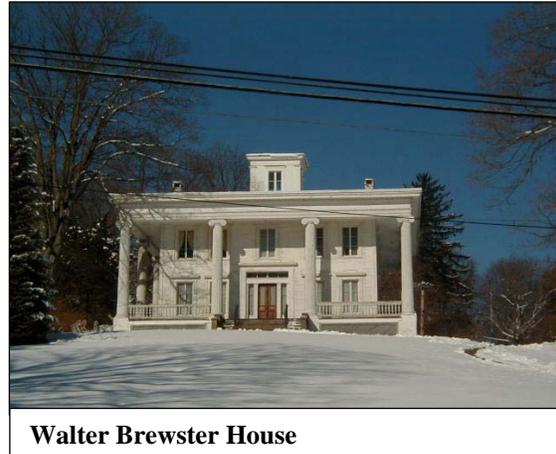
The Old Southeast Town Hall thrives as the Southeast Museum, a favorite for local Girl and Boy Scout groups, and also a mandatory stop for Village 4th Graders who are required to study local history as part of the school curriculum.¹⁶ The museum also provides programs and tours for senior citizen groups, lectures provided by the NY Council for the Humanities, and music festivals, ranging from Hip Hop to Polka, generally held in the front or back of the museum building.¹⁷ However, as expressed by the Director of the Town of Southeast, the Town court has simply outgrown the quarters for use as their civic center and courtroom. The courtroom, the fourth busiest court in New York State, is simply dangerous for both the judges and administrative assistants. As the building was never designed to accommodate a court, there are absolutely no spatial separations between people who are brought into the court and those who work there.¹⁸ While the demands of the municipality were smaller, the Old Southeast Town Hall structure served the purpose of the court. However, as the Town grew rapidly throughout the 1990s, they have simply outgrown use of this space.¹⁹

Over the years, much money has been invested in toward improvements to the Old Southeast Town Hall building, including extensive repairs to the facade and replacement of the roof. However, after some officials from the Village of Brewster indicated that the Village was considering plans to become a coterminous government, the Town of Southeast ceased investing in this structure. If the Village were to decide to become a coterminous government, it would no longer be reasonable for the Town to house its civic center within this building, and thus renovations were stalled.²⁰ As a result, the upper floors of the building, including the ornate auditorium, have remained unused and

have not been brought to code, in terms of structural and fire safety, as well as handicap accessibility.²¹

Walter Brewster House

A fine example of Greek Revival architecture, the Brewster House was built in 1850 by Walter Brewster. It is believed that Brewster himself was both the builder as well as the architect for this structure, although it is assumed that the design came from a builder's guide, which was a common practice of the era.²² The house has had several uses over the years. During the 1920's, the Walter Brewster house was converted into apartments, while it later served as the Knights of Columbus building until 1969. The structure was purchase by the Landmarks Preservation Society of Southeast in 1977, part of an effort spearheaded by Eleanor Fitchen, a local activist with a desire to save significant structures in the Town of Southeast.²³ Because many of the previous tenants had altered the interior to suit their needs (for example, stripping the interior of its original marble mantelpieces, which have since been donated back), on average, approximately \$35,000 has been spent, per room, to return the house to its original 1850 state.²⁴



Walter Brewster House

The Walter Brewster house was listed in the National Register of Historic Places in 1978. According to the President of the Landmarks Preservation Society of Southeast, “without this building we would not have any reference to associate us with Walter Brewster.”²⁵ At the time of the listing on the National Register, the Walter Brewster House was not being used and is thus listed as “vacant.” However, the house is currently home to the offices of the Landmarks Preservation Society of Southeast, and is open year round to visitors by appointment. The Walter Brewster House is furthermore open three weekends in a row during the Christmas Season for candlelight tours, while its lawn is used as a gathering space for tree lighting ceremonies. Additionally, the vast lawn of the Walther Brewster House is the proposed site of an upcoming Harvest Festival.²⁶ However, the President also commented that there is simply not enough staff or funds to have the house open year round without appointment, although some residents of the Village have expressed through interviews a sincere desire to see this structure become a more vital part of the community through full time staffing. With its expansive lawn and central location along Main Street, there is definitely potential for the Walter Brewster House to serve a more central role in the identity of the Village of Brewster.

Saint Andrews Episcopal Church

Built in the late Gothic Revival style, Saint Andrews was designed by two well-known architects of the day: Edward Pearce Casey and Arthur Durant Sneden. This 1901 granite building, a gift from local circus magnate Seth B. Howes, was built to replace a smaller wooden building constructed in 1881 on the same site.²⁷

In July of that same year, the church was almost entirely destroyed by fire. Work to rebuild the structure began almost immediately, and the newly renovated church was re-consecrated in 1903.²⁸

Notable architectural features include a prominent square tower, heavy buttresses, simple pointed arch openings, exposed hammer-beam roof trusses and stained glass memorial windows fabricated by the Tiffany trained artists Calvert & Kimberly.²⁹ Saint Andrews Episcopal Church was listed in the National Register of Historic Places in 1998.



Saint Andrew's Episcopal Church

Brewster Train Station

Dedicated in 1931, Oscar H. Merritt designed this Tudor style building, architect for the New York Central Railroad. It replaced the original station, built by Walter Brewster in 1849 to serve the Harlem Line Railroad. From the early 1870s until the late 1960s, New York Central Railroad operated on this line, providing essential freight and passenger service to New York City. Like the First National Bank Building / Southeast Town Hall, part of the significance of this structure is its position of visibility for the Village.³⁰



Brewster Train Station

Currently, the interior of the structure is being renovated and outfitted with much needed commuter services, including a cafeteria.³¹ -

The New York Milk Condensery

In 1864, Gail Borden constructed the New York Milk Condensery. In 1879, the plant expanded and a new brick structure was erected around the existing wood building. The Borden factory, which flourished for over fifty years, finally ceased production following construction of the Croton Reservoir System, which flooded much of the area's viable farmland early in the twentieth century. In 1935, the building itself was ravaged by fire. Thus, today, only part of the main factory building and a small outbuilding remain.³² The remaining structures are well maintained, and continue to serve as a rare link to the Village's early industrial boom. The Borden structures are currently home to a number of commercial establishments that front Route 22.



The New York (Borden) Milk Condensery

Brewster Public Library

A resident named Edith Diehl founded the Brewster Public Library in 1896. The first books of the library's collections were donated by local and New York City figures, as well as through solicitation to Brewster residents.³³ In 1932, the current Federal style building was constructed, with brick and limestone walls, with wood trim, and at a cost of \$30,000. The architect, Louis E. Jallade, is known for several prominent buildings throughout the northeast. Located on Main Street between Main and Marvin Avenue, the design of the library takes advantage of the sloping site to incorporate a garage necessary services (boiler room) into the basement plan.³⁴ Furthermore, a clubroom was built to the rear of the building, entered through a side door, which now serves as the Library's main entry.



Brewster Public Library

The Brewster Public Library is still located in the 1932 structure. Although a few changes have been made to adapt the building for use in modern times, it still stands very much as it did when first constructed. Although officially named the Brewster Public Library, this library serves the needs of residents throughout the Town as well.³⁵

Garden Street School

Originally built in the late 1800's, the first Garden Street School burned during one of the many Village fires, and was subsequently rebuilt in 1925. The school served as the sole educational facility in Brewster until the Henry H. Wells "High School" was built nearby in 1959. More recently, the Garden Street School has served as a K-5 elementary school facility, although both the fourth and fifth grades have since moved to alleviate overcrowded classroom conditions. Over the years, two additions were built to the 1925 structure. The existing building today stands as a 75 year old landmark for the District and the community.³⁶



Garden Street School

Other Historic Properties³

Further historic properties in the Village about which there is little documented information include:

- Putnam County Savings Bank: Incorporated in 1871 as the Putnam County's first savings bank, this 1911 neo-classical building is today a commercial structure known as the Comstock Building.³⁷
- Southeast House: Built c. 1890, this a 14-story brick building was once a hotel (52 Main Street).
- Cameo Theater: a 1940's, art-deco twin theater (63 Main Street)
- First United Methodist Church: 1863 (83 Main Street)
- First Baptist Church of Brewster: 1871 (56 Oak Street)
- Brewster Presbyterian Church: 1886 (108 Main Street)
- Bob's Diner: 1931 (27 Main Street)
- 92-96 Main Street: c. 1925
- 84 Main Street: c. 1890

*Nearby Historic Properties**Old Southeast Church & Old Doanesburg Schoolhouse*

Both the Old Southeast Church, as well as the Old Doanesburg Schoolhouse, are located just outside of the Village of Brewster, along Route 22 in the Town of Southeast. Originally constructed in 1794, the Old Southeast Church is the oldest place of worship in Putnam County. The church was listed in the National Register of Historic Places in 1972.³⁸ The Old Doanesburg Schoolhouse, which dates to the early 19th century, can be found as one approaches the Old Southeast Church. The one room-schoolhouse functioned as a school into the 1940's.³⁹ Both the church and the schoolhouse have been

³ This list is compiled from the list of historic properties found in both the "Downtown Revitalization Plan for Historic Brewster" as well as the 1990 Master Plan for the Village of Brewster.

restored and are currently owned by the Landmarks Preservation Society of Southeast. Today, the church serves as an as an ecumenical, music and educational center for both the Town and for the Village,⁴⁰ and is periodically host to musical and cultural events for all community members to enjoy. Both the church and the schoolhouse are open for touring on certain Sundays throughout the year.⁴¹

Purchased in 1892 by Seth B. Howes, a local circus entrepreneur, what was once a modest Romanesque residential home transformed over the course of ten years into a grand Tudor mansion, under the guidance of the New York City architectural firm of Rossiter and Wright. Large replicas of circus lanterns can be found at the perimeters of the lawns where circus animals once paraded. Located on Turk Hill Road in Southeast, the building has been restored by its current owner and occupier, the Delancy Street Foundation. It is one of the remaining links to the Village of Brewster's heritage as an important center for the circus industry.

Economic Assessment of Historic Properties

In general, there is little cohesion among the historic properties in the Village of Brewster. Assessed one by one, residents and visitors alike, are unlikely to understand the value of a series of individual structures as a cultural resource worthy of preservation. If viewed as a cohesive group, it is likely that people will come to recognize the wealth of historic structures as valuable, and important to maintain for future generations. Furthermore, studies conducted in neighborhoods around the country have shown that creating historic districts and protecting historic Main Streets has had the capability of enhancing and stabilizing property values in such areas. Although a positive correlation between increased property values and the landmarking historic properties or creation historic districts has not yet been proven, no study has ever demonstrated a historic district to reduce property values.⁴²

In order to gain a sense of the economic effect that proximity to Brewster's historic properties might have on land values within the Village, a spatial analysis was conducted to compare the mean of assessed land values within a 250-foot radius of Village historic properties, to the mean of assessed land values for the Village as a whole. The results of this study in fact showed that whereas the mean land value for the Village as a whole was calculated as \$2.22 per square foot, the mean assessed land value for just historic properties within the Village was actually higher at \$3.27 per square foot. Furthermore, the mean assessed land value for lots within a 250-foot radius of the site was \$4.02, more than 80 percent greater than the mean assessed value for the Village as a whole. It is important to note here that this study does not prove causation between proximity to historic properties and increased assessed land value. However, the study does indicate that there could in fact be a correlation between the two factors. (See Appendix D. Spatial Analysis of Assessed Land Values in the Village of Brewster for maps and a detailed methodology for this study).

Chapter 6. Built Environment Endnotes

- ¹ Hedman, Richard and Andrew Jaszewski. Fundamentals of Urban Design. Planners Press: American Planning Association, Washington DC: 1984. [105]
- ² Source: The National Trust for Historic Preservation web site at: <http://www.nationaltrust.org/primer/historic.html?cat=7>
- ³ Interviews with Village Engineer John Folchetti, conducted at the Village Offices (Village of Brewster), 208 East Main Street Brewster New York 10509: March 3, 2003.
- ⁴ The Hudson River Valley Greenway web site at: <http://www.hudsongreenway.state.ny.us/commcoun/commcoun.htm>
- ⁵ The Town of Bedford, Massachusetts web site at: http://www.town.bedford.ma.us/conservation/passive_rec.html
- ⁶ Ibid.
- ⁷ J. Robert Folchetti & Associates, L.L.C. Brewster Passive Recreation & Trails Project: 2002.
- ⁸ Howe, Abba Laura. Brewster Through the Years: 1848 - 1948. New York: Harbor Hill Books, 1982: Page 9.
- ⁹ Howe, Abba Laura. Brewster Through the Years: 1848 - 1948. New York: Harbor Hill Books, 1982: Page 10.
- ¹⁰ Interviews with Executive Director of the Southeast Museum Amy Campanaro, conducted at the Southeast Museum (Village of Brewster), 67 Main Street Brewster, New York 10509: March 1, 2003.
- ¹¹ Howe, Abba Laura. Brewster Through the Years: 1848 - 1948. New York: Harbor Hill Books, 1982: Page 14.
- ¹² John Gail Borden was founder of the Borden Condensed Milk Factory, which played a large role in the early development of Brewster.
- ¹³ Interviews with Director of Southeast Lois Zutell, conducted at the Southeast Town Hall, 1 Main Street Brewster, New York 10509: April 7, 2003.
- ¹⁴ The National Historic Register web site at <http://www.nationalregisterofhistoricplaces.com/NY/Putnam/state.html>
- ¹⁵ Interviews with Director of Southeast Lois Zutell, conducted at the Southeast Town Hall, 1 Main Street Brewster, New York 10509: April 7, 2003.
- ¹⁶ Interviews with Executive Director of the Southeast Museum Amy Campanaro, conducted at the Southeast Museum (Village of Brewster), 67 Main Street Brewster, New York 10509: March 1, 2003.
- ¹⁷ Ibid.
- ¹⁸ Interviews with Director of Southeast Lois Zutell, conducted at the Southeast Town Hall, 1 Main Street Brewster, New York 10509: April 7, 2003.
- ¹⁹ Ibid.
- ²⁰ Ibid.
- ²¹ Interviews with Executive Director of the Southeast Museum Amy Campanaro, conducted at the Southeast Museum (Village of Brewster), 67 Main Street Brewster, New York 10509: March 1, 2003.
- ²² The Preserve Putnam County web site at: http://www.preserveputnam.org/walter_brewster_house.html
- ²³ Risinit, Michael. "Southeast's Grande Dame Watches Over Putnam." The Journal News. December 1, 2002.
- ²⁴ Interview with Planning Board Member Matthew Holloway, via Email: March 28, 2003.
- ²⁵ Ibid.
- ²⁶ Ibid.
- ²⁷ Howe, Abba Laura. Brewster Through the Years: 1848 - 1948. New York: Harbor Hill Books, 1982: Page 105.
- ²⁸ Ibid.
- ²⁹ The Southeast Museum web site at http://www.southeastmuseum.org/SE_Tour99/html/saint_andrews.html
- ³⁰ The Southeast Museum web site at http://www.southeastmuseum.org/SE_Tour99/SE_Tour/html/brewster_station.htm
- ³¹ Maniace, Len. "Table for two with a Railroad Track View." The Journal News, June 10, 2002.
- ³² The Southeast Museum web site at http://www.southeastmuseum.org/SE_Tour99/SE_Tour/html/borden_s_milk.htm
- ³³ Howe, Abba Laura. Brewster Through the Years: 1848 - 1948. New York: Harbor Hill Books, 1982: Page 95.
- ³⁴ "Brewster Public Library, Brewster, New York." American Architect. January 1933.
- ³⁵ Interviews with Director of Southeast Lois Zutell, conducted at the Southeast Town Hall, 1 Main Street Brewster, New York 10509: April 7, 2003.
- ³⁶ The Brewster Central School District web site at: <http://www.brewsterschools.org/gss/about.html>
- ³⁷ Howe, Abba Laura. Brewster Through the Years: 1848 - 1948. New York: Harbor Hill Books, 1982: Page 14
- ³⁸ The National Historic Register web site at <http://www.nationalregisterofhistoricplaces.com/NY/Putnam/state.html>
- ³⁹ Ibid.
- ⁴⁰ The Southeast Museum web site at: http://www.southeastmuseum.org/SE_Tour99/SE_Tour/html/old_southeast_church.htm
- ⁴¹ Interview with Planning Board Member Matthew Holloway, via Email: March 28, 2003.
- ⁴² Donovan Rypkema, a consultant who studies the economics of preservation and author of The Economics of Historic Preservation (Washington: National Trust for Historic Preservation, 1994) as quoted in: Bauer, Matthew. "Use It or Lose It." Dollars & Sense of Historic Preservation. Spring 1995.

CHAPTER 7. ZONING AND LAND USE

Land use plans and zoning are key implementation mechanisms that a community can utilize to achieve its long-term vision for future growth and development. Long-term visions and objectives usually develop through the master planning process, during which the current and future desired state of a community is determined. Typically, the master planning process will result in the development of a land use plan that explicitly shows the desired future physical state of a community. Zoning regulations are then re-evaluated, updated, and aligned with the stated goals, objectives, and land use plan that a community has adopted in its master plan. It is important to note that land use plans and zoning regulations are tools to provide for *future* development and growth within a community and are not mechanisms to *constrict* or *freeze* development so that a community remains locked in its past or current state. Thus, zoning regulations should be made flexible and simple enough to allow growth to occur, yet maintain a degree of pliable control such that undesirable development does not occur.

To determine the degree to which the current land use patterns and zoning regulations are affecting development within the Village, the Studio team has conducted assessments of the existing zoning and land use conditions. The following assessments of these conditions, as well as of the proposed zoning code amendments, have served to inform the studio team's recommendations for future land use patterns and zoning changes in the Village.

Land Use

The existing arrangement of land uses within the Village has been determined through a land use survey. This survey, as well as observation of the Village, has shown that the Village displays a mix of residential, commercial, and other uses. Additionally, the Village maintains low-density development, with a Main Street area and sufficient open space, typical of 19th century American communities. The Land Use Map, Figure 7-1 below, shows the diversity of land uses interspersed throughout the Village. Additionally, this map also shows that very few undeveloped parcels remain in the Village. A breakdown of land uses by category is shown in Table 7-1 and Table 7-2, below.

Figure 7-1 Existing Land Use in the Village of Brewster

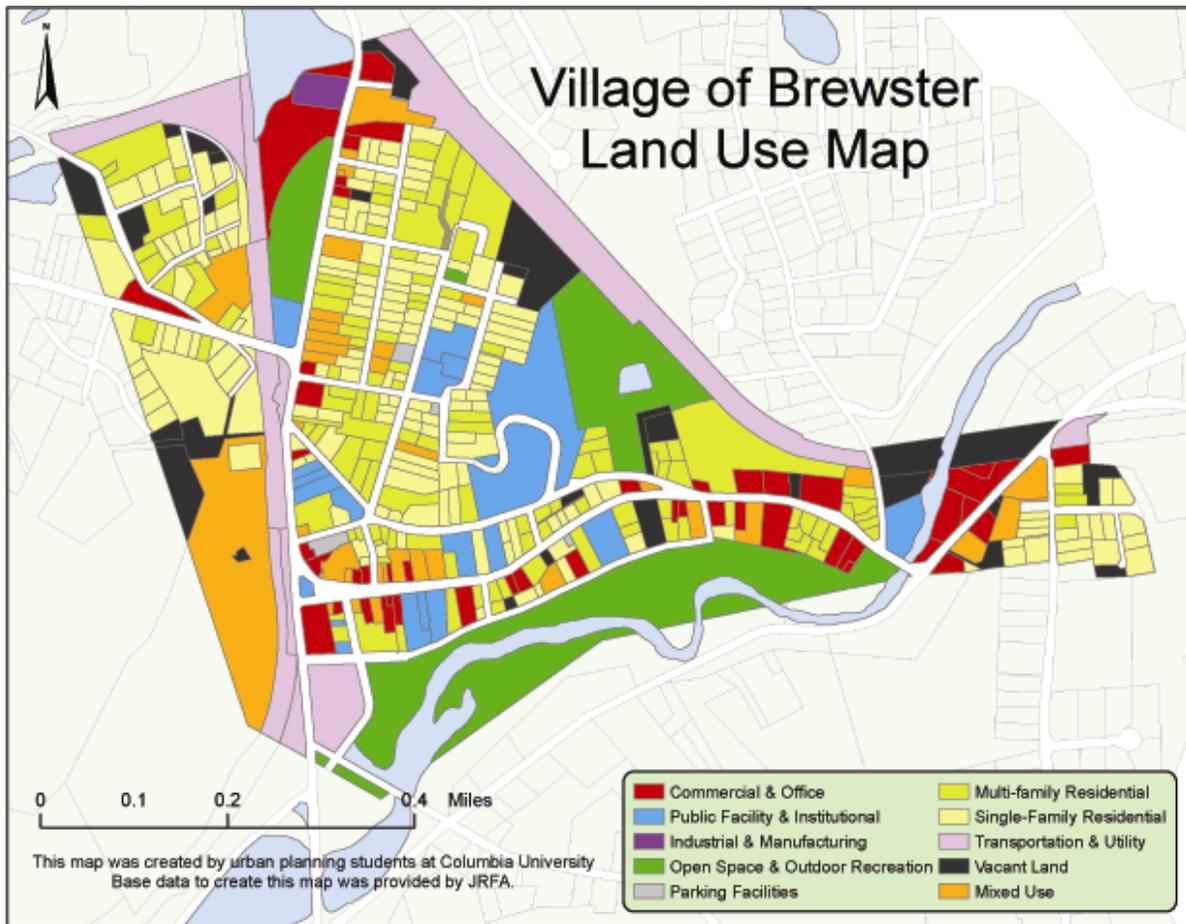
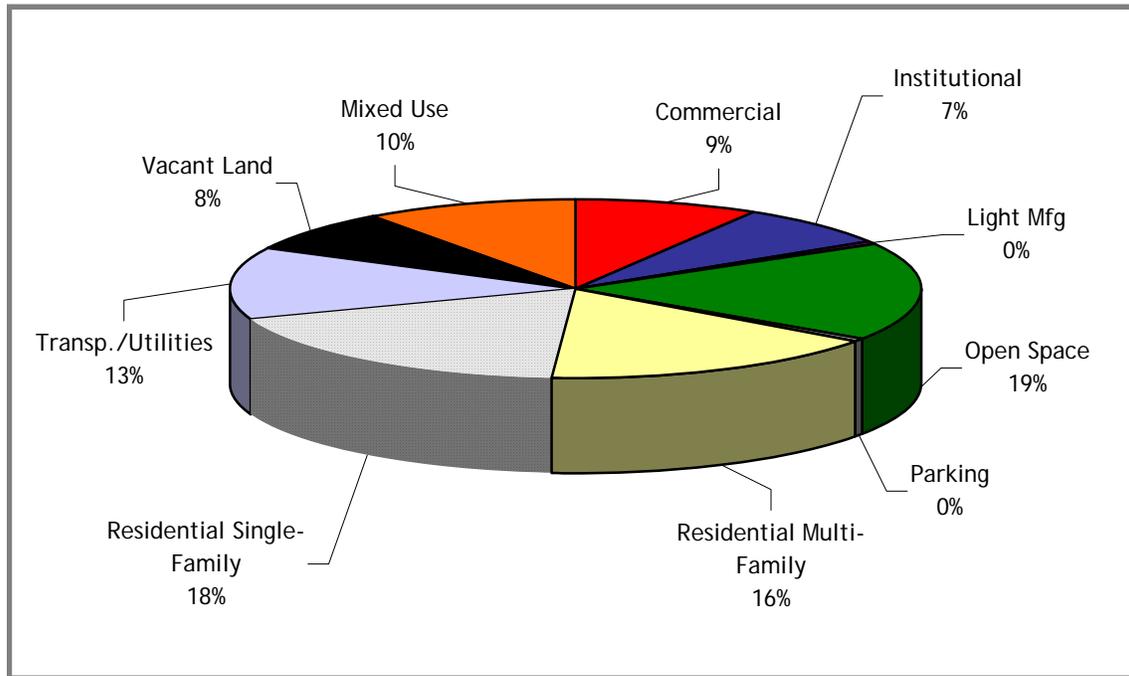


Table 7-1 Land Use by Type: Percentage of Total Land Area

Type of Use	% of Total Land Area
Residential Single-Family	18.43 %
Residential Multi-Family	16.28 %
Commercial	8.63 %
Mixed Use	10.03 %
Institutional	7.46 %
Light Manufacturing/Wholesale	0.49 %
Transportation & Utilities	12.87 %
Parking	0.33 %
Open Space & Outdoor Recreation	17.96 %
Vacant Land	7.52 %
TOTAL	100.00 %

Table 7-2 Land Use by Type: Percentage of Total Land Area



The majority of the land uses conform to the uses permitted within each zoning district. The exceptions to this include several auto repair shops located at the eastern end of the B-1 neighborhood business district that runs along Main Street, as well as one gas station located at the intersection of Route 6 and Railroad Avenue in the PB professional business district.

Residential

The principal land use is residential, accounting for 34.7 % of the total land area of the Village. In accordance with the zoning, the residential uses are primarily located in the R-75 zone, and consist of chiefly single-family and two-family dwellings. Two multi-family (apartment) dwellings are located in the downtown Main Street area, and two are located in the residential district to the northwest of the Village, west of North Main Street. In the Village center, residential units are located in the upper-floors of roughly 49 % of the structures. Additionally, a new senior center is being built on Main Street, just west of Marvin Avenue, which will contain 24 units.¹

Currently, the metering of residential buildings is underway. Metering is expected to regulate water usage to ensure the Village remains within the limitations specified by the New York City Department of Environmental Protection contract.²

Commercial

The commercial uses in the Village are primarily located along the two commercial corridors that run alongside Route 6 and Route 22. The Village center, at the junction of these two major roadways, is the traditional ‘downtown’ of the Village, containing a mix

of commercial, residential, and institutional uses. Commercial activity in the Village center is located just east of the train station, and extends approximately three blocks to the Walter Brewster House. The commercial uses in this area include several restaurants, a pool hall, taxi stands, delis, antique stores, as well as other retail uses. The land use survey found six ground floor retail storefront vacancies in the downtown Main Street area, most notably the Cameo Theater.

North of the Main Street downtown area, along the east side of North Main Street, is another commercial zone. In conformance with the PB professional business zoning, commercial uses in this area are professional offices, located within residences, as well as restaurants, delis, Kobacker's Supermarket, travel agencies, a liquor store, a gymnastics school, and a martial arts school. Additionally, one gas station is located at the intersection of Route 6 and Railroad Avenue, a non-conforming use in this commercial zone.

The final commercial zone is located at the eastern end of the Village, lining Route 22, within the B-2 commercial district. In conformance with the zoning, this area contains primarily highway commercial uses, and is dominated by automobile sales and repair stores. These types of commercial uses have spread into the eastern portion of the B-1 district along East Main Street, resulting in non-conformance in this area.

Institutional

Institutional uses account for 7.5 % of the Village land use. These uses include municipal offices, museums, schools, a library, and several churches, are dispersed throughout the Village. Village officials have voiced concern that the high degree of institutional uses in the Village significantly affects the tax revenues that can be collected.³

Parks and Open Space

As noted by the 1990 Village of Brewster Master Plan, the Town of Southeast owns the three existing park/recreation areas in the Village.⁴ These include the John E. Merkel Memorial Park, the Town of Southeast Public Park off Oak Street, and the Garden Street recreation area behind the Garden Street School. Currently, a plan is underway to convert the watershed area along the Croton River into a public park and passive recreation area. It is likely that some or all of the three commuter parking lots in this area will be transformed into open green space within this park.

Industrial

The Lakeland Merit Armstrong, Inc oil distribution facility is the only industrial use in the Village, which is located in the northernmost portion of the Village. It is unlikely that further industrial uses will locate within the Village, given the environmental constraints placed upon it by the watershed mandate.

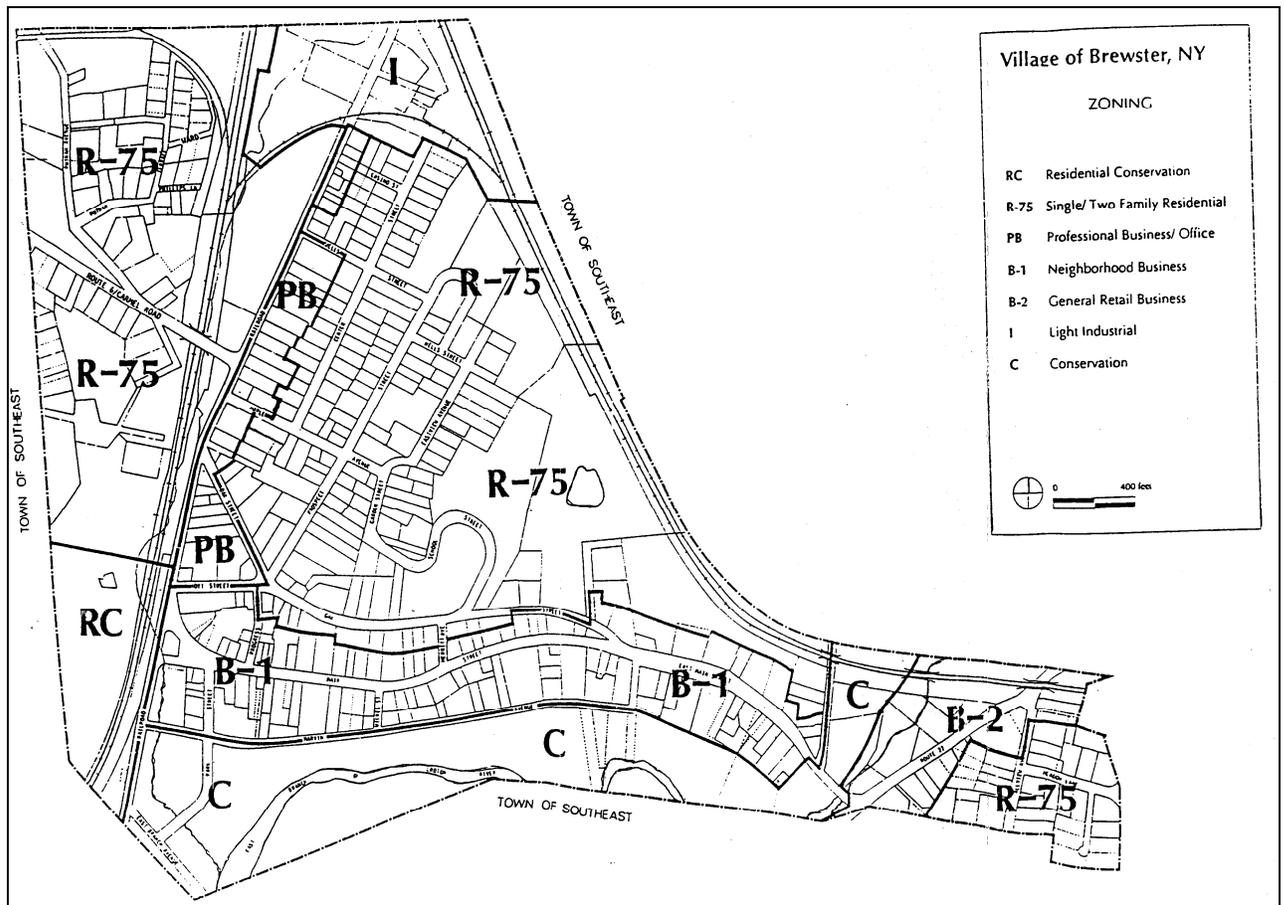
Vacant Land

As noted earlier, very few undeveloped parcels of land remain in the Village. These parcels are distributed throughout the Village. One of these vacant lots, located on Main Street, is currently being developed into a new senior housing complex. The remaining vacant lots are primarily located within residential zones, so it is likely that single- or two-family residential units will be developed on these parcels. These could be developed into businesses or offices that would provide the Village with needed services or increased ratables.

Zoning

The Village of Brewster Zoning Ordinance, originally adopted in 1970, was updated in April of 1999 to implement changes that were recommended in the 1990 Village of Brewster Master Plan. The boundaries of these are shown on Figure 7-2 Zoning Map below.

Figure 7-2 Village of Brewster Zoning Map⁵



Permitted uses, area and bulk regulations, and parking requirements are shown on the attached Figure 7-3 Existing Zoning Schedule below.

Figure 7-3 Existing Zoning Schedule⁶

Zoning Schedule Village of Brewster															
District	Permitted Uses	Special Permit Uses	Permitted Accessory Uses*	Minimum Lot Area (square feet)	Lot Size Width and Frontage (feet)	Minimum Yards			Maximum Building Coverage of Lot (percent)	Maximum Stories	Maximum Height (feet)	Density (d.u.'s per acre)	FAR	Parking Spaces	Open Space ² (s.f. per d.u.)
						Front (feet)	Side (feet)	Rear (feet)							
C	Conservation areas Recreation areas	Parking lots Single-family dwellings Institutions ¹ Public utilities Accessory single-family residential units	Garages Off-street parking and loading Home occupations/professional offices	40,000	100	25	15	35	5	2	35	0.5	0.05	2 per d.u.	50,000
RC	Single-family dwellings Offices	Institutions ¹ Public utilities Accessory single-family residential units	Garages Home occupations/professional offices	20,000	100	25	15	35	15	2½	35	2.5	0.10	2 per d.u. ²	1,000
R-75	Single-family dwellings 2-family dwellings	Institutions ¹ Public utilities Funeral homes Accessory single-family residential units	Garages/parking areas Home occupations/professional offices	7,500	60	20	12	35	25	2½	35	10	0.5	2 per d.u. ²	400
B-1	Retail Restaurants/taverns Personal services Offices Single-family dwellings ⁴ 2-family dwellings ⁴ Multifamily dwellings ⁴	Institutions ¹ Public utilities Hotels Museums/art galleries Business/vocational schools Bed-and-breakfasts/inns	Garages Off-street parking and loading	3,500	30	—	—	25	75	4	45	25	1.5	Retail/commercial/professional: 1 per 200 s.f. (ground floor) 1 per 400 s.f. (upper floors). 1.5 per multifamily unit	100
B-2	Retail Restaurants/taverns Personal services Offices Auto sales and services Gas stations Commercial garages	Warehouse/wholesale Building contractors Research facilities Public utilities Fast-food restaurants	Garages Off-street parking and loading	10,000	100	30	10	30	50	3	35	—	1.0	Retail/commercial/professional: 1 per 400 s.f.	—
PB	Personal services Offices Single-family dwellings 2-family dwellings	Institutions ¹ Public utilities Funeral homes Multifamily dwellings Bed-and-breakfast inns/inns	Garages Off-street parking and loading Home occupations/professional office	7,500	50	20	15 ⁴	15	40 ⁵	3	35	25 by special permit 10 as of right	0.8	Retail/commercial/professional: 1 per 300 s.f. 2 per d.u. 1.5 per multifamily unit	100
I	Light manufacturing General business Warehouse/wholesale Outdoor storage Research institutes/laboratories Retail Public utilities	Newspaper/printing plants Dry-cleaning plants Commercial laundry plants Heavy industry	Garages Off-street parking and loading	15,000	100	40	15	50	60	3	35	—	0.6	1 per 500 s.f.	—

NOTES:
¹ Institutions include churches/places of worship, schools, libraries, nursing homes, alternative care and day-care facilities.
² For home occupations, two (2) spaces are required in addition to the dwelling to which the use is accessory.
³ Open space does not include parking areas. It must be a usable recreation or landscaped area open to the air and may consist partly of required setback areas that are landscaped.
⁴ Residential uses are only allowed above the ground floor, except for detached single-family units.
⁵ Side yard requirements may be waived by the Planning Board.

⁴ An accessory use may not constitute more than twenty percent (20%) of the gross floor area of the principal permitted use. An accessory building may not be located in a front or side yard and must be a minimum of five (5) feet from the lot line.
⁵ Only one (1) building for principal uses is permitted per lot.

ABBREVIATIONS:
d.u. = dwelling unit
s.f. = square feet
FAR = floor area ratio

Zoning Districts

The current zoning districts within the Village are designated in Table 7-3, below.

Table 7-3 Zoning Districts

Zoning District	Description
R-75	Single / Two Family Residential
RC	Residential Conservation
PB	Professional and Business Office
B-1	Neighborhood Business
B-2	Central Retail Business
I	Light Manufacturing and Wholesaling
C	Conservation

The major portion of the Village is designated as R-75 single-family and two-family residential zones. These districts are located north of Main Street, spanning both the east and west sides of North Main Street, as well as in the far eastern portion of the Village, east of Route 22. The Zoning Ordinance allows accessory and special permit uses within this district, including private garages and parking areas, home occupations/offices, institutional uses, funeral homes, and public utilities. Structures within this zone are allowed a height of thirty-five feet or two and one-half stories. Maximum lot coverage is 25 %, with an FAR of 0.5. This low-density zone does contain primarily single- and two-family, two-story residential structures.

The RC residential conservation district is located in the southwest of the Village, to the west of the Brewster train station. As this area is adjacent to the NYC-owned watershed area, this district is zoned to be extremely low-density, with a minimum lot area 20,000 square feet, a maximum allowable lot coverage of 15 %, and a floor area ratio of 0.10. This low density maintains the environmental quality of the protected watershed, and commercial and industrial uses are not permitted within this area.

The Village currently contains three different business districts, located along the L-shaped commercial spine, comprised of Routes 6 and 22. The principal municipal and business center of the Village, along the length of Main Street, is the B-1 neighborhood business district. This district encompasses the western portion of Main Street, the Village center, which remains the hub of commercial activity within the Village. This district is zoned to maintain a mix of commercial and residential uses. Permitted uses include retail stores, restaurants, taverns, offices, upper-floor residential units, institutions, public utilities, hotels, museums, art galleries, and business and vocational schools. This commercial center is correctly zoned to allow higher densities than residential areas, with a floor area ratio of 1.50, and a maximum of four stories or forty-five feet.

Currently, all of Marvin Avenue is located within this B-1 commercial zone, and it remains an underdeveloped area. This area was previously zoned for multi-family dwellings, though this was changed, as the density of dwellings allowed under the previous zoning was too high, given its proximity to the protected watershed area. However, B-1 commercial zoning, which requires ground-floor retail, may not be appropriate for this area. With the recent addition of the sewerage system along Marvin Avenue, this area could now support residential development without undue harm to the watershed. Re-zoning to a lower-density multi-family residential district for this area should be considered.

The B-2 commercial business district, located in the far eastern end of the Village spanning Route 22, allows for larger-scale commercial uses than the B-1 zone, including automobile sales and service, gas stations, and commercial garages. Special permit uses within this district include warehouses, storage and wholesale establishments, research facilities, public utilities, fast-food restaurants, and bed-and-breakfasts/inns. This is a low-density district, with a maximum allowable lot coverage of 50 %, and a floor area ratio of 1.00. The character of this district, currently containing several auto sales and

repair establishments, varies quite significantly from the B-1 Main Street district. These highway commercial uses have sprawled into the eastern portion of the B-1 zone, significantly detracting from the small-town quality of the Village.

The third commercial district, the PB professional business district, is located along the eastern edge of North Main Street. This district allows for professional offices, personal service establishments, and single- and two-family dwellings, as-of-right. Special permit uses include multi-family dwellings, funeral homes, public utilities, institutions, and public off-street parking facilities. The allowed density of this area is in keeping with the surrounding residential areas, with a maximum allowable lot coverage of 40 %, and a floor area ratio of 0.80.

The one remaining industrial use within the Village is located in the Industrial district at the northern edge of the Village. Permitted uses within this zone include light manufacturing, warehousing, wholesale businesses, storage yards, research institutions or laboratories, retail stores, and public utilities. Special permit uses include newspaper printing establishments, dry-cleaning plants, commercial laundry plants, and heavy industry. Floor area ratio in this district is 0.60, and performance standards apply to establishments in this district. These performance standards prohibit offensive dust, dirt, fly ash, smoke, noise, odors, gases, fumes, vibration, and waste discharge.

The southern edge of the Village is located on New York City-owned watershed land. In order to protect the quality of the watershed lands, this area is zoned as a Conservation district. The as-of-right uses include conservation areas and recreations areas. Special permit uses include parking lots, public utilities, institutions, and single-family dwellings. Allowable density is extremely low, with a maximum allowable lot coverage of 5 % and a floor area ratio of 0.05. The majority of this area remains open space. The new wastewater treatment facility is to be built in this district.

Site Plan Approval

All zoning districts, excepting the two residential districts, are subject to site plan approval that is conducted by the Planning Board under Article 170-17 of the Zoning Ordinance. The site plan approval process specifically outlines requirements for ecological considerations, such as mitigation of erosion, protection of critical areas and existing watercourses, and management of stormwater runoff, as well as for the preservation of historic and scenic sites “insofar as practicable.”⁷

Nonconforming Uses

Article 170-22 of the Zoning Ordinance prescribes regulations for non-conforming uses within the Village. The most notable of these regulations is that

“No nonconforming building or structure, no nonconforming portion of a building or structure, and no building or structure containing a nonconforming use shall be reconstructed or restored after damage by fire or other casualty to an extent greater than fifty percent (50 %) of its value above the foundation...”⁸

Parking and Loading

Off-street parking and loading regulations are specified for various uses in Article 170-14 of the Zoning Ordinance, and are shown in Figure 7-3 Zoning Schedule above. Currently, only one size of parking space is defined, with dimensions of nine feet by twenty feet. The residential and conservation districts require 2 parking spaces per dwelling unit, while the parking regulations in the business districts range from 1 space per 200 square feet to 1 space per 400 square feet of retail/commercial/office. Additionally, loading spaces for business, industrial, or hospital uses are required for structures that have a gross floor area over 4,000 square feet.

The Zoning and Land Use Committee recognizes the impracticality of currently mandated off-street parking requirements in the Zoning Ordinance for residential and mixed-use buildings in the CBD facing Main Street between Wilkes and Hoyt Sts. Relaxation of requirements for residential uses as well as a listing of requirements for commercial users would help mitigate this problem. Relaxation of off-street parking should also be considered for other commercial and mixed-use districts.

Residents in many residential neighborhoods in need of even temporary parking find that on-street parking in their neighborhood is almost as nonexistent as it is in the CBD, either because of the narrow and short streets or because of parking restrictions imposed by the Village to prevent commuters from parking on local streets. A potential solution involves a permitting system entitling, for example, each lot owner to one residential parking permit.

Chapter 7. Zoning and Land Use Endnotes

¹ Risinit, Michael. (31 January 2003). "Brewster Approves Senior Complex Start." *TheJournalNews.com* <http://www.thejournalnews.com/newsroom/013103/b0131brewsenior.html> (9 April 2003).

² NYC Department of Environmental Protection and Village of Brewster Contract of April 2000(Draft).

³ Interviews with: John Gillen, Trustee of the Village of Brewster. February 24, 2003; Neale Riely, Chairman of the Village of Brewster Zoning Board. March 6, 2003.

⁴ Village of Brewster Master Plan, Buckhurst, Fish, Hutton, Katz, Inc. (New York: January 1990), 18.

⁵ Chapter 170 From the CODE of the Village of Brewster, General Code Publishers Corp Rochester, New York 14624 April 1999.

⁶ Chapter 170 From the CODE of the Village of Brewster, General Code Publishers Corp Rochester, New York 14624 April 1999.

⁷ "Chapter 170: Zoning." Village of Brewster Code. April 1999. p. 17064-17065.

⁸ *Ibid.*, p. 17076.

CHAPTER 8. GOVERNANCE

The study of the Village of Brewster's existing governance conditions focuses on the issues that influence the Village's ability to determine its destiny: legal status and powers, tax structure, and officially budgeted revenues.

Legal Status and Powers of the Village

The Village of Brewster is an incorporated village located within the territorial limits of the Town of Southeast, which, in turn, lies within Putnam County, New York.¹ Given this legal status, the Village of Brewster is not an agent of the Town of Southeast despite existing completely within its boundaries. The Village is a political subdivision of the State of New York,² as well as a municipal corporation with several key powers, including the power to own, buy, sell and lease property, the power to contract, and the power to intervene in any action or proceeding in any court.³

The New York State Constitution sets the framework for these and other powers, specifically in Article IX, which regulates local governments (i.e. e. counties, cities, towns, and villages). Pursuant to §1 and 2 of this article, the Village also has the power to apportion its cost of a governmental service or function upon any portion of its area,⁴ the power to adopt local laws (since it can have a legislative body elected by the people of the Village),⁵ and the power to adopt and amend local laws not inconsistent with the provisions of the Constitution or any general law relating to property, affairs or government of the Village.⁶

1 Buckhurst Fish Hutton Katz Inc. and Jacquemart Associates Inc. Village of Brewster Master Plan. New York, 1990.

2 Mack v. President and Trustees of School Board of Village of Briarcliff Manor, 1939, 171 Misc. 165, 11 N.Y.S.2d 311.

3 As per §1-102 of the Village Law, the Village has the power to:

To take, purchase, hold, lease, sell, and convey real and personal property, as the purposes of the Village may require.

To take by gift, grant, bequest or devise and hold real and personal estate absolutely or in trust for any purpose of the Village or for any public use (upon the terms or conditions prescribed by the grantor or donor, and accepted by the Village), and to provide for the proper administration of the same.

To take unconditionally by gift, grant, bequest or devise for any other purpose any real or personal property or estate or interest therein, to hold the same for only such time as is reasonably necessary to sell, convey or to dispose thereof, and to so sell, convey or dispose thereof; notwithstanding that the holding of such property is not for a Village purpose or for a public use.

To contract and be contracted with, to sue and be sued, to complain and defend, and to institute, prosecute, maintain, defend, and intervene in, any action or proceeding in any court.

⁴ The exercise of this power requires State enabling legislation (Article IX, §1(g) of the New York State Constitution).

⁵ All Village officers whose election is not provided for by the New York State Constitution are elected by the people of the Village, or appointed by Village officers as may be provided by law (Article IX, §1(b) of the New York State Constitution). Village residents also vote for officials in the Town of Southeast (Buckhurst Fish Hutton Katz Inc. and Jacquemart Associates Inc., Village of Brewster Master Plan, New York, January 1990).

⁶ Other relevant right, powers, privileges, and immunities of Villages under Article IX, §1 and 2 of the New York State Constitution:

The power to agree with the federal government, a state or one or more other governments within or without the state, to provide cooperatively, jointly or by contract any facility, service, activity or undertaking which each participating local government has the power to provide separately. The exercise of this power requires State enabling legislation (Article IX, §1(c) of the New York State Constitution).

According to Village officials, the Village has full legal capacity to carry on its purpose and functions, and to exercise its legal powers. However, the recent grants for infrastructure improvements carry certain responsibilities the Village must observe. For example, the 240,000 gallon per day limitation on wastewater to be treated at the updated treatment plant.⁷ If the Village exceeds these flow limits it will incur substantial monetary penalties. The future viability of the Village could be impaired if this situation occurs regularly.

Organizational Structure

The chief elective officials in the Village are the Mayor and the four Trustees, who along with the Mayor constitute the Village Board of Trustees.⁸ The term of office for the Village Board of Trustees is two years. The Trustees run on a staggered term, with elections held every year. The Mayor furthermore appoints the Village Clerk/Treasurer for a two-year term of office.⁹

The Village of Brewster employees are the following: Mayor, four Board of Trustee members, Village Attorney, Village Clerk/Treasurer, Deputy Clerk/Treasurer, two Clerks, Village Justice, Acting Village Justice, Justice Court Clerk, Building Inspector, Fire Inspector, Highway and Water Superintendent, three Laborers, and three Parking Enforcement Officers.¹⁰

The power to take by eminent domain private property within its boundaries for public use together with excess land or property (but no more than is sufficient to provide for appropriate disposition or use of land or property which abuts on that necessary for such public use), and to sell or lease that not devoted to such use. The exercise of the power of eminent domain and excess condemnation by a local government outside its local boundaries requires State enabling legislation (Article IX, §1(e) of the New York State Constitution).

The immunity from being prohibited by the State legislature:

To make a fair return on the value of the property used and useful in its operation of a gas, electric or water public utility service, over and above costs of operation and maintenance, and necessary and proper reserves, in addition to an amount equivalent to taxes which the service, if privately owned, would pay to it.

To use such profits for payment of refunds to consumers or for any other lawful purpose.

The power to adopt and amend local laws not inconsistent with the provisions of the Constitution or any general law relating to the following subjects, whether or not they relate to the property, affairs or government of the Village, except to the extent set forth by the State legislature:

(i) The powers, duties, qualifications, number, mode of selection and removal, terms of office, compensation, hours of work, protection, welfare and safety of its officers and employees.

(ii) The membership and composition of its legislative body.

(iii) The transaction of its business.

(iv) The incurring of its obligations.

(v) The presentation, ascertainment and discharge of claims against it.

(vi) The acquisition, care, management and use of its highways, roads, streets, avenues and property.

(vii) The acquisition of its transit facilities and the ownership and operation thereof.

(viii) The levy, collection and administration of local taxes authorized by the legislature and of assessments for local improvements, consistent with laws enacted by the legislature.

(ix) The wages or salaries, the hours of work or labor, and the protection, welfare and safety of persons employed by any contractor or sub-contractor performing work, labor or services for it.

(x) The government, protection, order, conduct, safety, health, and well-being of persons or property therein.

Except in the case of a transfer of functions under an alternative form of county government, a local government does not have the power to adopt local laws which impair the powers of any other local government.

⁷ Interview with Deputy Mayor of the Village of Brewster John Degnan, conducted via phone: February 14, 2003.

⁸ §3-301 of the Village Law.

⁹ Interview with Village Clerk/Treasurer Cathy A. Mannfolk, conducted in writing: April 8, 2003.

¹⁰ Interview with Village Clerk/Treasurer Cathy A. Mannfolk, conducted in writing: April 8, 2003

The Mayor appoints the members of the Planning Board and the Zoning Board of Appeals. Each board is comprised of a chairperson and four members. Each has a five-year staggered term.

Taxation Issues

Village residents pay five forms of local taxes: Village Tax, School District Tax, Volunteer Fire Department Tax, Town Tax, and County Tax. The total tax levy for the Village for 2002 was \$443,903.17. The Town of Southeast Tax Assessor assesses these taxes. The Town’s Tax Receiver collects the School District, Town, and County Taxes, and the Village Clerk/Treasurer collects the Village Taxes.¹¹

The total tax levy for the Town of Southeast in the tax year 2002 was \$1,702,385 (for the Town outside the Village). The Village levy for the same year (\$443,903.17) was 26% of the Town’s tax levy. This represented a \$23,347 (or 5.51%) increase with respect to the Village levy in tax year 2001. The budgeted Village levy for tax year 2003 is \$496,341

(\$52,438, or 11.81% more than the amount budgeted for 2002).

The current tax rates are as follows:

Table 8-1 Current Tax Rates

<i>Tax</i>	Rate¹³
Village	5.440973/\$1,000 ¹²
School District	(Homestead Rate) 18.71664/\$1,000 (Non-Homestead Rate) 23.08447/\$1,000
Volunteer Fire Department	0.44950/\$1,000
Town	(Homestead Rate) 0.69338/\$1,000 (Non-Homestead Rate) 1.042762/\$1,000
County	2.304318/\$1,000

Village Revenues

Beyond the land tax revenue increase as explained above, the Village 2002 – 2003 budget does not set forth material increases in the revenue items that are customarily budgeted by the Village. Parking lot/garage income and refuse/garbage charges, the second and third largest items in the Village revenue budget respectively, will remain the same as they were in 2002 (\$200,000 and \$205,000 respectively). In addition, the Village 2002 – 2003 budget provides a 22.2% decrease with respect to its fourth largest item (fines and forfeited bails, from \$90,000 to \$70,000).

11 Interview with Tax Assessor of the Town of Southeast William J. Ford, IAO AAS, conducted in writing: February 2003.

12 According to the Village’s 2002 – 2003 Budget, this rate will be decreased to 5.2231/\$1,000 for the 2003 tax year.

13 These rates are per \$1,000 of assessed value for the 2002 levy year.

The Village's current income budget includes two items that had not been included before: taxi fees (\$6,000) and a \$100,000 "Interfund Transfer for Debt Service." The 2002 – 2003 Village budget provides for a \$159,244 revenue increase as compared to the 2001 – 2002 budget. These revenues do not include, nor are they ever commingled, with any income deriving from sales of water or the imposition of penalties regarding the use of water supplied by the Village.¹⁴

¹⁴ This income is accounted for in a Water Fund Budget that handles only items that deal with the water system throughout the Village. Salaries and contractual work dealing with the water system are exclusively paid out of this fund. Interview with Village Clerk/Treasurer Cathy A. Mannfolk, conducted in writing: April 8, 2003.

CHAPTER 9. ANALYSIS

Introduction

The preceding existing conditions represent our findings after completing the research and data collection phase of the studio project, that is, from the end of January 2003 to the end of April 2003. The analysis of these findings is the basis for our recommendations. We prioritized several key focus areas within each sub-team as the project went from the research and data collection phase to the analysis phase. These areas are detailed below under each section. The studio then moved forward with more in-depth research and evaluation of these particular issues to ultimately arrive at our final set of recommendations for the Village.

Analysis of the existing conditions provided us with three overarching themes. First, the Village of Brewster is distinct. Its role in conservation, dynamic diversity, and sense of place make it special. Secondly, the Village is complex given the challenges of its political situation at the regional level and the need for physical, social, and economic revitalization. Third, the Village has potential that lies in its environmental opportunities, human capital, and identity formation around its walkable scale. These themes locate provide the backdrop for our analysis, and subsequently, our recommendations.

Team Analysis

Demographics

An analysis of the Village's demographic data, as furnished by the U.S. Census Bureau, provides a setting to understand current characteristics and future trends that will enable the Studio team to make well-informed recommendations that are consistent with the needs of the community.¹ While demographics can give us insight into the community fabric, they also enable us to compare trends and conditions within the municipality to those of its surrounding context. With this breadth of demographic information, we are then able to answer questions such as whether the issues faced by the Village are unique to its community, or whether they fall within the general pattern of the region. Or whether there are current conditions in the Village that were not present in the past, that suggest trends for the future. An analysis of the demographic information provided by the U.S. Census Bureau allowed us to answer these questions and incorporate our findings into our recommendation, particularly those in the area of economic and community development

The demographic conditions within the Village of Brewster are indeed distinct from the surrounding town and regional contexts. These findings suggest that whereas cooperation between local and regional entities is essential, the specific needs of the Brewster population differ greatly from those of its surrounding areas.

For example, according to the 2000 U.S. Census, whereas both Putnam County as well as the Town of Southeast were recorded as more than 90% white with regards to race (94% and 93% respectively), the Village of Brewster is only 79% white in race. . (see *existing conditions: demographics*). Similarly, whereas Putnam County and Southeast were only 6% and 8% Hispanic or Latino in composition, 32% of the Village of Brewster population (694 people) identified themselves as Hispanic or Latino in 2000. Additionally, the Village of Brewster was 57% male and 43% female at the time of the 2000 Census, which is directly opposite from the Town and County, which both have more females. Also, the median age of the males in the Village is significantly less than females, by 6 years, a difference that is less marked on both the town and county levels. This body of demographic data is wholly consistent with Village perceptions of a large immigrant community that is unique to the confines of the municipality.

Our comparison of data from both the 1990 and 2000 U.S. Census indicate that the population differences between Brewster and its surrounding context are a relatively recent phenomenon. For example, approximately 52% of the foreign born population was reported as having entered the Village of Brewster between 1995 and March of 2000. This statistic is supported by the findings of the 1990 Census, which indicate that in 1990 only approximately 10% of the population of the Village, Town, and County was reported as foreign born. By 2000, the Village reported a 32% foreign-born population, whereas the Town and County remained only 10% foreign-born. Patricia Perez, Coordinator of Community Affairs for Putnam County, has asserted that the census numbers do not, in fact, adequately capture the actual number of immigrants in Brewster because, in addition to many immigrants not counted in the last census, there are new people coming to the Village every month.² This jump in the foreign-born population demographics is therefore a possible trend that will continue in the future.

The Studio studied other demographic characteristics as well, including household income, linguistic isolation, and workforce characteristics, all which indicated a large foreign-born population (see *Existing Conditions: Demographics*). These demographic variables, along with the aforementioned gender, race, and age variables make the Village Stand apart from its surrounding areas. This has led us to highlight these variables and focus on them in the construction of recommendations around community and economic development.

Community participation and equitable representation of all groups provide key opportunities for the Village. Our findings are significant because they help define a market for economic development, identify trends of population assets and needs, and track income levels. They further represent possibilities for grants and monies from a variety of public and private sources. The Village's distinctive community character is an asset that can also be utilized to celebrate arts and culture through events and a variety of retail opportunities that could make the Village an attractor and set it apart from surrounding places.

Economic and Community Development

The demographics of the Village provided the Economic and Community Development team with an initial data source, specifically with respect to socioeconomic variables. In addition, a commercial survey was conducted to document the Village's business establishments, especially those located on Main Street. Workforce characteristics and community participation were identified through research, observations and interviews with officials, community members, and business owners.

Economic potential

Main Street was identified as a valuable asset, with a total of 62 commercial establishments, representing personal services, retail and eating establishments, as well as professional offices, such as architect and law offices. Vacancies along Main Street were also noted.

The current economic activity on Main Street caters directly to the Village community. However, it does not appear to meet all the retail and service needs of the residents according to the surveys and interviews. In order to become a destination point, economic activity must reach out to the residents of the Village and the adjacent areas to draw from their customer base. There appear to be two options for expanded economic activity. First, the Village can find a niche to help create an identity in the region. For example, a niche can be shaped around arts and entertainment, including varying restaurant choices and theater or other nighttime entertainment. Second, the small business owners in the Village can diversify their business activity by offering additional establishments that cater to either certain segments of the population or the entire community. For example, serving the commuters from the Brewster Metro North train station could consist of providing commuter oriented businesses that provide quick services. The Village contains a significant number of parking spaces to accommodate increased capacity of visitors who drive.

The investigation described above was conducted to look for strategies to make the Village a destination point with business attractors that draw people to the Village. Consideration was given to businesses and services that would best cater to the existing community, as well as those living outside the boundaries. This analysis informed recommendations for compatible zoning uses along Main Street.

Workforce characteristics

There is a diverse workforce in the Village of Brewster. Key components of this workforce were identified as commuters, immigrant laborers, professionals that work in the Village, and small business owners. Given this diversity, the skills base of the existing work force is heterogeneous, with each component thereof having shared as well as independent needs and assets. The Village of Brewster has the opportunity to capitalize on this workforce, as well as link the community residents to education and career training resources.

The professionals that work in the Village can play a vital leadership and mentoring role for high school aged children in the Village. Connecting high school students through after school internships or summer employment with the professionals will provide students with the opportunity to learn about different careers. Student involvement in the professional activity in the Village will spur a commitment to their life-long learning and a sense of community, as well as promote an understanding between what the adults in the Village do and their connection to the future of the children in the Village.

The Village has the opportunity to capitalize on the commuting workforce that is using the Brewster Metro North station. Many of these commuters are walking up to the station from one of the parking lots (or being dropped off in the front of the station) and returning to their car in the evening, without visiting any of the businesses along Main Street. This situation presents an economic opportunity. There are vacancies located along Main Street that are prime locations for commuter services. These locations can be filled with businesses that cater to the needs of this workforce, as well as the community as a whole.

The immigrant laborer workforce contributes to the strong economic activity on Main Street, by visiting the businesses and contributing strongly to the economic base. Also, working with and linking the immigrant laborer workforce to education and career services (see Chapter 4. Economic and Community Development) can enhance their quality of life, provide prospects for career advancement, and afford them marketable skills.

Small business owners and entrepreneurs in the Village should be encouraged to occupy vacant storefronts on Main Street. There are numerous resources for small business owners available in the State of New York, such as the Putnam County Economic Development Corporation. The Village can work with similar agencies and organizations to determine how to attract viable businesses to the vacant space located along Main Street.

Community development

All communities have groups that provide social assets that benefit all residents, as well as issues that should be addressed to improve the overall quality and standard of living within the community. The Village of Brewster is no exception. Information gleaned from the workforce diversity and the community participation model provided the team with strategies for capitalizing on portals of entry into community participation, as well as a greater understanding of the synergies and characteristics of each group to achieve full community participation.

The team has researched the needs of each of these groups and identified the unique contributions that each bring to the Village in order to recommend future actions that can celebrate the diversity of the community while remaining concurrent with the goal of economic growth.

Housing

The homeownership rate, as seen in the demographic data, is very low in the Village of Brewster as compared to the Town of Southeast and Putnam County. Owning a home for persons with low incomes or persons with little or no equity is not a reality. However, research has noted that there is a nonprofit organization that serves Putnam County that may be able to contribute to making homeownership a reality in the Village of Brewster. The Putnam County Chapter of Habitat for Humanity helps to build housing for persons with low incomes, works to alleviate substandard housing conditions, and promotes homeownership.³ This organization can be a valuable resource to the Village's community, since it can work with people who are interested in buying a home to secure such homeownership.

On the other hand, the demographic information reveals that the Village contains a large portion of multifamily housing stock. This is a valuable asset, as the Village is the primary holder of affordable rental housing in the county. This places the Village in a strategic position in the county addition, there is a 24 unit senior housing structure being constructed along Marvin Avenue. This housing will provide comfortable living for the growing senior citizen population.

The team's overall analysis of housing indicates that the Village has a substantial stock of affordable, rental housing.⁴ Continued investment and analysis of the housing would be appropriate, especially within the confines of the watershed agreement.

Natural Environment

Analysis of the natural environment included consideration of the long history of the Croton Watershed, the Village's relationship with the New York City (NYC) Department of Environmental Protection (DEP), and the current and future infrastructure changes within the Village boundaries.

Unique situation

The current ownership and subsequent property transfer of the wastewater treatment plant from NYC to the Village is a unique situation for a watershed community like Brewster. Through discussion with Village officials and the DEP, the team has ascertained that the Village's distinct geographical location, development of the built environment, and strategic motivation of Village officials has provided the Village with the opportunity to construct a new wastewater infrastructure system with aid from NYC DEP in order that the Village fulfills the mandate of watershed protection. This enables the Village to enter a whole new era of participation within the watershed, bringing with it obligations and requirements that must be fulfilled.⁵

Complex contractual agreements

The Village of Brewster has a complex contractual relationship with NYC, given its role as an environmental steward of the Croton Watershed. The requirements of this stewardship include limits on the amount of wastewater produced, routine monitoring of wastewater management and treatment facilities, and stormwater management regulations that will guide development and redevelopment strategies within the Village.

The Village must also maintain relationships and discussions with the DEP, the Department of Environmental Conservation, and other agencies in regards to such environmental stewardship.⁶

Need for optimal strategy

From this point, the team identified a need for the development of optimal strategies that include main points in which the team will make recommendations. The points that were identified are the following: understanding and applying the obligations of the contractual agreements, public education and community inclusion in discussions of watershed protection, innovative design solutions that represent ecological stormwater and architecture projects, and the need for regional cooperation within the boundaries of the watershed. Findings from this team have been used to inform recommendations for all of the teams, as it has become increasingly evident that considerations of the environment will continue to shape the economic, community, and development growth within the Village. Decisions made about optimal governance strategies have taken into consideration the past successes of the dedication and motivation of officials, as well as the need for improved relations around issues of large scale watershed protection.

Watershed conservation is a regional issue that crosses political jurisdictions. Cooperation between municipalities is imperative to the welfare of the watershed and the maintenance of the rights and obligations set out in the Watershed Memorandum of Agreement effective as of 1997.⁷ The Croton Planning process was established under the rules and regulations of the Watershed Memorandum of Agreement in which Putnam County was actively involved. Each municipality in Putnam County, including the Village of Brewster, developed individual comprehensive plans, under common guidelines, which were compiled by the County. This grass roots approach allowed each town or village to address the issues at the local level.⁸ Upon completion of these plans, a cooperative effort must be made to ensure success and implementation of conservation strategies in the most effective and efficient manner.

Regional watershed management has also proven to be economically efficient, often resulting in cost savings. By combining the efforts of multiple jurisdictions, conservation can be shared. This includes responsibilities for monitoring, issuing of permits, reporting, and coordinated education efforts.⁹ Conservation approaches consistent with the boundaries of the watershed rather than municipal boundaries can engage agencies from all levels in order to coordinate and streamline costs. By coordinating their efforts, communities and agencies can complement and reinforce each other's activities, avoid duplication, and leverage resources to achieve greater results.¹⁰

Infrastructure

Traffic and pedestrian circulation

The infrastructure team has researched options to make traffic flow more efficient throughout the Village, through analysis of past studies, interviews with Village officials, and a studio traffic study. In conjunction with the Economic and Community team, the infrastructure team has attempted to forecast the impact of a one-way Main Street traffic conversion. Analysis of current conditions has taken into consideration optimal traffic

flow for economic and community development, environmental issues, and conditions of the built environment. Findings suggest that there is a need for greater pedestrian and traffic circulation throughout the entire Village in order to enhance the Main Street and Village economy. This occurs through the improvement of the visibility and accessibility of commercial areas with traffic calming measures and encouragement of pedestrian traffic through sidewalk upgrades and crosswalk construction. The conversion of Main Street to one-way would not alleviate the economic concerns of Main Street, and actually has the potential to increase traffic speeds and discourage pedestrians from walking along the corridor.

Parking

Parking has been acknowledged as a current asset for the Village, bringing in significant amounts of tax revenue annually. Among other aspects of parking, we have analyzed the amount and type of parking in the Village, the impact on impervious surface, and legal considerations.

Through research involving meetings with Village officials, the Metropolitan Transit Authority, gathering empirical data, and interviews with community members, the studio team has attempted to identify the optimal concentration of parking within the Village. The analysis has taken into consideration the changes in the number of spaces that will occur with the construction of the new wastewater treatment plant. Findings have also shown that the Village currently has parking spaces available in their commuter lots and there is no current waiting list for Village parking permits, while other stations in the vicinity do have waiting lists.¹¹ This signifies either a lack of demand or current inaccessibility of parking within the Village. Further analysis, outside the scope of this studio team's work, must be performed to identify the true demand for parking. The studio believes that this has significant implications on policy decisions that will affect the role of the Village in the future.

Parking and the Village proposal for a parking structure are also constrained by environmental considerations and the contract between the Village and the NYC DEP. Analysis of the contract illustrates a legal process, involving requirements for the construction of the parking structure that precedes the building process. However, further analysis is recommended before design and construction of a parking structure are undertaken. Under contractual agreement, the Village must work with the NYC DEP to secure the required permits for construction on the lot behind Bob's Diner. Before this process begins, construction of the sewage system and wastewater treatment plant must be complete. Furthermore, if issued, the NYC permit is "revocable" in that the DEP holds the right to seek reconveyance of the property with two years notice.¹²

Potable water system

The infrastructure team collected primary data on the potable water system that serves the Village of Brewster. Through this data collection, including interviews with the Village Engineer and the Village Superintendent of Public Works, the team identified potentially serious quality issues with the system.¹³ In sum, the pipes in the network are old, insufficient in size, and most likely tuberculating. The condition of the four wells, with

one well offline, is cause for concern, as the wells run continuously showing the difficulty of keeping the water tank at full capacity. The most serious consequence of a sub par water system is insufficient fire protection, particular in terms of water pressure. It is believed that the age and condition of the pipes is limiting the flow available at certain hydrants.¹⁴ By authorizing the design of a new water distribution system, pump house, & wells, the infrastructure team feels that the Village is taking a step in the right direction towards solving these problems.

Zoning/Land Use

Analysis of current land use and zoning conditions, the proposed changes, and a land use survey have provided the basis for recommended actions. Zoning recommendations have been informed in conjunction with the economic and community development and built and natural environment teams. Zoning is a tool with which to help guide future development within the Village to provide for optimal land use that is concurrent with a vibrant economy and healthy environment.

Current land use and zoning conditions

Findings suggest that residential uses are by far the largest land use within the Village. About 66% of the total number of lots within the Village contains either single- or multi-family residential uses. This is followed by commercial uses, which account for 11% of the total number of lots. The area of mixed-use land use is most prevalent along the Main Street corridor, though the entire Village exhibits a wide mix of uses. Analysis of current zoning and land use were used to determine the impact on the past and current growth.

Focal points

Interview and observations have identified several focal points within the land use and zoning area that deserve attention. The first and most prominent of these focal points is the need for a long-term planning vision and strategy that is consistent with sustained environmental and economic viability. The Village of Brewster can leverage the restrictions placed upon it by the watershed mandate to create an environment where visionary, innovative planning can take place, and should implement strategies such that growth can occur despite the restrictions on increasing stormwater and wastewater discharge.

In fact, the Village can look to many other communities that are already implementing such innovative plans and strategies, in line with the current planning concepts such as sustainable development, smart growth, and New Urbanism, which seek to maintain balance between economic growth, environmental quality, and social and economic equality for all citizens.^{15,16} The mixed-use quality of the Village is a key asset in this regard, as mixed-use communities have been shown to discourage automobile dependency, create vibrant activity throughout the day, and increase pedestrian access and opportunities for all members of society, including young children, the elderly, and lower-income residents. This type of development has become highly desirable for many communities today, and many single-use neighborhoods are converting to mixed-use zoning, including Santa Monica, San Diego, and Davis in California, and Portland, Oregon¹⁷. In terms of this type of innovative planning, the Studio has developed key

recommendations to encourage the Village to implement creative stormwater management, impervious surface mitigation, and green building regulations within the zoning code.

The team investigated several land use and zoning opportunities that were deemed important through observation and analysis of interviews. Opportunities include simplification of the zoning code and easing of the development process within the Village, while retaining a certain degree of flexible control. The unique scale of the Village gives it an opportunity to capitalize on its function as a walkable node, fostering a mixed-use community that encourages community participation to work towards an environmentally sustainable Village. As mentioned above, consideration for innovative stormwater management and sustainable architecture and design also presents an opportunity for increased growth within the Village that is consistent with environmental standards and requirements. These possibilities may also open up avenues for grants and funding from both public and private agencies.

Built Environment

The built environment team used research and observational techniques, as well as information gleaned from our personal and professional interviews, to identify key elements of historic value and urban design potential within the Village of Brewster. Closer analysis of the data collected, as detailed below, led us to an understanding of the assets and liabilities of the Village, and helped guide us in making our recommendations. The wealth of open space, the walkable scale of the community, and the presence of historic properties in the Village, when combined, give enormous opportunities for improvements that will impact the environment, economy, and community within the Village.

Cohesion among historic properties

Through our personal and professional interviews, and independent research of historic properties and preservation in the Village of Brewster, the Studio identified that Brewster has an incredible number of historic properties for a village of its size. The Walter Brewster House, Saint Andrew's Episcopal Church and even the Garden Street Elementary School, comprise a short list of examples. Unfortunately, the Studio team also discovered that the Village's historic properties are not well integrated into the Village fabric, nor are they integrated with one another. Without a cohesive system, residents and visitors are unlikely to understand the value of a series of individual structures as a cultural resource worthy of preservation. Coordination among the individual areas, and specific among key points within the Village, can serve to bring better definition to otherwise unappreciated areas.¹⁸ Thus, if viewed as a cohesive group, it is more likely that people will come to recognize the wealth of historic structures as valuable, and important to maintain for future generations.

Historic districting

Preservationists have come to believe that preservation of the built environment offers a community a sense of continuity, a record of changing visions and values, while the presence of historic structures adds complexity and richness that would be missing if an

area's building stock were entirely modern.¹⁹ The National Trust for Historic Preservation (NTHP) offers broad guidelines for helping communities to determine whether their building stock is worthy of preservation. According to NTHP, some buildings are important architecturally and aesthetically, and our communities would be less attractive without them. Others are worth saving because they still have potential for good use, including innovative adaptations to new uses. Lastly, some places are worth saving because they offer us an important link to a past that might otherwise be forgotten.²⁰ Fortunately, Brewster's historic properties are rich in all three of these elements.

Studies conducted in neighborhoods around the country have shown that creating historic districts and protecting historic Main Streets has had the capability of enhancing and stabilizing property values in such areas.²¹ In this way, it might truly benefit the Village of Brewster, economically as well as culturally, to consider creating a historic district within the limits of the municipality. In our recommendations, the Studio details why this possibility ought to be further explored.

Urban Design

In order to analyze the information collected, and gain a better understanding of the assets and liabilities associated with the built environment the Village, the built environment team used a combination of visual survey techniques and information obtained from our personal and professional interviews. A visual survey is an observation technique that enabled us to identify elements of the Village's unique urban form, while also noting discordant elements.²²

As part of the visual survey exercise, each member of the Studio team was asked to draw a schematic plan that identified their individual interpretation of key elements within the Village. Within any municipality, experiences ranging from sights and smells, to social interactions and experiences, affect each individual in a unique way.²³ From this set of experiences, a person builds a mental picture of the parts of a city, their physical relationship to one another, and their hierarchy in the larger picture.²⁴ Thus, the result of such an exercise is typically a collective picture of the physical realities of an area, as commonalities are identified with regards to both area assets and elements in need of improvement.²⁵ The built environment team took the results of this analysis as part of our basis for determining which areas of urban design most needed to be addressed in the Studio's recommendations.

An understanding of both resident and professional perceptions, are another essential part of understanding the urban design character of a neighborhood. For this reason, data collection for the built environment team also included a wide breath of interviews, including talks with local, town and regional officials, as well as professionals with a range of expertise. These interviews offered us insight into local perceptions and expert knowledge regarding issues of urban design in the Village that might otherwise have remained hidden from conducting a visual survey alone. Common elements that were discussed in these interviews were extracted during the interview analysis, and selected for further study during the recommendations phase.

As a result of our urban design analysis, the Studio team determined that the Village of Brewster is fortunate in the number of urban design assets it has. The Village has green space, as it is home to two Southeast municipal parks, as well as the future park along the East Branch of the Croton River. In an era where open space is continuously lost in the name of development, Brewster has a great opportunity to capitalize on these assets. The Studio team, however, noted that the two existing parks, Wells Park and Markel Park, are currently underutilized Village resources, only open seasonally, with chain link fences prohibiting them from being fully integrated with the rest of the Village fabric. Open space areas have the capacity to enhance living by offering a setting for neighbors to share common experience,²⁶ while offering a contrast to the chaos of modern life.²⁷

The studio identified pedestrian possibilities within the Village as a major asset that has served to inform many of the recommendations that the studio team has presented. Most people, in performing routine tasks, are willing to walk only about a half-mile.²⁸ Hence, the Studio determined that at a half-square mile in area, the Village of Brewster is indeed on a walkable scale, with an easily accessible and highly centralized Main Street core. A train station serves the pedestrian population, providing opportunities and resources for people without the need for a car. The Village has the opportunity to enhance these elements within the framework of its distinct existing conditions.

Based on criteria for enhancing walkable communities, as put forth by the National Center for Bicycling and Walking, the Studio team has identified distinguishable corridors in which improved urban design connections would increase the pedestrian traffic on both the Village and Main Street levels.²⁹ Regionally, the team has identified strategies for connecting across Village boundaries in order to effectively link with a regional bike and pedestrian system that will encourage greater flow into Main Street and other significant areas in the Village.

Governance

The analysis of the Village of Brewster's existing governance conditions shows that the Village is legally entitled to several key powers that allow it to determine its destiny as an autonomous local government. However, this autonomy is not absolute: it must be understood within the "home rule" constitutional system of the State of New York.

This system is entrenched in the history and culture of the State³⁰. It is based on the constitutional acknowledgement of local autonomy by the State of New York. The Constitution seeks to preserve the principle of local self-government for cities, towns, and villages by continuing right of these entities to select their local officers with general functions that have always belonged to such offices, as long as the powers remain local³¹. In sum, the "home rule" system gives local governments control over environmental, economic, and social issues, limiting local autonomy, however, to the powers granted by the State legislature³².

In addition to the limitations posed by this "home rule" context, the Village has a specific contractual limitation: the 240,000-gallon per day limitation on the flow of wastewater to

be treated at the updated treatment plant³³, as per the agreement executed with the DEP in 2000. Thus, physical development within the Village must be cognizant of this contractual obligation. Non-compliance with this obligation can make the Village incur in steep penalties before the DEP.

Analysis of the taxation and officially budgeted revenues issues shows that the Village faces financial constraints that limit its capacity to act. Although Village residents pay five different forms of taxes, the only tax revenue that is directly collected by the Village is the Village Tax³⁴. The Village's total tax levy for the year 2002 was only \$443,903.17, while the total tax levy for the Town of Southeast in the same year was \$1,702,385 (for the Town outside the Village). Village Tax revenues represented almost 40% of the Village's total revenue budget for the year 2002 (\$1,114,238), and represent almost roughly the same percentage for the year 2003 total revenue budget (\$1,273,482).

Members of the Village administration questioned the existing tax structure between the Village and the Town during their interviews³⁵. In their view, it is necessary to reassess and change this structure in a way that establishes a true proportionality between the taxes paid by Village residents and the quantity and quality of services that they receive from the Town and Putnam County. In part, the annexation – coterminous government strategy proposed by the Village administration seeks to address this issue: increase Village Tax revenues and ensure proportionality between taxes paid and services received by Village residents.

Interestingly, the Town of Southeast also perceives that the existing tax structure between the Village and the Town can be improved. The Town sees that some services are paid two times through taxes to both entities. These services could be integrated and paid for once by Village and Town residents (e.g. highway department, courtrooms)³⁶.

Now, the annexation issue can be analyzed from two perspectives: one considers the budgetary implications of annexation, the other considers the practicality of the annexation procedure. With respect to the first perspective, the annexation of lands to a local government entity has clear budgetary impacts for both the annexing government as well as the affected government. The gain/loss of land implies the gain/loss of taxable real estate property, and consequentially, the gain/loss of real property tax revenue. As our existing conditions section shows, this is a central issue to determine the overall public interest of an annexation procedure. What is the impact of this gain/loss of resources within the context of the overall benefits that can be generated by the annexation of lands? If the overall benefits exceed the loss of revenue by the affected government, the annexation of lands is viable. If the loss of revenue (and its subsequent impacts on taxation of the remaining territory of the affected government) exceeds such overall benefits, the annexation of lands is not viable.

Furthermore, the courts have ruled that the annexation of lands is viable if the process results in tangible benefits to such lands (and its inhabitants, if applicable). In most cases, these benefits consist of the provision of services by the annexing government, especially water and sewage. The courts have dismissed annexation when the lands to be annexed

derive no tangible benefit from the process. In other words, the annexing government is expected to provide a benefit to the lands to be annexed, which in turn implies budgetary efforts from such government to provide those benefits.

In regards to the practicality of the annexation procedure, analysis shows that annexation is a complicated process. The New York State Department of State has acknowledged this complexity and the rigorousness of the applicable legal requirements, which make annexation difficult to complete by municipalities³⁷. Annexation becomes even more complicated to complete in the Village's case, given its existing political environment. The success of an annexation process depends largely on the political decision and proactive attitude on the part of both the Village and the Town. A lack of this mutual agreement can render the annexation process long and expensive for either party. The possibility of having the process defined by a court of law adds further uncertainty, since a final ruling can take up to a couple of years³⁸.

On the issue of coterminous governance, "going coterminous" is clearly an attractive alternative for the Village's purposes. First of all, the Village would "secede" from the Town. As a consequence, it would have a more "hands-on" intervention in the managing and allocation of taxes.

However, the Existing Conditions section of this report shows that a successful coterminous government initiative requires the approval by 2/3 of the voting power of the county board of supervisors and of the majority of the qualified electors of the town. As is the case with an annexation initiative, the success of a coterminous government proposal is not entirely dependent on the Village's will: such success is determined by the sovereign decisions of third parties. Given the foregoing, the final outcome of a coterminous government proposal can become uncertain, expensive, and complex for the Village.

The future of Village governance

Given the findings of the governance team, recommendations have been made for the Village to approach its two main governance issues (i.e. increase of ratables/maintenance of identity; change of relationship with the Town of Southeast) in a different way.

There is an imbalance of power between the Village and the Town. This imbalance can be explained largely by the difference in economic strength between the two governments, and consequentially, the difference in leveraging and lobbying power at the County level. However, instead of furthering a long-standing contentious relationship by engaging in long, expensive, complicated, and uncertain processes (annexation and coterminous governance) to "turn the table" on this imbalance of power, the Studio group considers that the Village should seek to improve its relationship with the Town of Southeast. The Studio group's perception is that the Town is open to this alternative, specifically in regards to the improvement of the tax structure and the joint provision of services, as well as in the collaboration in respect of the environmental stewardship obligations that apply to both governments³⁹.

A better relationship with the Town can result in mutual benefit. These benefits include possibilities for the joint provision of governmental services (thus decreasing operational expenses), investment, utilization of a vibrant Main Street corridor, and greater efficiency in watershed education and protection.

In addition, New York State law offers an array of governance alternatives that can be implemented by the Village to increase its ratables, without having to pursue the annexation-coterminous government strategy. It is necessary that the Village explore these alternatives carefully and undertakes the one that best fits its needs and expectations.

Finally, the Studio team acknowledges the distinct ability of the Village, as a singular independent entity, to acquire funds for the provision of public goods and services. While recognizing the capability of the Village government, the team has also identified areas in which improvement will have possible positive results.

Interview Analysis

Key issues concerning Village residents and officials were identified through an interview analysis, which extracted the commonalities between the 27 total interviewees. The research team obtained interviewee information from the original group of people suggested by the Village Board of Trustees. Many other interviews were made by extension of background research. While the actual number of interviews is relatively small, the broad scope of the topics and expertise found in the interviews is notable. The analysis represents key concerns as perceived by those individuals who are stakeholders in the Village. The results, illustrated in the chart at the back of the analysis section are grouped from highest number of times mentioned to fewest. They identify the most common issues as aesthetics and urban design improvements, infrastructure improvements, commuters, retail variety, the immigrant and day laborer community, and the regional relations with the surrounding town, county and outside agencies.

While recognizing those issues of concern among residents and officials, it is also notable to identify topics that received little focus or attention. Issues of historic preservation, community participation, the watershed contracts, and culture and art were discussed less during these particular interviews. Interestingly, the Studio Group has identified the historic buildings as an underutilized resource as well as an incredible asset for the Village. Similarly, we consider that the watershed contracts and issues surrounding watershed and community wide environmental education need to be addressed at the Village level. Finally, given the wide diversity of residents in the Village, there is an opportunity for the Village to capitalize on arts and culture through organized events and a greater variety of businesses.

Vision Construction Analysis

To aid the studio team in achieving a vision for the Village of Brewster, a collective drawing exercise was undertaken by the team members, whereby each one was encouraged to physically draw what they envisioned for the Village, based on our

analysis of the key issues. The result of this visioning exercise was the notion that the Village of Brewster can be conceived on three levels: Main Street, the Village, and the Region. This three-level approach represents a strategy by which the Village can work starting from the local level of Main Street, identified by the studio as a key corridor, and expand outwards by creating greater physical and social connectivity with the Village and the Region.

Main Street Vision Analysis

Today, changes in the Village have made Main Street less attractive for the casual pedestrian. Poor circulation, broken sidewalks, and a lack of evening activity make Main Street appear disjointed, from North Main to the most eastern point of East Main Street. The disappearance of essential services, such as a drug store, post office, and bank branch, have also served to make Main Street less vital to Village residents, who are more likely to visit the Route 22 corridor for their shopping needs.⁴⁰ A perceived lack of parking close to the commercial center of Main Street, defined as the area between Railroad Avenue and Wilkes Street, has only further served to deter shoppers from this area.⁴¹ As the studio team observed, particular points of attraction along the Main Street corridor are not evident to the casual pedestrian, either during the day, or in the evening hours.

These key concerns have guided us in the formation of a physical vision for Main Street that addresses urban design, governance, and economic and community development, by creating three nodes of activity interspaced throughout the corridor. In other words, the Studio team has sought to combine this urban design effort within a framework of community and economic development, as well as improved governance. We consider that this can encourage the celebration of arts and culture on Main Street and promote effective communication between the Village and the Town of Southeast. Urban design recommendations made within this greater framework will result not merely in increased enjoyment and activity on Main Street, but will also add to the economic, social and political vitality of the Village.

Village Vision Analysis

The Village vision draws from our observations and preliminary findings that suggest the need for greater connectivity between key points within the Village. These connections should focus on Main Street as the core center for activity and move outwards, encouraging pedestrian traffic within the entire Village, utilizing its truly walkable scale. A lack of pedestrian accessibility creates a rift between Village residential areas and the commercial strip, while open space and historic areas are difficult to access most of the year. Coordination among the individual areas can serve to bring better definition to otherwise underutilized areas.⁴²

Beyond these physical linkages, social connections would also serve to bring better cohesion throughout the Village, by encouraging interaction among diverse groups of peoples. To encourage these social linkages, the Village should endeavor to create greater community participation through more Village-wide events. To foster the Village

identity, the Studio believes that community participation should particularly focus on increased environmental awareness, which responds to the Village's prominent position on the watershed, and the celebration of arts and culture, like the residential participation in the first two Brewster Projects and the upcoming Brewster Art Event.⁴³

Regional Vision Analysis

The Village of Brewster should establish stronger ties to the surrounding town and region. This is of vital importance for the protection of the watershed, and additionally important in order for the Village to establish itself as a significant regional node. Given the Village of Brewster's increased role in watershed conservation it becomes very important to cooperate with surrounding towns and villages within the Croton watershed to ensure ultimate protection. While it is important to forge regional ties with surrounding communities, the Village has an opportunity to create physical links through connection with the proposed bike paths. These linkages will attract bikers into the Village, bringing them into the system of parks within the Village and also to Main Street. These regional connections are tied in with the recommendations for greater connectedness within the Village and on Main Street. Given these new regional linkages, the Village has the opportunity to become an attractor for recreation and education, while encouraging economic activity along Main Street.

Table 9-1 Interview Analysis Chart

Topics	Numbers of interviews where topics discussed
Improvements to Infrastructure	18
Aesthetic or Urban Design Improvements for Main Street	16
Retail Variety on Main Street	13
Regional Relations	13
Commuters	12
Immigrant and Day Labor Communities	12
One-way Streets	11
Zoning or Re-zoning	11
Parks	11
Infrastructure Maintenance Contracts	10
Needs More Parking	8
Traffic Flow	8
Village as a Destination	8
Historic Identity	8
Village Revenues Ratables	8
Government Structure	8
Communication within the Village Government	8
Potable Water	8
Overcrowding	7
Culture and Art	7
Marketing of the Village	7
Multi-Family Housing	6
Public Outreach and Education	6

Topics	Numbers of interviews where topics discussed
Affordable Housing	5
Has Enough Parking	5
Transportation Hub	5
In Favor of Historic Preservation	5
Perception of the Village	5
Capital Improvement Plan	4
Immigrant Employment Canter	4
Favorable View of Watershed and Infrastructure Contracts	4
Negative View of Watershed and Infrastructure Contracts	4
Amount of Non-taxpaying Entities in the Village	4
Against Historic Preservation	2
Community Participation and Involvement	2

Chapter 9. Analysis Endnotes

- 1 The U.S. Census Bureau web site at: <<http://www.census.gov>>
- 2 Interview with Patricia Perez, conducted in the Village of Brewster: February 25, 2003.
- 3 Putnam County Habitat for Humanity <http://users.multipro.com/pchabitat/>
- 4 U.S. Census Department <http://www.census.gov>
- 5 Interview with John Folchetti, Village Engineer: February 24, 2003
- 6 Draft Contract between The Village of Brewster and the NYC Department of Environmental Protection, April 2000
- 7 www.ci.nyc.ny.us/html/dep/html/agreement.html (New York City Department of Environmental Protection)
- 8 Interview with Michelle Powers, Principal Planner, Putnam County Planning: April 7, 2003
- 9 http://www.cwp.org/community_watersheds.htm (Center for Watershed Protection)
- 10 <http://www.epa.gov/owow/watershed/why.html> (US Environmental Protection Agency)
- 11 This information was garnered through informal phone calls to the parking commissioner at Croton Falls and Brewster North Metro North stations.
- 12 Contract between the Village of Brewster and the New York City Department of Environmental Protection, Draft April 2000 (Section 4d1 and 4d2)
- 13 Interview with Dan Crawford, March 3, 2003 and Interview with John Folchetti, February 24, 2003
- 14 Interview with Dan Crawford, March 3, 2003
- 15 Scott Campbell, "Green Cities, Growing Cities, Just Cities?" in Scott Campbell and Susan S. Fainstein, eds. Readings in Planning Theory, Rev. edit (Oxford: Blackwell, 2003), 437.
- 16 Further information on these concepts can be found in the following texts and websites, as well as many others: Smart Growth – *Smart Growth Online*. <http://www.smartgrowth.org/Default.asp?res=1024>. New Urbanism – Andres Duany, Elizabeth Plater-Zyberk, & Jeff Speck, Suburban Nation: The Rise of Sprawl and the Decline of the American Dream (New York: North Point Press, 2000); *CNU: Congress for the New Urbanism*. <http://www.cnu.org/>. Sustainable Development – *Sustainable Development Online*. <http://www.sustdev.org/>.
- 17 The American Planning Association, *The Practice of Local Government Planning*, 3rd Edition (Washington D.C.: International City/County Management Association, 2000), 360-361.
- 18 Hedman, Richard and Andrew Jaszewski. Fundamentals of Urban Design. Planners Press: American Planning Association, Washington DC: 1984. Page 92
- 19 Ibid. Page 35.
- 20 The National Trust for Historic Preservation web site at: < <http://www.nationaltrust.org/primer/historic.html?cat=7>>
- 21 The National Trust for Historic Preservation web site at: < <http://www.nationaltrust.org/>>
- 22 Spreiregen, Paul. The Architecture of Towns and Cities. McGraw-Hill Book Company, New York: 1965. Page 49-50.
- 23 Ibid. Page 50.
- 24 Ibid.
- 25 Ibid.
- 26 Hedman, Richard and Andrew Jaszewski. Fundamentals of Urban Design. Planners Press: American Planning Association, Washington DC: 1984. Page 53.
- 27 Ibid. Page 71.

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- 28 Spreiregen, Paul. The Architecture of Towns and Cities. McGraw-Hill Book Company, New York: 1965. Page 49-50.
- 29 The National Center for Bicycling and Walking web site at: <<http://www.bikefed.org/>>
- 30 New York State Department of State. Origins of Local Authority. Online at: http://www.dos.state.ny.us/cstl/final_draft_html/tech_report_htm/institutional_framework/localgovt/origins_lg.htm. February 23, 2003.
- 31 Lanza v. Wagner, 1962, 11 N.Y.2d 317, 229 N.Y.S.2d 380, 183 N.E.2d 670, appeal dismissed 83 S.Ct. 177, 371 U.S. 74, 9 L.Ed.2d 163, certiorari denied 83 S.Ct. 205, 371 U.S. 901, 9 L.Ed.2d 164, People ex rel. Town of Pelham 1915, 215 N.Y. 374, 109 N.E. 513.
- 32 New York State Department of State. Origins of Local Authority. Online at: http://www.dos.state.ny.us/cstl/final_draft_html/tech_report_htm/institutional_framework/localgovt/origins_lg.htm. February 23, 2003.
- 33 Interview with Deputy Mayor of the Village of Brewster John Degnan, conducted via phone: February 14, 2003.
- 34 Interview with Deputy Mayor of the Village of Brewster John Degnan, conducted via phone: February 14, 2003;
- Interview with Village Attorney Gary Kropkowski, conducted at his private office: March 1, 2003; Interview with Village Clerk/Treasurer Cathy A. Mannfolk, conducted in writing: April 8, 2003; Interview with Tax Assessor of the Town of Southeast William J. Ford, IAO AAS, conducted in writing: February 2003.
- 35 Interview with Deputy Mayor of the Village of Brewster John Degnan, conducted via phone: February 14, 2003; Interview with Village Attorney Gary Kropkowski, conducted at his private office: March 1, 2003.
- 36 Interview with Town Supervisor Lois Zutell, conducted at the Town of Southeast offices: April 7, 2003.
- 37 New York State and New York State Department of State. Village Dissolution. James A. Coon Local Government Technical Series. March 1998. Online at: <http://www.dos.state.ny.us/lgss/pdfs/village.pdf>.
- 38 Interview with Deputy Mayor of the Village of Brewster John Degnan, conducted via phone: February 14, 2003; Interview with Village Attorney Gary Kropkowski, conducted at his private office – in the Village of Brewster: March 1, 2003.
- 39 Interview with Town Supervisor Lois Zutell, conducted at the Town of Southeast offices: April 7, 2003.
- 40 Interviews with Director of Southeast Lois Zutell, conducted at the Southeast Town Hall, 1 Main Street Brewster, New York 10509: April 7, 2003.
- 41: Interviews with Mark Anderson, conducted at the Village Offices (Village of Brewster), 208 East Main Street Brewster New York 10509: February 24, 2003.
- 42 Hedman, Richard and Andrew Jaszewski. Fundamentals of Urban Design. Planners Press: American Planning Association, Washington DC: 1984. Page 92
- 43 Interview with Christopher Ho, conducted at Columbia University, New York, New York 10027: March 9, 2003.

VISION FOR THE VILLAGE OF

AN **HISTORIC COMMUNITY** ABOUT AN HOUR NORTH OF NEW YORK CITY, THE VILLAGE OF BREWSTER IS IN THE MIDST OF A **DRAMATIC RENAISSANCE**. NEW WATER AND SEWER LINES, ARTFUL RENOVATIONS OF CLASSIC HOMES AND BUILDINGS, PEDESTRIAN-FRIENDLY STREETS AND A SCENIC SETTING WILL MAKE BREWSTER A VITAL 21ST-CENTURY **BUSINESS AND CULTURAL DESTINATION**. WHERE ELSE IN FIVE MINUTES CAN YOU WALK TO A FINE LIBRARY, A FAST COMMUTER TRAIN AND A WORLD-CLASS TROUT STREAM?

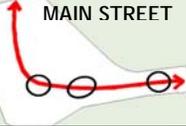
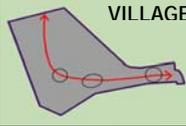
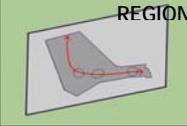
TO FULLY REALIZE BREWSTER'S RICH FUTURE, RESIDENTS MUST MAKE THE MOST OF A UNIQUE BLEND OF **RURAL AND MODERN ASSETS**. WITH ACCESSIBLE, SMALL-TOWN GOVERNMENT AND STRONG COMMUNITY SPIRIT, THE VILLAGE EMBRACES ITS ROLE AS AN **ENVIRONMENTAL STEWARD** OF THE CROTON RESERVOIR SYSTEM. SIMULTANEOUSLY, CITIZEN GROUPS CAREFULLY EVALUATE AND INTEGRATE STATE-OF-THE-ART COMMUNICATION AND TRANSPORTATION SYSTEMS TO ENSURE BREWSTER'S LONG-TERM ROLE AS THE **ECONOMIC HUB OF THE ENTIRE HARLEM VALLEY**.

CHAPTER 10. RECOMMENDATIONS

Introduction

This section proposes recommendations for the future of the Village of Brewster. The framework for recommendations is three tiered: Main Street, Village, and Region. Recommendations are tiered because each one has implications on differing levels. Main Street is designated as tier one, as it is the area that the Studio team deemed the “heart” of the Village. Main Street is the location for economic vitality, social interaction, and physical connections. The second tier, Village, covers broader recommendations that target specific spatial and public aspects of the entire Village of Brewster. Tier three, the Regional tier, provides recommendations that reach far beyond the Village boundaries, and encompasses the Village outwards to Putnam County.

The division of recommendations into three layers hopes to signify the importance of beginning locally on Main Street and working outward to forge greater Village and regional connections. The recommendations set forth are sectioned first by topic and then by level. Certain study areas incorporate all three levels, while others include only one level. Governance and Urban Design cover Main Street, Village, and Region. Community Development and Zoning encompass two levels, Main Street and Village. Infrastructure and Finance are represented on the Village level only. The grid below highlights this description. Given the significance of the natural environment and the location of the Village of Brewster in the Croton Watershed, the environment cuts across all study levels and has implications on all decisions made within the Village.

	 MAIN STREET	 VILLAGE	 REGION
URBAN DESIGN	✓	✓	✓
GOVERNANCE	✓	✓	✓
ECONOMIC & COMMUNITY DEVELOPMENT	✓	✓	
ZONING	✓	✓	
INFRASTRUCTURE		✓	
FINANCE		✓	
 ENVIRONMENT			

Taken together, these recommendations represent a cohesive vision for the future of the Village of Brewster. The implementation of some of these recommendations can occur immediately. In other cases, the implementation process requires more time. There will

be opportunities to implement some recommendations over the next year, simultaneously with other activities. Other changes can take place over a period of five to ten years upon carrying out further evaluation and obtaining adequate funding. At the end of this chapter, the Village Analysis and Recommendations Committee provides a matrix of the recommendations that distinguishes immediate activities from those that are contingent on another activity.

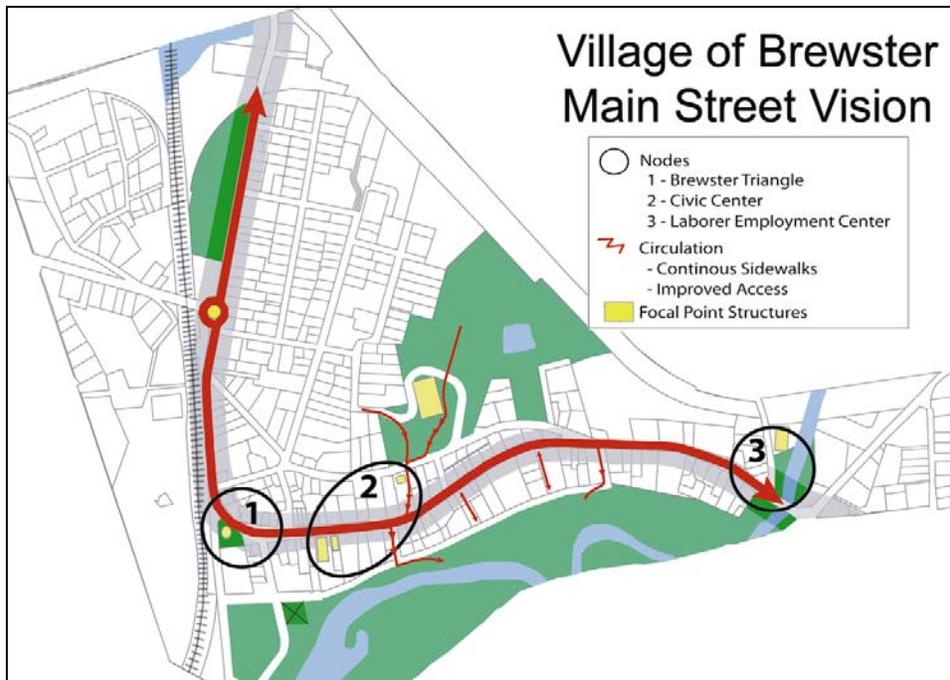
Urban Design – Main Street

After analyzing various aspects of the Main Street corridor, a vision for Main Street was produced.

Implement “Three Nodes” Design and Other Physical Improvements.

The development of three major nodes along the length of Main Street will work together to liven the entire corridor. Each node will serve a separate function, working as attractors to draw people to and from each center of activity. These nodes include the Brewster Triangle, a Civic Center, and a Laborer Employment Center.

Figure 10-1 Three Node Recommendation Design

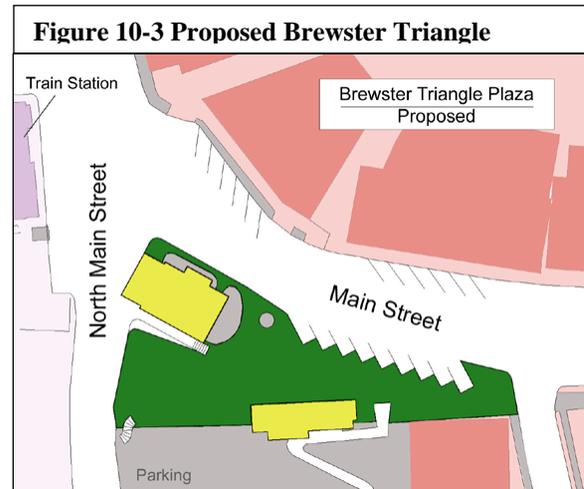
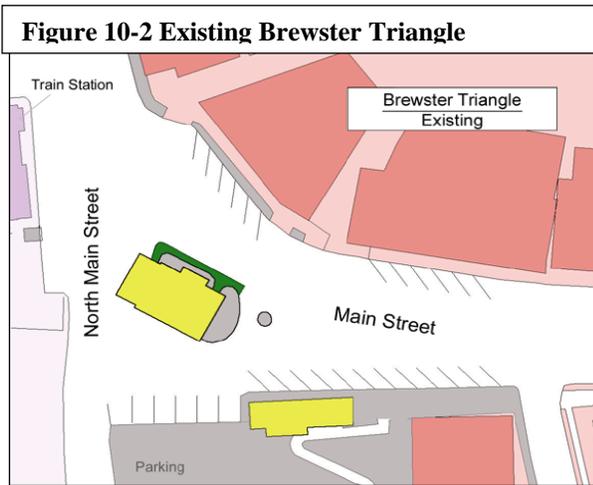


Node One: Brewster Triangle

A plaza would be created surrounding the current Town of Southeast Offices/First National Bank building. This plaza would serve as a gathering space for residents and an inviting location for commuters departing the train station. In particular, people departing the train after dark would be welcomed to a well-lit inviting place. This area would give a positive first impression of the Village.

Specific Improvements for the Brewster Triangle include:

- *Create a park.*
Development of park space is our primary recommendation for improvement of the Brewster Triangle. This entails the removal of the road that currently connects Railroad Avenue and Main Street, located directly behind the Town Hall/First National Bank of Brewster building. One chief benefit is a decrease in impervious surface, which is a requirement under the Watershed Memorandum of Agreement. The other benefit is additional green space, which promotes a friendly "welcome mat" for the Village. This area would also include benches for people to wait for the train. This idea was previously presented in the 1990 and 1999 plans for the Village.
- *Create a "kiss and ride" location on both the east and west side of Railroad Avenue.*
Another improvement would be the creation of short-term passenger "loading" areas where commuters can be picked up or discharged at Brewster Station. These locations are commonly referred to as a "kiss and ride." This area would help improve traffic flow, by providing a location for cars to pull out of the right of way. On the west side of Route 6, the "kiss and ride" would be located in the area in front of the train station. This is the area that the MTA plans to turn into a "Multi-Modal" area.¹ The Village can work in conjunction with the MTA to ensure that proper signage for the "kiss and ride" is included in these plans. On the east side of Railroad Avenue, there may be room for the "kiss and ride" in the area that is now "Main Street Alley" or, north of the intersection, in front of the Brewster Garden Flower Shop.
- *Create a location for secure bicycle parking on Railroad Avenue.*
Currently, bicycle traffic is not readily apparent on the roadways around the train station. However, given the suggestion for improved regional connections with the Putnam and Hudson Valley bicycle and pedestrian trails, there may be greater desire and demand for bicycle storage. Therefore, we recommend the creation of secure bicycle parking along Railroad Avenue. The train station represents an ideal location for both area residents and train travelers to safely leave their bikes. This new form of parking for the Village provides an option for people to ride their bicycle to the train station, as well as for users of the bike trails to park their bicycles and visit the shops along Main Street.



Node Two: Civic Center

A Civic Center on Main Street would be created near the Southeast Museum Building and the Brewster Public Library. A central location on Main Street, in close proximity to the train station, is the key to a vibrant center. The physical location will help honor the historic properties in the vicinity. Creating a civic center that utilizes the Village's most emblematic urban feature would renew a sense of pride and belonging among Village residents. The creation of this center would serve as an attractor to draw people to new destinations along Main Street. Consideration could also be given for joint Town/Village facilities at this location.

Node Three: Laborer Employment Center

The immigrant laborer community is a vital aspect of the overall workforce diversity and a source of economic vitality in the Village. This vitality can be harnessed and enhanced through investments in the laborer community. The principal way to achieve this goal is to create an employment center at a central and accessible location in the Village. An assessment of alternate sites within the Village borders should be considered.

- The location of the employment center should consider traffic accessibility.
- Consideration of access to the Community Affairs Office in the location of a center would allow for greater efficiency in the delivery of its services and thereby mitigate some of the current challenges faced by these villagers.

Programs and activities specifically recommended for the Laborer Employment Center are detailed in the Community Development Main Street Section below.

Node 4: Improve North Main Street

North Main Street is a viable part of Main Street with successful businesses, but is often overshadowed by the downtown Main Street area. However, this area will become increasingly significant given the construction of a new commuter parking lot near the Southeast (formerly Brewster North) train Station. These additional parking spaces will increase visitors to this area. The Village has the opportunity to improve aesthetics and enhance pedestrian connections between this and the downtown area. This can be done through the coordination of aesthetic improvements (discussed below) between the two areas.

Enhance Main Street Through Other Physical Improvements

In order to enable the aforementioned nodes to work as proposed, attention must also be given to pedestrian improvements and beautification throughout the Village.

Aesthetic Improvements

There are a number of ways to enhance the visual impact of Main Street. First, cleaner sidewalks and streets will provide for a more inviting downtown atmosphere. A more efficient garbage removal system may ameliorate the problem. Secondly, guidelines to better upkeep vacant as well as occupied buildings will help maintain a cohesive and eye-pleasing Main Street. The implementation of guidelines will require the cooperation of all Main Street businesses in a coordinated effort. Other improvements recommended by the Economic and Community Development citizen committee include sidewalk planters, benches, pedestrian scale lighting, and a coordinated signage program.

In order to encourage aesthetic improvements, it will be necessary to engage all members of the community, including business owners, landlords, and residents. In order to “jump-start” a downtown revitalization effort, the Village may want to consider a community pride program that may involve a volunteer clean up day, banners, music, and other means of attracting attention to a particular project. The excitement generated by this program will then move forward, providing incentives for both residents and visitors to contribute to revitalization. Organization of this program could be responsibility of a Village promotion committee.

Construct pedestrian enhancements.

Continuous sidewalks should exist along the length of Main Street, - from Markel Park along North Main, through the commercial center, to the most eastern portion of East Main Street. Many sidewalks already exist along the length of this corridor. However, the existing sidewalks are often located on alternating sides of the road and are not connected throughout. Sidewalks are entirely absent at other points along Main Street, particularly where they have been eliminated in favor of storefront parking. Many are broken and in need of repair. As recommended by the National Center for Bicycling and Walking (NCBW), a continuous network of good sidewalks is vital for encouraging more pedestrian activity.² NCBW recommends that sidewalks be added where missing on both sides of the street, or on at least one side of local streets. Currently, there are minimum widths for pedestrian safety, accessibility and enjoyment. Consistent with our idea that

Main Street should attract and embrace pedestrians, sidewalk conditions in the Village might be ameliorated by the following:

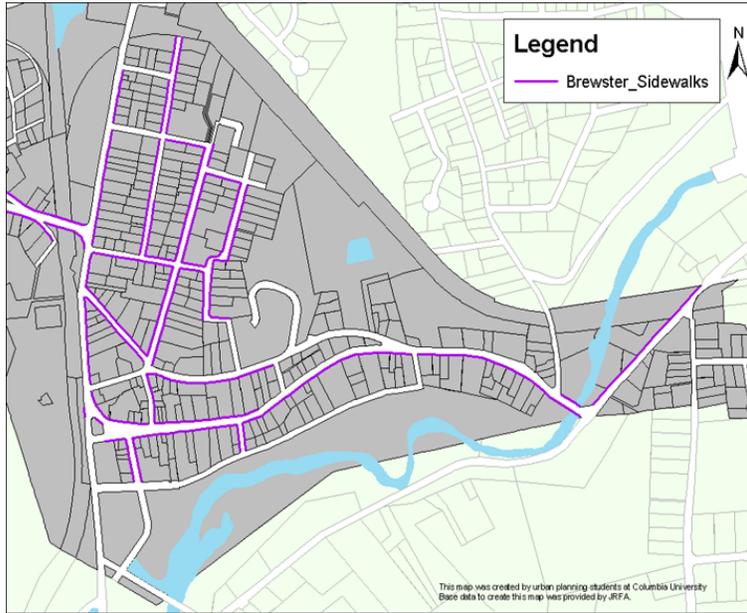
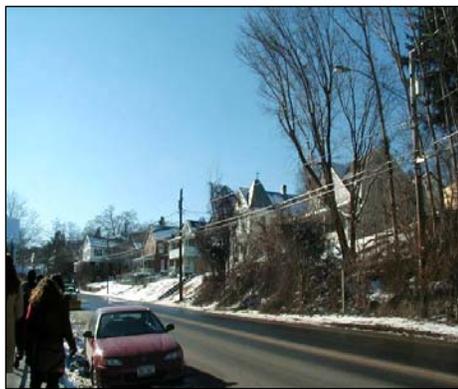


Figure 10-4 Sidewalk Diagram

- Sidewalk improvements.* Improved sidewalks and pedestrian accessibility should be fostered along existing streets that connect Main Street to Marvin Avenue (Park Street, Wilkes Street and eastern portions of Marvin Avenue). A Capital Improvement Program (see the Infrastructure: Region section below), if implemented, seeks to enable the widening of existing sidewalks to a minimum of 6 feet of unobstructed pedestrian access on at least one side of the road.³



Portion of Main Street without Sidewalks



Pedestrian “Unfriendly” Sidewalks on Main Street

A preferred sidewalk width in an area of pedestrian activity is 12 feet, at least 6 feet of which would be clear from obstructions. This width allows two pedestrians to walk side by side or to pass each other comfortably. In difficult situations

where road width cannot be narrowed, a minimum of 8-foot sidewalks is recommended. Institute of Traffic Engineers (ITE) recommends a minimum width of 5 feet for a sidewalk or walkway, and there should be wider widths in areas that expect more pedestrian traffic.⁴ Taking into consideration any narrowness of street width, as well as encouraging more pedestrian traffic, the Studio recommends a minimum of 6-foot sidewalks along the streets that connect Marvin Avenue to Main Street.

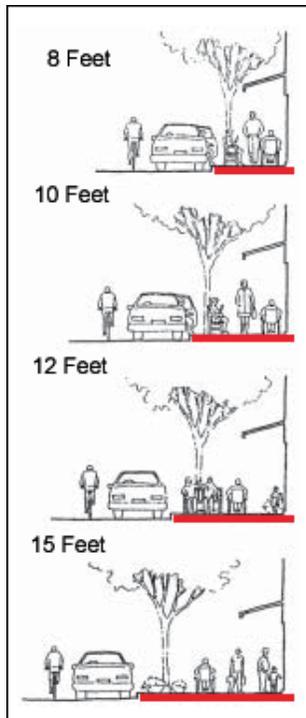


Figure 10-5
Sidewalk Widths: More is Better for Pedestrian Activity

Photo Credit: The National Center for Bicycling and Walking web site at:

http://www.bikefed.org/technical_assistance/resources_information/publications/ipa_guide/IPA_Chap2/page0007.htm

Park Street already meets the minimum sidewalk width outlined above, along the east side, however, given the 30-foot roadway, there is ample room for sidewalk expansion to 8 feet. Wilkes Street can be widened by 18 inches to meet these criteria, which would take away slightly from roadway width while greatly enhancing pedestrian usability. There are no sidewalks currently where Marvin Avenue meets Main Street. 6-foot sidewalks should be implemented on the west side of this roadway, as the east side is currently utilized for vehicular access to a commercial establishment.

- *Crosswalks.* At places where the existing sidewalks are continuous, but on alternating sides of Main Street, crosswalks could be improved to facilitate a safe pedestrian environment with the inclusion of more visible signage or a flashing light. Crosswalks serve as a traffic calming measure, and enable pedestrians to cross safely from one side of the street to the other. The addition of safe crosswalks encourages pedestrians to use the existing sidewalks rather than walk in the right of way.

- *Sidewalk upgrades and replacements.* A sidewalk replacement plan to upgrade and replace existing sidewalks is an important part of a Capital Improvement Program. Such sidewalk improvements would increase pedestrian safety, comfort, and utilization of Main Street. Details of the recommended Capital Improvement Program are provided in the Finance: Village section of this document.
- *Regulate sidewalks through zoning.*
 The elimination of sidewalks in favor of storefront parking has led to discontinuity in sidewalks and streetwall at particular locations along Main Street. This situation discourages pedestrian activity and access to these areas in favor of vehicles. The Village could include language within the Village Zoning Code that prohibits or discourages vehicular oriented setbacks for new construction (residential or commercial) along Main Street. Zoning code proposals including examples from other localities are detailed in the Zoning: Main Street section of this document.



Intersection of Main Street and Oak Street

Beautify Main Street.



Opportunities for Beautification along Main Street

In lieu of using Village funds towards beautification issues, private organizations, like the Coalition for a Better Brewster, would continue to take responsibility for business district improvements. Improvements include sidewalk trees and plantings, responsibility for disposal of trash, designation of specific loading zones for trucks, and a pedestrian-oriented lighting scheme to be affixed to businesses along the main commercial strip. The success of the Main Street revitalization effort will rely on the continued support and

service of private organizations, as well as, the capital improvement programs to be developed and implemented by the Village. The Village may want to consider engaging support from Putnam County officials who have, in the past, expressed an interest in participating in streetscape improvements, particularly in the North Main Street area which is along a County Road.

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Urban Design: Village

Making the Vertical Connections.

Accessibility is a major asset of the Village of Brewster. Enhanced accessibility results from increased walkability and connectivity with Main Street and other important points throughout the Village. A clear pedestrian corridor can make the Village a more pleasant, walkable place. The Village topography is unique in that this vertical link represents a dramatic grade change that further accentuates this natural connection. The Village can enhance this Main Street characteristic by creating a vertical connection between points both north and south of Main.

The vertical connection we propose is translated through a physical connection that allows pedestrians to traverse the hills and experience the abundance of sky, mountain, and water the Village has to offer. This physical connection would be in the form of a dedicated path that connects the residential neighborhoods, the Garden Street Elementary School, to the Walter Brewster House, through Marvin Avenue and into the park development along the East Branch of the Croton River (EBCR).

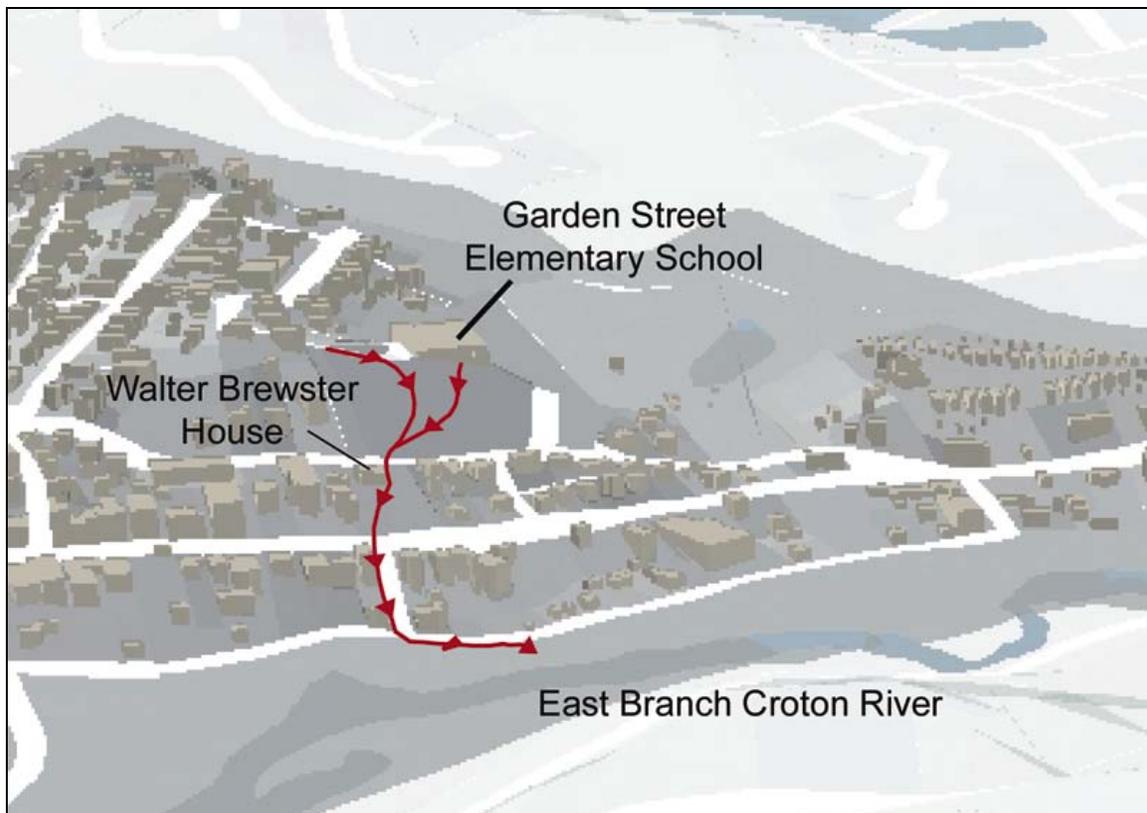


Figure 10-6 Proposed Vertical Connections for the Village of Brewster⁵

This will enhance resident and visitor enjoyment of these focal points. The pedestrian friendliness offered by this link would allow the Village an opportunity to encourage education through greater usage of the watershed park and historic properties, inviting

walkers and bikers to Main Street. The intention is thus to create a smooth connection between specific focal points within the Village.

Enhance the connection between the EBCR Park and Main Street.

The construction of the new park below Marvin Avenue will make this area a destination point for recreation. The pedestrian connection between Main Street and Marvin Avenue would be achieved through sidewalk improvements along Wilkes Street and signage, indicating the direction to the park. Further enhancements would include a continuous sidewalk along the south side of Marvin Avenue, from the intersection with Park Street to the intersection of Marvin Avenue and Main Street. (See Proposed Sidewalk Connections Along the East Branch of the Croton River map below.)

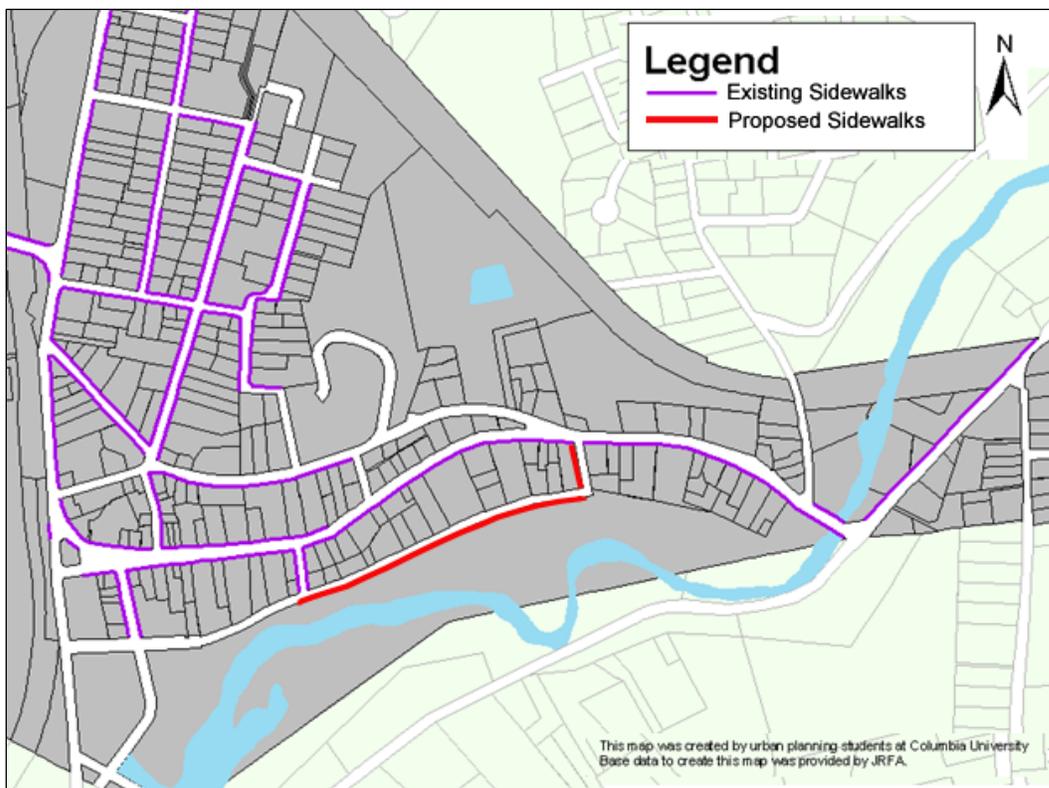


Figure 10-7 Proposed Sidewalk Connections Along the East Branch of the Croton River (Marvin Avenue)

Enhance the connection between Main Street and the Walter Brewster House.

This historic house, in its location up on a hill, is a natural visual focal point from Main Street and other areas in the Village. The connection between this landmark and Main Street can be enhanced further to invite pedestrians.

- The existing stairs would be constructed similar to those shown in the visual. (See Walter Brewster House image below.) This etching from the mid-1800's depicts a similar connection from Main Street to the Walter Brewster House.⁶

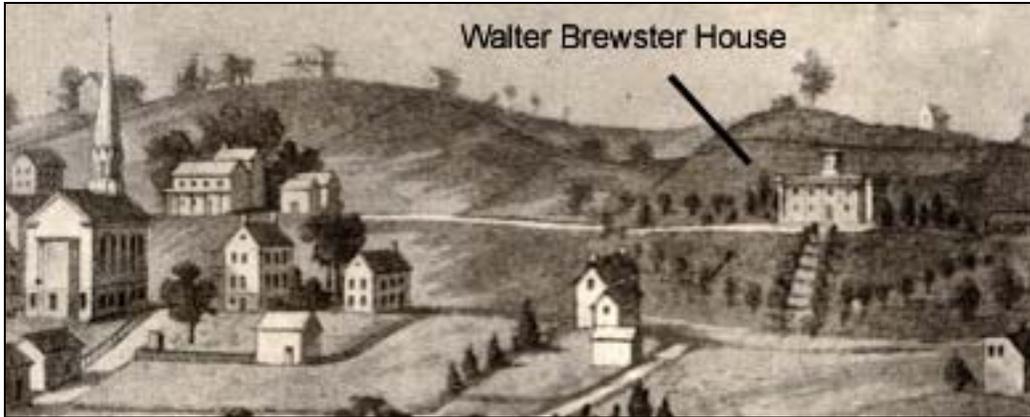


Figure 10-8 Historic Etching of the Walter Brewster House with Stairs⁷

- The lawn of the property would be converted into a gathering/park space, by adding benches and landscaping elements. To make the Walter Brewster House a destination for Village residents and tourists, the Village can work with the Landmark Preservation Society of Southeast in order to encourage year-round staffing.

Enhance the connection between the Walter Brewster House and the Garden Street Elementary School.

The connection between Main Street and the Walter Brewster House would extend upwards to the Garden Street Elementary School to encourage walking between the two buildings.

- Implementation of open gathering space at the Walter Brewster House would encourage pedestrian traffic to circulate north from Main and from the school to the residential homes.
- The existing pathway, which consists of two separate stairs up the hill, would be redesigned to serve as a pedestrian friendly connection between the school and Garden Street. The pathway can connect to the residential areas on Prospect Hill, offering Village residents enhanced access to neighborhood focal points.

Make Wells Park and Markel Park more accessible.

Wells Park and Markel Park, although open seasonally, are underutilized Town-owned Village resources. Currently fenced off, both parks can be made more accessible and functional all year long.

Wells Park

- A working relationship with the Town of Southeast, who holds jurisdiction over the park, would increase the recreational opportunity for Village and Town residents. This park should be made more accessible and affordable for all residents.

- The studio recommends that the fence surrounding Wells Park be removed, or the entrance improved, so that a better connection can be made between this park and the Village.

Markel Park

- There would be greater pedestrian accessibility between the residential area of Prospect Hill and this park. Once the park is made more accessible, it would draw more visitors. In conjunction with its prime location along North Main Street, this would encourage more pedestrian traffic, thereby, generating more economic activity on Main Street.

Creating Historic and Environmental Connections.

Assessed one by one, it is difficult to grasp the unique character of Brewster’s historic buildings. Therefore, residents are unlikely to understand the value of a series of individual structures as a cultural resource worthy of preservation. If viewed as a cohesive group, it is likely that people will come to recognize the wealth of historic structures as valuable, and important to maintain for future generations.

Develop a historic properties and watershed walk.



Figure 10-9 Possible Route for Brewster Historic Walk⁸

The Village of Brewster should work with the Brewster Public Library, Brewster Project, and the historic preservation constituency within the Village to produce marketing materials for the public. A walking tour would take people on a “step-by-step” journey of the Village’s past, present, and future. Materials would show locations of specific properties, the dates of construction, and historical background. The list of properties that might be included are:

- Brewster Train Station (Year Built: 1931) – Railroad Avenue
- First National Bank of Brewster / Southeast Town Hall (1875) – 1 Main Street
- Old Southeast Town Hall / Southeast Museum Building (1896) – 67 Main Street
- Southeast House (c. 1890) – 52 Main Street
- Brewster Presbyterian Church (1886) – 110 Main Street
- Brewster Public Library (1932) – 79 Main Street
- Putnam County Savings Bank / Comstock Building (1911) – Main Street
- Cameo Theater (1938) – 63 Main Street
- First Methodist Church (1863) – 83 Main Street / 34 Marvin Avenue
- Walter Brewster House (1850) – 43 Oak Street (hopefully to be accessible via Main Street)
- Saint Andrews Episcopal Church (1901) – 26 Prospect Street
- The New York Milk Condensery (1879) – Junction of Route 6 and Route 22

Additionally, watershed education could be a focus of the tour. The creation of a link to the park below Marvin Avenue will facilitate the opportunity to increase knowledge of the watershed and its importance. With educational signage about the history of the watershed and the Village of Brewster’s unique role in conservation, this would help link increased environmental awareness with culture and recreation.

Publication of such a guide could be distributed via the Metropolitan Transit Authority (MTA), the Putnam County Visitor’s Bureau, and the Village Offices. Creating a cohesive program for the Village’s historic properties could serve as an economical way to highlight and market the Village’s rich history, attracting visitors. Village residents would take increased pride in their own built heritage, and would therefore be more likely to preserve it for future generations. Providing easier access along the North/South corridor would benefit the Village of Brewster immensely, as it would reestablish its uniqueness and importance, as well as make a connection to its past, present, and future.

Analyze historic districting option.

There are several reasons for the Village to consider historic districting. Some buildings are important architecturally and aesthetically, and the community would be less attractive without them. Others are worth saving because they maintain potential for good use, including innovative adaptations to new uses. Lastly, some places are valuable because they offer an important link to a past that might otherwise be forgotten.⁹ Brewster’s historic properties are rich in all three of these elements, becoming even more valuable when considered as a cohesive unit.

Studies conducted in neighborhoods around the country have shown that creating historic districts and protecting historic Main Streets has had the capability of enhancing and stabilizing property values in such areas. Consequently, it would be of economical and cultural benefit for the Village to consider creating a historic district.

It is recommended that the Village of Brewster undertake a study of the potential benefits of creating a Brewster Historic District. The Village could collaborate with the Landmarks Preservation Society of Southeast and the Southeast Museum in any such endeavor - the former for its expertise regarding the benefits of landmarking, and the latter for its extensive knowledge of the Village history. The National Trust for Historic Preservation (NTHP) offers extensive resources to people and communities interested in all degrees of historic preservation. One valuable resource provided by the NTHP is the Dollar & Sense publications, a series of reports that summarize the effects of historic districting on issues ranging from property values to retail sales, in historic areas around the country. These publications can serve as good a starting point for any study on the potential of creating a historic district. The Village can use these case studies as a comparison to conditions in their own neighborhood, to begin considering whether historic districting might be in its best economic and cultural interest.

Additionally, the Village can explore the opportunities provided by membership to the National Main Street Center, a division of the National Trust for Historic Preservation.¹⁰ Since 1980, the National Main Street Center has been working with communities across the United States to aid in the revitalization of their historic or traditional commercial areas, becoming a powerful economic and preservation tool. Furthermore, because the Main Street program is a locally driven program, all initiatives stem from local issues and concerns, and are scaled to the appropriate size of the locality. Membership in the National Main Street Center offers participants access to hands-on technical assistance, while encouraging local commitment to the revitalization effort. Members may include citizen activists, mayors, city planners, professional downtown managers, state government officials, chambers of commerce, consultants and many others.

Conduct follow-up on other solutions

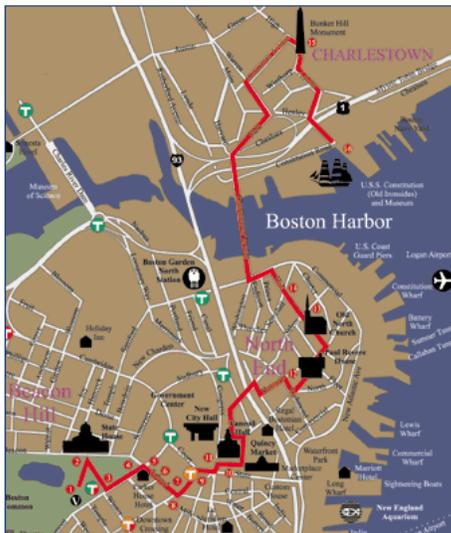
Other recommendations for enhancing the connection between historic properties, the environment, and the Village include the following. These recommendations would require additional funding and may be considered for future improvements.

- A signage system detailing properties and places of interest around the Village. . A competition for sign design presents an additional opportunity to encourage interest.



Plaque and Sign Examples from Brewster and Other Localities

- Take the walking tour brochure to the next level, much like the Boston’s famous “Freedom Trail.” The “Freedom Trail” is a series of 16 sites that recall Boston’s important role in the American Revolution, which are connected through a red brick line inlaid right into the ground.¹¹ Brewster could implement a similar trail to enhance the accessibility and cohesiveness of its own historic properties.



Boston Freedom Trail¹²

Urban Design: Region

Given the recommendations for greater connectivity within the Village, it is important to connect the Village to the region. Regional connectivity involves political cooperation, as well as physical linkages that create pathways for more fluid movement across boundaries.

Establish Better Bus Routes

Consideration should be given to a direct route to Route 312 and the Home Depot Shopping Area, the Board of elections, Department of Health, and the Department of Motor Vehicles. Improvement in bus transit into and out of the Village of Brewster will promote the Village as a regional center and destination point. It will also ease transportation access for village residents and promote a more environmentally friendly means of travel.

Establish Bike/Pedestrian Path Connections to Create Stronger Regional Relations.

One opportunity for the Village to create stronger relations with the region is through the establishment of bicycle/pedestrian paths linked to the regional network. Creating bike connections can considerably enhance access to and around the Village, and help to establish it as an important regional crossroads for commuters, residents, bikers, hikers, nature lovers, and tourists.

Initiatives to create these links are already underway. The Mid-Hudson South Region Bicycle and Pedestrian Master Plan, undertaken in 1999, calls for the completion of three bikeways that will pass through the Village of Brewster.¹³ The Putnam County Bikeway from Seminary Hill Road in Carmel to the Village has been funded and designed, and is slated for construction to begin in 2003.¹⁴ The Maybrook Bikeway, to run from the Metro North Danbury Line to Route 164 in Patterson, will cross through the Village along Pumphouse Road. Additionally, the State Route 22 bicycle route will run along the south of the Village.¹⁵

The Village can take the opportunities offered by these proposals to plan for and encourage bicycle usage. Funding is still needed for implementation of projects outside of the Village that will complete the linkages. By remaining active in these efforts, the Village can ensure that the connections are made once the projects are underway. Strategies that the Village can utilize to establish and maintain these connections include:

- Developing community support for bicycling in the Village.
- Developing bicycle and pedestrian facilities throughout the Village (such as bike racks, signage and dedicated bike lanes on key Village roads).
- Marketing the Village as a bicycle and pedestrian friendly historical and cultural destination.
- Implementing a usage fee for certain bicycle racks– for example, a monthly fee could be charged to commuters for storage of their bikes in ‘bike lockers’ placed at or near the train station.

(See Proposed Biking and Hiking Routes for Connection to the Village of Brewster map below.)

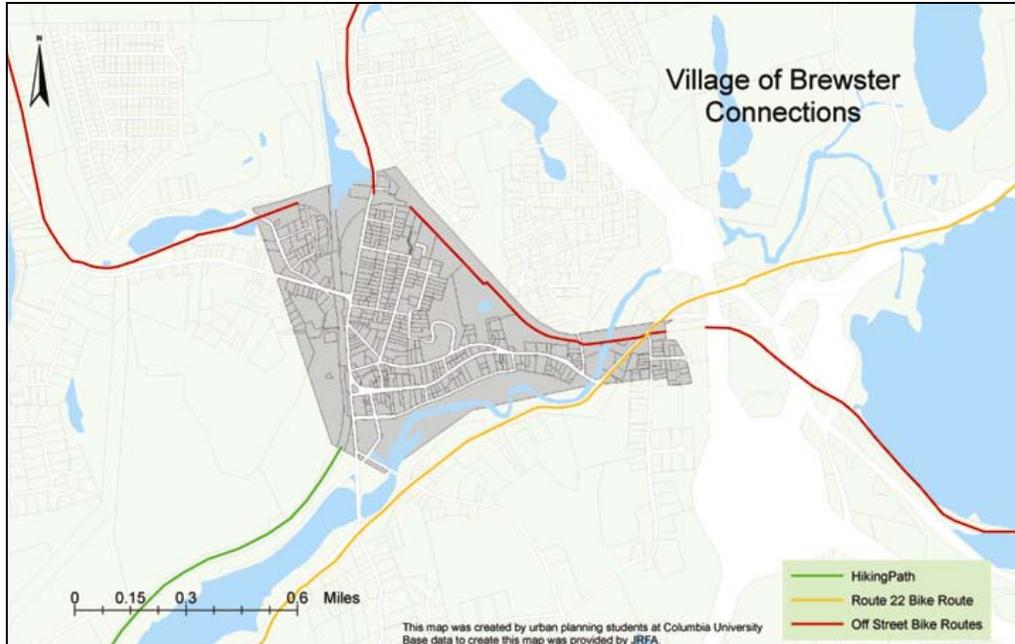


Figure 10-10 Proposed Biking and Hiking Routes for Connection to the Village of Brewster

Facilitating bicycle use in the Village will encourage commuters and recreational bikers to pass through and utilize the Village’s commercial and retail services. Numerous funding opportunities for these types of programs, such as the Transportation Enhancements Program (TEP) are outlined in the Mid-Hudson South Region Bicycle and Pedestrian Master Plan.¹⁶

Governance: Main Street

Create a Civic Center.

The urban design purview of this Civic Center recommendation is detailed in the Urban Design: Main Street section above.

Locating the Village and Town offices in the same place would have the following positive effects, from a governance perspective:

- The public would have a better access to their local governments: the Civic Center would create a “one-stop shop” site for local governmental information, resources, and services. Concurrently, this would facilitate communication between the community and the local governments.
- The Village and the Town would take an important step in improving their political relationship (see Governance: Region section below) and cooperating to achieve goals that are mutually beneficial. In this respect, the operational expenses of the Village and the Town offices would decrease if both governments decide to share these expenses and jointly implement economy of scale mechanisms.

The joint location of village and town offices has been done in the State of New York in the past, as is the case with the Village and the Town of Boonville (Oneida County).¹⁷ Having outgrown their existing offices, these governments engaged in the construction of new, shared office areas in 1998 on lands that belonged to the Village. The Village and the Town boards agreed on a formula to share construction costs. The Village of Dansville and the Town of North Dansville (Livingston County) also share office space.

Governance: Village

Implement Political Participation Mechanisms.

Advisory Boards to the Board of Trustees.

In the Summer of 2003, the Village Board created advisory boards comprised of Village and Town residents to aid in the master planning process. The Village should consider the role of a permanent committee in order to enhance communication between government and citizens.

The Village can implement mechanisms that allow for the effective participation of the community in shaping the future of the Village. These boards could, for example:

- Track trends in the Village housing market;
- Overlook the improvement and continued economic prosperity of the Main Street commercial center, as well as other Village businesses;
- Provide educational resources within the Village’s watershed protection obligations; and
- Provide suggestions for events and activities in which the multitude of cultures and backgrounds of Village residents can be showcased.

The first step in implementing these advisory boards is to identify community leaders willing to head these advisory boards, as well as other stakeholders willing to participate as members of the Advisory Boards. Leaders and stakeholders involved would be considered experts and knowledgeable on the specified topic, as well as committed to the improvement of the Village of Brewster. Advisory Boards could assume the following responsibilities: commit one to three hours a month to convene and discuss ideas and issues of specific topics, conduct research on the specific ideas and issues, and provide suggestions and recommendations to the Board of Trustees. These boards could be given “floor time” at monthly board meetings to report on their activities and discuss programs and offerings for community participation. The suggestions and recommendations of the Advisory Boards would serve as an outside perspective with new ideas for Village improvements. The Board of Trustees would have full power in choosing recommendations for implementation, which could be facilitated by the Advisory Boards.

These Advisory Boards could be critical for the effectiveness of the Office of the Mayor and the Board of Trustees to meet their governmental responsibilities. In any small local government, governing is a remarkable challenge. The Village of Brewster has experienced the convergence of numerous forces well beyond its immediate control, to

which it must respond to fulfill its responsibilities to its citizens. These forces include the effects of urban sprawl, economic downturn, and the impacts of globalization and mobile labor. In a place of approximately 2000 people and ½ square mile, the demographics point out the real impact of these forces. Coupled with this, a citizen government that is not adequately funded or staffed, and that receives no discernible support from the Town of Southeast or Putnam County, must turn to the talent and dedication of its own populace. We encourage the Village of Brewster to expand its efforts of participatory government through these Advisory Boards.

Improve the working relationship between the Board of Trustees, the Planning Board, and the Zoning Board of Appeals.

The Village's planning and zoning processes can be streamlined by improving the relationship between all three boards. Every party must reach an understanding that they are all trying to achieve the same goal: to improve the quality of life of Village residents. There must be more communication and compromises about expectations made among the three boards. The three boards can hold working meetings to address the communication issues among them. In addition, written, measurable compromises regarding output can be sought. The progress of the boards' working relationship can be tracked and assessed continuously, as well as the compliance with the aforementioned compromises.

The Village Governance committee has a series of recommendations for improving current mechanisms of village government:

Actively pursue proposals to improve communication between the Village of Brewster and the Town of Southeast.

The committee agreed that the Village of Brewster's recent, good-faith commitment to a closer working relationship with the Town of Southeast is a welcome and appropriate step. The offer by the village to share office space, facilitate joint meetings and to expedite infrastructure needs as the new village wastewater system comes on line are decisive steps in the right direction.

The committee supports informal monthly meetings between village and town employees at some neutral location. The agenda would be flexible, genuine communication taking precedence over formalities.

Communicate more with residents

There are a variety of media, including a newsletter, a public bulletin board on Main Street, a column in a local newspaper, email, a web site, cable-TV coverage and possibly a local radio show that can be employed. It seems clear that too many village residents do not know what their own government is doing and why. The newsletter alone, with a list of issues and projects in the works, would be a significant improvement at modest cost.

Another proposal worthy of serious thought is an annual "State of the Village" report in December outlining the main village issues, explaining the budget and describing goals

for the coming year. This overview would, it is hoped, put the monthly newsletter items in perspective and provide a way for residents to understand the rate and nature of progress in the village.

More village services.

When possible, the village should continue to think of services that residents need, yet are within the budget and capabilities of our local government. This may be more of an overarching intention or goal, but an example would be the idea of helping older residents and others to shovel snow off their sidewalks.

There should be a review of the fee structure for garbage pickup, with attention to the possibility of including garbage fees in annual taxes, and providing specific collection bins for local businesses. One possibility discussed involved providing garbage drop-off points at east and west locations in the village; businesses would be asked to deposit their trash in these bins, rather than leaving trash cans out on the village sidewalks.

Recommendations worth consideration in the immediate:

Village Manager

A Village manager could take over all village administrative tasks. A fulltime employee with appropriate credentials, the manager would serve at the pleasure of the Board of Trustees. This may or not may not preclude a mayoral election, depending on the duties assigned to the manager. One possibility would be to dispense with an elected mayor, assigning public duties to each trustee in turn for a limited time, or to an honorary mayor. This option requires further study.

The potential gains with such an arrangement might include obtaining the service of a professional manager, obviating the need for a mayoral election and providing governmental continuity. Potential drawbacks include less accountability to the public, higher expense of a manager's salary, concentration of power in a person who does not live in the village and less oversight of administrative procedures.

Review compensation of elected officials.

If the mayor's position remains an elected post, it might be useful to consider reviewing compensation of village officers. If the duties of the officers have changed somewhat, requiring more time spent on village business, appropriate compensation for the additional time might be warranted.

Review the organization chart of Village employees

This review would illustrate whether today's requirements are significantly more taxing than they have been in the past. If so, some further division of labor might be appropriate; for example, it might be more efficient to separate the duties of the treasurer and the Village Clerk. More study is needed on this issue. A further possibility might be the creation of a paid position of Village Historian, which would include some public relations duties.

Raise terms of service and impose term limits.

It might be advantageous to allow the mayor and the trustees to serve for four years instead of two, and to limit the number of times one person could hold either post. It was suggested that it might be best to have only one trustee running for election each year, thereby permitting more continuity of knowledge and expertise on the board. The optimal formula for such changes would be determined during further talks.

Revise the village code of ethics

This would further assure residents that their elected officials are acting ethically and in good faith for the betterment of the entire community. As suggested earlier this year, the county's code of ethics might be a useful model and a good place to start any revision process. In addition, the village might specify a series of steps an individual might take to resolve a genuine ethical concern. The procedure should be straightforward and the individual would be told precisely how to pursue his or her concern to other levels of government in the event the response from the Board of Trustees seemed inadequate.

Governance: RegionExplore Opportunities for Greater Cooperation with the Town of Southeast.

The Village of Brewster has options with which to reconsider its relationship with the Town of Southeast. These options have benefits and drawbacks. What does the Town of Southeast have to gain by taking genuine steps to improve its relationship to the Village? The destiny of the Village and the Town of Southeast is inextricably tied to the mandate of the protection of the watershed. The Village must embrace its newfound role as the protector of the watershed. It can reach out to the Town of Southeast with a new vision of itself and its mission to carry it through this century and into the next.

The first step to increasing cooperation between communities involves greater communication and improved relations with the Town of Southeast. In the current situation, the Village and the Town are bound in the long term by an indissoluble link. We consider that improving this relationship can reap more benefits to the Village than maintaining a contentious one.

For example, the Town administration's willingness to work with the Village with respect to the applicable Croton Watershed protection obligations could be a window of opportunity to start improving this relationship.¹⁸ The Village can work in conjunction with the Town to comply with the mandates that are applicable to both parties as protectors of the Croton Watershed, given the regional implications of the mandates. The Village could ask the DEP to mediate and/or coordinate these joint efforts, capitalizing on the currently existing contractual relationship and its implications (see below).

The relocation of the Village and the Town offices to a joint Civic Center (see Governance: Main Street section above) would also be an opportunity to set a new course in the relationship between the two governments, as would the execution of

intergovernmental cooperative agreements for the joint provision of services with the Town (see Finance section below).

Acknowledge the implications of the agreement entered into with the New York City Department of Environmental Protection.

The Village must be aware of the implications of the agreement entered into with the DEP. A complete understanding of this new responsibility in watershed conservation begins on the local level: there is a need for increased community-wide awareness and efficiency in regards to the operation and maintenance of the wastewater treatment plant and the sewage system. The Village of Brewster can then work with surrounding communities to ensure that this responsibility and efficiency¹⁹ are maintained in perpetuity.

The DEP contract signifies a major shift in responsibility from the DEP to the Village with respect to watershed protection, as well as an opportunity for the Village in future projects. Understanding of the contract involves acknowledging a constant responsibility with respect to the operation of the new wastewater treatment plant and sewage system. It is in the Village's interest to maintain the applicable efficiency standards to such operation, especially given the financial liabilities that can derive if those standards are not met. In addition, the DEP will continue to monitor and issue permits regarding the Village's activities with respect to the wastewater treatment plant.

In view of these considerations, there are increased Village-wide and regional opportunities for environmental stewardship. The Village has been successful in acquiring funding for infrastructure improvements within their boundaries. As the Village moves into the next phase of environmental conservation, it will become important to work with both the Village and Regional communities. See information on public education and community participation in the recommendations under Economic and Community Development and ideas for innovative stormwater projects under Zoning and Land Use.

Explore Opportunities for Regional Watershed Cooperation.

Environmental conservation can be most effective at the boundary of the watershed. As noted in the analysis section, the Croton Planning Process has begun establishing regional ties between municipalities. There are many other opportunities to increase environmental cooperation at the regional level. Regular meetings with officials at the town and county level will increase communication and understanding of needs. Working with non-profit organizations like the Hudson River Valley Greenway organization, which attempts to link common interests and create a network of communities on the county level, can help forge these important regional connections. This non-profit organization, of which the Village of Brewster is a member, provides community planning grants and technical assistance to communities.

The Village has received funding for the creation of the park along the East Branch of the Croton River We encourage the Village to work regionally to create both physical and political linkages between jurisdictions. Educational programs that cut across political

boundaries can also forge greater cooperation.²⁰ For example, the Center for Watershed Protection works with communities around the country in an effort called, “Community Watersheds.” They provide resources, technical support, training, and education and outreach products to over 4,000 groups.²¹

Economic And Community Development: Main Street

The Community Development section provides recommendations for community participation and community inclusion. Community in the context of this section refers to persons that live in the Village of Brewster and are directly affected by what happens in the Village.

Main Street is a major asset from which the Village can capitalize and implement numerous physical recommendations. This section attempts to create an added vision of Main Street in the context of cultural and community participation and integration.

Create an Open-Air Market on Main Street on Weekends.

The new open gathering spaces described in the Urban Design: Main Street and Village sections previously for an open-air market can be utilized.

Open-air markets can include:

- Farmer’s Market. Local farmers from the region can sell produce and other products.
- Flower Market. South and Central America yield some of the most beautiful flowers in the world. As part of the open-air market, flowers could be imported from these countries. Members from the immigrant community can present these beautiful aspects of their culture. For example, orchids are the national flower of three South and Central American countries.²²
- Arts and Crafts. The Village is home to one of the most diverse communities in the region. Large populations of Central and South Americans, as well as a significant Irish community, reside in the Village. Arts and crafts produced by these various communities can be displayed and sold at the open-air market. Examples include: Irish knit sweaters, Guatemalan jade jewelry and wood carved jewelry boxes²³, and Mexican Black Clay Pottery and Oaxacan Rugs.²⁴
- Music and visual art. The Boone Dog artists could display and sell their art. Members of the immigrant community can sell and play the Marimba, a Guatemalan instrument.²⁵

There are several aspects of an open-air market that would be beneficial to the Village. First, it would generate employment for community members. Second, it would generate revenue, increase shopping on Main Street, and promote entrepreneurship. Third, it would encourage community inclusion through participation in understanding ethnic backgrounds that are rich in culture.

An open-air market would help to revitalize the “heart” of the Village. Utilizing one of the open gathering spaces described in the Urban Design sections above, particularly in close proximity to the train station, would draw people to the Village from other towns in the region. The market would be inexpensive for the Village to start-up, as the Village’s requirements would be to provide ample space and conduct initial marketing to potential vendors. The marketing would start by utilizing the community of the Village of Brewster.

Provide Education and Outreach Programs and Activities at the Laborer Employment Center.

As mentioned in the Urban Design: Main Street section above, the employment center would aid laborers in the job attainment process. In addition, the center would work in partnership with the local public service programs to provide workforce development, language classes, social services, transportation, and housing for all members of the Brewster community.

- Training opportunities for employment that targets a wide variety of skills are highly recommended, such as computer training courses. Partnership with local workforce development and one-stop centers in Putnam and Westchester Counties would add efficiency to the employment process. Training could also be provided in the technical areas of labor employment, such as brick and construction work.
- The Studio Team discovered that language is a major barrier for immigrant laborers to obtain full-time work. English as a Second or Other Language classes could be offered, possibly working with the Brewster Adult Education services to give these classes on site at the laborer center.
- In addition, programs in family healthcare and education could be considered primary of any curriculum, as providing for a healthy family is extremely important. These classes would be held for both employed and unemployed laborers.
- Transportation to other services and employment opportunities could be provided in partnership with Community Action Program’s transportation outreach.
- Employment as a laborer can be sporadic and often provide low hourly wages. Therefore, affordable housing is key. As noted in the existing conditions section, the Village is the primary holder of low cost rental housing. A housing openings list could be created for laborers that are in need of affordable housing. In addition, the center would work with individuals and families to help secure long-term housing.

Laborer Employment Centers have been successful in many communities throughout the country. The following are two examples that the Village could follow as a model for implementation of a Laborer Employment Center.

Glen Cove, Long Island, experiencing a similar influx of immigrant laborers in their community, opened a model employment facility. The facility provides a location for

day laborers to obtain employment, as well educational and training courses. For more information: <http://www.antonnews.com/glencoverecordpilot/2001/06/29/news/>

City of Los Angeles has an extensive system of Laborer Employment Sites located throughout its region. Centers are funded through their Community Development Department, as well as in-kind benefits are provided by volunteers, non-profits, and religious organizations. For more information: <http://www.ci.la.ca.us/CDD/employment/labor2.htm>

Economic And Community Development: Village

Generate Community Interaction Through Cultural Events and Activities.

*Create a “Sister Cities or Villages” link.*²⁶

The Sister Cities International Organization pairs up cities across the globe to provide mutual support and friendship between various levels of government and encourages the development of educational and cultural facilities and programs in respective communities. The Village of Brewster can consider partnering with a village or smaller city in a Central or South American country, in order to promote and encourage dialogue between these two places. This effort can engage growing numbers within the community. The “sister city” program also has the potential to become the resource for crafts and other goods to be used in the proposed Village open-air market.

This organization has also created the Sustainable Development Network to promote education and cooperation around current environmental issues and concerns. The exchange emerging from the Sister Cities would be linked further to educational institutions, including public schools and universities and colleges in the area. Engaging in this unique opportunity, as some other New York State municipalities have, can help set a precedent for surrounding areas and further emphasize the Village’s distinct and diverse character.

Conduct a mail survey of Village residents.

A cost effective method of obtaining community input is conducting a survey. A survey will initiate community response to help the Village discern what is on the minds of the residents.

Sample questions would include:

- What businesses would you like to see in the Village?
- What community activities would you like to take place in the Village?
- What do you think is the Village’s best asset?
- What do you think the Village could improve?

The Village can send this survey through the mail to all households. Upon receiving responses, the Village would need to designate a person or group to sort through and document the results. High school students are potential volunteers for this task.

Promote community wide activities.

The Village can promote activities and programs for residents in the areas of art, environment, theater, music, and dance. The Village can also create events and opportunities for groups of different cultures and backgrounds to show off their traditions. This can be done through festivals in partnership with library and museum events, in which people can exhibit their crafts and perform their music. This would contribute greatly to the sense of community since people are able to demonstrate their skills and show their values. For example, a day for the Boone Dog artists to showcase their work could be organized, also inviting the immigrant community to contribute something that is indigenous to their country of origin. This can also be done in an informal way, such as asking businesses along Main Street to participate or host small events in their stores or restaurants. This may help to also generate revenue for business, as well as they will be making a valuable contribution to community life.

Create a monthly volunteer day.

The Village can encourage people to commit to enhancing their community. A park clean-up day where groups are engaged in the clean-up and maintenance of Village parks, coupled with workshops and educational seminars on the environmental assets of the Village would promote Village participation and education. For example, park clean-up could be held in the new park along the East Branch of the Croton Watershed to celebrate its construction, spread awareness, and encourage future use. Also, members of the Village could work together to clean up and construct a picnic and passive recreation area beside the baseball field in Markel Park. These efforts serve to gather residents of the Village together and provide an excellent opportunity for environmental education. These activities also increase awareness of the availability and close proximity of Village assets, including the parks, historic properties, and other points of attraction.

Provide course offerings.

The Village could work with local agencies to provide acting, dance, and art classes. A partnership can be formed with the Coordinator of Community Affairs office to provide English as a Second or Other Language for Spanish speakers and Spanish classes for English speakers. The DEP could be invited to give environmental classes, particularly for school-aged children. Course offerings could be held in the Southeast Museum auditorium.

Find funding sources.

There are a number of community development funding sources that would support the activities and events discussed in this section.

- The U.S. Department of Environmental Protection Education Grant Program, “sponsored by EPA’s Office of Environmental Education, supports environmental education projects that enhance the public’s awareness, knowledge, and skills to make informed decisions that affect environmental quality.”²⁷
[<http://www.epa.gov/environed/grants.html>]
- The New York State Council on the Arts (NYSCA) “provides support for activities of nonprofit arts and cultural organizations in NYS.”²⁸
[<http://www.nysca.org/public/home.cfm>]

- The New York State Alliance for Arts Education “creates networks and partnership opportunities for educators and arts professionals, sponsors professional development workshops and conferences, and presents arts education programming across the state.”²⁹
[<http://www.nysaae.org/components/about.html>]
- The National Council for the Humanities brings humanities programs to New York State, such as State Humanities Month, Humanities Teacher Institute, Young Scholars Contest, and Speakers in the Humanities.
[<http://www.nyhumanities.org/activities.html>]

Zoning: Main Street

Zoning is a primary implementation mechanism that the Village can utilize to attain its long-term vision. The following zoning recommendations are key strategies for achieving the vision and long-term goals. It should be noted that all zoning recommendations must be developed within the context of the current watershed regulations. A Zoning Ordinance enables a municipality to move forward toward the achievement of its future Objectives and Goals for its future as expressed in its Master Plan. It also can perform many functions for the community including the following:

- Guides and regulates orderly growth, development and redevelopment,
- Protects established character and social and economic well-being of both private and public property,
- Promotes, in the public interest, the most appropriate utilization of land,
- Ensures the provision of appropriate light, air and convenience of access,
- Prevents overcrowding of land or buildings and enables communities to avoid undue concentration of population, and
- Conserves the value of buildings and enhances the value of land throughout the community.

The Village of Brewster has Choices

The Village has great potential and has assets to offer including access to mass transit, scenic vistas, recreational facilities and major investments in infrastructure including the soon-to-be-constructed water and sewer treatment and distribution systems. The Village does have choices as to how it is to proceed toward its Goals and need not default to the “anything is better than nothing” mindset. There are constraints within which the Village must work. They include, but are not limited to:

- Topography
- Limited space for on-street parking and loading zones
- Capacity (less safety margin) of the soon-to-be completed sewer system
- Capacity of fresh water supply, storage and distribution system
- Revenue from taxes and other sources
- Bonding capacity
- Relatively small area within the Village’s borders.

Zoning and Land Use Goals and Vision for the Village

Desirable destination for Commuters and Visitors alike

- Revitalized commercial districts that are sufficiently attractive and economically viable to draw and retain desirable retail and professional businesses including, but not limited to, boutiques, antique stores, a drug store, a bakery, a travel agency and more.
- Popular regional “Family Dining and Entertainment Center”, featuring sidewalk cafes, a movie theater, a playhouse, recreational trails for hiking and cycling, a nature center and family-friendly parks.
- Its own full-service U.S. Post Office, a picturesque Main Street and revitalized and economically viable Historic District that is sensitive to the Village’s turn-of-the-20th century small town historic heritage.
- Convenient pedestrian-friendly access to neighborhoods throughout the Village, historic areas, mass transit, parks, outdoor recreation and other “green” areas and scenic vistas, with extending linkages to similar adjacent areas in the Town of Southeast.

Diversity in housing stock

Attractive family-friendly and well maintained residential neighborhoods

Good environmental stewardship of contiguous Croton Watershed property

Several zoning regulations can be amended to improve the future aesthetics and accessibility of the Village. In particular, the visual character and pedestrian accessibility of Main Street can be improved through sidewalk and streetwall regulations.

Additionally, the Village of Brewster is faced with constraints on growth and development as a result of their role in watershed conservation and the strict standards set forth by the Department of Environmental Protection and the Memorandum of Agreement of 1997. The introduction of increased impervious surfaces can cause problems with run-off and pollution of the waterways within the Village boundaries. The Village has been adept at securing funding for the construction of new infrastructure that will mitigate many of the existing septic problems in the Village. The Village now has the opportunity for enhanced environmental conservation that is aligned with Village economic and community development. Innovative stormwater management projects and sustainable design can help mitigate these seemingly restrictive regulations. Finally, opportunities for improving the zoning code are available to the Village.

Institute New Zoning Code Recommendations.

Reassess the recently proposed zoning code amendments

As it currently stands, the zoning controls are more appropriate for low-density suburban development than for a dense, historic village. The zoning recommendations that follow, including removal of parking requirements, and simplification of the change of use

procedure, will relax the current zoning regulations, remove much of the non-conformance of structures and uses in the Village, and will make the Village more attractive for development and investment.

Relax off-street parking requirements.

Existing zoning on Main Street, in the B-1 neighborhood business district, poses several problems for the future growth and development of the Village. The primary zoning issue is the current parking and loading requirement for establishments on Main Street. These requirements include one parking space for every 200 square feet of ground floor area of a building, one space for every 400 square feet of upper floor area, and required loading spaces for business of over 4,000 square feet.³⁰ Currently, space does not exist within the Village for new developments to provide parking at the required rate. This regulation is thereby onerous for developers and owners of non-conforming properties wishing to develop on Main Street, who must undergo a time-consuming and expensive process of obtaining a variance for this regulation. Additionally, requiring this degree of parking can result in large surface parking lots fronting Main Street, a feature that is more suitable for suburban strip development than the Village Main Street. It is likely that the proposed new parking facility will mitigate any parking issues in the vicinity of Main Street, and therefore, the zoning would be updated to remove parking requirements for the B-1 Main Street district. The Village should consider relaxing, but not eliminating off-street parking requirements in the central businesses district (B-1) zone.

Include sidewalks and streetwall requirements for structures along Main Street.

The downtown Main Street area is one of the Village's key assets. A key characteristic is its walkability and density of buildings built to the lot line. These features create a charming, pedestrian-friendly atmosphere. Further east on Main Street, towards the end of the Village, however, the character of the Village differs drastically. This part of Main Street is not pedestrian-oriented, as few to no sidewalks exist, and many of the structures are set back significantly from the lot line. The lack of sidewalks and broken streetwall discourages activity in and access to this area. It creates a dangerous pedestrian condition, and gives the Main Street an unattractive, disjointed sense. A Village-wide sidewalk assessment of areas that require additional sidewalks or general improvement will address this need for greater pedestrian orientation. Streetwall setbacks can be limited to approximately five feet, which will give relief to the streetscape and make small front gardens possible, without creating large gaps in the urban fabric. Additionally, concerns that building sidewalks will increase impervious surface area in the Village can be mitigated through the use of pervious sidewalk pavers and landscaping elements that are readily available. These requirements will serve to extend the enjoyable downtown Main Street quality to the eastern end of the Village.

Density and bulk requirements along Main Street.

All potential growth and development should take into consideration impacts on the wastewater treatment plant and sewage system. Any changes to density and bulk requirements should be carefully evaluated on a project-by-project basis in conjunction with an independent planning consultant and the Planning and Zoning Board.

Zoning: Village

Include Innovative Stormwater Management / Impervious Surface Mitigation / ‘Green’ Building Standards into the Zoning Ordinance.

The Village must make certain that future development occurs within the stormwater runoff and impervious surface limitations imposed by the New York City Department of Environmental Protection (DEP). Stormwater management and impervious surface mitigation standards can be written into the Village’s Zoning Ordinance. These regulations can incorporate creative techniques that can increase the environmental quality of the Village.

Careful technical evaluation and study should precede implementation of any of the considerations below.

Stormwater management and impervious surface mitigation

The Van Buren Community Center, in Michigan, has provided some of these creative mitigation techniques and zoning language on its website. A few of these techniques include:

- “Where density, topography, soils, and slope permit, use of vegetated open channels in the street right-of-way to convey and treat stormwater runoff.
- Use of alternative driveway surfaces and shared driveways that connect two or more uses.
- Promote more flexible design standards for residential subdivision sidewalks. Where practical, consider locating sidewalks on only one side of the street and providing common walkways linking pedestrian area.”³¹

Additionally, high-performance ‘green’ building techniques can greatly reduce the amount of stormwater runoff and wastewater discharge created by buildings. Because of the environmental restrictions imposed upon it by the DEP, the Village would seriously consider implementing a green building program.

Consider density bonuses for green buildings / green roofs / impervious surface mitigation.

A specific zoning change that would serve to incentivize green buildings would be to provide a density bonus (i.e. additional allowable FAR) to those who choose to utilize green building techniques or construct green roofs. Before such a zoning change takes place, it is important that the Village gain thorough understanding and expertise in green buildings. One key source for obtaining information on this field is the United States Green Building Council: <http://www.usgbc.org/>. Additionally, the Westchester Environment News Magazine outlines several steps that municipalities can take to implement green building programs in their communities, such as

“Reviewing and revising applicable zoning, building codes and procurement mechanisms to encourage green building, including the development of performance based building requirements for public and private buildings as appropriate.”³²

It is recommended that the Village consider and implement some or all of these sustainable strategies within the Zoning Ordinance in order to ensure that the Village remains in compliance of the DEP’s regulations.

Parking Requirements Throughout the Village.

It is recommended that the Village relax off-street parking requirements within business districts (PB and B-2) and residential districts. As stated in the Zoning: Main Street section above, very little space is available in the Village to fulfill parking requirements. Additionally, requiring parking serves to increase impervious surface area. In addition, requiring parking can negatively impact the streetwall if required parking is built as a parking lot facing the street, as is the case with Scally’s Deli and Market, located at 145 East Main Street.

Recommended replacement of the following is a zoning language change recommended by the Zoning and Land Use Committee for subparagraph “E” of Zoning Ordinance Par. 170-22. This is subject to review by an independent outside consultant prior to incorporation:

“A lawful nonconforming structure or a structure which contains a lawful nonconforming use which has been partly or completely destroyed or removed by accidental cause, including Acts of God, may be replaced, provided the owner or agent makes application for a building permit within six months of the date of destruction or removal. The replacement structure must be placed on the footprint of the old structure, may not be higher than the old structure, and shall be substantially the same architecture to the extent possible and to the extent permitted by building code or other applicable regulation. The replacement of any nonconforming structure which contains a lawful nonconforming use shall be subject to review and approval by the Planning Board.”

Future Development/Re-development

Marvin Avenue

Marvin Avenue area is one of the few that has potential for desirable and economically beneficial development/redevelopment. The development potential of the north side of Marvin should be evaluated with respect to complementing the park to be built on the south side but east of the site for the new sewerage treatment plant.

RC Zone

This zone is appropriate for low density, multiple-unit housing.

Infrastructure: Village

The recommendations for Infrastructure encompass an analysis of optimal traffic and pedestrian circulation. An assessment of the parking situation in the Village of Brewster leads to recommendations regarding the need for further analysis and possible design strategies for the construction of a parking facility.

Keep Main Street Open to Two-way Traffic.

Recommendation is to keep Main Street two-way for various reasons. Although a conversion will increase parking, it will also increase the speed of vehicular traffic. This will compromise the safety of pedestrians and have a detrimental impact on businesses by decreasing their visibility and accessibility.

Vehicular routing considerations.

A one-way Main Street along the central business area in the Village creates major logistical problems. There are a limited number of alternate routes that are available for utilization by vehicular traffic.

Traffic would be required to divert to:

1. *Marvin Avenue.* Marvin Avenue runs directly parallel to Main Street. This street does not currently have sidewalks; therefore, there are no safe places for pedestrians to walk. Increased pedestrian and vehicular traffic expected with the addition of the planned park along the East Branch of the Croton River may exacerbate this problem. Due to these considerations, Marvin Avenue would be dramatically improved, with sidewalks, lane striping and traffic signals at each end of its terminus.
2. *Rail Road Avenue to Route 22.* This entails rerouting traffic along Railroad Avenue and connecting it with Route 22, which loops around the village and connects to the opposite end of Main Street. Diverting traffic in this fashion has the potential of eliminating through traffic on Main Street. Main Street is currently designated as State Route 6, and it must be able to accommodate commercial truck traffic. Currently, Railroad Avenue is not equipped to handle this traffic. In addition, major reconstruction would be required at the intersection of Railroad Avenue and Route 22, due to the lack of proper signals. This intersection also contains a sharp left turn and a steep grade change that does not meet highway standards. Another alternative is to direct traffic to turn off Railroad Avenue before this intersection onto Morningthorpe Avenue to connect with Route 22. However, the bridge on Morningthorpe has a five-ton weight limit and an uphill traffic signal, two factors that will also pose a challenge to the large trucks.
3. *Oak Street.* Oak Street is a narrow residential street with limited sidewalks and bad sightlines for higher speed traffic. Due to the residential nature of this street it would not be advisable, regardless of improvements, to reroute traffic along this road.

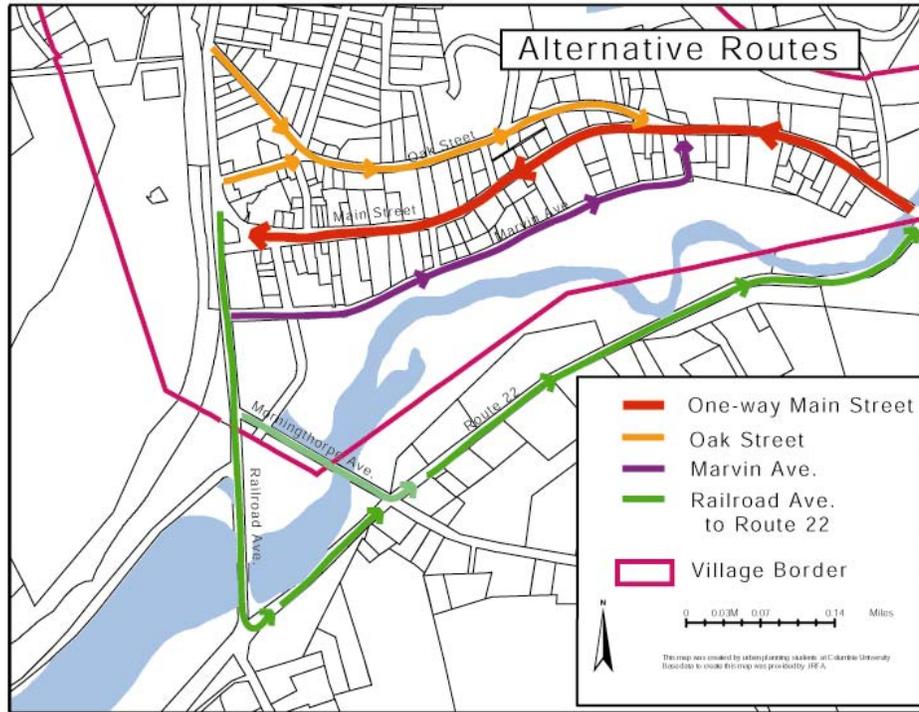


Figure 10-11 Locations where the opposite direction of traffic could be rerouted

Safety considerations.

Two-way traffic makes pedestrian crossing safer by reducing the speed of traffic and decreasing the number of turning patterns at intersections. The slower traffic is generally caused by a greater caution by drivers with the presence of oncoming traffic. Driving speeds increase with the elimination of oncoming traffic in a one-way traffic scheme. This moves through traffic faster at the expense of pedestrian and vehicular safety.³³

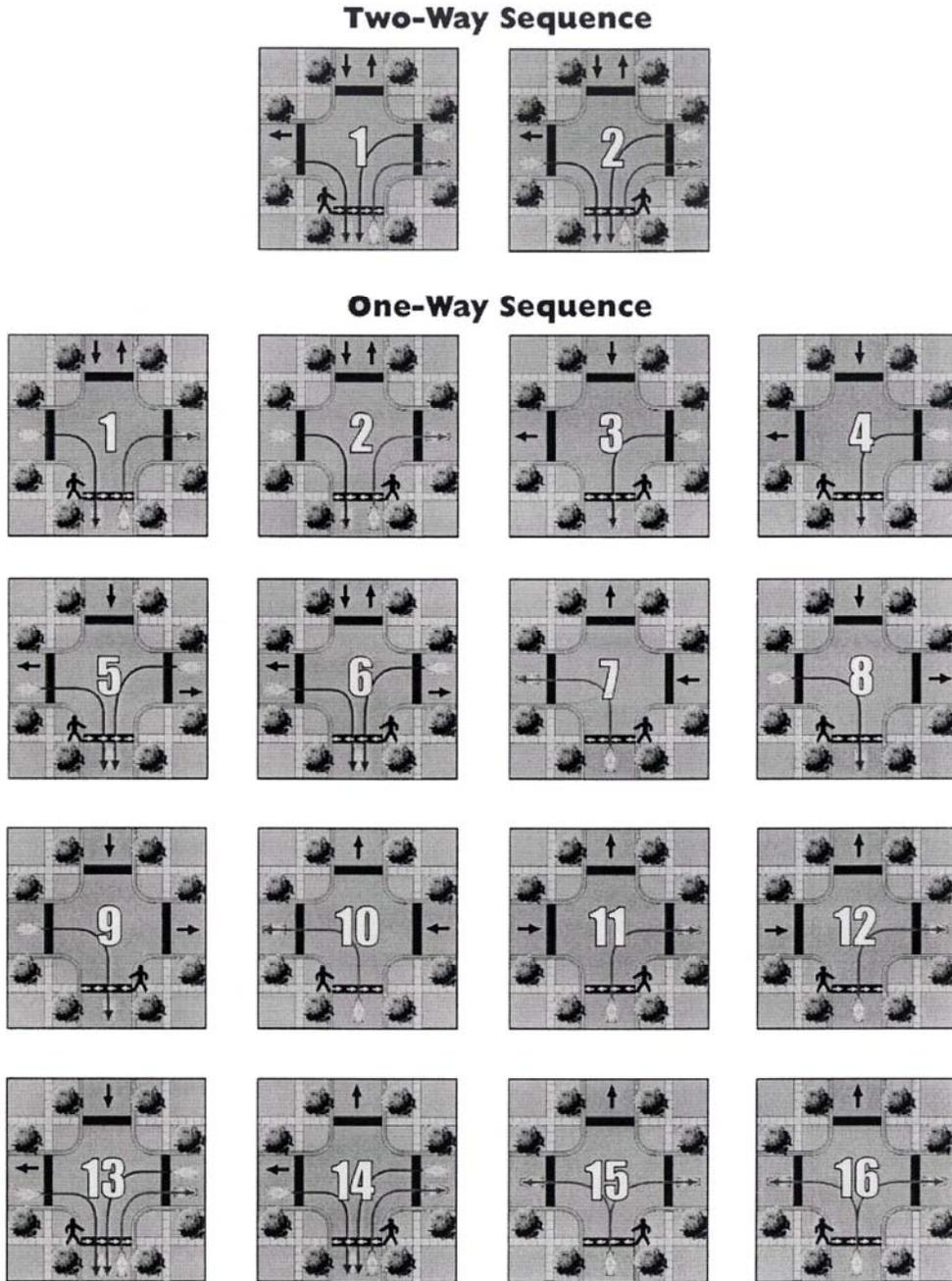


Figure 10-12 Conflicts caused by one-way streets can be confusing to both drivers and Pedestrians.³⁴

Business considerations.

The introduction of a one-way Main Street is estimated to have a negative overall effect on business establishments. Regardless of the possibility of increased parking, the loss of accessibility and visibility is a detriment. One-way traffic on Main Street is likely to cause confusion, and may enhance the desire for shopping at more accessible locations outside the Village.

Add Roundabout to the Intersection of North Main and Route 6.

A roundabout at this intersection would provide several advantages.

- Continuous traffic flow,
- Easy and efficient access to the business area of Brewster,
- Opportunity for individuals traveling north on North Main Street to turn back into the downtown area, and
- Visual enhancement of a major entry point into the village.

This idea was previously presented in the 1990 Village Master Plan. The general design of this would match that of the 1990 master plan with the additional considerations for bicyclists on incoming streets.

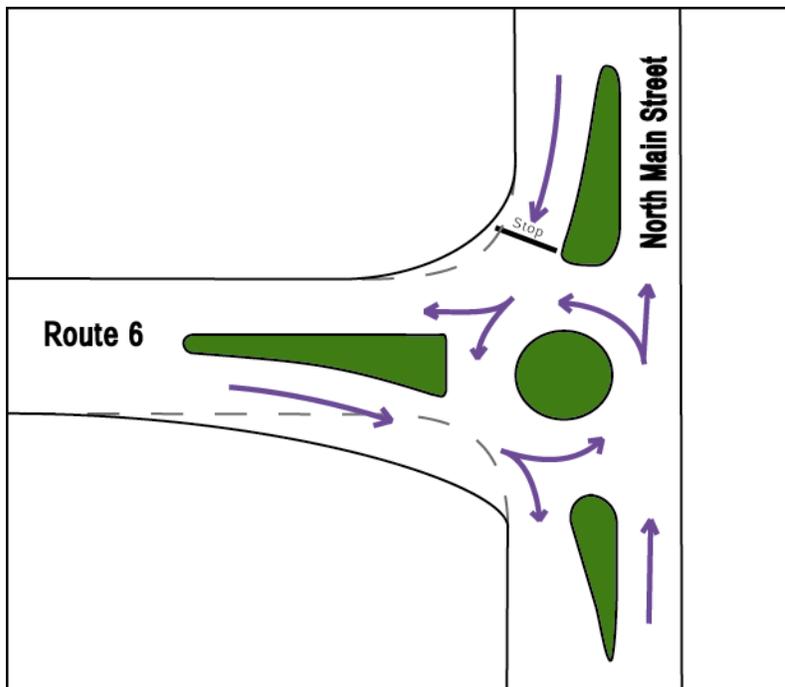


Figure 10-13 Proposed traffic circle

Evaluate the Intersection of Main Street and Railroad Avenue.*Eliminate traffic from the alley behind the Town Hall at the intersection of Main Street and Railroad Avenue.*

The recommendation to close the alley behind Town Hall to vehicular traffic would change traffic patterns. Vehicles, which currently use the alley, would be forced to find

alternative routes. What follows is an exploration of the changes to traffic flow that the closing of the alley will create a discussion of some of the implications. To begin, traffic heading north on Railroad Avenue, which uses the alley to head east on Main Street, would be required to use the intersection of Main Street and Railroad Avenue just north of Town Hall. This would create additional demand at this intersection, which already experiences heavy traffic during peak train times.

Second, traffic traveling south on Railroad Avenue, which formerly was able to travel east via the alley onto Main Street, will be eliminated. Vehicles, which formerly used the alley, will have two primary alternatives. One alternate route for these vehicles will be to turn east on Marvin Avenue, which will then connect them to Main Street to the east of the Village. The other alternative is to turn onto Main Street north of Town Hall. There is expected to be an increase in traffic on Marvin Avenue due to the change. This increase will occur primarily at peak times during the day. Improvements to Marvin Avenue, as discussed previously, are recommended for safe pedestrian and bicycle access.

The proposed changes would increase traffic at the intersection of Main Street and Railroad Avenue. The elimination of confusing, difficult and dangerous turns in and out of the alley is a major benefit. In addition, it will increase pedestrian safety for passengers using the train station.

Conduct further study of the intersection of Main Street and Railroad Avenue.

In the short-term, there should be a study of affects of the new traffic patterns proposed. In the long-term, the Village should partner with the New York State Department of Transportation to consider alternative measures to enhance flow and safety for both pedestrians and vehicles at the intersections. Examples of alternatives include eliminating the left turn around from Main Street on to Railroad Avenue, adding a traffic signal, and completely rerouting Route 6 onto Railroad Avenue to connect to Route 22 south of the Village.

Proposed Parking Structure

Consider mixed use for the structure, including rooftop green space or ground floor commercial space, as examples.

A parking structure should connect with Main Street, expanding the commercial corridor. In this way, we encourage the creation of commercial space on the upper deck of the parking structure, and possibly on the lower level. With regards to the upper deck, there is the opportunity for a restaurant/café with excellent views over the Croton River, which could become an attractor for the Village. We also recommend the inclusion of green space on the roof deck and the exploration of environmentally sustainable design, which will help to minimize wastewater from the structure.

Parking validation and permits.

To our understanding, the parking structure will be primarily used for commuters to park and ride. The garage could provide additional benefits to the Village if it is used as parking for shoppers of the Main Street businesses. The Village could implement a

system in which parking validation is provided to customers shopping at business establishments on Main Street. This system would be analogous to the system used in malls or shopping centers.

Note that there is no waiting list for parking in the Village of Brewster. The Village does not have a parking problem, but rather an opportunity to provide easier access for shoppers and commuters. The proposed parking structure will help to simplify the current confusion over parking and mitigate the perceived parking problem.

Build a sky bridge from the train station to Main Street.

Avoid building a sky bridge from the train station directly to the parking structure. Instead, implement a sky bridge from the train station to Main Street. This would force all railroad customers to "set foot on Main Street". If there is greater volume of foot traffic on Main Street, then there is greater opportunity for sales. Requiring everyone exiting the train to depart using the same stairway also increases safety, as there is safety in numbers. People will also have more connection with the Village if they are unable to bypass Main Street.

Conduct a scale and design study to minimize shadows and obstruction of sightlines before final design approval.

The addition of any built structure to Main Street has the potential to negatively impact sightlines and create issues of scale and contextuality. A poorly scaled structure can impact pedestrian walkability on Main Street by casting shadows and decreasing street level activity. Careful design of any structure should be undertaken, including pedestrian lighting, the possibility of ground floor and upper floor commercial activity (day and night-time), and environmental sustainability measures. As Main Street is an area rich in built history, it is important that designing within the existing contextual frame of the surrounding buildings preserves the scale of the corridor.

One of the Village's main concerns is increasing the local tax base. The following are several recommendations and ideas to be explored in the future.

Finance: Village

Implement a Capital Improvement Plan.

On April 24, 2002, the Superintendent of Public Works submitted to the Board of Trustees a Master Plan Update that detailed a Capital Improvement Program that would guide efficient and organized infrastructure improvements. The Board of Trustees would consider implementing Capital Improvement Program. The objective of the program is to lay out a 25-year plan of needed capital improvements. The Superintendent of Public Works divided the Village into twelve sections; each section will take approximately two years to complete.³⁵ Improvements would include drainage, sidewalk replacement, and road maintenance. The Capital Improvement Program could be financed through a direct fee to residents, and/or allotting a certain percentage of parking permits fees toward the program. The institution of a Capital Improvement Program affords the Village added protection in case of a major disaster or emergency.

Likewise, a percentage of the water fees would go towards a water-system improvement program, for protection against a disaster or emergency. The Village is taking a positive step by authorizing the design of a new water distribution system. This is expected to alleviate current issues surrounding the water distribution system, including the broken well and insufficient water pressure, particularly in the residential area on the top of the hill, adjacent to the two schools. This signifies a fire-safety issue that would be resolved immediately. The line carrying water to the Allview/Meadow section of the Village is in need of replacement.³⁶ The Village's first step, currently under way, is capitalizing on other construction measures with replacement of the water lines.

Raise Parking Fees.

We recommend that the Village of Brewster raise the fees for parking permits. Parking lots at nearby train stations have waiting lists of 200 commuters or more. Therefore, the Village of Brewster currently has a captive audience who will have little other choice than to pay the increased fee. The ability to increase the parking permit fee will only last as long as there is demand for parking in the area. As soon as more parking resources are available at the Brewster North station, higher rates may be undesirable. However, if a parking structure is built near the train station and the parking becomes more accessible and convenient, the Village may be able to retain higher rates.

Reassess Water Rates.

The Village may be undercharging for water users both in and outside the Village. The Village would therefore reassess the rates that they are charging. Water rates can be found in Infrastructure and Environment the existing conditions section.

In Village

The Village would consider reassessing the flat-water fees. Flat fees discourage water conservation. However, the installation of water meters throughout the Village will facilitate a rate system based on usage. The actual rate that would be charged can be estimated by comparing rates charged in other towns. In addition, system maintenance would be reflected on the user's water bill. This would be a flat fee per user, and the revenue would go towards a water system maintenance and improvement plan. The next step for the Village in reassessing water rates is analysis into the rates charged in other municipalities.

Out of the Village

The Village would research increasing the water rates for users outside of the Village. Because these users do not pay taxes to the Village, it is imperative that a maintenance fee be charged to these users as well. While it is understood that the metering contract applies only to users inside the Village boundaries, the Village may also want to consider metering users outside the Village.

Explore Other Alternatives to Increase Ratables.

The Village must explore other alternatives to attain its goal of increasing Village ratables. The annexation – coterminous government strategy can be lengthy, complex, expensive, and uncertain (see “Analysis” chapter of this report).

The Village would analyze other mechanisms provided under New York State law such as the consolidation of town and village governments, village dissolution, and the execution of intergovernmental cooperative agreements for the provision of services. This analysis would be thorough, encompassing the legal, fiscal, and budgetary implications of each alternative.

It is necessary that the Village contact the available governmental resources for guidance and expert support in this regard (e.g. the New York State Conference of Mayors and Municipal Officials, the Local Government Assistance Network, or the New York State Department of State’s Division of Local Government Services). We are aware of the Village’s budgetary restrictions. However, given the importance of this matter, the Village could consider retaining outside counsel to perform this analysis.

RECOMMENDATION MATRIX

This section provides a matrix that lays out the recommendations set forth in this chapter. This tool will recapitulate the Studio team’s recommendations and assemble them into five categories. The categories include:

- Action Contingent on Improved Relationship with the Town of Southeast;
- Immediate Action;
- Further Analysis and Research;
- Action Contingent on Funding; and
- Action Contingent on Another Activity.

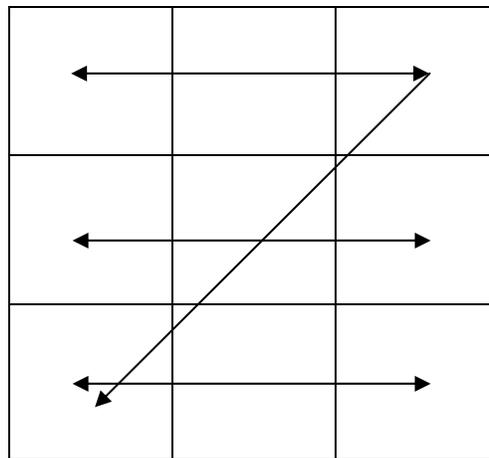
The Action Contingent on Improved Relationship with the Town of Southeast classification are recommendations that are based on increased communication and participation with the Town of Southeast. This category is primary as it set the groundwork for implementation of numerous recommendations in other categories. Immediate Actions are the recommendations that the Village can engage in without delay. These actions are particularly focused on community participation and zoning. Further Analysis and Research category are recommendations that the Village should study in-depth to determine their feasibility. For example, further analysis and research needs to be conducted prior to implementing the finance recommendations. If finance recommendations are feasible or if the Village attains capital for operation, then the Actions Contingent on Funding should be applied. Lastly, there are Actions Contingent on Another Activity. These recommendations cannot be realized until another recommendation or activity has occurred first.

The Village should use this matrix to determine its priorities in realization of this vision. It is imperative that the Village of Brewster, with knowledge of its own timeframe for project completion, construct an implementation plan. The matrix categorizes only the main recommendation. There are many recommendations that have detailed sub-categories.

CATEGORY	RECOMMENDATION	SECTION
ACTION CONTINGENT ON IMPROVED RELATIONSHIP WITH THE TOWN OF SOUTHEAST	Explore opportunities for greater cooperation with the Town of Southeast.	<i>Governance: Region</i>
	Create a Civic Center.	<i>Governance: Main Street</i>
IMMEDIATE ACTION	Implement political participation mechanisms.	<i>Governance: Village</i>
	Explore opportunities for regional watershed cooperation.	<i>Governance: Region</i>
	Generate community interaction through cultural events and activities.	<i>Economic and Community Development: Village</i>
	Institute new zoning code recommendations.	<i>Zoning: Main Street and Village</i>
	Keep Main Street open to two-way traffic.	<i>Infrastructure: Village</i>
FURTHER ANALYSIS AND RESEARCH	Raise Parking Fees.	<i>Finance: Village</i>
	Reassess Water Rates.	<i>Finance: Village</i>
	Institute an impervious surface fee.	<i>Finance: Village</i>
	Develop tradable water rights.	<i>Finance: Village</i>
	Explore other alternatives to increase ratables.	<i>Finance: Village</i>
	Create an open-air market on Main Street on weekends.	<i>Economic and Community Development: Main Street</i>
	Evaluate the intersection of Main Street and Railroad Avenue.	<i>Infrastructure: Village</i>
	Conduct an analysis of the proposed parking structure.	<i>Infrastructure: Village</i>
ACTION CONTINGENT ON FUNDING	Implement a Capital Improvement Plan.	<i>Infrastructure: Village</i>
	Implement “Three Nodes” design and other physical improvements.	<i>Urban Design: Main Street</i>
	Make vertical connections.	<i>Urban Design: Village</i>
	Create historic and environmental connections.	<i>Urban Design: Village</i>
	Add traffic circle to the intersection of North Main and Route 6.	<i>Infrastructure: Village</i>

CATEGORY	RECOMMENDATION	SECTION
ACTION CONTINGENT ON ANOTHER ACTIVITY	Provide education and outreach programs at the Laborer Employment Center. [Action contingent on Village government relocating.]	<i>Economic and Community Development: Village</i>
	Establish bike/pedestrian path connections to create stronger regional relations. [Action contingent on bike path connections being created by other organizations.]	<i>Urban Design: Region</i>

The Idea behind the Implementation strategy below is to capitalize on those actions which can be accomplished in the short-term. The analysis and recommendation committee has organized the recommendations initially presented by the three advisory master plan committees.



The chart is divided horizontally by immediate, intermediate, and long-term considerations. Vertically, physical, management, and communicative actions divide the chart. The long-term goal is to have everything manifested in the physical and policy columns. However, physical actions that are likely to be achieved only in the long-term should be considered in the immediate. These will be found in the communicative column and involve outreach to interested and involved parties. For example, the creation of a day laborer center is likely to be long-term. However, in order to facilitate initial exploration, an exploratory committee should be established to do research, involve the local community and put together a strategic plan. The result of this committee's short-term and intermediate work will be extremely helpful in laying the path to successful implementation.

<p><u>PHYSICAL ACTION</u></p> <p>Beautification Strategy Community Pride Program Clean Sidewalks Bulletin Boards Volunteer clean-up day Sidewalk planters Infrastructure replacement -new WWTP -passive rec. Park</p> <p style="text-align: center;"><u>Immediate</u></p>	<p><u>MANAGEMENT ACTION</u></p> <p>Coordinate local business involvement Newsletter Village website State of the Village report Village Promotion Committee Rewrite zoning code with help Of zoning expert(possible Pace U involvement as in Cell tower Legislation)</p> <p style="text-align: center;"><u>Immediate</u></p>	<p><u>COMMUNICATIVE ACTION</u></p> <p>Intermunicipal Relations w/ SE -meetings w/ mediator -water and sewer issues -finances Exploration committee on Day Laborers -Outreach for Post Office -Outreach for bus routes -Grant Outreach(Small Cities) -Involvement in Rails to Trails <i>bike initiatives</i></p> <p style="text-align: center;"><u>Immediate</u></p>
<p>Main Street signage Façade/building clean-up Rails to Trails construction connection into Village Post office in Village Implementation of more bus routes sidewalk construction as needed</p> <p style="text-align: center;"><u>Intermediate</u></p>	<p>Implement and enforce zoning regulations Intermunicipal Agreement in Law Term limits consideration for Mayor and Trustees</p> <p style="text-align: center;"><u>Intermediate</u></p>	<p>Continue working with Southeast -exploration on shared facilities -Wells and Markel Parks -accessibility and fee structure -County assistance outreach -Continuing Grant Outreach Study of Historic Districting Study of Green building techniques</p> <p style="text-align: center;"><u>Intermediate</u></p>
<p>Triangle Park construction near Train Station Day Laborer Center (contigent on exploratory findings) Node 4 development of North Main Street Possible Redevelopment of Marvin Ave(subject to WWTP Capacity) Sidewalk construction & Upgrade as necessary</p> <p style="text-align: center;"><u>Long-Term</u></p>	<p>Village Manager Job creation Separate jobs of Village Clerk/treasurer</p> <p style="text-align: center;"><u>Long-Term</u></p>	<p>Working relationship with Southeast More County involvement -More intermunicipal grant outreach</p> <p style="text-align: center;"><u>Long-Term</u></p>

Chapter 10. Recommendations Endnotes

¹ Interview with Wendy Johnston, February 26, 2003.

² The National Center for Bicycling and Walking web site at:

http://www.bikefed.org/technical_assistance/resources_information/publications/ipa_guide/IPA_Chap2/page0007.htm

³ The National Center for Bicycling and Walking web site at:

http://www.bikefed.org/technical_assistance/resources_information/publications/ipa_guide/IPA_Chap2/page0007.htm

⁴ The National Center for Bicycling and Walking web site at:

http://www.bikefed.org/technical_assistance/resources_information/publications/ipa_guide/IPA_Chap2/page0007.htm

⁵ This map was created by urban planning students at Columbia University using base data provided by JFRA.

⁶ Preserve Putnam County web site at: http://www.preserveputnam.org/walter_brewster_house.html

⁷ Photo Credit: Preserve Putnam County web site at: http://www.preserveputnam.org/walter_brewster_house.html

⁸ This map was created by urban planning students at Columbia University using base data provided by JFRA.

⁹ The National Trust for Historic Preservation web site at:

<http://www.nationaltrust.org/primer/historic.html?cat=7>

¹⁰ From the Main Street Program website at: <http://www.mainst.org/About/index.htm>

¹¹ From: The Freedom Trail Foundation web site at <http://www.thefreedomtrail.org>

¹² Photo Credit: <http://www.thefreedomtrail.org>

¹³ Helms, Christopher, Madey, Donna, & Zimmy, Bettina for the Westchester County Department of Transportation, the Rockland County Department of Planning, & the Putnam County Department of Planning and Development. Mid-Hudson South Region Bicycle and Pedestrian Master Plan. (Morristown, NJ: The RBA Group, 2001). 18-19. Available online at

<http://www.co.rockland.ny.us/planning/landuse/bikeped.htm>.

¹⁴ Helms, Christopher, Madey, Donna, & Zimmy, Bettina for the Westchester County Department of Transportation, the Rockland County Department of Planning, & the Putnam County Department of Planning and Development. Mid-Hudson South Region Bicycle and Pedestrian Master Plan. (Morristown, NJ: The RBA Group, 2001). 18. Available online at

<http://www.co.rockland.ny.us/planning/landuse/bikeped.htm>.

¹⁵ Ibid.

¹⁶ Ibid.

¹⁷ http://noccog.org/content/modules/DTP_Newsletters/pnuploads/6-98.PDF

¹⁸ Interview with Louis Zutell, Town Supervisor of the Town of Southeast. April 7, 2003.

¹⁹ Watershed efficiency involves maintenance of the standards agreed to under the Contract (April 2000) between the New York City Department of Environmental Protection and the Village of Brewster.

²⁰ Hudson River Valley Greenway web site at:

<http://www.hudsongreenway.state.ny.us/commcoun/commcoun.htm>

²¹ Center for Watershed Protection web site at: http://www.cwp.org/Community_Watersheds.htm

²² National Flowers web site at: <http://www.geobop.com/Symbols/Plants/Flowers/National/>

²³ Mayan Treasures web site at: <http://www.mayan-treasures.com/index1.htm>

²⁴ Mexico Online web site at: <http://www.mexonline.com/crafts.htm>

²⁵ Latin American Folk Institute web site at: <http://www.lafi.org/magazine/articles/marimba.html>

²⁶ Sister Cities web site at: <http://www.sister-cities.org/>

²⁷ U.S. Department of Environmental Protection Education Grant Program web site at:

<http://www.epa.gov/enviroed/grants.html>

²⁸ New York State Council on the Arts web site at: <http://www.nysca.org/public/home.cfm>

²⁹ New York State Alliance for Arts Education web site at: <http://www.nysaae.org/components/about.html>

³⁰ §170-14 of "Chapter 170: Zoning", Village of Brewster Code. April 1999. p. 170037 – 170040.

³¹ "Stormwater Management/Impervious Surface Mitigation Standards." *Van Buren Community Center*.

<http://www.vbco.org/planningeduc0133.asp> (15 April 2003).

³² Wayne Tusa. "Implementing Green Building Programs." *Westchester Environment News Magazine* (Volume 2002 No. 6, September – October 2002).

³³ Walker, G. Wade, Walter M. Kulash, Brian T. McHugh "Downtown Streets. Are we Strangling Ourselves on One-way Networks." Glatting Jackson Kercher Anglin Lopez Rinehart, Inc. form Urban Street Symposium 1999 F-2/10 available online at <http://gulliver.trb.org/publications/circulars/ec019/ec019.pdf>

³⁴ Walker, G. Wade, Walter M. Kulash, Brian T. McHugh "Downtown Streets. Are we Strangling Ourselves on One-way Networks." Glatting Jackson Kercher Anglin Lopez Rinehart, Inc. form Urban Street Symposium 1999 F-2/10 available online at <http://gulliver.trb.org/publications/circulars/ec019/ec019.pdf>

³⁵ Memo to the Village Board, submitted Daniel Crawford, April 24, 2002

³⁶ Interview with Dan Crawford, March 3, 2003