



CHAPTER 1.0 Introduction to the Comprehensive Plan Update of Unincorporated Greenburgh

1.1 Introduction to the Comprehensive Plan

This comprehensive plan is a broad strategic and visionary document that describes a community's desired future for the next 15-20 years. The plan is based on community-derived values and addresses immediate and long-range protection, enhancement, growth and development of the community.

A comprehensive plan:

- *Presents a long-term vision and describes goals and objectives to achieve the vision*
- *Guides decision-making towards the achievement of community goals*
- *Directs discussion and decisions about land use and development*
- *Helps a community prepare for change, future challenges and growth*

Unincorporated Greenburgh completed a Comprehensive Plan in 2000. In 2003, the Town Board adopted the "2000 Comprehensive Plan." This current update of the Comprehensive Plan (the "Plan") is intended to provide a degree of certainty for the future of the community. It will provide direction for land use and investment decisions and activities by all boards, committees and departments of Unincorporated Greenburgh.

The Plan is advisory in nature and is intended to serve as a guide for decision-making and actions affecting the protection, enhancement, growth and physical development of Unincorporated Greenburgh. The Plan will influence changes in laws and regulations as well as funding decisions and other actions over the next 20 years. The Plan identifies and addresses the needs of Unincorporated Greenburgh and is a means of protecting public health and safety, and promoting general welfare. Implementation occurs through adopting local laws, instituting public programs, carrying out civic projects, and managing economic development. The Plan fosters coordination among governmental agencies for planning and implementation of capital projects.

The Plan is a policy document that does not, in itself, have the force of law. However, once adopted, all policies and municipal laws, including local zoning regulations, must be consistent with the Plan. It is expected

Unincorporated Greenburgh is the portion of the Town of Greenburgh that is outside the six incorporated villages: Ardsley, Dobbs Ferry, Elmsford, Hastings-on-Hudson, Irvington, Tarrytown.

A comprehensive plan is a broad strategic and visionary document that describes a community's desired future through supporting goals and objectives for the next 15-20 years.



that the Plan will be reviewed every five years.

1.2 Legislative Authority

Municipalities in New York State are given the authority to adopt an Official Community Plan through Part 26 of the Local Government Act. This Unincorporated Greenburgh Comprehensive Plan Update has been prepared pursuant to NYS Town Law §272-a, which specifies that the Town Board is responsible for preparing and adopting a Comprehensive Plan. As Town law also permits the Town Board to delegate this responsibility to a special board established for the express purpose of preparing a Comprehensive Plan, the Town Board appointed a special board referred to as the Comprehensive Plan Steering Committee (CPSC) to guide the preparation of the Comprehensive Plan.

In accordance with New York State Town Law § 272-a, the following items are addressed in the Plan:

- General guiding principles, upon which proposals for the immediate and long-range enhancement, growth and development of the Town can be based
- Regional needs and the official plans of other government units and agencies within the region
- Existing and proposed location and intensity of land uses
- Historic and cultural resources, natural resources and sensitive environmental areas
- Existing and proposed recreation facilities and parkland
- Population, demographic and socio-economic trends and future projections
- Transportation facilities
- Existing and proposed public and private utilities and infrastructure
- Existing and proposed cultural facilities, historic sites, health facilities and facilities for emergency services
- Existing housing resources and future housing needs, including affordable housing
- The present and potential future general location of commercial and industrial facilities
- Policies and strategies to conserve resources and direct development patterns for improving the local economy in coordination with other Plan topics
- Proposed measures and instruments to implement the goals and objectives of the Plan



- Existing plans from other public agencies

This Comprehensive Plan Update has been referred to several local and regional municipal organizations. Locally, it has been referred to the Town’s Planning Board for review and recommendation before action by the Town Board. Regionally, the Plan has been referred to the Westchester County Planning Board for review and recommendation as required by section 239-m of the General Municipal Law. Other municipal organizations to which the Plan has been referred include:

- New York State Departments of Transportation and Environmental Conservation
- Cities of White Plains and Yonkers
- Villages of Ardsley, Dobbs Ferry, Elmsford, Hastings-on-Hudson, Irvington and Tarrytown
- Towns of Mount Pleasant and North Castle, Village/Town of Scarsdale

1.3 Town of Greenburgh Comprehensive Plan 2011 Update Planning Process

In 2007, the Town Board appointed the CPSC, which consisted of representatives from the Town Board (Councilman Francis Sheehan, CPSC Chairperson), Planning Board (Chairperson Frances McLaughlin, CPSC Vice Chair; Walter Simon, member), Zoning Board of Appeals (Chairperson Steven Belasco), Historic and Landmark Preservation Board (Chairperson Madelon O’Shea), Conservation Advisory Council (Chairperson Theresa Mae Tori), Department of Community Development and Conservation (Commissioner Thomas Madden, AICP), and Community Liaison (Ella Preiser, Council of Greenburgh Civic Associations). The CPSC was assisted by Planner Garrett Duquesne.

In December 2007, the Town Board hired a team of consultants led by Ferrandino & Associates Inc. (Land Use and Zoning; Housing; Open Space and Recreation, Public Outreach & Visioning), Dvirka and Bartilucci Consulting Engineers (Public Utilities & Infrastructure/Environmental Assessment), Fitzgerald & Halliday, Inc. (Transportation/Parking), Fairweather Consulting (Economic Development) and Steven Tilly Architect (Green Design/Public Facilities).

The process of developing the Plan included:

- Public involvement to identify values and elicit stakeholder input in the development of a consensus vision for future growth

The draft intentionally reads as if the Plan has been adopted.

In 2007, the Town initiated the planning process to update its 2000 Comprehensive Plan by establishing the CPSC to guide the preparation of the Plan.

The late Eda Burne, was the original representative on the CPSC from the Historic and Landmarks Preservation Board

Stakeholder refers to a party who holds an interest in Unincorporated Greenburgh.



- Survey of relevant background studies/plans, literature and historical records
- Documentation of existing conditions and trends
- Technical analyses of needs
- Identification of issues, opportunities and constraints
- Articulation of a unified long-range “vision” and formulation of strategies to achieve goals and objectives

1.4 Community Participation and Input into the Plan

Community participation and input into the Plan was carried out through a survey of Unincorporated Greenburgh stakeholders; well-attended local area visioning sessions; and meetings with representatives of school districts, local realtors, and members of the business community. The vision, goals, objectives and policies of the Plan are the result of an extensive public outreach and participatory process. The Plan entailed a process of identifying and understanding interdependencies of issues and synthesizing community values, to build support for a consensus vision.

1.4.1 Comprehensive Plan Input Survey

As part of the public input process, a survey was conducted over a five month period during the spring and summer of 2008. The survey was distributed in print through the *Town of Greenburgh Guide to Programs, Activities and Services*, mailed to all residents and neighborhood representatives. Surveys were also available at Town Hall, the Greenburgh Library, Anthony F. Veteran Park and the Theodore D. Young Community Center from March to July in 2008. Surveys were also handed out during the local area visioning meetings and made available electronically on the Town’s Web site. A summary of the survey responses is provided in the Plan Appendix.

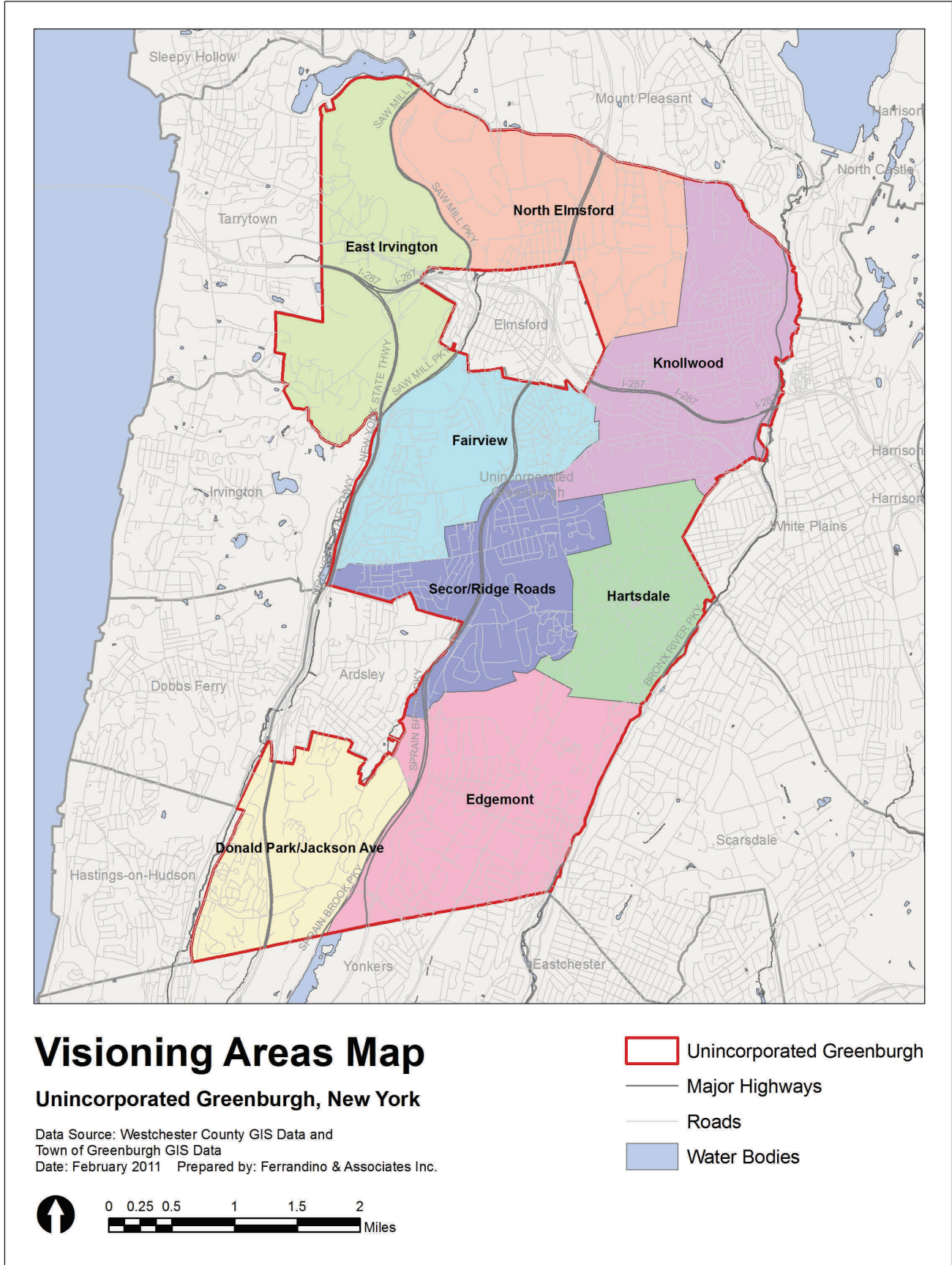
1.4.2 Local Area Visioning

The CPSC divided Unincorporated Greenburgh into eight geographic areas. A Town-wide kick-off meeting was held, followed by interactive visioning meetings conducted between March and June of 2008, within each geographic area (See Figure 1.1). Prior to each area meeting, the Consultant team joined community liaisons to tour the neighborhoods. These field visits provided the Consultant team with first-hand insights from area residents and civic leaders as to the local challenges and opportunities facing their neighborhoods.

Visioning activities were conducted at each area meeting to help participants express their hopes and dreams and imagine an ideal future for their community. These goal-setting exercises served as starting points for identifying strengths and weaknesses in assessing the needs of areas and in



Figure 1.1 Visioning Areas Map





establishing priorities and action plans. A summary of the visioning meetings is provided in the Plan Appendix.

1.4.3 Central Park Avenue & Commercial Corridor Visioning

The CPSC and Consultant team hosted two focus groups on March 19, 2009, in Greenburgh Town Hall, to better understand various aspects of Central Park Avenue and in the Town's key commercial corridors. Participants in the first focus group were members of the real estate profession who are involved with commercial properties in Unincorporated Greenburgh. Participants in the second session included property owners, merchants and developers involved in properties along Central Park Avenue and other commercial corridors, such as Rt. 119 (Tarrytown-White Plains Road) and Rt. 9A (Saw Mill River Road). Information gathered from these meetings helped identify strengths and weaknesses of the major commercial corridors in Unincorporated Greenburgh and inform the Central Park Avenue Market Positioning Analysis. A summary of the meetings and the Central Park Avenue Market Positioning Analysis are provided in the Plan Appendix.

1.4.4 School District Outreach

All nine school districts within Unincorporated Greenburgh were invited to a meeting held on November 13, 2008, at which, the framework of the Unincorporated Greenburgh Comprehensive Plan Update was explained. The Consultant team received input from the school districts and their operations. Edgemont School District and Pocantico Hills Central School District provided the CPSC with budget information, contact information, and their five year improvement plans. A summary of the meetings is provided in the Plan Appendix.

1.4.5 Document Review and Comment

Meetings with the CPSC and Consultant team were held regularly throughout the duration of the process. In addition, the CPSC independently met weekly. The primary purpose of these meetings was to review and discuss the information and data needed to develop the Plan and to ensure that it represented the information gathered from stakeholder input.

1.4.6 Public Hearings

To assure full opportunity for citizen participation, Public Hearing(s) were held on _____ on the Draft Comprehensive Plan.

1.5 Organization of this Comprehensive Plan

For a comprehensive plan to be clear and accessible, its organization must provide clear linkages between goals, objectives and policies. It must also articulate a strong vision, where the land use plan and policies can be



demonstrated to be consistent with the guiding principles. In this way, the guiding principles become the road map for each strategy, objective and policy.

Significant effort has gone into integrating sustainability and connectivity with land use planning and other considerations in the Plan. This has resulted in significant changes to the version of the Comprehensive Plan adopted in 2003. Figure 1.2 provides an overview of how this Comprehensive Plan Update is structured.

This Comprehensive Plan Update has been divided into four distinct sections: (1) Comprehensive Plan Overview; (2) Goals, Objectives and Policies; (3) Implementation Strategies; and (4) Appendices.

The first section, Comprehensive Plan Overview, gives the reader an introduction to the process. This section provides a brief history of the development of the Town from a farming community to a suburb of New York City. It explains how the location and geography of Unincorporated Greenburgh influenced development. This section also gives the reader context as to how Unincorporated Greenburgh fits into regional plans for Westchester County and the tri-state area. Lastly, the section includes a set of guiding principles, prepared by the CPSC, and adopted by the Town Board on December 15, 2009, which provide a framework for the ensuing goals, objectives and policies.

The second section, Goals, Objectives and Policies, is divided into three categories: 1) Development; 2) Transportation and Infrastructure; and 3) Quality of Life. The Development portion of the Plan focuses on land use and zoning, economic development, building design and performance. The transportation and infrastructure section looks at transportation, mobility and access within the Town and the current and future state of public facilities and services. Lastly, the quality of life section looks at community well being and health, environment, parks, open space and greenways, housing, arts, cultural and historic resources, and municipal financial planning.

The third section, Implementation Strategies, summarizes the recommended actions by topic on how the findings from this Plan will be implemented. The strategies include proposed time frames, target and monitoring of responsible agencies, cost estimates, potential funding sources, and suggested changes to the Code of the Town of Greenburgh, Zoning Map and Town policies. Implementation is carried out through existing civic programs, public involvement and defining the Town's policy paths to its future vision. A summary of the recommended actions, which provides a guide to implementing the Plan, is included as part of this section.



A GEIS, prepared as a separate document, will be completed prior to adoption of the Final Comprehensive Plan.

The draft intentionally reads as if the plan has been adopted.

The fourth section contains the Appendices. Certain sections of the Plan, while no less important than others, have been extracted, and are included as appendices. The appendices are designed to provide the reader with additional, often technical, background information that further supports the goals, objectives and policies herein.

1.6 State Environmental Quality Review (SEQR) Process

A comprehensive plan, and any amendment thereto, is subject to the provisions of SEQR under Article 8 of the New York State Environmental Conservation Law and its implementing regulations. State law requires that municipalities consider the potential environmental impacts of their actions and propose alternatives or mitigation to remedy significant potential adverse impacts. The potential environmental impacts of this Comprehensive Plan Update were evaluated in the Generic Environmental Impact Statement (GEIS). Site specific impacts of future projects will be studied to the extent that they are not in conformance with the conditions and thresholds of this GEIS. All future projects will be subject to the provisions of SEQR.

1.7 How this Plan will be Utilized

As defined in Section 272-a of NYS Town Law, the Comprehensive Plan shall “serve as a basis for land use regulation, infrastructure development, public and private investment, and any plans which may detail one or more topics of a Town Comprehensive Plan.”

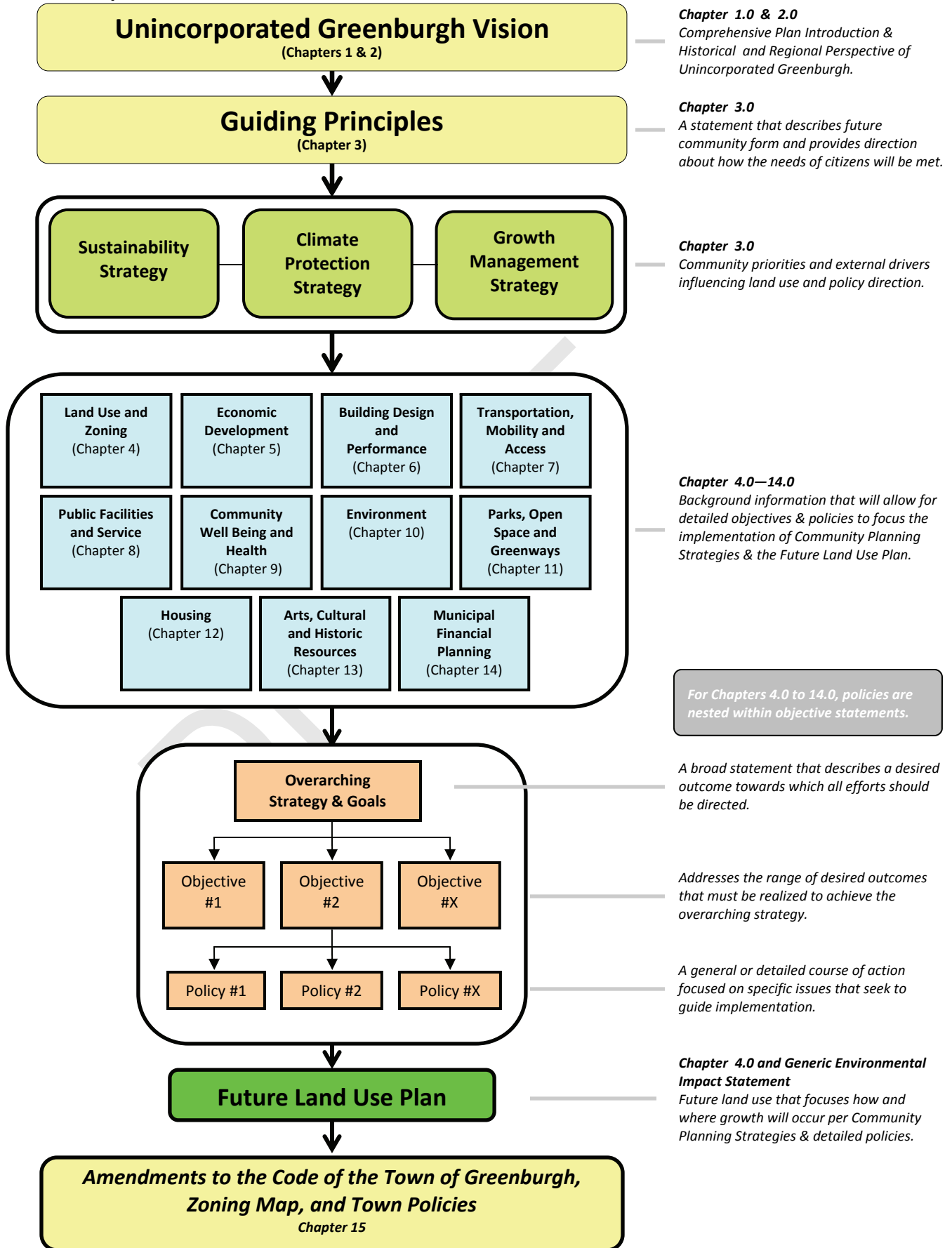
The Unincorporated Greenburgh Comprehensive Plan was adopted by the Town of Greenburgh Town Board on _____. It shall be the policy of the Town of Greenburgh to reference the Comprehensive Plan for all rezonings and infrastructure projects planned by the Town and proposals from private and governmental agencies. A copy of this Plan was provided to county and state agencies to assist with their plans and projects in the Town of Greenburgh.

1.8 Interactive Use of This Plan (Web-based use of Plan)

An interactive version of the Unincorporated Greenburgh Comprehensive Plan is available on the Town’s Web site (www.GreenburghNY.com). All public notices, flyers, attendance lists, agendas, PowerPoint presentations and neighborhood meeting summaries documenting the Consultant team’s outreach efforts are provided in the Plan Appendix and are also available on the project Web site. For legal purposes, the official version of the Comprehensive Plan Update is the hard



Figure 1.2 Comprehensive Plan Flow Chart



Chapter 1.0 & 2.0
Comprehensive Plan Introduction & Historical and Regional Perspective of Unincorporated Greenburgh.

Chapter 3.0
A statement that describes future community form and provides direction about how the needs of citizens will be met.

Chapter 3.0
Community priorities and external drivers influencing land use and policy direction.

Chapter 4.0—14.0
Background information that will allow for detailed objectives & policies to focus the implementation of Community Planning Strategies & the Future Land Use Plan.

For Chapters 4.0 to 14.0, policies are nested within objective statements.

A broad statement that describes a desired outcome towards which all efforts should be directed.

Addresses the range of desired outcomes that must be realized to achieve the overarching strategy.

A general or detailed course of action focused on specific issues that seek to guide implementation.

Chapter 4.0 and Generic Environmental Impact Statement
Future land use that focuses how and where growth will occur per Community Planning Strategies & detailed policies.



copy signed version, which is available through the Town Clerk. The internet versions are provided for the convenience of users only. If in doubt about the status of the Comprehensive Plan Update or amendments thereto, contact the Department of Community Development and Conservation at (914) 993-1505 or email the department at planzone@GreenburghNY.com. The Web-based version of the Plan includes an interactive feature called "Policy Paths." There, an interactive table summarizes goals and objectives for each chapter. The Web based version will be updated on a regular basis to include links to the many initiatives that are underway to implement the Comprehensive Plan Update's Goals and Objectives.

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