

SPECIAL BOARD COMMENTS ON BUTTERFIELD HOSPITAL PROJECT

SPECIAL BOARD REPORT TO VILLAGE BOARD ON PROPOSED PUD AND CONCEPTUAL PLANS FOR THE BUTTERFIELD SITE AS PROVISIONALLY ADOPTED 2/23/2012

Introduction

In response to a request from the Village Board, the Special Board for a Comprehensive Plan/Local Waterfront Revitalization Plan has prepared this report addressing the Petition for a Planned Unit Development (PUD) by Butterfield Realty, LLC, dated December 6, 2011, and the conceptual plans for the former site of Julia L. Butterfield Hospital that the owner of the Butterfield site has recently presented to the Village Board and Planning Board. A summary chart is attached to cross-reference the Comprehensive Plan and LWRS with the proposed PUD and conceptual drawings. The chart and narrative are consistent but do not necessarily cover exactly the same topics, or the same topics in the same order.

The analysis contained herein is based on the Comprehensive Plan adopted by the Village on January 10, 2012 and the Local Waterfront Revitalization Strategy (LWRS) accepted by the Village Board and the State of New York in November 2011, which are the result of five years of research and analysis and extensive community review and input. This report assesses the implications of the proposed PUD and the conceptual plans with the goal of ensuring that development at the Butterfield site is beneficial to the Village and consistent with the Comprehensive Plan and the LWRS. The report is not – and at this stage cannot be – an exhaustive analysis of the proposed PUD or the evolving conceptual plans for the Butterfield site, but rather aims to be a constructive contribution to a timely dialogue.

Given its scale and gateway location, the Butterfield project is extremely important to the Village and as such, the process should provide the time and resources to facilitate a thorough evaluation of all aspects of the proposal. As stated in the LWRS (7.1.1), public reviews of proposed plans should be conducted.

Throughout this document, references to Objectives and Recommendations apply to both the Comprehensive Plan and the LWRS.

I. Site History

Butterfield Hospital was built in 1925 with funds bequeathed by Julia Butterfield, wife of General Daniel Butterfield and operated until 1993. A full service, 35-bed hospital while open, it was the birthplace of many lifelong residents of Cold Spring and at one time employed approximately 100 people. The hospital building has been used occasionally for emergency personnel training exercises and the site is used for recreation year round, including activities such as sledding, “pick up” games, and exercising dogs.

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The 7.21-acre* Butterfield site is currently owned by Butterfield Realty LLC of Garrison, NY and contains the 44,000 square-foot former hospital building and the Lahey Pavilion, which contains busy medical offices. The site is currently zoned B-4, "Designated Medical and Health Care Facility District," in which the following uses are permitted: any use permitted in an R-1 District (mainly single-family homes); a hospital and sanatorium; a nursing home and health-related facility; a medical center; and by special permit, senior citizen housing. The current minimum lot size in the B-4 District is sixty thousand (60,000) square feet, which is about 1.4 acres. The minimum lot depth and width are 200 by 200 feet, and buildings can cover a maximum of twenty-five percent (25%) of lots and may not be more than two and one-half (2 1/2) stories or thirty-five (35) feet tall. (Village Zoning Law, § 134-15.)

In 2011 the property (Tax Map No. 49.5-3-45) generated tax revenue for the Town & County, Village and Haldane tax districts in the amount of \$61,195.68 (Town & County \$9,578.72, Village \$12,330.95 & Haldane \$39,286.01) based on its assessed taxable value of \$1,200,000. Its assessed full market value is \$2,479,339; the assessed value of the land without the Lahey Pavilion or the Butterfield hospital building is \$118,000.

The lot perimeter is lined with trees and the large open southern lawn is home to a well-known large copper beech tree. The southern lawn makes a welcoming gateway to the Village for residents and visitors, and has been the scene of much sledding in winter and pick-up games year round; in recent memory it was the site of an annual Village carnival. Most recently it has been the home to the weekly Cold Spring Farmers' Market that is held in the adjacent driveway from May through November. The site is bounded by the Chestnut Street commercial area to the west and north, Chestnut Ridge senior housing across 9D, and single-family homes on Paulding Avenue and Grove Court.

II. Analysis of Uses and Issues

In the survey of Village residents conducted by the Special Board in 2007 (in which a 20% response rate was achieved), in response to an open-ended question regarding what uses should be considered for the Butterfield site, 32% said medical (including urgent care, hospital and doctors' offices), 22% said senior housing (including assisted living), 14% said community center (variously described including uses for whole community, seniors and teens, pool and a gym), 10% said a fire house, 4% said education (including Haldane, SUNY and other uses) and 18% noted other ideas including a park, movie theater, upscale housing, offices and other commercial uses such as research labs or a business incubator.

The current owner of the Butterfield site has presented a number of conceptual proposals to the Village over the last five years. In 2007, he presented plans that would

* Based on Philipstown 2011 property tax rolls; area is shown as 6.1 acres on James A Sewall Assessment map dated 2004, a figure which is used in the Comprehensive Plan and LWRS

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have included a for-profit assisted living facility in the old hospital building, a senior citizen center, four condominium buildings of approximately 8-10 units each for retired people, along with a half-acre of land to be donated for a new home for the Cold Spring Fire Company No. 1. (PCNR, 10/31/07.) Members of the community expressed support for senior housing, a new firehouse and housing for seniors, but others suggested that housing and office space for professionals might be more desirable as a way to generate a greater mix of businesses for the Village, and some expressed concerns about the number of residential units proposed and whether it was advisable to situate an assisted living facility so far from the nearest hospital emergency room.

Since at least 2010, officials from Putnam County have engaged in discussions with the site owner regarding the possibility of the County purchasing the site and renovating the old hospital building or razing the old building and constructing a new facility for a variety of government uses.

In October 2011, the Butterfield site owner presented conceptual drawings to the public and Village Board that included a 22,000 square foot, 2 1/2 story municipal building (with commitments for 2,000 s.f. from the Village, 4,000 s.f. from the Town, and 6,000 s.f. from the County), 50 units of affordable housing and 40 units of market-rate housing, with the lawn on the south end of the property kept as open space, all in what would be a Planned Unit Development.

In December 2011, the owner of the Butterfield site refined these ideas in petitioning the Village Board to rezone the property as Mixed Use with a Planned Unit Development (PUD) that would contain a wide range of permitted uses. Presentations have included much senior housing, municipal and retail space, extensive parking and a lawn area. Notably, the plans do not provide for a new facility for the Cold Spring Fire Company.

The following issues should be carefully considered in evaluating future development at the Butterfield site:

1. Tax Impact

Village residents have expressed their strong desire to control property taxes. (Comprehensive Plan at 7; LWRS at 2.) Accordingly, revenue generation by the Village government is a high priority and is extensively addressed in the Comprehensive Plan and the LWRS. Many Village residents have expressed concerns that large-scale residential development in the Village would increase the financial burden on the Haldane School District and the Village, resulting in increased property taxes for individuals. These concerns include the potential that property designated now for seniors risks defaulting over time to regular housing.

To address these concerns, the Village can employ a widely used planning tool known as fiscal impact analysis to evaluate the tax impact of new development by comparing costs and revenues from new development with alternatives. Fiscal impact analysis recognizes that businesses and residences generate additional revenue but also

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create new costs via new roads, water supply and sewers, police and fire protection, and more children in schools (requiring teachers and even new school buildings). If new revenues exceed new costs, the fiscal impact is said to be positive. On the other hand, if new costs exceed new revenues, the local government must raise taxes to meet new service demands or reduce the quantity or quality of existing services.

Studies have shown that commercial development is generally tax positive, while residential development is generally tax negative. According to available data, residences in Philipstown cost the municipality approximately \$1.20 for every tax dollar generated, while commercial development costs the municipality 30 cents for every tax dollar it generates, and open space generates about 20 cents on the dollar. See “Pointers for Economic Development,” created in 2002 for the Philipstown Comprehensive Plan Special Board by consultant Phillips Preiss Shapiro, at page 33, available at <http://philipstown.com/shapiroReport.pdf>.

Because development is more likely to be tax positive where there is a mix of uses, the LWRS (at 133-134) proposes that the Butterfield site be designated Mixed Use as part of a larger Mixed Use area along Chestnut Street and Route 9D including the M&T Bank property, the Nest, the Grove, the Butterfield site, Downey Oil, and Chestnut Ridge. The primary use categories considered for the Butterfield site are: (a) residential; (b) commercial; (c) open space and (d) governmental.

a. Residential

The objective (1.4), states “Provide a variety of housing types and sizes to maintain the Village’s existing population diversity,” and further clarifies its intent in a recommendation (1.4.1) to [a]mend the *Zoning Law* to require a variety of housing types and sizes in new major projects, consistent with traditional Village neighborhoods, to accommodate a variety of age and income groups and residential preferences. Allow single family, two-family, multi-family, cottage dwellings, live-work and *work-live units*, among others, all with *performance standards* to control impacts.”

It should be noted that available housing in the community is strikingly diverse, including an ample supply of apartments, multifamily townhouses and low-cost housing as well as larger single-family homes. (LWRS at 43; Comprehensive Plan at 17.) The Village's housing stock includes senior housing at the Chestnut Ridge development (Comprehensive Plan at 17); the Comprehensive Plan, however, does not call for additional age-restricted housing in the Village.

On October 25, 2011, the owner of the Butterfield site presented a conceptual plan to the Village Board with “a municipal/retail building, a fifty unit assisted, affordable rental housing project under NYS Housing Finance, forty units of senior, market rate condominiums and an area for green space” (minutes of 10/25 meeting). In January 2012, the owner of the Butterfield site presented a slightly different conceptual plan that included 51 units of affordable housing and 36 senior condominium units.

The PUD Zoning amendments submitted by the applicant propose a residential

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density of 1,500 sq. ft. of lot area per dwelling unit [§ 134-15.1D(2)], the equivalent of 29 dwelling units per acre. This far exceeds the existing character of residential neighborhoods in Cold Spring. It also exceeds the permitted density in the current Zoning regulations, which allow 6 dwelling units per acre in the R-1 District, a range of 5 to 11 dwelling units per acre in the R-3 District (depending on the number of bedrooms per unit), and a maximum of 19 dwelling units of senior citizen housing per acre in the B-4 District. Moreover, the proposed density of 29 dwelling units per acre could be utilized for any of the proposed housing types, which include one-family, two-family, and multi-family, in addition to age restricted housing. Such a high density of residential development is inconsistent with the existing character of the Village and may result in adverse fiscal impacts to the tax base.

b. Commercial

In terms of commercial uses, the objective stated in the Comprehensive Plan (4.1) is to “[e]ncourage businesses that provide jobs, sustain property values, provide more tax revenue than the cost of services for them, develop a scale that respects the Village’s small town character and the primary needs of residents year-round”. Another objective (4.3) is to “[i]ncrease the number of residents who work in the Village and thereby increase the weekday population and the general activity level, potential volunteers for emergency services and customers for local businesses.” There is also a recommendation (4.3.3) to “[i]nvestigate ways of supporting ‘business incubators’ or ‘business accelerators’ in the Village to lower the costs of start-ups organized by residents and others. By promoting local businesses these incubator and accelerator programs can mentor and facilitate jobs and business opportunities for local residents” which further addresses the benefits of commercial space in the Village.

In particular, there has been support for the possibility of attracting scalable technology, research, design, communications, “clean” light industrial, or “green” companies (3.5.10) that could employ Village residents, so long as they are low-profile and potential negative impacts are controlled. Objective 6.4.1 recommends that the Village [c]onsider encouraging commercial, “*clean*” *light industries* and *mixed-use development*, which generally generate more in tax revenues than they require in services.”

The community values survey conducted for the Comprehensive Plan showed interest in a movie theater, coffee house, laundromat, bed & breakfast and shoe repair show. Recommendation 4.2.4 states its support to “[e]ncourage an increase in the number of overnight accommodations by....permitting B&Bs throughout the Village, as long as they adhere to performance standards for signage, lighting, noise and parking.”

c. Public Open Space

The LWRS reflects the strong desire of Village residents to reserve a portion of the Butterfield site, the sloping southern lawn, as public open space (Objective 7.4 and Recommendation 7.4.4). Significantly, open space may increase the value of adjacent

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properties and is generally tax positive.¹ Current uses of the lawn include sledding, pick-up games; adjacent spaces provide room for a seasonal farmers' market and Village snow disposal. The proposed PUD provides that at least 15% of the site should be reserved as open space, and that open space may be assured by covenants and restrictions (such as scenic easements) or the formation of a property owners' association. (Proposed PUD, Section J.) However, the open space of the southern lawn is contiguous and appears to be more than 15% of the site.

d. Government

The LWRS calls for the investigation of cost reductions and savings through consolidation of Village functions for police, administration, and Village courts at the Butterfield site (Recommendations 5.3.1 and 7.4.1). Further, Village, Town and Putnam County government officials have discussed the possibility of locating some government services on the site. For example, they have discussed providing space for Village or Town offices, a courtroom that could be shared by multiple jurisdictions (Cold Spring, Nelsonville and Philipstown (Recommendation 5.17.4)), space for police services (Cold Spring, County Sheriff, NY State Police), and space for County programs (County Clerk, Health Department, Office for the Aging, Putnam Bureau of Emergency Services, Veterans Affairs Office, Tourism Office and the Department of Social Services). The Butterfield site owner has expressed his willingness to accommodate government uses provided there is sufficient parking.

e. Senior Center

The Comprehensive Plan and LWRS call for a "...facility for seniors that accommodates the preparation of meals on site and is adequately sized to allow social activities" (Recommendation 5.3.2). This is an important consideration for the Butterfield site, given the large number of seniors already living in the village, especially in the adjacent Chestnut Ridge apartments. A senior citizen center referenced in 5.3.2 could be part of a community center, which is also recommended in the Comprehensive Plan (Objective 5.3, Recommendation 5.3.1).

f. Prohibition of Private Roads/Gated Communities

The Comprehensive Plan states that the Village should "ensure that proposed plans for any property that, because of its size, location, or historic significance is of special importance to the Village are in compliance with this Comprehensive Plan and are open to public review," and recommends that "when such property is being developed," to "Prohibit gated communities, cul-de-sacs, dead ends and private roads, except in the case of private roads where public access is not impeded or denied, and where water and sewer are provided in compliance with Village standards."

¹ See Office of the New York State Comptroller, Economic Benefits of Open Space Preservation March 2010, available at <http://www.osc.state.ny.us/reports/environmental/openspacepreserv10.pdf>

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(Recommendation 7.1.6) An exception is allowed for situations where a cul-de-sac is necessary due to steep slopes (Recommendation 1.1.6). The current plans for the Butterfield site incorporate a cul-de-sac and private road serving a residential enclave, which appears to be inconsistent with the Comprehensive Plan and LWRS.

2. Traffic

The Butterfield site borders the Chestnut Street commercial area, a busy state road (Route 9D), and the single-family residential area of Paulding Avenue and Grove Court. The B-4 zoning district requires that entrances and exit driveways shall be located with the approval of the Planning Board and the New York State Department of Transportation where its authority exists or extends, and this requirement should be preserved.

3. Walkability

The Comprehensive Plan and LWRS recommend that new development in the Village should build upon Cold Spring's existing small-town atmosphere, characterized by its traditional neighborhood streetscapes that encourage walking. (LWRS at 9.) The conceptual drawings for the Butterfield site attached to the PUD Petition, with parking lots lining Village roads, is oriented towards cars rather than pedestrians. A pedestrian-oriented streetscape with parking located behind buildings and sidewalks along the street should be required (Recommendation 1.10.2). In addition, (Recommendation 4.5.4) a pedestrian route from Paulding Avenue through the site to Route 9D should be incorporated into the plans.

4. Design

The Butterfield site is located entirely within the Village Historic District and therefore must comply with the Design Guidelines enforced by the Architectural and Historic District Review Board. To promote development consistent with the Village character, site layout should give prominence to pedestrians, rather than being oriented towards the automobile (as discussed above), with buildings located close to the street and to each other, and parking located behind buildings. The Village should strive to integrate new development with the traditional Village character (LWRS at 2 and Recommendation 4.5.5) and be sensitive to the impact of development on the character of adjacent neighborhoods and the people who live there. Moreover, the size of buildings and structures should be consistent with the scale of existing historic buildings in the community. (Recommendation 7.1.6). The Butterfield site clearly serves a significant purpose as a gateway to the Village (Objective 1.9, 7.4, and LWRS at 134). The proposed PUD is rightly called a "Gateway PUD" and provides that design requirements should ensure that "the appearance of all building permitted under this section is harmonious with the general visual environment of the Village" (Proposed PUD, Section G(1)). However, the important contribution that the Butterfield front lawn and mature trees makes to this gateway, as discussed previously, should be included in the PUD regulations so that this feature of the site is preserved. As per Recommendation 7.1.2 of the Comprehensive Plan, the design of the site must be evaluated by the Planning Board

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in light of the goals, objectives and recommendations of the Comprehensive Plan and LWRS; in the case of the proposed PUD, because it involves a Zoning amendment, the Village Board must also ensure that the proposed amendments are consistent with the Comprehensive Plan.

Steep slope protection is also addressed (Recommendation 3.1.2). This should be considered in the design of the site.

The Comprehensive Plan recommends that the Village “Explore the use of *form-based* zoning for new development and redevelopment, using the illustrated *SmartCode*’s standards as a basis for the zoning changes.” Form-based Zoning should be incorporated into the PUD regulations, particularly to address the location of buildings and parking on the lot (as discussed above), streetscape design, public open space, and the scale, mass and height of buildings. Permitting additional building stories may be a means to allow for a reasonable level of development while also preserving the site’s significant southern lawn. However, buildings should be carefully sited into the topography of the property so that the visual impact of the buildings’ height and number of stories is consistent with that of adjacent neighborhoods.

5. Trees

The large beech tree on the Butterfield property is a specimen tree that should be protected. Other trees may be worthy of similar protection.

6. Green Building and Landscape/Energy Efficiency

As stated in the LWRS and Comprehensive Plan, many Village residents are quite concerned about protecting the natural environment and would like to see greater use of green building and landscaping techniques in the Village. New construction should model state-of-the-art energy-efficient design elements

Development should also meet ENERGY STAR, LEED (Leadership in Energy and Environmental Design) or other similar standards (3.5.2) and should address water usage (5.5.4). For fire safety, sprinkler systems should be incorporated into the design of the buildings (5.6.4) if the NFF [Needed Fire Flow] is less than 100%.

7. Parking

As discussed previously, parking should be located behind the buildings consistent with the existing Village streetscape and to enhance walkability.

The Comprehensive Plan states that the Village should encourage pervious surfaces for all new commercial, multiple automobile parking areas and explore converting impervious parking areas to surfaces that are pervious. (3.3.4). This should be included in the PUD regulations.

The proposed PUD states that “[o]pportunities for shared parking shall be maximized to avoid unnecessary pavement and impervious surface coverage.” (Proposed

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PUD, Section F(1).) A shared parking factor should be included in the PUD regulations to achieve this goal of reducing the amount of parking on site when there is a mix of uses.

8. Post Office

The community strongly desires to keep the Post Office in the Village, in a commercial area. (5.9). The Comprehensive Plan sets as an objective “[r]etain the location of the Cold Spring Post Office within a commercial area in the Village.” What residents value and wish to sustain is not only convenience but the contribution of the Post Office to community connections and neighborliness, a core value of residents. (Comprehensive Plan at 7; LWRS at 2.)

9. Signage

The Comprehensive Plan calls for signage to reflect the 19th century character of the community. (Objective 1.8.) It also identifies the Butterfield Property (Objectives 1.9 and 7.4, Recommendation 7.4.4) as a prime gateway to the Village to be reflected in signage as well as design of structures and landscaping.

10. Lighting

The Comprehensive Plan calls for amending the Village Code to strengthen outdoor lighting standards and make them consistent to assure safety and security, to minimize light pollution and excessive brightness, control lighting of signs throughout the Village, and preserve the Village’s nighttime character. (Recommendation 1.10.1.) New development should use low-wattage, fully shielded fixtures to conserve energy, improve visibility and public safety, and minimize light pollution.

11. Teardown

The Comprehensive Plan recommends that the Village “Consider enacting regulations to prohibit outright teardowns of existing structures by instituting a demolition delay requirement to provide time to examine alternatives for a threatened structure.” (Recommendation 1.1.8) A key part of the Butterfield proposal is to demolish the old Butterfield Hospital building.

12. The Grove

Objective 7.5 states that the Village should “[c]onsider the various options for use of The Grove property assuring that The Grove’s status on the National Register of Historic Places is maintained. Consider:

- Planning for The Grove in conjunction with the Butterfield site.
- A public/private joint venture with a for-profit company or non-profit organization to use the property;

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- Working with local business organizations to identify and to promote to potential investors alternative uses for the site, to generate revenue for the Village.
- Any potential for generating revenue from a sale or lease for use as a private home, B&B or other compatible use.”

Although the proposed plans for Butterfield show possible use of a portion of the Grove lot to be dedicated to parking for new uses on the Butterfield Site, the question of how the Grove would be used or how the proposed parking would affect its use is not addressed.

III. Recommendations

These recommendations are based directly on the Comprehensive Plan that was adopted on January 10, 2012 and on the Local Waterfront Revitalization Strategy accepted in November 2011.

1. Tax Impact

To ensure that development at Butterfield is tax positive, any application for development at the site should be accompanied by a fiscal impact analysis to ascertain the potential fiscal impacts associated with all increased service demands generated by development. Using generally accepted methodology, the fiscal impact analysis would measure the cost and revenue implications of the project for taxpayers in the Cold Spring, Philipstown, and Haldane taxing districts, all of which affect Cold Spring property owners.

The fiscal impact analysis should be performed independently, should include a no-action alternative to the proposal, and should explore mitigation measures that minimize any adverse fiscal impact, both immediate and long-term, of the development. The analysis should also consider the form of ownership for proposed residential units at Butterfield (fee simple or condominium ownership). The impacts resulting from the potential unequal tax burden on fee simple owners created by condominium ownership (a consequence of state law), and fee simple ownership or PILOTS (payment in lieu of taxes) (Recommendation 6.1.5) for all proposed residential units should be considered in order that fee simple owners and owners of the proposed residential units are paying the same amount for Village services and infrastructure. Another important aspect of the fiscal impact analysis would be to evaluate the impact of development on infrastructure, including water and sewerage, to ensure that development will not exceed the Village's carrying capacity and result in a need for costly expansions.

a. Residential

With respect to any proposed affordable housing or senior citizen housing, legal mechanisms should be required to ensure that such development does not convert to market rate or non-age restricted housing. Residential density should be consistent with the existing character of the Village.

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b. Commercial

Commercial development is generally tax-positive and provides employment. Based on the fiscal impact analysis, consideration should be given to increasing the proportion of commercial development (*e.g.*, office space) that is proposed. Additionally, the possibility of expansion of medical services – or an urgent care facility -- should be explored.

c. Public Open Space

The Village should ensure the preservation of the southern lawn close to its current size, and should encourage the applicant to allow existing recreational uses to continue to the extent possible. These goals can be met either through a permanent conservation easement or through dedication of that portion of the property to the Village in lieu of a recreation fee (Recommendation 3.1.8). To maximize protection of open space on the property, the Village could include a maximum lot coverage requirement in the PUD regulations; allow for 3 stories on some buildings to minimize building footprint (as long as the visual impact is consistent with adjacent neighborhoods); minimize the required distance between buildings, and be flexible on setbacks and lots sizes (in other words, clustering buildings rather than spreading them out across the site). Inclusion of a maximum building coverage and maximum lot coverage, and a requirement for a contiguous open space area that can be used for recreation, will ensure that development of the site is in scale with the existing historic character of the Village and will serve to protect the southern lawn.

d. Government

Although the Village may gain efficiencies and tax savings by sharing courtroom space at Butterfield, having the Village offices at their present location contributes to the authenticity and vitality of Main Street (Recommendation 4.4.3) by bringing residents to Main Street. Additionally, any proposed government uses of office space should be carefully analyzed so as not to preclude commercial uses and, in light of the desire to minimize the tax burden, avoid unnecessary expansion of (or duplication of) government facilities. Moreover, proposals to relocate government services should maximize opportunities for consolidation of services and elimination of duplicative services (Recommendation 5.17). (The Village and Town will want to plan for the adaptive reuse of structures currently housing government services, such as the VFW Building on Kemble Avenue, the current Town Hall and the American Legion Building (the last of which is privately owned)).

e. Senior Center

The proposal for dedicating space at Butterfield for senior services (*i.e.*, a nutrition program) is a laudable one, and should be complemented by providing for

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general community space, in particular a room capable of hosting larger community meetings.

f. Prohibition of Private Roads/Gated Communities

The current plans for Butterfield that appear to incorporate a cul-de-sac and private road serving a residential enclave are not consistent with the objective of the Comprehensive Plan and LWRS to integrate new development into the fabric of the community.

2. Traffic

As recommended by the Comprehensive Plan, prior to any development, a quantitative and qualitative Traffic Impact Study should be conducted by the applicant and reviewed by an independent consultant to assess the impact of the planned development (Recommendation 7.1.5). The relationship to the commercial area on both sides of Chestnut and to the residential neighborhoods to the north and east on Paulding and Grove Court, including cross-access, also needs to be considered. An important consideration, too, is the management of delivery vehicles – particularly important if the Post Office or other commercial establishments are located on the site.

The Comprehensive Plan (Recommendation 4.5.9) calls for the Village to “[c]onsider the eventual development of the Butterfield site and assure a good entrance from the Chestnut Street/Route 9D area for both pedestrian and vehicular access and facilitate the connection between the Foodtown area and the Butterfield site.” In terms of access to the Butterfield site, the Comprehensive Plan (Recommendation 7.4.5) recommends “Assess[ing] the feasibility of having more than one entrance to the site to mitigate traffic impacts and give consideration to a smooth connection with the Chestnut Street / Route 9D commercial area.”

3. Walkability

Measures that would promote walkability – such as locating parking behind buildings, adding sidewalks along Paulding Avenue, and planting street trees in the strips between the sidewalks and the curbs on both Route 9D and Paulding Avenue (Recommendation 1.7.10) – should be required.

4. Design

In addition to applying the existing Design Guidelines to development at the Butterfield property, the Village should require that the maximum building height be no greater than existing properties on Paulding and the buildings at Chestnut Ridge.

Site layout should give prominence to pedestrians, rather than being oriented towards the automobile, with buildings located close to the street and to each other, and parking located behind buildings.

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The various elements of the site should be consistent with traditional Village neighborhoods. The design requirements should ensure that the appearance of all buildings is harmonious with the general visual environment of adjacent neighborhoods.

The important contribution that the Butterfield front lawn and mature trees makes to this gateway should be included in the PUD regulations so that this feature of the site is preserved.

As per Recommendation 7.1.2 of the Comprehensive Plan, the design of the site should be evaluated by the Planning Board in light of the goals, objectives and recommendations of the Comprehensive Plan and LWRS; in the case of the proposed PUD, because it involves a Zoning amendment, the Village Board must also ensure that the proposed amendments are consistent with the Comprehensive Plan.

Step slope protection should be considered in the design of the site.

5. Trees

Valuable trees on site should be adequately protected during construction.

6. Green Building and Landscaping/Energy Efficiency

The Butterfield site should model state-of-the-art energy-efficient design elements. Development at Butterfield should meet ENERGY STAR, LEED (Leadership in Energy and Environmental Design) or other similar standards. Additionally, all buildings should meet EPA Indoor air Plus (IAP) and comply with ASHRAE 62.2-2007 and should address water usage (Recommendation 5.5.4). For fire safety, sprinkler systems should be incorporated into the design of the buildings (Recommendation 5.6.4) if the NFF is less than 100%.

7. Parking

The Comprehensive Plan (Recommendation 1.10.2) recommends that the Village “Amend the Site Plan requirements for commercial development to include locations for parking lots (e.g., requiring them to be located to the rear or side of buildings to minimize their visual effect or suitably screened if they are located to the side of buildings), and to require landscaping within and around parking lots.”

Parking should be located behind buildings, and should use pervious surfaces where feasible. A shared parking factor for a mix of uses should be used to minimize the amount of impervious surfaces. Storm water management controls such as swales, rain gardens, dry wells to capture roof runoff, should be required. If, as the developer proposes, parking is provided on part of the Grove property, shared parking with the Grove would be desirable, depending on the use of the building. Moreover, planning for future uses of the Grove Building and parking planning for that site should take place in connection with this process.

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7. Post Office

The Village would like to retain the Post Office (Objective 5.9). If providing a space in the Butterfield site to accommodate the Post Office is determined to be the best option for the Village, the PUD and plan for the site should make that possible.

8. Signage

Historically appropriate signage that indicates the Butterfield property as a Gateway should be installed at the site.

9. Lighting

New development should use low-wattage, fully shielded fixtures to conserve energy, improve visibility and public safety, and minimize light pollution, while providing for the needs of seniors who may live at the site in the future.

10. Teardowns

In the process of establishing the PUD, alternatives to the demolition of the Butterfield Hospital building should be examined.

11. The Grove

Planning for future uses of the Grove should take place in conjunction with the Butterfield project as cited in 7.5.1.