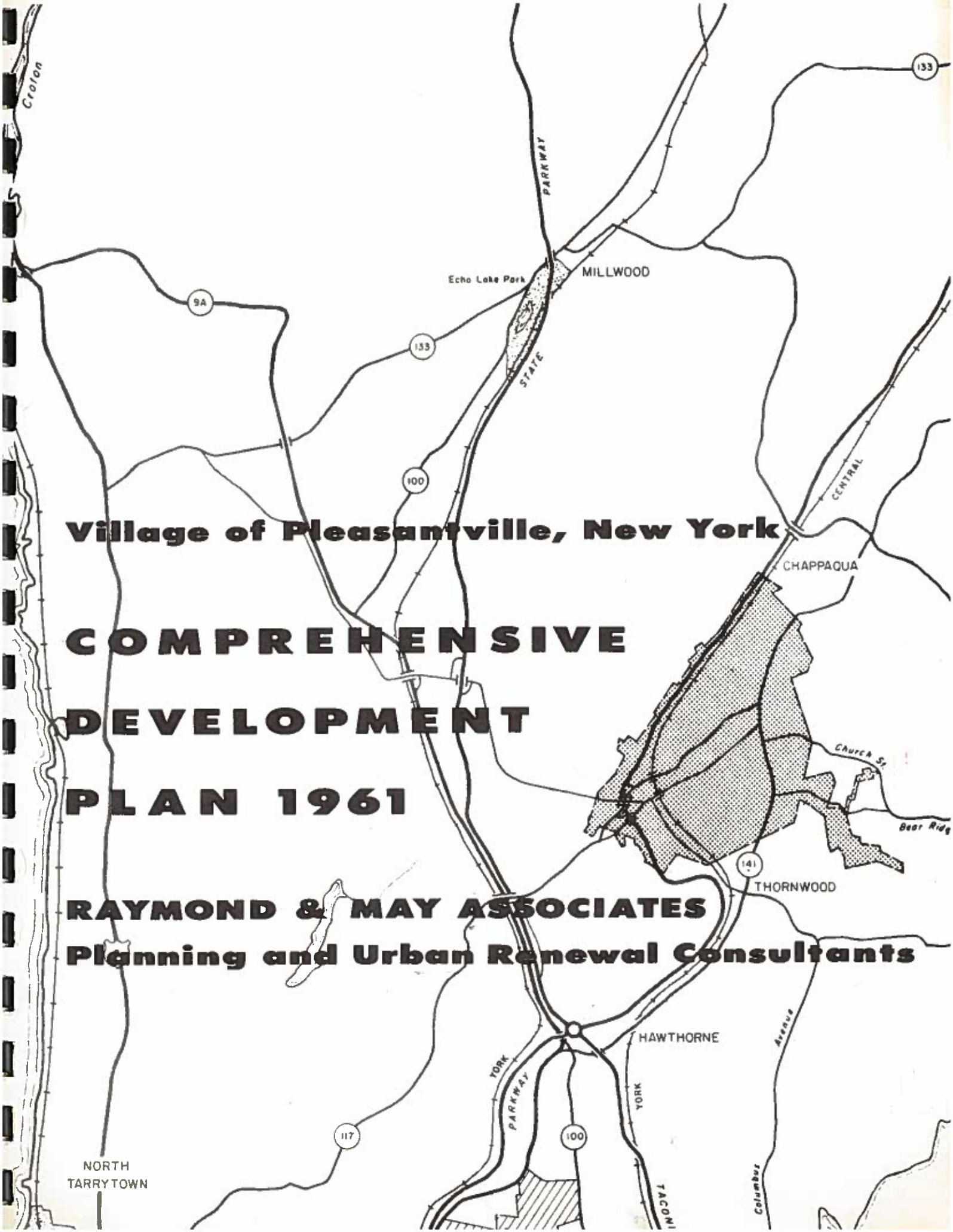

Village of Pleasantville, New York

COMPREHENSIVE DEVELOPMENT PLAN 1961

RAYMOND & MAY ASSOCIATES
Planning and Urban Renewal Consultants

VILLAGE OF PLEASANTVILLE

Westchester County, New York

COMPREHENSIVE DEVELOPMENT PLAN

August, 1961

A Report By:

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(1) In part through an Urban Planning grant from the Housing and Home Finance Agency, under the provisions of Section 701 of the Housing Act of 1954, as amended;

(2) In part by the State of New York, under the Urban Planning Assistance Program administered by the New York State Department of Commerce; and

(3) In part, by the Village of Pleasantville, New York.

VILLAGE OF PLEASANTVILLE

Westchester County, New York

BOARD OF TRUSTEES:	John A. Guion, Mayor John T. Fitzgerald Kenneth Gibbons Ralph J. Menconi Hoch Reid
VILLAGE MANAGER:	Frederick Tubman
PLANNING COMMISSION:	Gordon Brown, Chairman James D. Bailey Arthur J. Cipolla Kenneth Gibbons Vincent Terenzio John C. Wallin J. Bart Walther
VILLAGE ATTORNEY:	Edward J. Wren
VILLAGE ENGINEER:	George R. Smith
SUPERINTENDENT OF BUILDING DEPARTMENT:	Edmund J. Mautte

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August 20, 1961

Honorable Mayor, Board of Trustees
and Planning Commission
Village of Pleasantville
Village Hall
Pleasantville, New York

Gentlemen:

We take pleasure in submitting herewith the Comprehensive Development Plan for the Village of Pleasantville in fulfillment of our contract with the New York State Department of Commerce under the Urban Planning Assistance Program, financed with Village, State and Federal funds. A proposed new Zoning Ordinance and Map, also prepared under this contract, are submitted in an accompanying volume.

Our resident planner, Bernard Buller, and associate partner, David A. Ornstein, have met frequently with the Planning Commission at their regular and special meetings. Several reports dealing with current planning problems have also been submitted from time to time.

We wish to take this opportunity of expressing our appreciation for the cooperation extended to us throughout the period of our study by all officials and agencies in the Village, the Westchester County Department of Planning, the Bureau of Planning of the New York State Department of Commerce and the many interested groups and individuals in the Village.

Respectfully submitted,

RAYMOND AND MAY ASSOCIATES

by George M. Raymond

George M. Raymond

GMR:kf

2 Lafayette Street, New York 7, N. Y.
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Table of Contents

Page

PART ONE -- INTRODUCTION

I. The Nature of the Comprehensive Development Plan 1

II. Revision of the Plan - Continuing Studies and the Function of the Planning Commission 3

III. Community Participation. 5

PART TWO -- BASIC ANALYTIC PLANNING STUDIES

IV. Existing Land Use 6
- A. Topographic Features 6
- B. Land Use Development Trends and Patterns 6

V. Population Analysis 9
- A. Population Trends: New York Metropolitan Region and Westchester County. 9
- B. Population Trends and Characteristics in Pleasantville. 11
- C. Ultimate Population Potential of the Village Based on Existing Zoning. 13

VI. Housing Analysis 20
- A. Housing Supply, Tenure, Dwelling Type, Overcrowding and Physical Condition of Dwelling Units. 20
- B. Value of Structures, Size of Dwelling Units, Age of Dwelling Units, New Housing Construction 23
- C. Neighborhood Analysis 24

VII. Economic Base. 34
- A. Labor Force 34
- B. Retail Trade 37
- C. Selected Services and Wholesale Trade 44
- D. Manufacturing 45

PART THREE -- COMPREHENSIVE DEVELOPMENT PLAN

VIII. Land Use Plan 60
- A. Basic Assumptions and General Objectives 60
- B. Purposes and Principals 62
- C. Future Residential Land Uses and Proposed Zoning Classifications. 64
- D. Future Commercial and Industrial Land Uses 67
- E. Future Quasi-Public Land Uses 69
- F. Public Buildings Location Plan 69

Page

IX. Street and Traffic Circulation Analysis and Plan 71
A. Introduction and General Goals 71
B. Functional Street Classification System. 72
C. Existing Streets and Traffic Circulation Patterns 73
D. Proposed Street and Traffic Circulation Plan 78

X. Central Business District Plan 87
A. Introduction 87
B. Analysis of the Pleasantville Central Business District . 87
C. Proposed Central Business District Plan. 94

XI. Comprehensive Recreation Plan 103
A. Introduction 103
B. Existing Recreation, Administration, Programs and Facilities 103
C. Present and Future Recreation Needs and Standards . . . 110
D. Proposed Recreation Plan 113

PART FOUR -- EFFECTUATION OF THE PLAN

XII. Land Development Controls 121
A. The Proposed Zoning Ordinance 121
B. The Official Map 122
C. Land Subdivision Review 123
D. Housing Code 123
E. Building Code 124

XIII. Urban Renewal 125
A. Description of the Urban Renewal Program 125
B. Proposed Urban Renewal Area 127

XIV. Fiscal Analysis and Capital Improvement Program. 128
A. Fiscal Analysis 128
B. Capital Improvement Program. 130

ILLUSTRATIONS

	Following Page
Vicinity Map	5
Generalized Existing Land Use	7
Age Group Distribution, 1950 and 1960	12
Dwelling Units, 1950 and 1960, by Census Enumeration District	21
Traffic Accidents, 1960	76
Diagrammatic Sketch of Ultimate Development of the Central Business District	94
Cooley Street Entrance to Proposed Parking Lot	96
Proposed Triangle Green at Improved Marble Avenue - Bedford Road Intersection	98
Manville Road Entrance to Proposed Parking Lot	100
General Fund, May 31, 1959, to May 31, 1960	129
Land Use Plan	In Back Cover Pocket

PART ONE

INTRODUCTION

I. THE NATURE OF THE COMPREHENSIVE DEVELOPMENT PLAN

The Comprehensive Development Plan submitted herewith consists of a Planning Analysis of the Village's existing land use, population, housing and fiscal trends, and of a Plan, designed to accomplish certain recommended objectives in accordance with acceptable modern standards of community development. The Plan includes the following:

A Land Use Plan which delineates in broad outline the recommended future use of land for residential, commercial, industrial and public and quasi-public uses. Special emphasis has been given to future highway planning and traffic circulation, recreation and the Central Business District.

Tools for Effectuation of the Comprehensive Development Plan including:

1. A completely revised Zoning Ordinance text and map; and

2. A Preliminary Capital Improvements Program.

While this Plan was conceived with the fullest cooperation of Village Officials, we do not wish to imply that all the recommendations contained herein necessarily have their endorsement. A plan of development can only be based upon past and current trends, and the best estimates of the only vaguely perceivable shape of future development.

Therefore, and due to the fact that the local elected and appointed officials may not fully concur in all the details of this Plan, we suggest that the formulation by consultants of a municipality's Comprehensive Development Plan constitute only the beginning of a planning process. In order to ascertain public sentiment regarding the Plan, we suggest that it might be appropriate for the Planning Commission to hold public meetings on each of the Plan's major aspects. At such meetings, discussion should be encouraged not only of the final recommendations, but also of the underlying reasons therefor and of the standards used in their preparation. Conceivably, out of such discussions there may emerge ideas and suggestions for a modification of the recommendations contained herein. It would seem highly desirable that such public discussion precede final adoption of any part of the Plan, to give the Planning Commission, the Mayor and other Village Officials, the assurance that they would be proceeding in accordance with the collective desires of the community to which they are responsible.

It should be clearly understood that, even after its adoption by the Planning Commission, a Plan of Development is not an unalterable document which must be followed with no regard to unfolding events. On the contrary, a Plan of this nature should be periodically reviewed to determine its continued applicability. However, to insure the eventual harmonious development of the Village, any modification of the Plan should be preceded by a study of all the implications of such modification and by a readjustment of the whole to enable the Plan to absorb such change without losing its balanced character.

The Development Plan is primarily an advisory document which would best serve as a guide for the Board of Trustees in their programming of public works and in the adoption of new and amendment of old ordinances and codes relevant to land development; in the approval of new subdivisions by the Planning Commission; and in the location of new physical facilities and the provision of various services. It should also serve as a basis for decisions to be made henceforth by State and County highway planning agencies. None of the above listed agencies is bound by its provisions until the Village Board takes such legislative, administrative or financial action as may be needed to effectuate any one of the proposals contained herein.

II. REVISION OF THE PLAN -- CONTINUING STUDIES AND THE FUNCTION OF THE PLANNING COMMISSION

The Planning Commission must be prepared to make continuing studies into physical, social, economic and governmental conditions and trends with a view to keeping the Plan up-to-date. Reliance on obsolete data has been a serious fault of municipal planning in the past. Listed below are some of the studies which the Planning Commission, with such assistance as it may need from time to time, might usefully undertake:

1. An investigation of the design and traffic pattern at all complex street intersections with a view to eliminating factors responsible for congestion and traffic accidents.

2. The continuing mapping of all traffic accidents and a study of the factors causing them.

3. Mapping of data collected in each successive school census.

4. Occasional traffic volume and limited origin and destination surveys. This would help determine the effect on the traffic pattern of various highway improvements or of any increase or decrease in automobile travel in this area.

5. A study of highway markings necessary to identify clearly through streets from local streets and to channel traffic away from now inadequate arteries.

6. Analysis of data published following each U.S. Census.

7. Studies of zoning change and zoning variance requests, to determine land development pressures and to enable the Village to respond thereto in a well considered manner.

8. Continuing Business District and Retail Trade Area potential studies.

9. Continuing studies of conditions of buildings and of possible need of urban renewal measures (conservation, rehabilitation or clearance).

In addition, other studies may suggest themselves to the Planning Commission from time to time as a result of their own activities or of the expressed desire of the Board of Trustees or other Village agency, of the people of the Village as a whole, or of the residents of a particular area.

State and Federal financial participation in local development projects is increasing constantly. In many instances, funds are made available only to informed municipalities which ask for them. The acute competition between municipalities for the frequently inadequate funds available causes disbursing agencies to grant funds to communities exercising the strongest

and most continuous pressure for them. We believe that the responsibility for keeping informed as to new State and Federal legislation or as to the availability of new appropriations which may be beneficial to the Village rests largely with the Planning Commission.

III. COMMUNITY PARTICIPATION

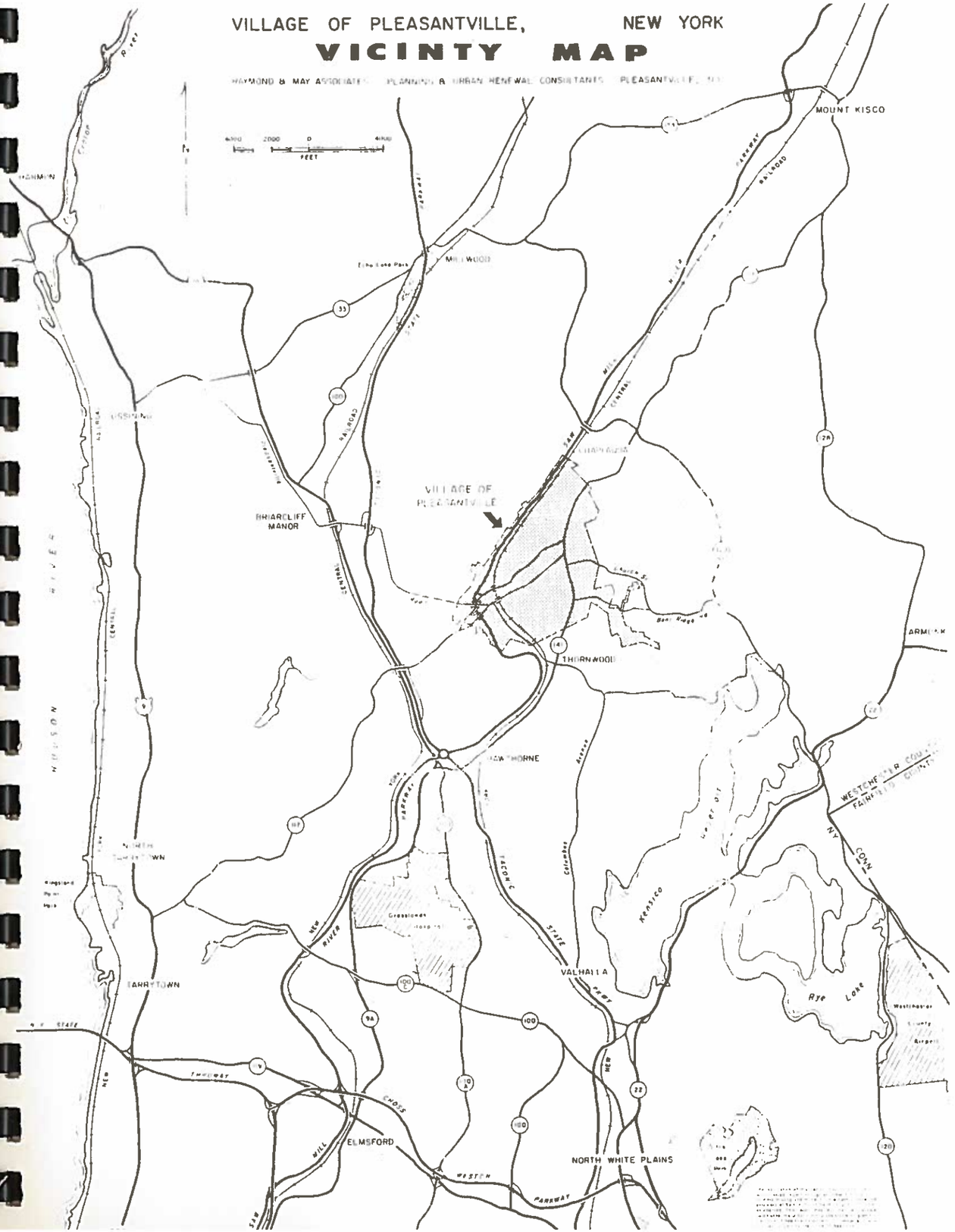
The average citizen does not generally have adequate time to inform himself of all the details of various proposed civic improvements. His vote, therefore, frequently expresses a general feeling rather than an informed opinion regarding such projects as may be under consideration. Unless the benefit to him personally, or to his business, is readily apparent, the voter is frequently more likely to be neutral, or oppose, civic proposals rather than support them.

To correct this situation, we believe that it would be desirable to discuss and work out detailed plans for sections of the Comprehensive Development Plan as they affect each neighborhood in close cooperation with neighborhood representatives or organizations. To this end, a number of planning agencies in other communities have sponsored the organization of Citizens Advisory or Citizens Action Committees, both to assist in the continuing survey process and to effect a closer relationship between the planning agency and the public at large. In the case of Pleasantville, such a group could perform a very useful function. In the Central Business District, the Pleasantville Business, Professional and Civic Association can perform valuable work to assist in the effective realization of the Plan for that area. In all of its activities, one of the most delicate and at the same time most essential jobs of the Planning Commission should be the objective of assessment of popular opinion on each issue.

VILLAGE OF PLEASANTVILLE, NEW YORK

VICINTY MAP

RAYMOND & MAY ASSOCIATES — PLANNING & URBAN RENEWAL CONSULTANTS — PLEASANTVILLE, N.Y.



PART TWO

BASIC ANALYTIC PLANNING STUDIES

IV. EXISTING LAND USE

A. Topographic Features

With the exception of the most southerly portion of the Village, which is relatively flat, Pleasantville's topography is generally steep rolling. The soil is for the most part typical of Westchester County, e.g., semi-clay, with some soft and hard rock. Bedrock is generally prevalent at, or close to, the surface. The one major exception is the Saratoga Avenue area where the soil is generally sandy and a bed rock condition does not exist.

The Saw Mill River and the Saw Mill River Parkway running along side of it, are in a north-south valley corridor. The land on the west side of this valley rises steeply, except for a relatively flat area along Ossining and Bedford Roads. On the east side of the Saw Mill River Valley, the land rises steeply in the area north of Edgewood Avenue. Various natural brooks and streams meander through the Village, generally flowing in a south-west direction. The elevation above mean sea level ranges from a low of 250 feet at the southerly most point of the Saw Mill River Parkway (behind Parkway Stadium), to a high of 550 feet in the Sky Top Drive area and the area just west of Green Meadow Road.

B. Land Use Development Trends and Patterns

1. Land Use Map. In order to be in a position to plan for its best possible future development, a Village must be aware of the existing use of each and every parcel of land, as well as the broad distribution pattern of land uses throughout the community.

   The use of each existing parcel of land was examined in the field and checked against the Village Tax Maps and aerial photographs. The result was presented to the Planning Commission in the form of a detailed, hand colored "Existing Land Use" map, at a scale of 1 inch equals 200 feet. This map makes it possible to determine at a glance whether a lot is used for residential purposes (and, if so, the number of dwelling units in the structure on such lot); or for business, industrial or quasi-public use. This map is also invaluable in connection with all planning and zoning decisions that must be made. (A generalized "Existing Land Use" map, which was prepared from this more detailed map, is attached to this report).

2. Vacant and "Estate" Uses. Pleasantville is genrally fully developed with very few sparsely developed (estate) areas remaining. The bulk of the Village's sparsely developed areas lie to the west of Broadway. A limited scattering of vacant land which is being developed lot by lot is distributed throughout the Village. In the Sky Top Drive Area, however, where rugged topography has acted as an

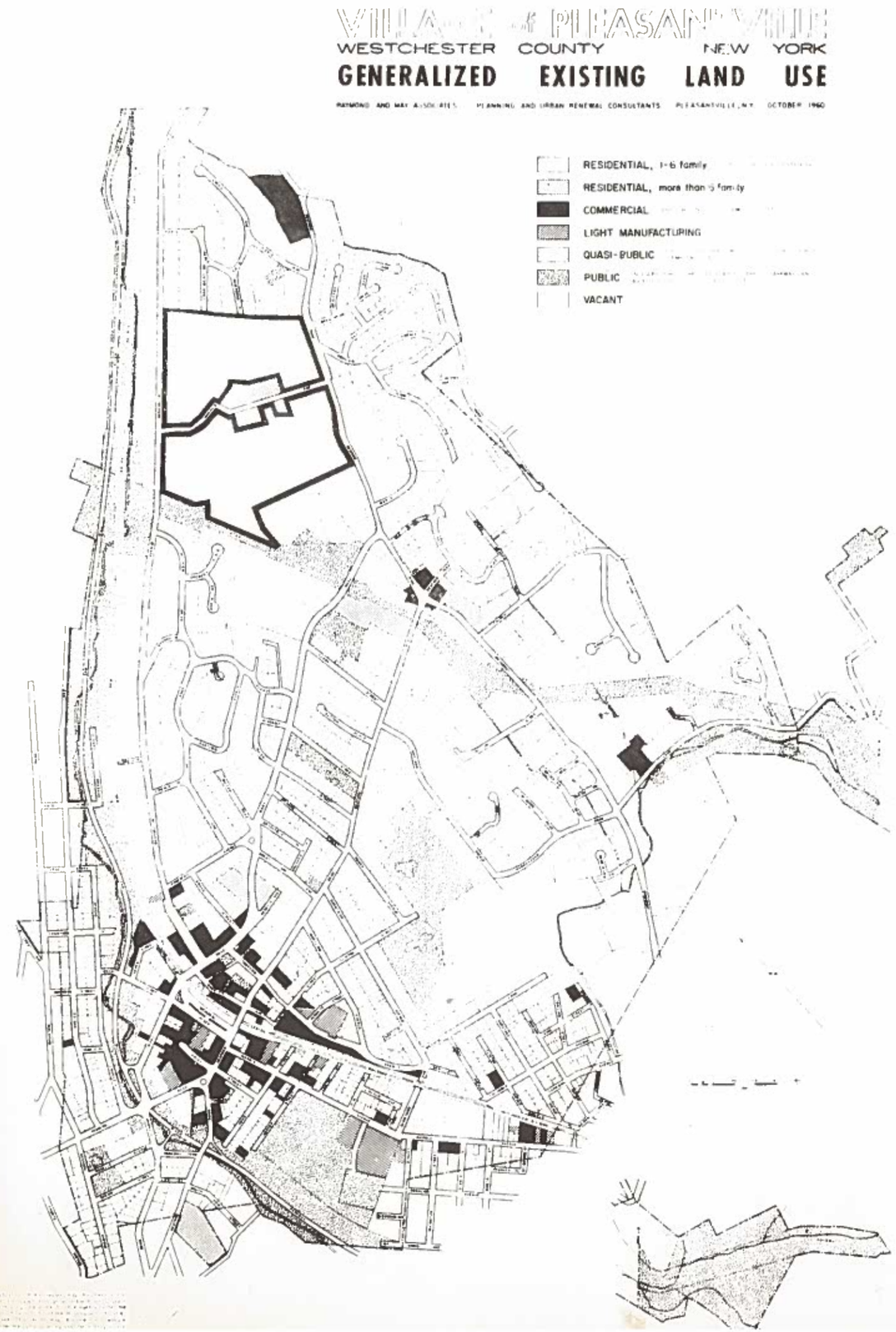
impediment to full development, a substantial proportion of the lots are presently still vacant.

3. Residential Use. The residential uses generally form one contiguous area, frequently bordered by the Saw Mill River Parkway and the New York Central Railroad. This residential area surrounds a large section devoted to commercial and industrial uses in the south-west portion of the Village and an area devoted to campus-office use in the northern portions. Nearly all areas devoted to residential use contain exclusively one-family homes. There is a significant scattering of two-family homes along Washington Avenue and Bedford Road (west of Broadway), and of two and three-family homes in the Hobby Street-Hopper Street area west of Marble Avenue, and in the Saratoga Avenue area. There are presently five sizeable apartment developments in the Village: Pleasantville Gardens and Stellar Court on Manville Road, between Great Oak Lane and Grove Street; Pleasant Manor, on Broadway at Church Street; Roselle Apartments on Bedford Road west of the Saw Mill River Parkway; and Rockledge Court south of the Aqueduct, between Bedford and Manville Roads. A sixth apartment development, Washington Terrace, on Washington Avenue south of Aqueduct is currently under construction.

4. Commercial Uses. The central business district is located in the south-west portion of the Village, extending along both sides of the railroad cut in this area. There are three lines of communication across the railroad cut. Namely the Bedford and Manville Road Bridges and the pedestrian overpass between Memorial Plaza and the Railroad Station. Retail development is strung out, ribbon fashion, along Wheeler and Washington Avenues, Bedford and Manville Roads, Marble Avenue and Cooley Street. The vitality of both sides of the central business district is evidenced by a considerable amount of recent construction and modernization. These activities include: the new stores on Washington Avenue and Cooley Street; modernization in connection with the new office of the National Bank of Westchester on Washington Avenue and modernization of the County Trust Bank Office on Wheeler Avenue; new store fronts and interiors on the south side of Manville Road opposite Washington Avenue, on Wheeler Avenue opposite the railroad station and on the southwest corner of Bedford Road and Marble Avenue.

Also present is another small commercial area located at the intersection of Broadway and Bedford Road ("Old Village").

A large "campus-office" development (General Precision Laboratories) is situated on the old Manville estate, between Bedford Road and Washington Avenues. An additional building and 450 car parking lot is being currently completed on this site, which is restricted to office and research laboratory uses and to a total coverage, by all buildings, of not more than 10%.



5. Industrial Uses. As in the case of the central business district, industrial development is also located along both sides of the railroad tracks (on Marble and Tompkins Avenues). There are also some industrial uses between Cooley Street and Memorial Plaza and on Ossining Road east of the Saw Mill River Parkway. The Pleasantville Instrument Company (electronics manufacture -- subsidiary of General Precision Laboratories) located on Marble Avenue, opposite Sunnyside Avenue, is the largest industrial employer in the Village. The Helen Whiting Company (manufacturer of women's apparel) is currently erecting a large plant on the southeast corner of Tompkins Avenue and Vermilye Street. Lumber and building material yards (involving varying degrees of open storage) are found on the west side of Tompkins Avenue and between Memorial Plaza and Cooley Street.

6. Public and Quasi-Public Uses. There are several substantial quasi-public uses located within the Village bounds. They include a portion of the Cottage School property, the Pleasantville Country Club, and the large Consolidated Edison property on the north side of Manville Road at the Aqueduct. Other quasi-public uses include the Mount Pleasant Tennis Club and several religious institutions and cemeteries located in various sections of the Village.

Among the more important public uses are the Village Hall on Wheeler Avenue, the fire houses on Washington Avenue and Bedford Road, the public schools of the Pleasantville School District, the Village parks, the post office on Memorial Plaza, the Department of Public Works garage south of Parkway Stadium, the substantial right-of-way of the Saw Mill River Parkway and the Catskill Aqueduct.

V. POPULATION ANALYSIS

(Note: All tables referred to are at the end of this section)

An analysis and understanding of Pleasantville's population characteristics and trends is basic to any program designed to guide the future development of the Village. Its capital improvement needs and the number and distribution of its community facilities should be based, in large measure, on the evolving size, distribution and characteristics of its population.

The fact that Pleasantville is one of a large number of communities comprising the New York Metropolitan Region,* has had certain effects on the Village's population trends and characteristics since 1930. However, these effects have not been as great as those felt by the rapidly urbanizing surrounding towns. Also, the growth patterns in these areas have resulted in important secondary demographic, economic and social influences within the Village. Before exploring the Village's population it is necessary to first analyze population trends in the region and in Westchester County.

A. Population Trends: New York Metropolitan Region and Westchester County

The New York Metropolitan Region's population increased 38.5% between 1930 and 1960. This represents a slightly greater rate of growth for this period than the 33.3% experienced by New York State, (see Table V-1). However, during the same period (1930 to 1960) the population of Westchester County increased by 55.3%. While the New York Metropolitan Region as a whole has had a dynamic population growth in the past 30 years, this growth has been more emphatic in those portions of the region outside of New York City. Nassau County has had a 328% (303,050 to 1,300,171) and Rockland County a 130% (59,599 to 136,803) population increase between 1930 and 1960. The population of New York City, on the other hand, has increased by only 12.2% in this 30 year period and actually decreased during the 1950-1960 decade.

The growth of Westchester County occurred at a relatively steady rate for each of the decades between 1930 and 1950. However, in the 1950 to 1960 decade the County's population increased by 29.3%, a rate of growth roughly three times greater than for either of the previous two decades (1930 to 1940 -- 10.1% and 1940 to 1950 -- 9.1%). This

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*The New York Metropolitan Region, as defined by the Regional Plan Association comprises all of New York City, and Dutchess, Nassau, Orange, Putnam, Rockland, Suffolk and Westchester County in New York State, as well as Fairfield County in Connecticut; and Bergen, Essex, Hudson, Middlesex, Monmouth, Morris, Passaic, Somerset, and Union County in New Jersey.

rate of growth slackened slightly towards the end of the 1950-1960 decade. Between 1950 and 1957, it amounted to an average of 2.9% per year while between 1957 and 1960 it averaged only 2.5% per year.

The proximity of Westchester County to New York City has been one of the prime factors in the County's population growth. In recent years, however, this growth has been strongly influenced by increasing employment opportunities within the County, which factor can be expected to have an even greater effect in future years. There were 193,000* persons employed in the County in 1950, while in 1960 the number totaled 270,000**, representing a 39.9% increase in County employment as contrasted to only a 29.3% County population increase during the same period. The Westchester County Department of Planning has estimated that, by 1975, County employment will most probably total 380,000** persons. This would represent a 40.7% increase over the 1960 County employment. Based on Regional Plan Association projections for the New York Metropolitan Region, the Westchester County Planning Department has projected a 1975 County population of 972,900*** persons, which represents only a 20.3% increase over the 1960 population (see Table V-2).

One of the chief factors controlling population growth in the County is the relatively high standards of land development in most communities. Westchester County has always been among the leading advocates of good planning and zoning. This has enabled the County to regulate its growth more effectively than other, perhaps desirable and accessible areas in the Region. However, as such other areas progressively adopt higher standards of land development control and as available residential land in Nassau and other nearby communities becomes increasingly scarce and expensive, Westchester may experience an increasing pressure for more rapid residential growth. These probabilities are further strengthened by the constantly growing County employment.

---

*Regional Plan Association Bulletin No. 87, June, 1957, "People, Jobs and Land 1955-1975". p. 42.

**Westchester County Department of Planning, August, 1960, "Economic Development and Land Use in Westchester County 1955-1975", p. 1, 11.

***The Westchester County Planning Department estimate of the 1975 County population is approximately equal to the Regional Plan Association estimate of 1,000,000 for 1975. (See Regional Plan Association Bulletin No. 87, June, 1957, "People, Jobs and Land 1955-1975".

B. Population Trends and Characteristics in Pleasantville

Population Trends. Between 1930 and 1960, the population of the Village of Pleasantville increased from 4,540 to 5,877 persons. The bulk of this increase occurred between 1950 and 1960. While the 1930 to 1940 decade (see Table V-1) saw a slight decrease and the next decade (1940-1950) a slight increase in the Village's population, there was an increase of 1,016 persons (20.9%) between the years 1950 and 1960. This is particularly noteworthy when contrasted against a total population increase of 1,337 persons between 1930 and 1960.

Population increase is a product of both "natural increase", i.e., the excess of births over deaths, and the net migration into or out of the Village.* Between 1940 and 1960 the population increase in both Pleasantville and Westchester was for the most part attributable to natural increase (see Table V-4). However, when this period is broken down into decades the population increase in the first decade (1940-1950) is primarily due to "natural increase" (excess of births over deaths) while in the 1950-1960 decade net in-migration was the major contributing factor.

Population growth in the areas immediately surrounding Pleasantville is indicated by data for the Towns of Mount Pleasant and New Castle. In the unincorporated portions of both of these towns, population has grown at a much faster rate than in the Village of Pleasantville (see Table V-1). Pleasantville's rate of growth, however, is very similar to that of the nearby Villages of Mount Kisco and Ossining. This similarity in rate of growth is most probably due to the nearly equal distance between these villages and New York City, and to the substantial development of all three villages at relatively early dates.

Due to the relative exhaustion of the supply of land available for residential development in the southern portions of the County, and to the rapid increase of job opportunities throughout Westchester, the central and northern portions of the County have received and can expect to continue to have to accommodate an even greater proportion of the County's increasing population. Pleasantville, however, since it contains little vacant buildable land within present boundaries, will probably not experience a proportionate share of this increase.

Age-Grouping. An analysis of the changes in the age composition of Pleasantville's population between 1950 and 1960 (see Chart, "Age Group Distribution - 1950 and 1960") reveals the following significant

---

*In the 1950 to 1960 decade, a small part (185 persons) of the Village's population growth was attributable to annexations, which in the data herein presented is treated as net-in-migration.

data: an equal proportion of the total population in both 1950 and 1960 was found in the "under 5" age groups; in 1960, the "5 through 19" age segment represented a greater proportion of the total population than in 1950, and the largest proportionate increase for all age groups was registered by the "5 through 14" portion of this segment of the population; the proportion of the population in the "20 to 44" age group significantly decreased in the 1950 to 1960 period; and the proportion of the population in the "45 and over" age groups increased between 1950 and 1960.

In light of the constancy, between 1950 and 1960, in the proportion of the population under 5 years of age, and taking cognizance of the decrease, during this same period, of the proportion in the "20 through 44" age group, it would appear that the increasing proportion of the population in the "5 through 14" group can most likely be attributed a substantial in-migration, during the 1950-1960 decade, of relatively mature families -- families in which the parents were between the ages of 35 and 54 -- particularly since further analysis of the "5 through 14" group showed the percentage increase in the "10 through 14" portion to be significantly greater than in the "5 through 9" sector (67% and 33% respectively). The in-migration of relatively mature families may also be indicative of the lack of new moderate priced housing within the means of younger families.

The sharp decrease, between 1950 and 1960, of Pleasantville residents in the "20 through 24" age group (287 to 228) is most likely the result of two factors: i.e. the lack of moderate priced rental or sales housing, and the fact that, in 1960, the 20 to 24 year old segment of the population represents people born during the late depression years (1936-1940) and therefore reflects the low birth rate prevalent during that period.

Racial Composition. In both 1950 and 1960, there were 22 non-white residents in Pleasantville as compared with a total population of 4,861 and 5,877 respectively.

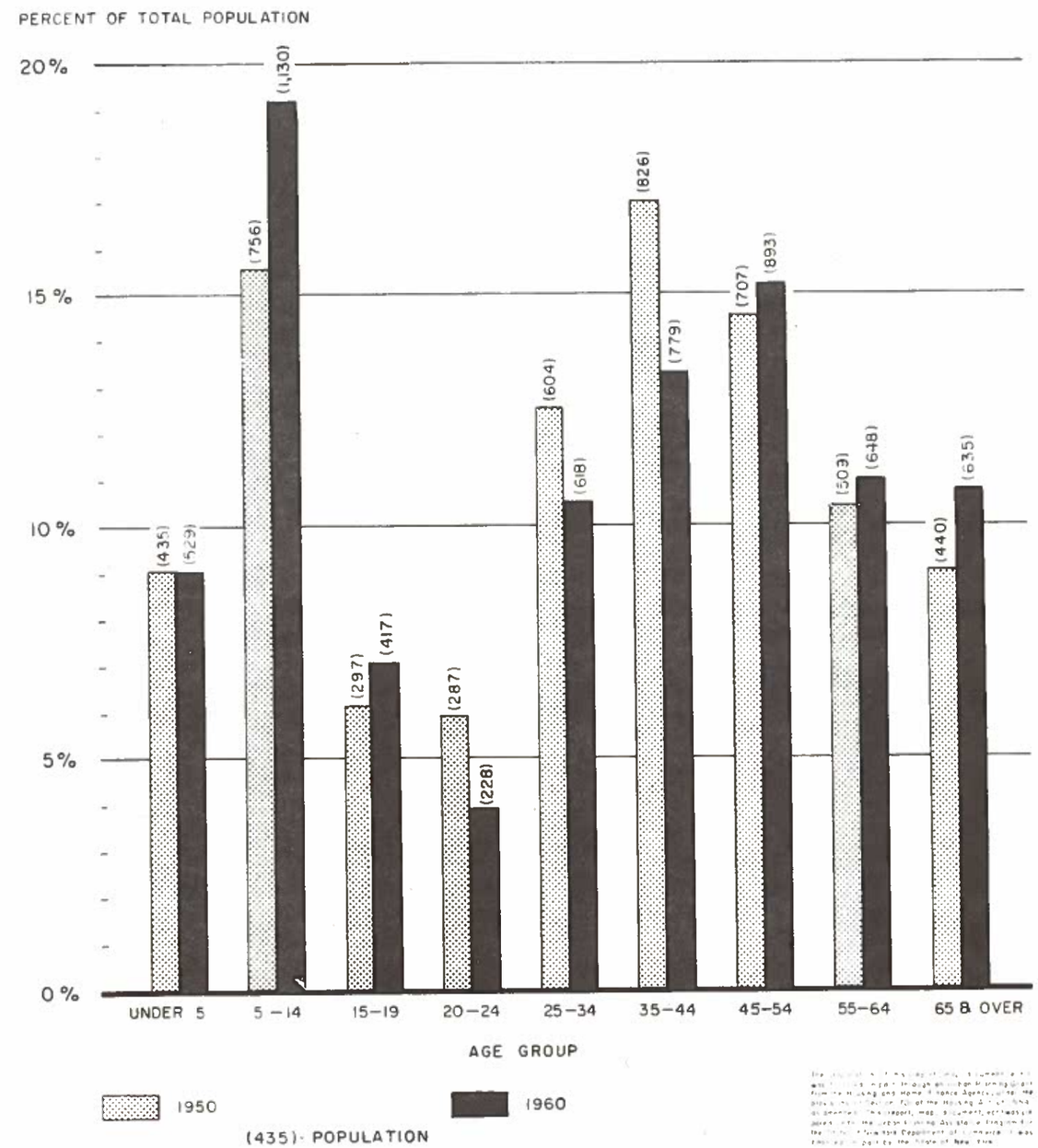
Size of Households. The trend in New York State and the New York Metropolitan Area was for an increase in the average family size in the 1940's and the early 1950's. In 1950, there was an average of 3.54 persons in Pleasantville's 1,369 occupied dwelling units (see Table V-3). This represented a substantially higher figure than the County's 3.40 or the State's 3.27 persons per occupied dwelling unit. Between 1950 and 1960 the number of persons per occupied housing unit in the Village showed a substantial decrease to 3.24. While the definitions of occupied housing units (used in 1960) and occupied dwelling units (used in 1950) are not identical, comparisons (as explained below) are valid in the case of Pleasantville.

The housing unit of the 1960 Census includes, in addition to dwelling units, certain quasi-household units and therefore has a generally broader coverage than does the census of the 1950 dwelling unit. The quasi-households enumerated as housing units in 1960, though not enumerated

VILLAGE OF PLEASANTVILLE, NEW YORK

AGE GROUP DISTRIBUTION

1950 & 1960



as dwelling units in 1950, are primarily units in rooming houses. Since, however, there virtually are no such quasi-households in Pleasantville, the comparability between the 1950 and 1960 household sizes is deemed to be valid for the Village.

While there was a general tendency, in both New York State and Westchester County, towards a decreasing household size between 1950 and 1960, this trend was more marked in the case of Pleasantville. It should be pointed out that in addition to the general trend towards decreasing household size between 1950 and 1960, it is felt that with regard to Pleasantville, this trend may in part be due to the construction and occupancy, during the 1950 to 1960 decade, of several multi-family garden apartment developments, which developments have generally been found to attract families of smaller size than do private homes.

C. Ultimate Population Potential of the Village Based on Existing Zoning

Based on an analysis of existing zoning regulations, the existing amount of vacant residentially zoned land* and the statistical data available from the 1950, 1957 and 1960 Censuses, the theoretical maximum total future potential population of Pleasantville (including existing population) is estimated at approximately 7,066 persons. This estimate was obtained in the following way:

1. In each residential zone the total amount of buildable** vacant, and estate*** acreage was determined, as was the total number of vacant individual lots.

2. The maximum number of dwelling units permitted by the present zoning regulations for each residential zone on the acreage and lots so determined was then calculated.

3. The total potential number of dwelling units thus derived was multiplied by an assumed average of 3.2 persons per dwelling (based on the 1960 average of 3.24 persons per occupied household).

---

*With the exception of the Limited Office "0-1" District (which contains no vacant lots) land in commercial and industrial zones is not available for residential purposes under existing zoning regulations.

**Land of excessive slope (over 20%) was not considered "buildable".

***Lots in single ownership, containing one (or perhaps two) one- or two-family houses on over 2 acres were considered as "estates" for the purpose of this computation. All such lots are located in one-family zones.

4. The estimated additional population potential of 1,009 under existing zoning was added to the 1960 Census figure of 5,877 plus an estimated 180 persons who will reside at the Rockledge Gardens development* giving a total of some 7,066 persons.

Table V-5 shows the theoretical ultimate population potential of residentially zoned vacant and estate land, by zoning district under the existing zoning ordinance.

The estimate of a theoretical total potential additional population of some 1,100 under existing zoning is conservative to the extent that the population potential of the possible residential development of such large "open" land uses as the Country Club (nearly 34 acres), the portion of the Hebrew Sheltering Aid Society (Cottage School) property within the Village boundaries (26.6 acres), and the Consolidated Edison substation property (12.2 acres), all located in "AAA" Residential Zones, was excluded. Also excluded was the increase in density permitted under existing zoning in areas which are now built-up (such as the possible conversion of one-family houses to two or more family occupancy, depending upon the zoning district in which they are located).

However, there are at the same time certain factors which tend to make the estimate of a theoretical total potential additional population of 1,100 persons, a high estimate. Among these factors are:

a. Probable future use of some of the available and suitable vacant residential land for community facilities (parks, schools, etc.).

b. Probability that some of the potential development land will remain undeveloped because of inefficient tract sizes and shapes, or because of unwillingness on the part of an owner to sell for development purposes.

c. Possibility that some of the potential development land will be used less intensively than permitted under present zoning.

In order to arrive at a realistic total ultimate Village population based on existing zoning, it is assumed that the various factors above described will tend to cancel each other out. The realistic total ultimate population of the Village, based on existing zoning, is therefore estimated to also be some 7,066 persons.

*Rockledge Gardens, a multi-family apartment development, was under construction at the time of the 1960 Census of Population (April 1960). It is estimated that when the 60 dwelling units are completely occupied, the population at Rockledge will approximately equal some 180 persons. This figure is derived by assuming, for the purposes of this calculation, that the average household size at this development will be 3.0 persons -- a figure placed slightly below the Village wide average of 3.2 persons in 1960 in order to reflect the generally greater attractiveness of multi-family apartments to smaller families.

TABLE V-1

POPULATION TRENDS -- 1930-1960

	1930	1940	1950	1957	1960	Change 1950-1960 Number	Change 1950-1960 %	Change 1930-1960 Number	Change 1930-1960 %
New York State	12,588,066	13,479,142	14,830,192	16,140,000*	16,782,304	1,952,112	13.2	4,194,238	33.3
New York Metropolitan Region	11,642,943	12,517,671	13,951,006	15,695,000**	16,130,600	2,179,594	15.6	4,487,657	38.5
Westchester County	520,947	573,559	625,816	752,406	808,891	183,075	29.3	287,944	55.3
VILLAGE OF PLEASANTVILLE	4,540	4,454	4,861	5,656	5,877	1,016	20.9	1,337	29.4
Town of Mount Pleasant (unincorporated portions)	8,646	10,497	12,014	17,123	19,725	7,711	64.2	11,079	128.2
Town of New Castle (unincorporated portions)	3,603	4,403	5,312	9,110	10,163	4,851	91.3	6,560	184.0
Village of Mount Kisco	5,127	5,941	5,907	6,511	6,805	898	15.2	1,678	32.7
Village of Ossining	15,241	15,996	16,098	17,631	18,662	2,564	15.9	3,421	22.4

*U.S. Census Estimate, July, 1957.

**Interpolation of Regional Plan Association Estimates for 1955 and 1960.

Source: U.S. Census where not otherwise noted.

TABLE V-2

PROJECTED POPULATION IN COUNTIES OF NEW YORK METROPOLITAN REGION -- 1960-1975
(In Thousands)

	1960	1965	1975
Entire Region	16,131	17,400	19,100
New York City	7,782	8,250	8,400
Westchester	809	890	1,000
Nassau	1,300	1,280	1,400
Suffolk	667	695	845
Orange	184	210	260
Dutchess	176	220	270
Rockland	137	175	250
Putnam	32	35	50

Source: 1960 figures are from U.S. Census of Population, 1960. All other figures from "People, Jobs and Land 1955-1975", Regional Plan Association, 1957.

TABLE V-3

AVERAGE HOUSEHOLD SIZE: 1950-1960

Village of Pleasantville and Selected Areas

Area	Occupied Dwelling Unit 1950	Occupied Housing Unit 1960	Population: In Occupied Dwelling Units 1950	Population: In Occupied Housing Units 1960	Number Occupied Dwelling Units-1950	Number Occupied Housing Units 1960
New York State	3.27	3.11	14,152,756	16,316,777	4,325,139	5,248,261
Westchester County	3.40	3.24	599,676	781,986	176,326	241,281
VILLAGE OF PLEASANTVILLE	3.54	3.24	4,847	5,856	1,369	1,806
Village of:						
Mount Kisco	3.42	3.25	5,742	6,684	1,677	2,057
Ossining	3.25	3.18	13,033	16,365	4,261	5,140
City of Yonkers	3.33	3.13	149,372	187,670	44,909	59,967

NOTE: Housing units and dwelling units are not generally directly comparable. However, direct comparability is deemed valid for the Village of Pleasantville. See text for discussion.

Sources: New York State Department of Commerce, "Business Fact Book - 1957, Westchester and Rockland District", for population in occupied dwelling units - 1950. U.S. Census for all other data.

TABLE V-4

POPULATION: NATURAL INCREASE AND NET MIGRATION

Village of Pleasantville and Westchester County

	Village of Pleasantville		Westchester County	
	Number	% of Total	Number	% of Total
Population - 1940	4,454	--	573,558	--
Population - 1950	4,861	--	625,816	--
Change -- 1940-1950	407	100.0	52,258	100.0
Natural Increase	340	83.5	43,659	83.5
Net Migration	67	16.5	8,599	16.5
Population - 1950	4,861	--	625,816	--
Population - 1960	5,836	--	803,865	--
Change -- 1950-1960	975	100.0	178,049	100.0
Natural Increase	455	46.7	74,445	41.8
Net Migration	520	53.3	103,604	58.2
Change 1940-1960	1,382	100.0	230,307	100.0
Natural Increase	795	57.5	118,104	51.3
Net Migration	587	42.5	112,203	48.7

Source: U.S. Census and New York State Department of Health.

TABLE V-5

THEORETICAL ULTIMATE
POPULATION POTENTIAL UNDER EXISTING ZONING

Village of Pleasantville, New York

Zoning District		Theoretical Population Increase*
One Family Districts		
AAA		272
AA		61
A		173
B		74
Multi-Family Districts		
C		80
D		349
Total Potential Increase (All Districts)		1,009
1961 Population**	6,057	
Total Ultimate Population	7,006	

*Based on development of residentially zoned vacant and estate land as described in the text.

**Based on 1960 Census of Population, plus an estimated total of 180 persons residing in the Rockledge Gardens apartment development upon its full occupancy (see text).

VI. HOUSING ANALYSIS

(Note: All tables referred to are at the end of this section)

In the following analysis of Pleasantville's housing, data from both the 1950 and 1960 Census of Housing have been used wherever such data was available. However, as a result of changes in certain definitions and terminology, it has not, in all instances, been possible to make direct comparisons between the 1950 and 1960 Census data.

In 1960 the unit of enumeration was the "housing unit", while in 1950 it was the "dwelling unit". The major distinction between the two is that in 1960, many single rooms in rooming houses and in private homes were individually enumerated as "housing units" even though they did not have separate cooking facilities, while in 1950 such a single room, in order to be enumerated as a "dwelling unit" had to contain separate cooking facilities. Therefore, comparisons between "housing units" (1960) and "dwelling units" (1950) are valid only for those communities in which there are relatively few single rooms as above described. Such indeed is the case for Pleasantville which in 1950 had only 14 persons out of a total population of 4,861 living in accommodations other than "dwelling units", and in 1960 (as will be shown in ensuing portions of this housing analysis), apparently had an equally insignificant proportion of its population living in accommodations other than "dwelling units" as defined by the 1950 Census of Housing. It is therefore concluded in this report that in the case of Pleasantville, comparisons between "housing units" (1960) and "dwelling units" (1950) are valid.

Census terminology relating to condition of housing has also undergone some changes between 1950 and 1960. In 1950 there were two categories pertaining to condition of dwelling units, namely: (1) dilapidated, and (2) not dilapidated. In 1960, however, the condition of housing units (equivalent to dwelling units in Pleasantville, as explained above) was recorded by the census in three classifications, namely: (1) dilapidated, (2) deteriorating, and (3) sound. Examination of 1950 and 1960 Census data seems to indicate that the 1960 category known as "deteriorating" is comprised of units which the 1950 Census of Housing would have been listed in either the "dilapidated" or "not dilapidated" categories, thereby making invalid any direct comparisons relating to condition of housing between the 1950 and 1960 Housing Census.

A. Housing Supply, Tenure, Dwelling Type, Overcrowding and Physical Condition of Dwelling Units

Housing Supply. According to the U.S. Census of Housing, in 1950 there were 1,369 occupied dwelling units out of a total of 1,411, and in 1960, of the 1,866 housing units throughout the Village, 1,806 were occupied. This represents a 32.0% increase, between 1950 and 1960, in the number of occupied units.

Table VI-1 and the map entitled "Dwelling Units - 1950 and 1960, by Census Enumeration Districts", indicate the changes in the number of dwelling units and population by Census Enumeration Districts (hereafter CED's) which have occurred between 1950 and 1960. While there have been several changes in CED boundaries between 1950 and 1960,* following a close analysis of these changes we have concluded that comparisons of 1950 and 1960 Pleasantville CED's are valid. CED's 9OR, 9ON and 9OP, 91P, and 92N showed substantial population and dwelling unit increase between 1950 and 1960, while the remaining CED's either registered small decreases or little change in total population or dwelling units. These figures indicate that significant residential growth occurred only in the northerly portions of the Village.

Tenure. In 1950, of the 1,369 dwelling units that were occupied, 815, or 59.5% were owner occupied while the remaining 554, or 40.5% were renter occupied (see Table VI-3). In 1960, the proportion of owner-occupied units had increased to 1,153, or 64.0% of the 1,806 occupied housing units throughout the Village.

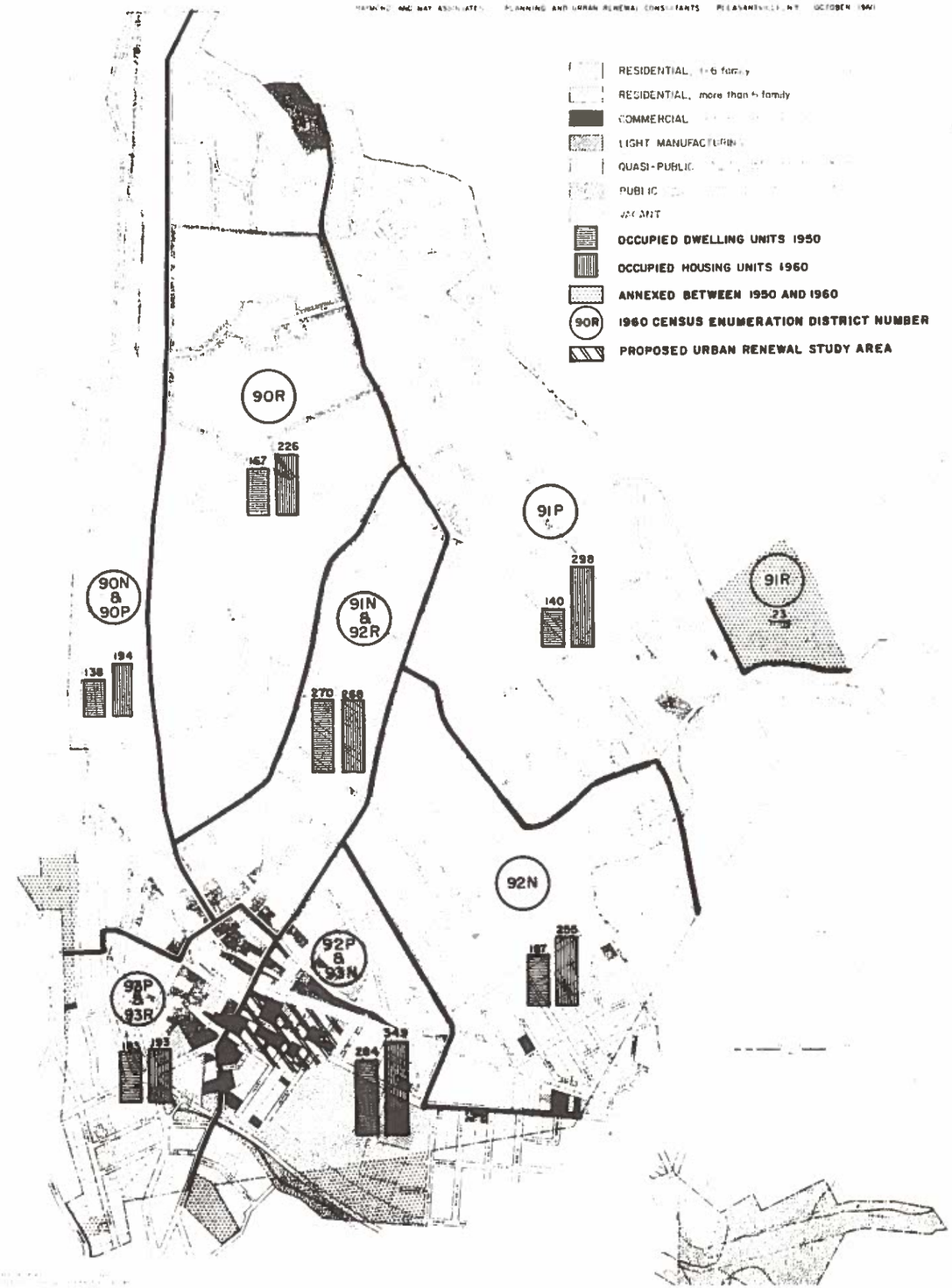
Dwelling Type. In 1950, the 831 one-family fully detached homes represented a majority (59%), of the total number of dwelling units in the Village. Two-family detached and attached structures represented 16.8% (230) of the total dwelling units, three and four family structures 10.7% (152), and five or more family structures 10.2% (144). The remaining 46 dwelling units consisted of either one family attached or one and two family semi-detached buildings and one trailer structure (see Table VI-4). It is interesting to note that between 1950 and 1960, 159 dwelling units in three separate garden apartment developments (one at Broadway and Church Streets, another between Bedford and Manville Roads at the Aqueduct, and the third on Bedford Road west of the Saw Mill River Parkway) have been added to the Village's 1950 total of 152 dwelling units in structures containing five or more families, and that construction has recently begun on a garden apartment development on Washington Avenue south of the Aqueduct, which will contain 24 dwelling units.

Overcrowding. The degree to which there was overcrowding of dwelling units in Pleasantville decreased between 1950 and 1960 (see Table VI-5). In 1950, 7.2% of the occupied dwelling units contained more than 1.01 persons per room. This standard is used by the U.S. Census as an index of excessive crowding of living space, as it usually means

*The Westchester County Estates area (Sky Top Drive) which was virtually undeveloped in 1950, was at that time mapped in CED 9OR, while in 1960 it was mapped in CED 91P. In addition, several areas (see map entitled "Dwelling Units - 1950 and 1960 by Census Enumeration Districts") were annexed by the Village between 1950 and 1960.

VILLAGE of PLEASANTVILLE
WESTCHESTER COUNTY NEW YORK

OCCUPIED DWELLING UNITS, 1950 & 1960, BY CENSUS ENUMERATION DISTRICTS



that more than two persons are using the same bedroom or that one room is being used for more than one function (living room doubling as bedroom). In 1960, the proportion of units containing more than 1.01 persons per room dropped to only 4.8% of all occupied housing units.

Physical Condition of Housing Units. Of Pleasantville's total of 1,866 housing units in 1960 the Census reported 92% as structurally sound* with all plumbing facilities, while the remaining 8%, or 150 housing units were either dilapidated, deteriorating or lacked hot or cold running water or private toilet or bath. Of these 150 units, the 1960 Census reported that 5 were dilapidated,** 122 were deteriorating*** and 11 were sound but lacking in plumbing facilities (see Table VI-7). The generally good condition of Pleasantville's housing supply in 1960 is confirmed by comparison with the State and County. Compared to the above noted 92% for Pleasantville, in New York State, only 80.4%, and in Westchester County, only 87.4% of all housing units were structurally sound with all plumbing facilities. Comparison with the nearby Villages of Mount Kisco and Ossining, which, in 1960, had only 86.1% and 80.6%, respectively, of their housing units in this category further substantiates the above conclusion (see Table VI-6). However, despite the overall good condition of housing in the Village, there is one area which appears to contain a substantial amount of housing in poor condition. This matter is further discussed in the Neighborhood Analysis portion of this section.

As previously noted, the three categories used by the Census of Housing to describe the condition of structures in 1960 (sound, deteriorating and dilapidated), had only two counterparts in 1950 (dilapidated and not dilapidated). In 1950, 53 of the Village's dwelling units were listed as dilapidated by the Census of Housing (see Table VI-8), while in 1960 only 5 units are listed (see Table VI-7). Based on both a review of all permits issued, between 1950 and 1960, for the demolition of residential buildings in the Village, and on the Building Inspector's evaluation of this data, it is our conclusion that of the 53 dwelling units listed as dilapidated by the 1950 Census of Housing, approximately 25 were demolished. The demolition of these 25 dwelling units can be attributed to such factors as replacement of some structures

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The U.S. 1960 Census of Housing defined:

*Sound Housing - That which had no defects, or only slight defects which are normally corrected during the course of regular maintenance;

**Dilapidated Housing - that which does not provide safe and adequate shelter; and

***Deteriorating Housing - that which needs more repair than would normally be provided in the course of regular maintenance.

by new non-residential and residential development; the elimination of the railroad grade crossings; and enforcement of the New York State "Multiple Residence Law", adopted in 1952, and the "Unsafe Condition of Structures Ordinance" adopted in 1950. Therefore, of the 53 dilapidated units in 1950, some 28 units may still be standing. While it is possible that some of these 28 units have been rehabilitated since, it is equally possible that some of the 1,327 units which were "not-dilapidated" in 1950 have since become dilapidated. Thus the sharp reduction in the number of dilapidated housing units within the Village between 1950 and 1960 be attributable in some degree to the addition of the "deteriorating" category to the 1960 Census of Housing, which category, as previously noted, appears to include housing units which in 1950 would have been enumerated in both the "dilapidated" and "not-dilapidated" categories of that year.

Since no direct comparisons of the 1950 and 1960 census data relating to condition of structures can be validly made, the following 1950 Housing Census data regarding condition of structure is therefore primarily offered for informational purposes. In 1950, 7.2% (102) of all dwelling units in Pleasantville were classified as substandard according to the U.S. Census of Housing (see Table VI-8). Substandard units included those in structures which were dilapidated (structurally), as well as those which, though not dilapidated lacked running hot or cold water or private bath or toilet.

B. Value of Structures, Size of Dwelling Units, Age of Dwelling Units, New Housing Construction

Value of Structures. As shown in Table VI-9, the median value, in 1950, of one dwelling unit structures which were owner occupied or vacant, non-seasonal, non-dilapidated and for sale, was $15,242. The 1950 median values of owner occupied (but not vacant) one dwelling unit structures was $10,152 for New York State and $17,390 for Westchester County.

Size of Dwelling Units. Of Pleasantville's 1,411 dwelling units in 1950, 0.8% contained 1 room, 3.8% had 2 rooms, 11.2% contained 3 rooms, 15.5% had 4 rooms, 15.1% had 5 rooms, 21% had 6 rooms, 12.0% had 7 rooms and 19% of the dwelling units had 8 or more rooms.

In 1960, there was, in general, a similar distribution with regard to the size of housing units throughout the Village. However, it is significant that between 1950 and 1960, the number of 1 room units in Pleasantville decreased from 11 to 7, and the number of 2 room units from 53 to 47 (see Table VI-10). The significance lies in the fact that those "single rooms" in rooming houses or private homes, which could have been separately enumerated in 1960 as housing units while not being individually listed as dwelling units in 1950, would in all probability have been classified as either 1 or 2 room units in 1960. However, the lack of any increase between 1950 and 1960, in the number of 1 or 2 room

units would appear to indicate that Pleasantville did not have a significant number of "single rooms", as above described, in either private homes or rooming houses.

It is interesting, at this point to note that in 1960, 194 of the housing units in Pleasantville contained no more than 1 person, while in 1950 there were only 9 such units (see Table VI-2). The sharp increase between 1950 and 1960 in 1 person households is not, in view of the preceeding analysis, attributable to an increase in the number of single rooms not counted as dwelling units in 1950 but counted as housing units in 1960. This increase in 1 person households may have resulted from the increase in the number of persons 65 years of age or older, which group is growing at a faster rate than is the remainder of the Village's population. Also, the U.S. Census of Population indicates that, in 1950, 340 of Pleasantville's residents were widowed or divorced while by 1960 this number had increased to 459 of which 404 were widowed.

Age of Dwelling Units. Of Pleasantville's 1,370 dwelling units whose age was reported in the 1950 Census, 57.3% were built prior to 1920, compared to 44.4% in this category for Westchester County as a whole. The proportion of dwelling units five years old or less in 1950 was 6.2% in Pleasantville as opposed to 8% for the County.

New Housing Construction. Trends in housing activity can be discerned from an analysis of building permits issued for the construction of "Dwelling Units". As shown in Table VI-11, Pleasantville's peak year for the issuance of building permits occurred in 1955, which was also one of the peak years for Westchester County. Of the total 533 dwelling units for which building permits were issued in Pleasantville between 1950 and 1959, 42% (224) were for other than 1 family dwellings. This compares to a corresponding figure for all of Westchester County of 40.2%. The County figure includes numerous areas which are dissimilar with regard to multi-family activity -- such as the Town of Bedford, with building activity virtually limited to one family dwellings, and White Plains, where multi-family dwellings represent more than two-thirds of the total number of dwelling units for which building permits were issued. The high proportion of building permits for multi-family dwellings in Pleasantville may be largely the result of the limited amount of land available for residential development.

C. Neighborhood Analysis

With regard to the usual sense of the term "neighborhood", the entire Village of Pleasantville should be construed as comprising but one neighborhood. There are, however, some eight or ten different geographically identifiable areas within the Village (Schulman Park, Devonshire Downs, Hay's Hill, Saratoga Avenue, etc.). Census data, on the other hand, is available by Census Enumeration Districts (CED's). While the Village is comprised of several CED's (see map entitled

"Dwelling Units - 1950 and 1960, by Census Enumeration District"), these areas do not correspond to any grouping of the previously noted geographical areas.

Based on 1960 census information and on numerous field surveys conducted by us, it is evident that the housing stock, in nearly all areas of the Village, is in very good condition. A sparse scattering of housing units in poor condition is generally limited to the areas which surround the Central Business District. Of these, CED 93N seems to contain a greater concentration of housing in poor condition than the others. According to the 1960 Census of Housing, CED 93N contained a total of 275 housing units, of which 68 (or 24.8%) were either deteriorating or dilapidated. Of these 68 units, 67 were listed as deteriorating and 1 as dilapidated (see Table VI-13). Based on this data and on our aforementioned field inspections, if continued deterioration of this area is to be avoided, we suggest that the applicability of various Federal urban renewal aids to a portion of CED 93N be studied. The area to which particular attention should be devoted in this regard is shown as a possible urban renewal study area on the map entitled "Dwelling Units, 1950 and 1960 by Census Enumeration Districts".

TABLE VI-1

DWELLING UNIT AND POPULATION CHANGES BY CENSUS ENUMERATION DISTRICTS: 1950-1960

Village of Pleasantville, New York

Census Enumeration District	No. of Occupied Dwelling Units 1950	No. of Occupied Housing Units 1960	Change 1950-1960 Number	Change 1950-1960 %	Population 1950	Population 1960	Change 1950-1960 Number	Change 1950-1960 %
90N and 90P	138	194	56	40.6	497	664	167	33.6
90R	167	226	59	35.3	610	766	156	25.6
91N and 92R	270	268	-2	-0.7	869	814	-55	-6.3
91P	140	298	158	112.8	488	1,067	579	118.8
91R	--	23	23	--	--	86	86	--
92N	187	255	68	36.4	729	830	101	13.9
92P and 93N	284	349	65	22.8	1,033	1,033	--	--
93P and 93R	183	193	10	5.5	635	617	-18	-2.8
Totals	1,369	1,806	437	31.9	4,861	5,877	1,016	20.8

NOTE: 1. In 1950, CED 90R included the northerly portion of CED 91P, which portion was nearly totally undeveloped at that time. The following CED's contain small areas which were annexed between 1950 and 1960: 92P and 93N; 93P and 93R; and 90P and 90N. All of CED 91R was annexed in 1958.

2. Comparison of housing units (1960) and dwelling units (1950) is considered valid for Pleasantville. See text for explanation.

Source: U.S. Census of Population and Housing 1950 and 1960.

TABLE VI-2

NUMBER OF PERSONS PER OCCUPIED DWELLING UNIT -- 1950 AND OCCUPIED HOUSING UNIT -- 1960

Village of Pleasantville, New York

No. of Persons Per Occupied Unit	1950 No. of Occupied Dwelling Units	1950 % of Total	1960 No. of Occupied Housing Units	1960 % of Total
1	90	6.6	194	10.7
2	350	25.5	520	28.8
3	298	21.8	352	19.5
4	316	23.1	374	20.7
5	163	11.9	227	12.6
6 or More	152	11.1	139	7.7
Total	1,369	100.0	1,806	100.0

NOTE: Comparisons of housing units (1960) and dwelling units (1950) is considered valid for Pleasantville. See text for explanation.

Source: U.S. Census of Housing, 1950 and 1960.

TABLE VI-3

OCCUPANCY AND TENURE OF DWELLING UNITS -- 1950 AND HOUSING UNITS -- 1960

Village of Pleasantville, New York

	1950		1960	
Total Number of Units	1,411		1,866	
Total Occupied Units	1,369		1,806	
Owner Occupied	815	(59.5%)	1,153	(64.0%)
Renter Occupied	554	(40.5%)	653	(36.0%)
Total Vacant Units	42		60	
Vacant for rent or sale	13		36	
Other Vacant	29		24	

NOTE: Comparisons of housing units (1960) and dwelling units (1950) is considered valid for Pleasantville. See text for explanation.

Source: U.S. Census of Housing, 1950 and 1960.

TABLE VI-4

DWELLING UNITS BY TYPE OF STRUCTURE -- 1950

Village of Pleasantville, New York

Type of Structures	No. of DU's	% of Total
One-Family Detached	831	59.0
One-Family Attached	14	1.0
One- and Two-Family, semi-detached	31	2.2
Two-Family, Other	238	16.8
Three- and Four-Family Dwelling	152	10.7
Five to Nine-Family Dwelling	83	5.9
Ten or more Family Dwelling	61	4.3
Trailers	1	0.1
Total	1,411	100.0

Source: U.S. Census of Housing, 1950.

TABLE VI-5

NUMBER OF PERSONS PER ROOM IN OCCUPIED DWELLING UNITS -- 1950 AND OCCUPIED HOUSING UNITS -- 1960

Village of Pleasantville, New York

No. of Persons Per Room	Number of Units 1950	Number of Units 1960	Percent of Total 1950	Percent of Total 1960
0.75 or less	945	1,382	69.0	76.6
0.76 to 1.00	308	337	22.5	18.6
1.01 or more	98	87	7.2	4.8
Not Reported	18	--	1.3	--
Total	1,369	1,806	100.0	100.0

NOTE: Comparisons of housing units (1960) and dwelling units (1950) is considered valid for Pleasantville. See text for explanation.

Source: U.S. Census of Housing, 1950 and 1960.

TABLE VI-6

CONDITION OF HOUSING UNITS -- 1960

Village of Pleasantville and Selected Areas

Area	Total (all housing units)	Sound: With All Plumbing Facilities		Sound: Lacking hot or cold running water or private bath or toilet		Deteriorating		Dilapidated	
		Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total
New York State	5,595,431	4,583,747	80.5	262,246	4.6	672,597	11.8	176,841	3.1
Westchester County	254,766	222,529	87.3	6,516	2.6	19,820	7.8	5,901	2.3
VILLAGE OF PLEASANTVILLE	1,866	1,716	92.0	11	0.6	134	7.2	5	0.2
Village of Mount Kisco	2,138	1,841	86.1	37	1.7	210	9.8	50	2.4
Village of Ossining	5,468	4,406	80.5	113	2.1	736	13.5	213	3.9

Source: U.S. Census of Housing, 1960.

TABLE VI-7

HOUSING UNITS BY CONDITION AND PLUMBING FACILITIES -- 1960

Village of Pleasantville, New York

	Number of Housing Units	% of Total
Sound		
With all plumbing facilities	1,716	92.0
Lacking only hot water	2	0.1
Lacking private toilet or bath or running water	9	0.5
Deteriorating		
With all plumbing facilities	122	6.5
Lacking only hot water	2	0.1
Lacking private toilet or bath or running water	10	0.5
Dilapidated	5	0.3
Total	1,866	100.0

Source: U.S. Census of Housing, 1960.

TABLE VI-8

DWELLING UNITS BY CONDITION AND PLUMBING FACILITIES -- 1950

Village of Pleasantville, New York

	No. of DU's	% of Total
Not Dilapidated		
With all plumbing facilities	1,280	90.7
Lacking only hot water	13	0.9
Lacking private toilet or bath or running water	34	2.4
Dilapidated		
With all plumbing facilities	31	2.2
Lacking hot or cold water or private toilet or bath	22	1.6
Not Reported	31	2.2
Total	1,411	100.0

Source: U.S. Census of Housing, 1950.

TABLE VI-9

VALUE OF ONE DWELLING UNIT STRUCTURES*, 1950

Village of Pleasantville, New York

Value in Dollars	No. of DU's	% of Total
Less than 3,000	3	0.5
3,000 to 4,999	6	0.9
5,000 to 7,499	36	5.4
7,500 to 9,999	63	9.5
10,000 to 14,999	201	30.3
15,000 and over	332	50.0
Not Reported	23	3.4
Total	664	100.0

Median Value: $15,242

*Only includes owner occupied dwelling units and vacant, non-seasonal not dilapidated units, for sale only.

Source: U.S. Census of Housing, 1950.

TABLE VI-10

NUMBER OF ROOMS IN DWELLING UNITS -- 1950 AND HOUSING UNITS -- 1960

Village of Pleasantville, New York

	1950		1960	
No. of Rooms	No. of Dwelling Units	% of Total	No. of Housing Units	% of Total
1	11	0.8	7	0.4
2	53	3.8	47	2.5
3	158	11.2	222	11.9
4	219	15.5	336	18.1
5	213	15.1	254	13.6
6	297	21.0	383	20.6
7	170	12.0	290	15.5
8 or more	268	19.0	327	17.4
Not Reported	22	1.6	--	--
Total	1,411	100.0	1,866	100.0

NOTE: Comparison of housing units (1960) and dwelling units (1950) is considered valid for Pleasantville. See text for explanation.

Source: U.S. Census of Housing, 1950 and 1960.

TABLE VI-11

DWELLING UNIT BUILDING PERMITS ISSUED -- 1950-1959

	Westchester County			VILLAGE OF PLEASANTVILLE			Village of Briarcliff Manor		
Year	One-Family DU's	Multi-Family DU's	Total	One-Family DU's	Multi-Family DU's	Total	One-Family DU's	Multi-Family DU's	Total
1950	4,597	3,666	8,263	12	--	12	37	--	37
1951	3,427	1,268	4,695	29	--	29	96	--	96
1952	3,923	2,866	6,789	31	--	31	104	--	104
1953	4,206	5,119	9,325	31	--	31	39	--	39
1954	4,679	2,072	6,751	53	--	53	47	--	47
1955	5,304	3,059	8,363	44	36	84	84	36	120
1956	4,415	1,566	5,981	29	--	29	71	--	71
1957	3,456	1,338	4,794	22	--	22	44	--	44
1958	2,738	2,187	4,925	21	6	27	48	6	54
1959	2,840	3,516	6,356	37	--	37	51	--	51
Total 1950-1959	39,585	26,657	66,242	309	42	351	621	42	663

	Village of Mount Kisco			City of White Plains		
Year	One-Family DU's	Multi-Family DU's	Total	One-Family DU's	Multi-Family DU's	Total
1950	29	2	31	237	780	1,017
1951	22	--	22	107	17	124
1952	29	--	29	149	641	790
1953	19	--	19	263	627	890
1954	28	35	113	168	61	229
1955	32	--	32	189	71	260
1956	35	--	35	216	156	372
1957	21	4	25	185	14	199
1958	17	4	21	102	5	107
1959	12	--	12	82	93	175
Total 1950-1959	238	95	333	1,698	2,465	4,163

Source: Westchester County Department of Planning.

TABLE VI-12

DWELLING UNITS BY AGE OF STRUCTURE -- 1950

Village of Pleasantville, New York

Year Built	Number Reporting	% of Total Reporting
1945-1950*	85	6.2
1940-1944	--	0.0
1930-1939	135	9.9
1920-1929	365	26.6
1919 or earlier	785	57.3
Total	1,370	100.0

*As of April, 1950.

Source: U.S. Census of Housing, 1950.

TABLE VI-13

CONDITION OF HOUSING UNITS BY CENSUS ENUMERATION DISTRICTS - 1960

Village of Pleasantville, New York

Census Enumeration District	Number of Housing Units			
	Sound	Deteriorating	Dilapidated	Total
90N and 90P	186	9	-	195
90R	236	5	-	241
91N and 92R	254	16	1	271
91P	306	8	-	314
91R	23	-	-	23
92N	253	8	1	262
92P	80	6	-	86
93N	207	67	1	275
93P and 93R*	182	15	2	199
Totals	1,727	134	5	1,866

*The condition of the 4 housing units in 93R was not listed in the Census data available to the consultant. For the purposes of this tabulation, all of these 4 units have been assumed to be sound.

Source: U.S. Census of Housing, 1960.

VII. ECONOMIC BASE

(Note: All tables referred to are at the end of this section)

People, income and jobs -- the inter-relationship of these three factors is fundamental to the economic life of a Village. An understanding of the basic economic activities of Pleasantville, the facilities for production, and provision of services, is essential in the process of evolving a Comprehensive Development Plan. The size and character of the Village's population is dependent on the number and type of jobs which are available to it, both within and outside of the Village.

Historically, Pleasantville's economic attraction was based on its farm lands and its location on a stage road which led from the Hudson River to New England. During the 1800's the main local occupations were shoe manufacturing and farming. By 1920, most of the farm lands were gone due to the movement of population to the suburbs. Pleasantville became an area oriented towards New York City for employment. Since the 1940's, however, there have been increasing employment opportunities both within and near Pleasantville.

A. Labor Force

On every working day, there is a simultaneous movement of workers into and out of the Village. One group lives outside of Pleasantville and travels here to work; another group, the "commuters", lives here and travels daily to jobs outside of the Village. Supplementing these two groups is a third group comprised of people who both reside and work in Pleasantville. Each of these groups contributes to the Village's economic base: the first group by providing essential employees for local enterprises; the second group by investing their outside earned incomes in Pleasantville homes and by spending money locally. In each case, property values are created which comprise the taxable wealth of the community. The third group is particularly important because its members affect the economy both as taxpayers and as workers in local establishments. Furthermore, all three groups participate in varying degrees in the Village's economy as consumers, and in that role are essential to the economy from the standpoint of retail and service businesses.

Place of Employment. A recent County Planning Department report* estimated that 44% of the people who worked in the Mount Pleasant-Ossining area also lived there. The survey further showed that 23% of this area's workers came from the White Plains area and 19% from the Greenburgh area.

*"Employee Travel Patterns in Westchester County", Westchester County Department of Planning, 1957.

Rail Travel From Pleasantville. In 1959, the New York Central Railroad conducted a survey of passenger activity at its Pleasantville station. This survey recorded all "on-off" passenger movements for each train stopping at the Pleasantville station during a period covering 24 working days in October and November of 1959. The survey indicated that virtually no workers commuted by rail from Pleasantville to points north, while in the two hour period between 6:20 and 8:20 A.M. of a workday morning, an average of some 330 southbound passengers boarded the train at the Pleasantville station. The New York Central System has further indicated that the average number of weekday monthly commuters* between New York City and Pleasantville has not appreciably changed over the past 10 years (1950 through 1960), having held at approximately 550. When viewed against the substantial population increase, both within the Village and its adjoining areas, the lack of any growth, during the last ten years, in the number of commuters using the Pleasantville station, would seem to be indicative of a lessening dependence on New York City as a place of employment, and, in fact, may suggest a growing self sufficiency with regard to Pleasantville and its surrounding area. On the other hand, it may also indicate an increase in the number of commuters using private automobiles.

While not all passenger movements at the Pleasantville station involve Village residents, it is reasonable to assume that a major portion do. This is borne out by the large proportion of commuters who walk from their home to the Pleasantville station, as indicated in "Parking for Commuters at Railroad Stations", a 1957 report by the Westchester County Planning Department (see Table VII-1). This report further indicated that in 1956, 289 commuters daily used the automobile to travel between home and the Pleasantville Railroad Station. Of this number 103 drove their own cars to the station (parking them there for the day), while the remaining 186 were auto passengers. The survey suggested that a conservative measure of the latent demand for commuter parking at railroad stations, could be obtained by assuming it to equal at least 60% of the total number of commuters arriving at the station by automobile (drivers and passengers). The above criteria would therefore indicate a need for just under 175 parking spaces for railroad commuters at the Pleasantville Railroad Station.

Size of the Labor Force. The 1950 Census recorded the employed Pleasantville labor force to be 2,048. This constituted 42% of the total population and compared to an average of 41% for Westchester County. Females comprised 32% of the 1950 employed labor force in both Pleasantville and Westchester. 1960 Census pertaining to the labor force is not available at the time of this report. If it were reasonable to assume that the above expressed relationships between labor force and total population had not changed since 1950, then the employed labor force in 1960 would have been 42% of 5,877, or some

*This represents the average number of monthly commuter books in use at one time.

2,460 persons. However, it must be realized that the proportion of women in the Village's labor force will tend to be reduced by the character of the large number of families which settled in Pleasantville during the 1950's. Table VI-11 in the housing analysis section of this report indicates that between 1950 and the end of 1959, building permits for 533 dwelling units were issued in Pleasantville, while the population analysis section indicates the substantial increase, between 1950 and 1960, in the proportion of the Village's population between the ages of 5 and 14. Women in such families were not readily available for entry into the labor force, not only because these families generally contained one or more children, but also because they were relatively older families with adequate incomes. The latter probability is indicated both by the substantial increase in the 10 to 14 year old age group between 1950 and 1960, and by the lack of moderate priced new housing during this same period. A reduction in the proportion of women in the labor force would probably reduce the total proportion of the population in the labor force.

Types of Employment. In 1950, most of Pleasantville's resident employed labor force worked as private wage and salary workers (73.9%), while 15.2% were self-employed and 10.3% were government workers. The figures for Westchester County showed a slightly higher proportion employed as private wage and salary workers, and slightly lower proportions in both government and self-employed workers (see Table VII-2).

Industry Groups. In 1950, some twenty percent of the resident labor force of Pleasantville worked in manufacturing and eighteen percent in wholesale and retail trade. The rest worked in various service industries, construction, finance and utilities. It is interesting to note that 24.5% of Westchester County's employed residents worked in manufacturing industries, while for Pleasantville residents the corresponding figure is only 20.5%. However, the proportion of Pleasantville's employed labor force in the combined construction and manufacturing industries totaled 32.0% in 1950, which was virtually equal to the corresponding figure of 31.3% for Westchester County. In general, Pleasantville's employed residents were distributed among the various industry groups in similar proportions to the County-wide distribution (see Table VII-3, "Employment of Residents by Major Industry Groups - 1950").

Occupation Groups and Income Levels. The type of occupations of Village residents affects their income levels. While in 1950, the largest group of employed residents (26%) worked in clerical and sales occupations, another large segment worked as professional and technical workers (21%) and managers, officials and proprietors (15%). The shift towards higher income in Pleasantville between 1940 and 1950 was accompanied by a higher proportion of the Village's employed residents working as professionals, technicians, managers, officials, craftsmen and foremen than in 1940. In this same period there was a

decrease in the proportion of Pleasantville residents employed in the lower income occupations such as operatives, clericals and sales. These characteristics were generally exhibited on a County-wide basis, but were more pronounced for the Village of Pleasantville (see Table VII-4).

According to the 1950 U.S. Census, the median income of families and unrelated individuals for New York State, Westchester County and Pleasantville was $3,055, $3,699 and $4,071 respectively (see Table VII-8). There is little reason to believe that the relationship between the State, County and Village income levels has changed since 1950. In its December 1958 and February 1960 Commerce Review, the New York State Department of Commerce indicated that per capita personal income of Westchester County residents increased from $2,440 in 1948 to $3,456 in 1958 (41.5% increase)* giving Westchester the highest per capita income of any county in the State and considerably above the 1958 state-wide per capita personal income of $2,609.

It is concluded that while increasing economic self sufficiency may have been the trend for the Pleasantville area in the 1950 to 1960 decade, it would appear that this trend has not increased the proportion of the Village population in the labor force (in fact, a decrease in the proportion is anticipated). While 1960 census data relating to employment and income levels of Pleasantville residents is not available at this time, it is expected that such data, when released by the Bureau of Census, will indicate that, as in 1950, the 1960 labor force was heavily weighted in the higher income occupations.

B. Retail Trade

Retail trade plays an important function in the economic life of the Village -- in terms of employment, income and property values. As reported in the 1958 U.S. Census of Retail Trade, Pleasantville had 88 retail establishments in which 389 persons worked (307 persons as employees and 82 persons as active proprietors of non-corporation businesses). Total retail sales for the same year were $10,942,000.

Retail Trade Trends. Total 1948 retail sales in Pleasantville were $5,680,000, increasing by 52% to $8,659,000 in 1954, and by a further 26% to $10,942,000 in 1958, for a total 1948-1958 increase of $5,262,000 (93%). If account is taken of inflation* then the increase in retail sales in the 1948 to 1958 period amounts to 68%.

For purposes of analysis, sales by different types of retail stores are grouped into the three major retail sales categories (convenience goods,

*Using U.S. Department of Commerce retail price index, 1935-39 = 100, 1948 = 192.7, 1954 = 208.5, 1958 = 220.1.

shopping goods and other goods*). In Pleasantville, convenience goods constituted 51% of total sales in 1954 and 56% in 1958, while the proportion of retail sales in the shopping goods category dropped from 26% in 1954 to 16% in 1958. By, comparison, White Plains which is a regional shopping center had 54% of its sales in shopping goods and only 21% in convenience goods in 1958 (see Table VII-5). As was shown in the Central Business District Plan,** this comparison confirms the fact that Pleasantville is a local shopping center. A proportionate volume of convenience goods sales similar to that in Pleasantville is found in such communities as Irvington, Rye, and most of the other smaller shopping and business centers in the non-incorporated areas of the County.

An analysis of Pleasantville's retail sales by type of store reveals that food stores occupied the primary position, with 40% of total retail sales in 1958, and that this group also had the largest volume increase between 1954 and 1958. With the exception of the apparel and accessory group for which there was a large decrease in sales, and the possible exception of automotive, lumber and building material sales for which figures are not available, all Pleasantville store groups registered increased sales in the 1954-1958 period (see Table VII-6). Another significant aspect is the substantial growth of sales, from $74,000 in 1954 to $1,299,000 in 1958, of the "non-store retailers" group, a census category which includes mail order houses, suppliers of vending machine products and retail sales by house to house canvass. Further investigation by us revealed that several "mail order" businesses were established in Pleasantville between 1954 and 1958, which leads us to the conclusion that Pleasantville's non-store retailer group is primarily composed of mail order establishments.

Geographical Extent of Pleasantville's Trading Area. The geographical extent of Pleasantville's trading area was delineated in Pleasantville's Central Business District Plan.** Much of the following data is cited from that report.

The area which has been assumed to be tributary to the Village's present retail facilities is divided into two zones: primary and secondary. The primary zone includes the Village and the area immediately outside the Village limits but within the Pleasantville Union 9 School District. The

*Convenience Goods - items that are purchased frequently and are generally available in neighborhood establishments e.g. food, drugs, gasoline, etc. Shopping Goods - items that are purchased less frequently and which are generally purchased in the larger, centrally located business districts or in regional shopping centers, e.g. clothing, furniture, appliances, etc.; and Other Goods - a miscellaneous category of which automotive sales constitute the largest part.

**"Central Business District Plan - Pleasantville, New York". Raymond & May Associates, 1959.

secondary zone is composed of the area bounded by a roughly circular line approximately 4 1/2-5 miles in diameter, limited by, and including, Chappaqua and Hawthorne on the north and south, and lying between the easterly line of the Town of Ossining and the westerly boundary line of the Town of North Castle.

The delineation of these zones recognizes the fact that the Village's competitive effectiveness is strongest in its immediate vicinity and somewhat reduced in the outer limits of its trading area. The extent of these zones is dependent on the area of influence (based more on driving time, rather than distance) of competing major and minor shopping facilities. Also used in gauging the extent of these trade areas was a sampling of addresses of customers of some of the larger retail stores in the Village.

For purposes of this analysis, an assumption was made that 75% of total Village retail sales were from residents of the primary, and 25% from residents of the secondary area.* Primary trade area residents make almost all their purchases of "convenience goods" (food, drugs, etc.) at the outlet or outlets most conveniently located to their homes. Expenditures for this type of purchase represents most of the family's total expenditures, and since residents of the secondary trading area probably make such purchases in their vicinity, the above 75%-25% breakdown is deemed a reasonable approximation. The extent of the secondary zone is limited by the influence of the Ossining, Mount Kisco, and White Plains shopping districts, while the primary zone is limited by the existence of the smaller retail centers in Briarcliff Manor, Chappaqua, Armonk, Thornwood and Hawthorne. Neighborhood centers such as these usually account for a large percentage of local food, drug and hardware sales, and thus reduce the dependence of these areas on outside facilities.

The outlines of both the primary and the secondary retail trade zones are, of course, subject to modification with changes in the various factors by which these zones are affected. Greater convenience in parking, better driving conditions in reaching it, greater variety of stores and goods, lower price levels, better service, and superior general appearance and overall attractiveness of a particular shopping area, can all contribute to the extension of its zone of influence.

*This assumption is based in part on a sample survey by us, and on customary estimating practice.

In its primary trading area, with the exception of department store sales -- for which both the primary and secondary areas depend on White Plains,* other suburban centers* and New York City -- the existing Pleasantville retail stores are believed to almost pre-empt the convenience goods** (food, drugs, gas station sales) and other goods** fields (automotive, and other miscellaneous goods), but are deemed to be somewhat less dominant in the shopping goods** field (clothing, eating and drinking, furniture, appliances, variety and general merchandise).

Sales to residents of the secondary trade area are, of course, lower in all categories. They represent only a small proportion of the Village's total sales in each category with the exception of "other goods". This category is heavily dominated by auto sales and is therefore considered to be more equally dependent on both the primary and secondary trade areas for its total retail volume.

Present and Future Trade Area Population. According to the U.S. Census, the Village's 1960 population was 5,877. This represented a gain of 1,016 (or 20.8%) over its 1950 population of 4,861. In this same period, Westchester County grew by 29% (from 625,816 to 808,891), and the population of the unincorporated portion of the Town of Mount Pleasant rose by 64.3% (from 12,014 to 19,725). The Westchester County Department of Planning has made the following population projections*** for 1975:

Pleasantville	7,000
Mount Pleasant (unincorporated Town area)	27,000
Ossining (unincorporated Town area)	4,600

It should be noted that the County's projection of 7,000 persons for Pleasantville's 1975 population virtually equals the maximum Village population which could be realistically expected to occur under present zoning (see Population Analysis Section of this report).

The trade area population figures presented in Table VII-10, were derived from available U.S. Census data (including 1960 Population data),

*Gimbel's and Wanamaker's at the Cross County Shopping Center; Bloomingdales, Miller's and Sears Roebuck & Co., in Stamford; Macy's, B. Altman's, Bonwit Teller, Alexander's, etc. in White Plains; etc.

**"Convenience", "shopping" and "other" are the three retail sales categories recognized in the field of retail trade analysis.

***Crude projections based on recent Regional Plan Association projections for Westchester County and general trends in local development within the County.

Westchester County Department of Planning projections, dwelling unit estimates and projections for school districts serving Pleasantville's and surrounding areas,* and local development trends.

As indicated in the Pleasantville Central Business District Plan, the total trade area population was estimated at 14,570 in 1954 and 16,787 in 1957. It is estimated that in 1958, the trade area population totaled some 17,320 persons (a 19% increase over the 1954 total). As shown in Table VII-10, between 1958 and 1980 the Village's primary trade area population may grow from about 7,400 to close to 10,000 and that of the secondary trade area from about 10,000 to almost 16,000. These figures indicate that there is a greater growth potential in the region immediately surrounding the Village than within the Village itself. The total trade area population increase between 1958 and 1980 may amount to about 48%. It should also be noted that, in time, the secondary trade area's proportion of the population will increase. By 1980, the secondary zone population will represent about 62%, whereas in 1954 the secondary zone accounted for only 57% of the total.

Clearly, the validity of the above assumptions as to the Village's trade area population potentials (which determine its retail sales potential) depends primarily upon the validity of assumptions regarding development of its surrounding region. There seems to be little doubt, however, as to the probability of residential growth in these areas. Distant forecasts prepared by Mr. Luther Gulick, President of the American Institute of Public Administration predict a national population growth of some 130 million by the year 2000. Of these 130 million, some 80% to 90% are expected to settle in and around existing metropolitan concentrations. Should this expectation be realized, and should the New York Metropolitan Region absorb a percentage of the increase equal to that which it now represents of the nation's total population, it can then be expected that the populationgrowth of this region between 1955 and the year 2000 will amount to some 10 million persons. Forecasts contained in the Regional Plan Association's recently completed Metropolitan Region Study contemplate a 1960-1985 regional population growth of 7,581,000 persons, almost all of whom are expected to settle outside the boundaries of New York City.

Income and Expenditure Pattern of Population in Trade Area. At the time of writing of this report, the last available census data for the median incomes of families and individuals was for the year 1949. As shown in Table VII-8, and as has been discussed in an earlier portion of this section, the median income of families and unrelated individuals for New York State, Westchester County and Pleasantville was $3,055, $3,699 and $4,071 respectively. There is little reason to believe that

*Made for the Mount Pleasant Town Planning Board by Frederick P. Clark and Associates.

the relationship between the State, Westchester and Pleasantville income levels has changed since 1950. In fact, as was indicated in the portion of this section dealing with the Village's labor force, the New York State Department of Commerce* has estimated that for the year 1958 Westchester's income per capita continued to lead all counties in New York State. For purposes of analysis, the income levels of the population of the secondary area are conservatively assumed to be the same as those of Pleasantville proper.

Table VII-9 compares total retail sales, per capita retail sales and per capita retail expenditures in the County with those in Pleasantville. The considerably higher per capita retail sales figures in Pleasantville is accounted for by the fact that its center serves a substantial population which resides outside the Village rather than by a higher rate of spending by Pleasantville residents. For the County as a whole, per capita retail expenditures. Per capita retail expenditures** by Pleasantville's trade area population are assumed figures and are based on the fact that Pleasantville income levels are higher than County-wide income levels. For the Village in 1954 an average retail per capita expenditure of $1,340 has been assumed, and for 1958 some $1,530.

The above income levels and expenditure patterns have been used as a partial basis for estimating the Village's retail sales potential.

Potential Retail Sales. As shown in Table VII-10, in 1958 there were some 7,380 persons in the Village's primary trade area, and 9,940 in the secondary trade area, giving a total of 17,320 persons whose retail expenditures were tributary to the Village in varying degrees. According to the 1958 U.S. Census of Business, retail sales in the Village equalled $10,942,000. Using the previous assumption that 75% of total Village retail sales were to persons residing in the primary, and 25% to persons in the secondary trade area, the amount spent in the Village by primary trade area residents would be $8,206,500 and by secondary area residents, $2,735,500. Dividing these figures by the respective 1958 trade area populations (7,380 and 9,940) results in a per capita expenditure in the Village by primary area residents of some $1,112 and by secondary area residents of some $275.

Based on the previously mentioned total average per capita expenditure figure of approximately $1,430, we find that each person in the primary trade area spends some 75.2% of his total retail expenditures in the

*New York State Commerce Review, February, 1960.

**This is the assumed average expenditure made by trade area residents in all stores, both within the Village's trade area and beyond (e.g. Mount Kisco, White Plains, Cross County Center, New York City, etc.).

Village, and each secondary area resident 18.6%. The differences in each case between the total expenditure of $1,480 and expenditures made in the Village is accounted for by purchases made elsewhere. If future retail sales in the Village increase in direct proportion to the population increases of the primary and secondary trade areas, and if, in the future, Pleasantville continues to receive the same proportion of per capita retail expenditures as in 1958 (75.2% of primary and 18.6% of the secondary trade area per capita retail expenditures) it is estimated that Pleasantville's retail sales will grow to $13 million by 1970 and to $15.3 million by 1980 (see Table VII-10).

This estimate of future sales is conservative to the extent that it ignores the possibility that substantial improvements which may be made in the Central Business District will enhance its competitive attractiveness. Neither does this estimate take into account the long range outlook for increasing consumption of all types of consumer goods and services, or any possible inflationary trend.

Existing and Potential Retail Sales Space. A field survey of retail sales space in the Village's Central Business District was made by us in 1959, and confirmed in 1961. The survey's findings are summarized in Table VII-11. A general idea of the scope of the Village's retail trade is given by the fact that its Central Business District (CBD) contains a total of almost 60 retail stores with a combined area of 84,000 square feet of retail sales space. The CBD contains almost all of the Village's stores, with two minor exceptions: there are five stores and service establishments in the "Old Village" (at the intersection of Bedford Road and Broadway) and a few small retail establishments in the Marble Avenue area south of the CBD.

If we divide the total 1958 retail sales by the Village's total number of square feet of retail sales space (exclusive of automotive and gasoline service stations sales and floor space and non-store retailers sales), we derive an average of $85 in sales per square foot of sales area. Using the $85 sales volume per square foot, the estimated increase in sales by 1970 of about $1.4 million (again exclusive of automotive, gas station and non-store retailer sales) would justify the establishment of 16,500 square feet of additional retail sales store floor area. The corresponding figure for 1980 would be about 35,000 square feet. This figure would be added to the 1958 Village total of some 88,000 square feet (including the "Old Village" and Marble Avenue establishments) giving a 1980 total of 123,000 square feet of retail space, exclusive of gas stations and automotive sales.

Obviously, the achievement of a trade volume of this magnitude, and the corresponding need for additonal retail sales floor area, will depend upon many presently unforeseeable events. Therefore, these future sales figures should be considered as indicative of general trends rather than as accurate predictions. From time to time, as new population and sales data become available, our assumptions, sales potential resulting therefrom and plans based on such potentials should

be reviewed and modified as needed. Indeed, the analysis presented in the preceding pages has performed this function with regard to the 1959 Pleasantville CBD Plan, based on 1958 census data relating to retail sales, and on data from the 1960 census of population, both of which have become available since the submission of the previous report. This updating has resulted in a lowering of the estimate of 1980 retail sales floor area needs, from 133,000 to 123,000 square feet.

It is concluded therefore, that the 1959 analysis of Pleasantville's retail sector can be accepted as a basis for planning the future development of the Village's CBD.

C. Selected Services and Wholesale Trade

The various services* offered by a community augment the attraction of the retail center. The number of service establishments in Pleasantville increased from 33 in 1948 to 50 in 1958. These establishments provided employment for 170 persons and 42 proprietors of non-incorporated establishments (see Table VII-12). Service establishments receipts were $767,000 in 1954 and $1,627,000 in 1958, representing a 112% increase. Retail sales by comparison only increased 27% for the same period. The rapid rise in demand for services is due to a combination of such factors as population growth, rising personal incomes and the movement of various commercial and manufacturing enterprises to the suburbs.

Wholesale trade** is another type of business activity which, although relatively small in Pleasantville, nevertheless adds diversity to the Village's economy. As of 1958, when the last U.S. Census of Wholesale Trade was taken, there were 6 establishments, employing 25 persons, with total sales of $945,000.

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*Services as covered by the U.S. Census of Business includes personal services, barber shops, laundries, photo studios, auto repair, business services, miscellaneous repair, amusement and recreation services.

**Wholesale trade comprises establishments or places of business primarily engaged in selling merchandise directly to retailers; to industrial, commercial, institutional or professional users; or to other wholesalers; or acting as agents in buying merchandise for, or selling merchandise to, such persons or companies.

D. Manufacturing

The growth of manufacturing in predominantly residential Westchester County has been essentially a post-war phenomenon. The value added by manufacture* in the County has increased from $268,308,000 in 1947 to $609,490,000 in 1958 as reported by the Census of Manufactures. The County has had more than a proportionate share of the rise in manufacturing in the metropolitan area. In 1947, Westchester County produced 2.89% of the value added by manufacture in the New York-New Jersey Standard Metropolitan Area** and by 1958 this figure had increased to 3.98% (see Table VII-14).

Industry moved to Westchester due to a combination of factors, such as: growth of a consumer and labor market; lack of space for the expansion of the old or establishment of new plants in the older, intensively developed areas of the region; an improved roadway network, etc. The direction of industrial location within the County has been from the south to the northern portions. There is now a significant concentration of industries in Westchester County in a broad belt along both sides of the Cross Westchester Expressway, from Port Chester to Tarrytown.*** Most recent trends have indicated an intensification of this concentration, particularly to the north of the expressway. The contemplated highway paralleling Route 22 (Interstate Route 87) and other improvements will further facilitate industrial location in the northern sections of Westchester.

The type of industries locating in the County have been mostly of a light manufacturing nature, with significant emphasis on electronic manufacturing and various kinds of research laboratories.

There are no Census of Manufacturing statistics available for Pleasantville. However, based on a field survey by us and on information contained in the Manufacturing Directory of Westchester County, we estimate that there are approximately eleven manufacturing enterprises located within

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*Value added, as reported by the U.S. Census is determined by subtracting the cost of raw materials, semi-manufactured parts and components, supplies, fuels, purchased electric energy, and contract work from the value of shipments of manufacturing establishments.

**New York, New Jersey Standard Metropolitan Area comprises New York City, Nassau, Rockland, Suffolk, Westchester, Bergen, Essex, Hudson, Middlesex, Morris, Passaic, Somerset counties.

***"Present and Future Employment in Westchester County", December 5, 1956, and "Economic Development and Land Use in Westchester County, 1955-75", August, 1960 Westchester County Department of Planning.

Pleasantville (see Table VII-13). The largest employers are the General Precision Laboratory-Pleasantville Instrument Company which manufactures instruments and electronic equipment, and the Helen Whiting Corporation which manufactures women's dresses. The remainder, with the exception of the Reader's Digest plant which is located just outside of Pleasantville, are relatively small enterprises engaged in a variety of manufacturing activities.

A recent study by the Westchester County Department of Planning suggests that, by 1975, the number of manufacturing employees in the County most probably will total 105,000* as compared to the 56,375 reported by the 1958 U.S. Census. This would represent a doubling of County manufacturing employment in the 17 year period between 1958 and 1975. The above-cited report further estimates that an additional 1,490* acres ofland will be required to accommodate this manufacturing growth in the County.

It would appear that Pleasantville is generally situated within an area in which there will be substantial demand for land suitable for the growth and development of modern light manufacturing industries.

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*Economic Development and Land Use in Westchester County, 1955-75, Westchester County Department of Planning, August, 1960. p. 11, 29.

TABLE VII-1

DAILY RAIL COMMUTERS AND MODE OF ARRIVAL AT STATION - 1956

Pleasantville Railroad Station

Mode of Arrival at Station		No. of Commuters
Walk		246
Bus		14
Auto (Total)		289
Auto (Passengers)	186	
Auto (Drivers)	103	
Total Daily Commuters		550

Source: Parking for Commuters at Railroad Stations, Westchester County Department of Planning, 1957, p. 9.

TABLE VII-2

TYPE OF EMPLOYMENT OF RESIDENTS - 1950

Village of Pleasantville and Westchester County

	Male	Female	Total	% of Total
PLEASANTVILLE				
Private Wage and Salary Workers	1,008	506	1,514	73.9
Government Workers	138	73	211	10.3
Self-Employed Workers	253	58	311	15.2
Unpaid Family Workers	2	10	12	.6
Total Employed Labor Force	1,401	647	2,048	100.0
Westchester County				
Private Wage and Salary Workers	131,118	71,039	202,157	78.2
Government Workers	14,096	7,947	22,043	8.6
Self-Employed Workers	29,836	3,815	33,651	13.0
Unpaid Family Workers	134	479	613	.2
Total Employed Labor Force	175,184	83,280	258,464	100.0

Source: U.S. Census of Population, 1950.

TABLE VII-3

EMPLOYMENT OF RESIDENTS BY MAJOR INDUSTRY GROUPS - 1950

Village of Pleasantville and Westchester County

Industry	VILLAGE OF PLEASANTVILLE				Westchester County			
	Male	Female	Total	% of Total	Male	Female	Total	% of Total
Agriculture, Forestry and Fisheries	18	1	19	.9	3,198	215	3,413	1.3
Mining	7	-	7	.3	251	28	279	0.1
Construction	225	11	236	11.5	18,046	627	18,673	7.2
Manufacturing	238	182	420	20.5	42,449	19,883	62,332	24.1
Transportation, Communication and Other Public Utilities	169	46	215	10.5	17,362	4,574	21,936	8.5
Wholesale and Retail Trade	265	106	371	18.1	36,969	13,073	50,042	19.4
Finance, Insurance and Real Estate	114	42	156	7.6	11,093	5,021	16,114	6.2
Business and Repair Service	69	17	86	4.2	8,246	1,840	10,086	3.9
Personal Services	51	79	130	6.3	8,226	15,892	24,118	9.3
Entertainment and Recreation Services	11	4	15	.7	3,322	916	4,238	1.7
Professional and Related Services	152	134	286	13.9	15,946	17,685	33,631	13.0
Public Administration	67	13	80	3.9	7,941	1,834	9,775	3.8
Industry Not Reported	15	12	27	1.3	2,135	1,692	2,821	1.5
Total Employed	1,401	647	2,048	100.0	185,184	83,280	258,464	100.0

Source: U.S. Census of Population, 1950.

TABLE VII-5

RETAIL SALES: 1954-1958

Village of Pleasantville and City of White Plains

(Percent of Total Retail Sales)

	PLEASANTVILLE*		White Plains	
	1954	1958	1954	1958
Convenience Goods	51	56	25	21
Shopping Goods	26	16	45	54
Other Goods	23	28	30	25
	100%	100%	100%	100%

*Information pertaining to the total sales volumes of some retail groups in Pleasantville were withheld by both the 1954 and 1958 Census in order to avoid identification of specific establishments. The percentages shown in the table reflect the following assumptions by the consultants regarding the information withheld by the U.S. Census of Business:

1954 - Total sales withheld were allocated to shopping goods category. This is considered valid since sales information for establishments in the Shopping Goods category was withheld, and also because it results in a conservative estimate (see Table VII-6).

1958 - 35% of total sales withheld were allocated to convenience goods and 65% to other goods. The above distribution is considered valid since sales information was withheld from only two groups of establishments: the lumber and building materials establishments in the convenience goods category and automotive establishments in the "other goods" category. The 35%/65% distribution of sales withheld is based on the relationship that the sales of these two groups bore to each other in 1954 (see Table VII-6).

Sales withheld constituted 4% of total sales in 1954 and 17% in 1958.

Source: U.S. Census of Business, 1954, 1958.

TABLE VII-4

EMPLOYMENT OF RESIDENTS BY MAJOR OCCUPATION GROUPS: 1940-1950

Village of Pleasantville and Westchester County

Occupation	VILLAGE OF PLEASANTVILLE 1940 Number	1940 % of Total	1950 Number	1950 % of Total	Westchester County 1940 Number	1940 % of Total	1950 Number	1950 % of Total
Professional, Technical and Kindred Workers	304	19.2	430	21.0	29,173	13.7	39,[illegible]3	15.2
Farmers and Farm Managers	3	0.2	2	0.1	677	0.3	710	0.3
Managers, Officials and Proprietors, except farm	196	12.4	307	15.0	27,934	13.1	37,890	14.6
Clerical, Sales and Kindred Workers	426	27.0	533	26.0	49,136	23.0	60,358	23.3
Craftsmen, Foremen and Kindred Workers	163	10.3	266	13.0	21,918	10.3	32,440	12.6
Operatives and Kindred Workers	160	10.1	201	9.8	30,854	14.5	39,704	15.4
Private Household Workers	121	7.7	46	2.2	20,147	9.5	13,408	5.2
Service Workers, Except Private Household	91	5.8	111	5.4	18,497	8.7	18,425	7.1
Farm Laborers and Foremen	8	0.5	8	0.4	1,039	0.5	1,200	0.5
Laborers, Except Farm and Mine	94	6.0	124	6.0	11,875	5.5	12,251	4.7
Not Reported	13	0.8	20	1.0	1,877	0.9	2,840	1.1
Total Employed	1,579	100.0	2,048	100.0	213,127	100.0	258,464	100.0

Source: U.S. Census of Population, 1940 and 1950.

TABLE VII-7

1975 POPULATION PROJECTIONS

Pleasantville and Adjoining Towns

	1975 Projection*	U.S. Census 1960	U.S. Census 1957
PLEASANTVILLE	7,000	5,877	5,656
Mount Pleasant (Unincorporated Town Area)	27,000	19,725	17,123
Ossining (Unincorporated Town Area)	4,600	2,967	2,669

*Westchester County Planning Department.

TABLE VII-6

RETAIL SALES BY MAJOR GROUPS -- 1948, 1954 AND 1958

Village of Pleasantville, New York

	1948		1954		1958		
	Sales ($000)	% of Total Sales	Sales ($000)	% of Total Sales	No. Establishments	Sales ($000)	% of Total Sales
Convenience Goods							
Food Stores	2,756	40	3,033	33	16	4,349	40
Gas Stations	347	5	604	7	11	843	8
Lumber, Building Materials, etc.	w/h	-	764	9	3	w/h	-
Drug and Proprietary	245	4	w/h	-	3	271	2
	(3,358)		(4,401)		33	(5,463)	
Shopping Goods							
Eating and Drinking Places	306	5	603	7	15	784	7
General Merchandise	w/h	-	w/h	-	4	190	2
Apparel and Accessories	202	4	1,137	13	5	257	2
Furniture and Appliances	173	3	204	2	5	486	4
	(681)		(1,944)		29	(1,717)	
Other Goods							
Automotive	691	12	1,353	16	5	w/h	-
Other Retail	618	11	559	6	11	567	5
Non-Store Retailers	N.A.	-	74	1	10	1,299	12
	1,309	23	1,986	23	26	(1,866)	
Totals*	(5,348)		(8,331)			(9,046)	
Totals**	5,677		8,659		88	10,942	
Totals***	5,293						

*Figures enclosed in parentheses are totals minus the withheld information.

**Totals on this line represent true totals including information withheld on an individual establishment basis.

***The 1954 Census was based on slightly different coverage factors than the 1948 Census. Using the 1954 factors, the totals for 1948 would be as shown in this line.

w/h - Information withheld to avoid disclosure.

N.A. - Not Available.

Source: U.S. Census of Business, 1948, 1954, 1958 and the New York State Department of Commerce, "Business Fact Book, 1957 - Westchester and Rockland District".

TABLE VII-8

INCOME OF FAMILIES AND UNRELATED INDIVIDUALS - 1949

Village of Pleasantville and Selected Areas

	Median Income	Percent Distribution by Income Group of Reported Income						
		Less than $2,000	2,000 2,999	3,000 3,999	4,000 4,999	5,000 6,999	7,000 9,999	10,000 and over
New York State	$3,055	30.5	10.4	18.2	11.4	12.2	5.4	4.0
New York Metropolitan Area	3,160	28.8	17.9	17.7	11.4	13.1	6.1	4.9
Westchester County	3,699	24.2	14.0	16.0	11.2	14.2	8.6	11.8
VILLAGE OF PLEASANTVILLE	4,071	18.4	15.8	15.0	12.0	18.8	9.8	10.2

Source: U.S. Census of Population, 1950.

TABLE VII-9

PER CAPITA RETAIL SALES AND PER CAPITA RETAIL EXPENDITURES
1948, 1954 AND 1958

	1948	1954	1958
Westchester County			
Retail Sales	$621,339,000	$894,504,000	$1,125,026,000
Population*	615,366	699,046	771,267
Per Capita Retail Sales (or expenditures)	$1,010	$1,280	$1,459
PLEASANTVILLE			
Retail Sales	$ 5,293,000	$ 8,659,000	$ 10,942,000
Population*	4,820	5,269	5,729
Per Capita Retail Sales	$1,098	$1,644	$1,909
Per Capita Retail Expenditures by Pleasantville's Trade Area Population in all stores both within and outside of Trade Area**	$1,060	$1,340	$1,530

*Population for inter-censal years interpolated.

**Trade area per capita expenditures are assumed to be slightly higher than Westchester expenditures because of higher income levels in Pleasantville.

Source: U.S. Census of Business 1948, 1954, 1958; U.S. Census of Population 1940, 1950, 1957 and 1960.

TABLE VII-10

ESTIMATED* RETAIL SALES BY TRADE AREA: 1958-1980

Village of Pleasantville, New York

	Primary Trade Area	Secondary Trade Area	Total
1958 Population	7,380	9,940	17,320
% of Population in Trade Area	42.6	57.4	100.0
Total** Per Capita Expenditure	$1,530	$1,530	--
% Spent in Village	72.7	18.0	--
Amount Spent in Village	$1,112	$275	--
Total Sales in Village	$8,206,500	$2,735,500	$10,942,000
% of Total Sales	75.0	25.0	100.0
1980 Population	9,818	15,851	25,669
% of Population in Trade Area	38.2	61.8	100.0
Total* Per Capita Expenditure	$1,530	$1,530	--
% Spent in Village	72.7	18.0	--
Amount Spent in Village	$1,112	$275	--
Total Sales in Village	$10,917,600	$4,359,000	$15,276,600
% of Total Sales	71.5	28.5	100.0

*Estimate by Raymond & May Associates.

**Expenditures in Pleasantville and in all other areas, e.g. Mount Kisco, White Plains, New York, etc.

TABLE VII-11

CENTRAL BUSINESS DISTRICT RETAIL STORES*

Village of Pleasantville, New York

Retail Stores (by type)	Number of Outlets	Square Feet of Floor Area
Food Stores	11	27,000
Eating and Drinking Places	9	11,000
Lumber, Building Materials, Hardware, etc.	9	9,000
Apparel and Accessories Stores	7	9,000
Drug and Proprietary Stores	4	5,000
Furniture, Home Furnishings and Appliances	4	6,500
General Merchandise Group	2	5,500
Other Retail Stores	12	11,000
Total Retail Stores*	58	84,000

*Excluding new and used automobile dealers, gasoline stations, and automotive parts stores. Data obtained by direct field survey and inspection of tax maps and Sanborn insurance maps.

Source: Field Survey by Raymond and May Associates.

TABLE VII-12

SELECTED SERVICES: 1948-1958

Village of Pleasantville, New York

	1948			1954			1958		
	No. of Estab.	Paid Employment	Receipts ($000)	No. of Estab.	Paid Employment	Receipts ($000)	No. of Estab.	Paid Employment	Receipts ($000)
Personal Services	22	w/h	230	22	w/h	292	25	w/h	413
Auto Repair Services, Garages	6	w/h	102	4	w/h	53	5	w/h	202
All other selected services*	5	w/h	w/h	12	w/h	422	20	w/h	1,012
Totals	33	47	349**	36	60	767	50	170	1,627

*Includes business services, hotels, miscellaneous repair and amusement and recreation services (including movies.

**Excludes amusement data which was not available in 1948.

w/h - Withheld.

Source: U.S. Census of Business, Service Trades 1948; U.S. Census of Business, Selected Services 1954, 1958.

TABLE VII-13

MANUFACTURING AND EMPLOYMENT - 1961

Village of Pleasantville, New York

Firm	Type of Product	No. of Employees (Approximate)
Reader's Digest Assoc., Inc.*	Publishing	1,500
General Precision Laboratory) Pleasantville Instrument Co.)	Instruments and Electronics	1,200 - 1,500
A. P. Applicator Co.	Brushes	18
Geo. Schuler & Co.	Jewelry	14
Helen Whiting Corp.	Dresses	120
Intelligent Machine Research Corp.	Research and Development	15
Orbaek Farm Inc.	Milk Processing	19
Higham Duplicating Co.	Printing	24
Pleasantville Journal	Newspaper and Job Printing	6
Ten Bosch Inc.	Precision Instruments	81
Paragon Swimming Pool Inc.	Swimming Equipment	12
Shopper Printing Service, Inc.	Printing	1-9

*Located just outside of Pleasantville.

Sources: Industrial Directory of Westchester County, Westchester County Association Inc. and Survey by Raymond & May Associates.

TABLE VII-14

MANUFACTURING WESTCHESTER COUNTY -- 1939-1958

Year	No. of Establishments	No. of Employees	Value Added by Manufacture ($000)	Value Added by Manufacture % of New York New Jersey Standard Metropolitan Area**
1939	469	21,167*	79,014	2.53
1947	927	46,568	268,308	2.89
1954	1,208	51,088	422,478	3.22
1958	1,354	56,375	609,490	3.98

*Includes only production workers and not total employees as in subsequent years.

**New York, New Jersey Standard Metropolitan Area comprises New York City and Nassau, Rockland, Suffolk, Westchester, Bergen, Essex, Hudson, Middlesex, Morris, Passaic, Somerset counties.

Sources: Census of Manufactures 1947, 1954 and Preliminary Area Report (New York) 1958.

PART THREE

COMPREHENSIVE DEVELOPMENT PLAN

VIII. LAND USE PLAN AND THE PROPOSED ZONING PATTERN

(See colored Land Use Plan map in pocket attached to rear cover)

A. Basic Assumptions and General Objectives

A Land Use Plan is an attempt to arrange the future land use throughout the community in accordance with a carefully conceived and broadly stated comprehensive planning policy. The Land Use Plan for the Village of Pleasantville proposed herein is shown on the Land Use Plan map, and is described in this section. The Plan is based on the foregoing analysis of both local and regional existing conditions and trends. All signs point toward continued growth, and the Plan is an attempt to guide rather than arrest this growth.

The Plan is intended to meet the space and public facility needs of a population of roughly 6,500 persons, an increase of slightly under 500 persons over the estimated 1961 Village population of 6,057 (see Population Analysis section). It should be noted that this population can be slightly exceeded prior to the Village's ultimate development as shown by the proposed Land Use Plan. The degree to which this could occur would be controlled by the rate at which the residential uses in the central business district and adjacent industrial area are redeveloped, which redevelopment is proposed by the Land Use Plan. Traffic flow through the Village is expected to increase not only proportionally with this local population growth, but also in response to a constantly increasing rate of regional economic development and population growth and automobile use per family.

The General Objectives which the Land Use Plan is intended to accomplish or encourage are as follows:

1. At all times, Pleasantville should provide a safe, healthy, pleasant and convenient environment for all its residents, particularly so as to foster wholesome family living. This objective should be achieved as the Village develops and when it reaches its "ultimate development" level.

    a. The types of residential development in the Village should be limited to those which will maintain the "small village" atmosphere that characterizes Pleasantville today. Consequently, future apartment development is intended to be strictly limited.

    b. All dwellings should at least provide sufficient area, privacy, comfort and convenience to meet generally accepted standards.

    c. While New York City will probably continue to serve as an important employment center for Pleasantville residents the Village should endeavor to promote office, research

laboratory and planned light industrial development in appropriate areas, in order to strengthen the tax base and thus assure the continuance of the present high level of community services.

d. The development of retail facilities to an extent adequate to meet the needs of Pleasantville's growing market area should be encouraged.

e. Because of the diversity of property ownership the prevalence of small lot development and the virtually fully built-up character of the Village's Central Business District, off-street parking facilities, as needed to assure the proper functioning and growth of the Village's retail establishments, should be provided in the form of public off-street parking lots.

f. While provision should be made for employment in commerce, industry and the professions, these uses should not be located so as to infringe upon, or otherwise undesirably affect the character of areas planned for residential use.

g. Recreational facilities should be provided so as to adequately and conveniently serve all residents. Where deemed necessary to preserve open space or to provide public recreational land the acquisition by the Village of privately owned recreational land should be given consideration.

h. A major goal of the comprehensive plan should be the prevention and reduction of traffic congestion through the provision of a coordinated system of streets to serve, separately, the needs of through and local traffic.

2. Pleasantville's most important natural resources are its land, air and water. At present the supply of usable land is almost exhausted. Good water is still plentifully available from the Catskill Aqueduct passing through the Village and the atmosphere is clean. To preserve these assets, it is proposed that:

a. Nothing in the Plan should lead to the pollution of streams or the atmosphere.

b. To the extent necessary, sources of potable water supply and the water table should be safeguarded.

c. Public use land needs should be anticipated in advance, and the property needed secured while still available.

3. The Comprehensive Development Plan should strengthen the Village's economy and assist the efficient provision of public services.

a. The Plan should contribute towards the stabilization and diversification of the Village's tax base.

b. Measures should be taken to prevent slums and blight, possibly through the adoption and enforcement of a housing code.

c. The Plan should be economically sound and recognize that private enterprise is only possible if property owners and business men are allowed a fair return on their investment.

d. All planning for future improvements and services should carefully consider the Village's financial resources.

e. The future development of all types of land uses should be such as to permit their being served efficiently and at reasonable cost by public facilities.

4. Pleasantville, with a few notable exceptions, is an attractive community. This character is an economic asset and also contributes to pleasant living. Every effort should be made to preserve the attractiveness of the landscape and avoid monotony in future development.

B. Purposes and Principles

The Land Use Plan includes two basic components, namely:

1. A plan for the use of lands which are subject to direct public action (such as streets, public buildings and recreation areas); and

2. A plan for the future use of privately owned land.

With respect to the latter, the Village can exercise only what might be termed "negative jurisdiction". The municipality can establish certain limits within which the property owners are free to develop or not to develop their property. The Village cannot cause a certain kind of development, to take place, except that, to the extent that public policy and action may encourage a certain kind of development, it can be responsible indirectly for a desired result. Positive public action with respect to the use of privately owned land is limited, therefore, to either the provision of services and facilities (such as streets, sewers, parks, playgrounds, etc.) or to the zoning of private land into a given use classification. By regulating the use of land in each such classification, the Village can hope that land will eventually develop in accordance with the Land Use Plan. In some instances, the development proposed by the Land Use Plan is not practicable or desirable at this time, or in the very immediate future. Such areas are therefore proposed to be zoned in accordance with their present and probable immediate future development. At such time as conditions warrant, it is proposed that these areas be rezoned in accordance with the Land Use Plan.

One of the chief aims of the Land Use Plan is to produce a reasonably balanced community, with proper regard for convenience, esthetics and financial practicality. Thus, when ultimate development is reached, the Village will continue to provide a good environment for family living as well as a healthy economic foundation on which the financing of necessary public services and facilities can be based.

The Land Use Plan attempts to determine the most desirable locations and standards for residential, commercial, industrial and public uses. It should never be considered to be an inflexible blueprint; rather, if adopted, it should be accepted as a general guide for the Planning Commission, Board of Trustees, and Board of Appeals in the establishment of future land development policies and in the processing of applications for deviations therefrom. Due to the firmly established character of a substantial portion of the Village, the desirable direction of its ultimate growth can in certain respects be determined now with some finality. There are, however, two notable exceptions, namely:

1. The future role of the Central Business District;

2. The future role of the Marble Avenue Area.

These are discussed in detail in connection with each major land use category and in the chapter devoted to the Central Business District.

For the purpose of providing a general basis on which to plan for the development of residential areas and essential shopping and recreation facilities required to serve such areas, the entire Village was deemed to comprise one neighborhood.

The adequacy of existing recreation facilities and the need for new recreation areas are discussed in detail in Section XI.

Relation of Land Use Plan to Surrounding Areas. In the preparation of this Land Use Plan we have considered the implications of the following:

1. The Preliminary Plan for Major Thoroughfares in Northern Westchester, prepared in April, 1956 by the Westchester County Department of Planning.

2. The Town Development Plan for the Town of New Castle, adopted by the New Castle Planning Board in 1958, and the Zoning Ordinance adopted in 1945.

3. The Town of Mount Pleasant Land Use Plan and Preliminary Road Plan which were adopted by the Mount Pleasant Planning Board in September 1956 and March 1960 respectively, and the Town's zoning ordinance, a comprehensive revision of which was adopted in 1958.

In addition to reviewing the above documents, on several occasions we have met to discuss various planning matters relating to the preparation of this plan with the staff of the Westchester County Department of Planning, the Town of Mount Pleasant Planning Board and its planning consultant, and with the Superintendent of the Pleasantville School District (Union 9).

It is strongly recommended that in studying the various details of this plan and the public reactions thereto, the Pleasantville Planning Commission make every effort to consult with the Planning Boards of the Towns of Mount Pleasant and New Castle so as to encourage a close coordination of developmental policies in the Village and the two Towns.

C. Future Residential Land Uses and Proposed Zoning Classifications

The Land Use Plan shows four types of residential land uses in five different density groupings: *

1. The Very Low Density One-Family Dwelling Areas (two dwelling units or less per acre) cover the bulk of the present vacant and estate land, and the few large lot subdivisions, now in one-family use. All of this area has certain natural qualities such as extensive wooded areas, open fields, some rough topography, and many superb views. In order to preserve and protect these desirable characteristics of the Village as well as to provide locations for some future home sites on one-half acre parcels or more, it is proposed that the existing one-half acre zoning be retained in all areas presently so zoned and extended to a few additional areas where the development and land characteristics seem to warrant such a change.

   In the proposed Zoning Ordinance this area is placed in the new One-Family Residence "RRR" zoning classification. This District would have a minimum lot area requirement of 21,780 square feet, with a minimum frontage of 125 feet, 20 foot wide side yards and a 40-foot deep front yard.

2. The Low Density One-Family Dwelling Areas (3-6 dwelling units per acre) designation includes most of the Village's residential land. Nearly all of the areas in this designation are presently developed, and generally contain one-family dwellings on 8,000 to 15,000 square foot lots. These areas present a pleasant residential appearance, and are generally served by quiet local streets. Yards are ample and street trees are plentiful.

   Generally, all of the areas presently zoned Residence "AA", "A",

*Densities noted are per net acre (streets excluded).

and "B" have been included in the area designated for Low Density One-Family Dwelling Use. In the proposed Zoning Ordinance, these areas have been placed in three zoning classifications, namely the One-Family Residence "RR", One-Family Residence "R" and the One-Family Residence "R-1" Districts. The "RR" District requires a minimum lot area of 15,000 square feet, a minimum lot width of 100 feet, side yards with a width of 20 feet each, and a 40 foot deep front yard. The "R" District requirements are the same, except that the minimum lot area may be 12,000 square feet. The "R-1" District requires a minimum lot area of 8,000 square feet, 75 foot lot width, two side yards totalling 20 feet in width, but neither be less than 8 feet wide, and a 30-foot deep front yard.

3. The Medium Density One- and Two-Family Dwelling Areas (approximately 9 dwelling units per acre) cover the Bedford Road Area, between the Aqueduct and Great Oak Lane, and the Washington Avenue Area, between Edgewood Avenue and a point slightly north of Grandview Avenue. Both of these areas are nearly fully developed. While they primarily contain one-family dwellings, they also include a scattering of two-family dwellings. Both Bedford Road and Washington Avenue are heavily travelled streets. The dwellings are generally of older construction, on large lots and in buildings of a size which permits the adequate conversion of one-family homes to two-family occupancy. The proposed plan recognizes all of the above factors. Both areas are currently mapped in the Residence "C" classification, which permits multi-family development without any attempt at direct control over external or internal density through such devices as minimum required lot area per dwelling unit; or a minimum required total floor area in the structure based on the total number of dwelling units therein. The present "C" District controls density indirectly through a maximum permitted coverage and height restriction and minimum yard and off-street parking requirements. In addition to the regulations, direct density controls are considered essential to adequately control the conversion of one-family structures to more intensive use. Such conversion may well intensify as the amount of available land shrinks in the face of continued population growth.

In the proposed zoning ordinance, these areas have been placed in the Two-Family Residence "R-2" District. This classification requires a minimum of 5,000 square feet of lot area for each dwelling unit on the lot and a total of 800 square feet of floor area for each dwelling unit in each structure; a minimum frontage of 50 feet for one-family and 75 feet for two-family buildings, and a 30 foot front yard. It is important to note that the proposed "R-2" District would permit the conversion of a one-family house to a two-family house only on lots with an area of not less than 10,000 square feet and only in the case of structures containing a total floor area of at least 1,600 square feet.

This proposed District fills a gap in the present Zoning Ordinance which makes no provision for a two-family district.

4. The Medium Density One, Two, and Three-Family Dwelling (about 9 to 17 dwelling units per acre) designation covers the general area of Saratoga Avenue and Thomas, Hobby and Hopper Streets, as well as a small area east of Marble Avenue, between the west side of Stanley Street and Saint George Street. These areas contain substantial numbers of two and three-family dwellings, and a substantial number of small lots (less than 10,000 square feet of area) or adjoin areas in the Town of Mount Pleasant which are designated as multi-family areas (8 dwelling units per acre) on the Land Use Plan adopted by the Mount Pleasant Planning Board. Under the existing Zoning Ordinance these areas are mapped in the Residence "C" and Residence "D" classifications. Both zones permit multi-family development, the "D" District being even more permissive with regard to density controls than the "C" classification previously described. While the lot sizes in these areas are smaller than those which prevail in the Bedford Road and Washington Avenue areas previously discussed, it is felt that the conversion of existing one and two-family dwellings to more intensive use in the areas herein discussed is equally likely, and that such conversions under the existing zoning ordinance would be uncontrolled and result in instances of excessive overcrowding with the resultant depreciating effects such overcrowding would have on the surrounding areas.

The proposed Zoning Ordinance would place these areas in the Three-Family Residence "R-3" District. For all new construction, this district requires a minimum lot area of 5,000 square feet for one-family dwellings and 7,500 square feet for two- and three-family dwellings. The conversion of a one or two-family dwelling to two or three-family occupancy, would be possible only on lots with a minimum area of 7,500 square feet and in structures containing not less than a total floor area of 1,600 square feet for occupancy by two families or 2,400 square feet for occupancy by three families.

Our estimates show that under the existing Zoning Ordinance, permitted conversions of one and two-family dwellings in Residence "C" and Residence "D" Districts could realistically result in an addition of 700 persons to the Village's population, while under the proposed Zoning Ordinance the corresponding figure would be reduced to only about 300 persons.

5. The Medium Density Multi-Family Dwelling Areas (17.4 dwelling units per acre) designation applies to the garden apartments now existing or under construction in the Village (Rockledge Court, Pleasant Manor, Roselle Apartments, Stellar Court, Pleasantville Gardens and Washington Terrace). While no other areas are now proposed for this designation, either apartments or offices (as discussed below) are the uses proposed for the areas which the Plan designates as Limited Office.

D. Future Commercial and Industrial Land Uses

The Land Use Plan proposes four types of commercial areas (Campus Office, Limited Office, Retail and Office, and General Commercial) and one industrial area (Planned Light Manufacturing).

1. The Campus Office commercial area designation is proposed for the General Precision Laboratory property between Bedford Road and Washington Avenue. This area would thus continue to develop with office and research facilities set in a campus-like landscape. Strict zoning requirements, including review by the Planning Commission of all Site Development Plans will assure the provision of adequate safe parking areas, adequate landscaping along property lines of residential parcels, and generally will assure harmony between developments in this area and neighboring properties.

2. The Limited Office commercial area designation is proposed for three areas: the area east of the Saw Mill River Parkway, on both sides of Grant Street; the area east of the Saw Mill River Parkway, on both sides of Manville Road; and the area along Manville Road, Rebecca Avenue, Bedford Road and Martling Avenue.

   These areas border the CBD and the land use plan proposes that they permit either multi-family residential development at a density of 17.4 dwelling units per acre or the development of business and professional offices. The development of retail facilities of any kind would not be permitted. As a transitional district between the CBD and one-family residential areas, all development should be required to provide its own parking, and adequate yards and landscaping.

   These areas, which, with the exception of the area between Manville and Bedford Roads and along Marling Avenue, were designated as Limited Office "O-1" Districts in a recently adopted zoning amendment based on the CBD Plan submitted by us in 1959, have all been placed in the Limited Office "O-1" District in the proposed Zoning Ordinance.

3. The Retail and Office designation has been applied to the Village's Central Business District and to a small area in the "Old Village" at the intersection of Broadway and Bedford Road. The existing and proposed Zoning Ordinance both designate these areas (with the exception of two lots in the "Old Village") as Central Business "A" Districts. The two lots in the "Old Village" are proposed to remain in a Residence District until such time as the need for additional commercial development in this area materializes.

   The proposed "A"District, is basically the same as the existing "A" District, which was based on the Village's Central Business

District Plan submitted by us in 1959. It permits all types of retail and service establishments, offices, public and private parking lots and garages and prohibits the development of all residential uses. The provision of private parking areas is not required in line with the Village's assumption of responsibility for the provision of off-street parking facilities in these areas. The various off-street public parking lots proposed as part of this Plan are discussed in the Chapter devoted to the Central Business District. To serve the off-street parking needs in the "Old Village" we propose that a certain vacant lot on Bedford Terrace, adjoining the "Old Village" commercial development, be developed as a public off-street parking area. As in the CBD, commercial development in the "Old Village" has occurred on lots too small to permit the development of needed off-street parking spaces thereon.

4. The General Commercial designation includes areas in Clinton Street, Depew Street, Ossining Road, Bedford Road, Cooley Street and Hobby Street. These areas which are presently zoned in the Peripheral Business "B" District in accordance with the 1959 CBD Plan proposals, will continue in the same District under the proposed ordinance. The Peripheral Business "B" District is designed to permit not only all types of retail and service commercial establishments, but also small research or design laboratories, wholesaling and storage establishments, and light manufacturing establishments employing not more than 25 persons at one time. Off-street parking facilities must be privately provided, and Site Development Plan Approval by the Planning Commission is required.

5. The Planned Light Manufacturing Areas designated on the Plan include: the area on both sides of the New York Central Railroad tracks extending from the east side of Marble Avenue to the east side of Tompkins Avenue and between Sunnyside Avenue and Clinton Street and the westerly extension thereof. The area on the west side of Marble Avenue extending from Booth Street up to but excluding, the portion of Parkway Stadium which is developed for recreational use; and the area on the east side of Marble Avenue extending from the southerly Village line to "All Souls" Cemetery.

   With the exception of an existing residential area on the east side of Marble Avenue between Sunnyside Avenue and the houses on the north side of Centre Street, the proposed Zoning Ordinance has designated these areas as Planned Light Manufacturing "M-1" Districts. A recently adopted amendment to the Zoning Ordinance based on the 1959 CBD Plan, placed these areas in a Planned Light Manufacturing "M-1" District which District essentially corresponds to the proposed "M-1" District. The area designated as Planned Light Manufacturing on the Land Use Plan, but which is not proposed to receive a corresponding zoning designation, consists of a presently residentially developed area which is proposed to be zoned Residence "R-3" and Peripheral Business "B".

This area is almost totally developed with older homes which, despite a small scattering of structures apparently in need of rehabilitation are generally in good repair and well maintained. We strongly feel therefore, that the development of new industrial uses in this area in the near future can only occur in a haphazard, scattered manner, if at all, to the detriment of the adjoining houses. For this reason, it is proposed that the residential development be protected by being placed in a Residence "R-3" District. However, since due to the existing and proposed adjacent industrial uses and to the fact that this area adjoins the main line tracks of the New York Central Railroad, the most appropriate eventual use of the land in this area is industrial, the Land Use Plan shows it as a Planned Light Industrial Area.

The Planned Light Manufacturing "M-1" District permits business or other offices and research laboratories as well as the usual complement of light manufacturing or storage type facilities. It also permits building contractors' yards and other similar uses (but excludes second hand lumber or junk yards). Coverage in this District is allowed to reach 65% of the lot area. All uses which will create and/or emit odors, dust, smoke, gas, fumes, radiation, vibrations or noise or conditions of hazard detrimental to the health, safety convenience or general welfare of the community, are prohibited. Required set-backs from street and property lines, plus the required Site Development Plan approval by the Planning Commission assure a reasonably high quality of industrial development.

E. Future Quasi-Public Land Uses

All existing institutional uses, such as the Mount Pleasant Tennis Club, Cottage School, church, school, cemetery, and other such properties, and the large Consolidated Edison property housing the well-screened electrical sub-station are included in the Land Use Plan category of "Institutional and Other Quasi-Public".

F. Public Buildings Location Plan

The proposed location of a new recreation building is discussed in the Chapter devoted to a discussion of the Recreation Plan. The proposed new library is recommended to be located on the parcel recently acquired by the Village on the south-west corner of Bedford Road and Romer Avenue. The present Village Hall, which houses the Police Department and the various Village Departments and Commissions, recently underwent extensive remodelling and is felt to be adequate for present and foreseeable future needs.

The large, modern firehouse, recently constructed, on Washington Avenue and the large, still very attractive older firehouse in the "Old Village" are considered adequate for the foreseeable future, as is also the existing public works garage located behind the Pleasantville Instrument Company.

Nearly all of the Village is located within the Pleasantville School District (Union 9). A portion of the Village (most of the Saratoga Avenue area) is in the Mount Pleasant Central School District (Number 1). Both school districts contain areas outside the Village, and the Pleasantville School District is subject to various consolidation possibilities which it and surrounding areas have under consideration. The Superintendent of the Pleasantville School District indicated to us that the present school sites would be adequate for the future needs of this district. However, if the Pleasantville School District were to be merged with any other district, the needs of the newly created district would have to be re-evaluated. Planning for school facilities involves many factors outside of the control of the Village of Pleasantville and, therefore, cannot be undertaken on the Village level.

TABLE VII-1

ULTIMATE POPULATION AS PROPOSED BY LAND USE PLAN

Population Existing as of 1961*	6,057
Ultimate Population Increment Due to:	
Permitted Development of Vacant Land and Subdivision of Estates	774
Permitted Conversions of Existing One and Two Family Dwellings to Two and Three-Family Dwellings	290
New Development, as Proposed by Land Use Plan for Areas in Which Current Development is not in Conformity with Land Use Plan Proposals**	-600
Total Ultimate Population	6,521

*As derived in the population analysis section of this report (based on the 1960 Census).

**Presently, there are about 700 persons living in areas designated for future non-residential use. On the other hand, areas which are proposed for Office or Apartment Use now contain some 150 persons and may contain as many as 250 persons after development in accordance with the Land Use Plan.

The proposed zoning ordinance, by permitting a portion of the area east of Marble Avenue and between Sunnyside Avenue and the area along the north side of Centre Street to remain temporarily in residential use, allows for an ultimate total potential population of about 6,775 persons.

IX. STREET AND TRAFFIC CIRCULATION ANALYSIS AND PLAN

A. Introduction and General Goals

The general objectives of the Street and Traffic Circulation Plan are to devise improvements in the existing street system and to propose such feasible additions to the street system which may be needed to carry the expected future traffic load.

Every community must keep a constant vigil on the functioning of its basic street system. An inadequate, poorly functioning traffic circulation system is costly in time and money to all who use it and frequently endangers lives. Further, an inadequate street system can greatly hamper the competitive position of a retail area. Since the factors tending to increase vehicular traffic (the growth of population, increased use of motor vehicles and a general intensification of land use) in Pleasantville, Westchester County and the entire New York Metropolitan Region, have all risen sharply in recent years, the obsolescence of portions of the Village's street system become increasingly apparent with each passing year.

With the exception of Manville Road and the Saw Mill River Parkway, the Village's existing major streets have evolved from roads not designed for use by intensive automobile traffic. Although there have been several important street improvements in recent years (such as the elimination of the Bedford and Manville Road grade crossings, the widening of portions of the Wheeler and Washington Avenue pavements) the only new roads that have been built in recent years have been minor streets serving residential subdivisions.

With these general considerations in mind, the specific goals of the Street and Traffic Circulation Plan presented herein are as follows:

1. To improve the movement of people and goods within and through the Village;

2. To separate, to the maximum extent possible, through traffic from purely local Village traffic;

3. To reduce the number of hazards and potential accidents on all streets within the Village; and

4. To establish a Village street classification system which would be designed to ultimately encourage through and business traffic to use major and collector streets and conversely, discourage such traffic from the use of residential streets.

B. Functional Street Classification System*

In a properly planned street system, each type of street or highway should be designed in accordance with the function it will be called upon to perform. For this purpose, a local street system is usually divided among three functional categories, namely:

Major Arterials
Secondary Arterials (or Collector Streets)
Minor Streets

Major Arterials are further subdivided into Major Streets and Expressways.

Major Streets. Major streets are designed to carry substantial volumes of traffic rapidly and smoothly from one section of the community to another, or to an adjoining community. In most cases they have intersections at grade and provide direct access to abutting property. Although access to major streets is not controlled, the opening thereon of private driveways, alleys and business entrances (including entrances to parking lots) is reduced to a minimum. Ideally, modern design of major streets aims to provide at least four lanes of traffic, plus a dividing strip, with curb parking entirely prohibited, and a design speed of from 30 miles per hours in built-up areas to as high as 40-50 miles per hour in more outlying sections. The desirable minimum right-of-way for a major street is 80 feet.

When permitted, parking should be parallel only. If necessary to expedite traffic flow, if parking cannot be prohibited altogether, it should be prohibited at least during peak traffic hours. Parking lanes should be 10 to 12 feet wide so that, if needed, they can be utilized as additional moving lanes. Wherever applicable, storage lanes for turning movements at intersections and turnout lanes for bus stops should also be provided.

Expressways. The term "expressway" is used to denote several different kinds of arterial highway treatments. An expressway proper may have only partial control of access and may be entirely an "at-grade" facility; or it may be a combination type, with grade separations at principal cross streets only. A freeway exercises full control of access with grade separations at all cross street intersections. Another form is the familiar parkway which ideally is a freeway limited to passenger car traffic. The Saw Mill River Parkway, however, does not have either full control of access, or grade separations at all cross street intersections.

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*Design features and general definitions used in this report in connection with arterial highways are taken primarily from "A Policy on Arterial Highways in Urban Areas" by the American Association of State Highway Officials, Washington, D.C., 1957.

Secondary Arterials or Collector Streets. These are local streets which function as carriers of mostly local traffic from minor streets and scattered developments to major streets, or which serve to connect two arterials. The width of a collector street right-of-way should be sufficient to accommodate two lanes of moving traffic. The desirable minimum right-of-way width is 60 feet. Access to abutting properties is usually permitted, as is an unavoidable minimum amount of parallel parking in connection therewith. A collector street need not be designed for high speed travel, but should be relatively direct and should present no hazardous curves or grades. Unless this can be achieved, traffic frequently uses minor streets instead, with consequent increased hazards in residential districts.

Minor Streets. Primarily intended to give direct access to abutting property, their design should discourage through traffic and excessive speeds. In residential developments, the desirable minimum right-of-way width is 50 feet. Where the abutting land will be developed for business or industry, it is desirable to increase the width of the right-of-way to 60 feet or more, depending upon the expected future type and volume of traffic.

The function of one type of street should not be imposed on another. Thus, for example, if minor streets were to carry through traffic, or if major streets were to provide continuous property access in the form of curb cut upon curb cut, the ability of these streets to fulfill their primary function would be seriously impaired, if not destroyed.

C. Existing Streets and Traffic Circulation Patterns

Traffic and Circulation Patterns. The Village's existing arterial highway system is composed of the following:

1. The Saw Mill River Parkway which runs in a generally north-south direction along the Village's westerly edge. The parkway, while primarily functioning as an important north-south artery (New York City to Katonah where it connects with Route 22) also provides several strips of attractively landscaped "open space" in the Village.

2. The Ossining-Pleasantville Road runs in a generally northwesterly direction, extending from its intersection with Bedford Road to Briarcliff Manor and Ossining. The portion of this road within the Village forms part of the County Highway system.

3. Manville Road and the section of Bedford Road west of Broadway take a parallel course through the Village and merge at a point immediately to the west. Though they form part of the linkage of Route 117, west of Broadway they are both part of the County Highway System. In addition to passenger vehicles, these streets carry substantial commercial traffic since they are part of a relatively direct route between the Tappan Zee Bridge and the

heavily commercial and industrial Mount Kisco Area. This traffic may be reduced when, and if, it could reach Mount Kisco by following the Cross Westchester Expressway and the contemplated Route 87 which is proposed to largely parallel the present Route 22.

4. Broadway-Bedford Road runs in a north-south direction. The portions of this highway within the Village are part of the State Highway System. Broadway, as State Route 141, continues south to the Hawthorne Circle, while Bedford Road continues north as State Route 117 passing through Chappaqua, Mount Kisco and Bedford Hills.

5. Marble Avenue serves as a major entrance to the Village from the south and in combination with Kensico and Columbus Avenues and North Broadway, forms a convenient route between White Plains and Pleasantville. Marble Avenue is also the main road serving a growing industrial area in the southern portion of the Village. Marble Avenue is designated as a "proposed" County road by the Westchester County Department of Public Works. It is suggested that the Village undertake the necessary discussions with the County for the purpose of having Marble Avenue designated as a County road. Such a designation would result in the County assuming a significant portion of the construction costs resulting from any improvement to Marble Avenue.

6. Lake Street, proposed to be reconstructed by Westchester County and the Town of Mount Pleasant, would, once reconstructed, become part of the County network. It now serves as the major channel connecting Route 120 and Broadway. In addition to bringing the numerous facilities of the Village (shopping, theatre, places of worship, clubs, etc.) within access of the outlying Town areas (Bear Ridge Road, Old Farm Road, etc.), it also serves to connect the Village with the Westchester County Airport. The early improvement of Lake Street, which now has steep grades, sharp curves and narrow pavement widths, is essential.

Traffic Volume Data. Direct visual impressions of traffic movements are subject to variation and difference according to the observer. The only means of securing accurate, permanent and comparable records of traffic volumes, and of enabling the detection of changes in volume due to basic changes in the street pattern, are traffic counts. Such counts also provide a measure of the degree of traffic saturation on any particular street or highway and may help determine the capacity a facility should be designed to accommodate.

The analysis presented herein is partly based on traffic counts supplied by the Bureau of Highway Planning of the New York State Department of Public Works and by the Westchester County Department of Public Works. While insufficient (both as to frequency and number of consecutive years of recording) to give a completely detailed and

comprehensive picture of traffic volumes, particularly because of the generally disruptive effect of the grade crossing eliminations at Bedford and Manville Roads,* these counts do, nevertheless, provide a general picture of traffic movements in the Village. Table IX-1 summarizes all available figures. It should be noted, in explanation of the terminology used hereinafter, that as traffic volume increases beyond practical capacity,** traffic density increases to the point of causing substantial delay and restriction on a driver's freedom to maneuver; however the resulting lower and more uniform speed enables higher traffic volumes to be accommodated up to a point corresponding to possible capacity,*** when this point is reached, congestion becomes so extreme that speed drops greatly and a sharp reduction in traffic volume results.

Analysis of the traffic counts presented in Table IX-1 indicates that at the time these counts were taken, several of the Village's major streets were carrying volumes of traffic at or above their practical capacity, and that the section of Bedford Road west of Marble Avenue actually approached its possible capacity, (its 1960 volume was 7,017 for a peak 24 hour period during a 9 day count while its practical capacity is estimated at between 3,000 and 6,000). Broadway, at a location slightly south of Bedford Road had a 1960, 24-hour volume of 5,750 vehicles as counted on Tuesday, August 16, 1960 while the practical capacity at this point is estimated between 3,000 and 6,000 vehicles per day. Of the remaining points in the Village for which traffic count data was available, the data indicated traffic congestion on Bedford Road west of Ashland Avenue. The latest count available for this location was taken on August 19, 1959 and indicated a 24-hour volume of 4,400 vehicles. The practical capacity at this location is estimated between 5,000 and 9,000.

The above counts must be used with caution. They were taken at a time when the traffic pattern in and through the Village was affected by the grade elimination crossings at Manville and Bedford Road. Also, while some of the figures pertain to annual average daily traffic**** others

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*Between 1957 and 1960 one or another of these roads was alternately closed due to construction connected with the grade crossing eliminations.

**Practical capacity represents the maximum number of vehicles than can pass a given point on a lane or roadway during one hour under the prevailing roadway and traffic conditions, without unreasonable delay or restrictions of the drivers' freedom to maneuver.

***Possible capacity is the maximum number of vehicles than can pass a given point on a lane or roadway during one hour under the prevailing roadway and traffic conditions, regardless of their effect in delaying drivers and restricting their freedom to maneuver.

****Adjusted average for seasonal and other factors.

reflect a specific 24 hour period. Nevertheless, it would appear that traffic volumes on Broadway and on the portions of Bedford Road west of Broadway (particularly between Marble Avenue and Cooley Street) are sufficiently great to justify an attempt at their rediction.

In view of the great value of systematically compiling traffic volume data and of the relatively small cost of traffic counting equipment, we recommend that the Village either purchase the necessary equipment or attempt to secure its systematic use from the State and, or County Departments of Public Works. Seasonal volume checks, repeated from year to year and so designed as to be directly comparable, are essential to give the Village an indication of the traffic problems likely to develop. Such counts will particularly aid the Village in assessing as closely as possible the effect on the traffic pattern of any improvements which it or any other agency may undertake, both in the Village or in its area of influence. Following the realization of a portion of the proposed plan, subsequently observed changes in the traffic pattern may well suggest the desirability of modifying the original recommendations incorporated herein.

Should the Village undertake such traffic counts, we suggest that they be recorded in accordance with standard State practice, to make possible direct comparison with available data and such supplementary data as may be recorded by the State and County.

Future Traffic Demands on the Village Street System

Between 1930 and 1960, the population of Westchester County rose by only 55.3% while the total number of motor vehicles increased by 144%, and the number of passenger and suburban vehicles by 155% (see Table IX-4). In 1960, Westchester County had almost three times as many cars in service as it did in 1930. In 1930 there was one passenger and suburban vehicle for every 4.3 persons in the County. By 1960, the proportion of vehicles to persons in Westchester had increased to one passenger or suburban vehicle for every 2.6 persons. When compared to the average Westchester County household size of 3.2 persons, it is apparent that a substantial number of families own more than one car.

Based on these figures and on a continuation of the long-range downward trend in the number of persons per vehicle (see Table IX-4) it would appear reasonable to assume that the street system of the area will ultimately have to accommodate at least one additional car for every 2.5 additional people in the area. In the foreseeable future, the increase in the population of the Village will be negligible. However, the population of the Village trading area is expected to grow by 50% in the next 20 years. The industrial development proposed in the Plan along Marble and Tompkins Avenues will also contribute to an increase in the number of vehicles using Village streets. Therefore, barring major revisions in the flow of through traffic (new expressways, etc.) streets which today are operating at or near full capacity can be expected

to experience increasing congestion in the future.

Traffic Accidents. A good indication of probable deficiencies in Pleasantville's existing street system is the number, location and frequency of traffic accidents. The accompanying map entitled "Traffic Accidents, 1960", shows the location of reported traffic accidents involving property damage and personal injury.

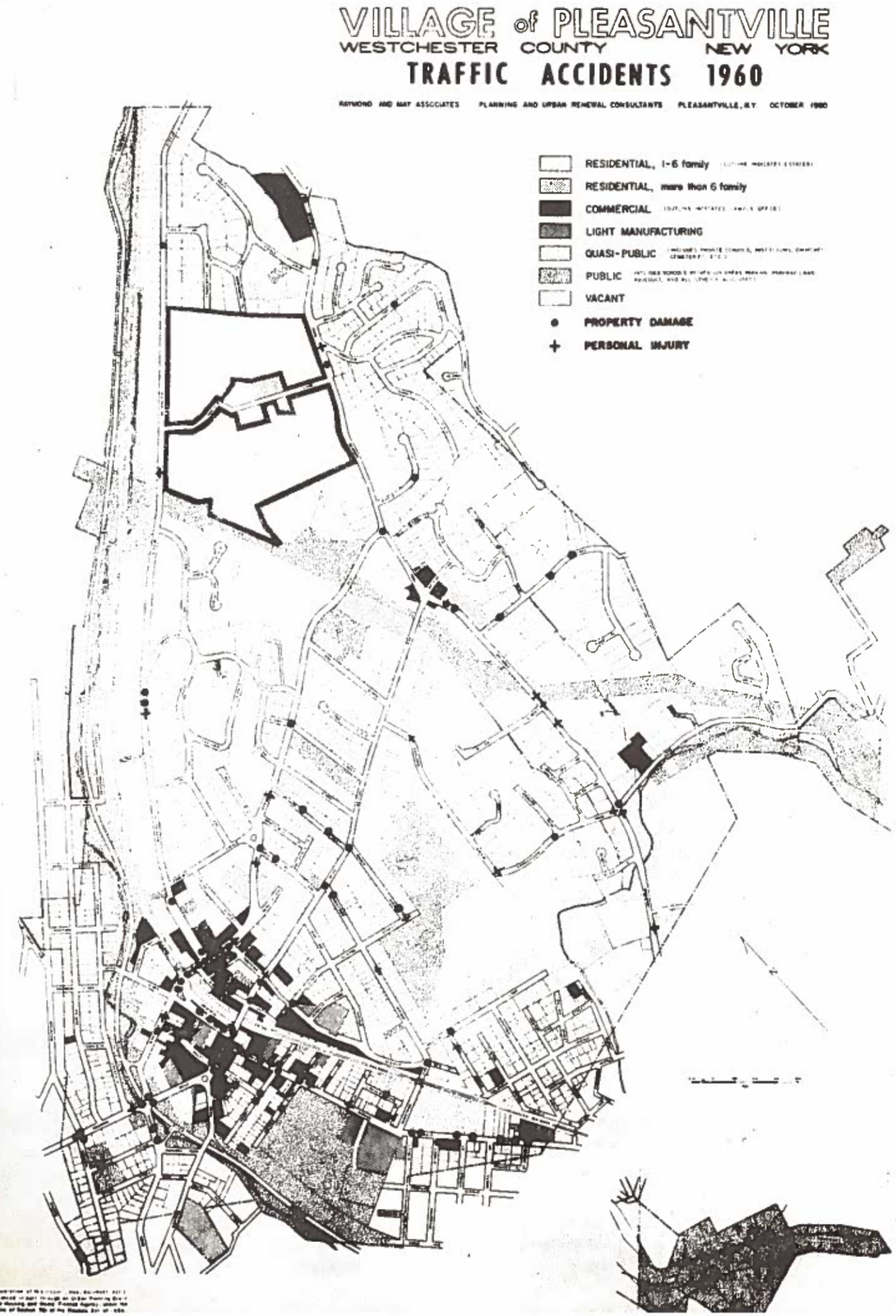
The Traffic Accident map shows clearly that accidents occur primarily along the Village's major and collector streets. Few accidents occur on strictly local residential streets.

There were a total of 119 traffic accidents in 1960 of which 26 involved personal injury while the remainder were limited to property damage. (There were no traffic fatalities in 1960). Poor intersections and high volumes of turning movements on the section of Bedford Road between Cooley Street and Memorial Plaza and the section of Manville Road between Washington Avenue and Memorial Plaza combine to make these the two highest traffic accident areas in the Village. It should be noted that the construction during a portion of this period, of the Bedford Road Bridge over the railroad tracks did much to exaggerate existing deficiencies. It is felt, however, that this construction work was not the prime reason for the noted clustering of accidents, but that it merely served to highlight basic deficiencies of the street system at these locations. Contributing towards the high number of accidents at the Manville Road-Wheeler Avenue, Washington Avenue intersection are: the pronounced jog between Wheeler Avenue and Washington Avenue; the angle parking along the south side of Manville Road east of Wheeler Avenue; and the uncontrolled (no traffic light) movement of traffic through the intersection.

At the Marble Avenue-Bedford Road intersection, it is felt that the major reasons for the high number of traffic accidents are: the extremely narrow pavements for the volumes of traffic accommodated (30 feet on Bedford Road and 28 to 30 feet on Marble Avenue); curb parking on the south side of Bedford Road and on the west side of Marble Avenue; the "dog-leg" between Marble Avenue and Memorial Plaza; and the high volumes of traffic which move along these streets. (A traffic count taken on Monday, January 18, 1960, recorded a 24 hour volume of 7,017 vehicles using the portion of Bedford Road between Marble Avenue and Cooley Street).

In order to have a continuing record of traffic accident for purposes of evaluating the need for improvements at various intersections, it is recommended that the Police Department submit an annual traffic accident report to the Village. Such report should contain the following data:

a. The location and type of all accidents, marked on a map of the Village similar to the map presented herein (such map to be retained at the end of the year for annual comparison with maps drawn for subsequent years).



b. The total of all accidents for the period separating those involving personal injury from those involving property damage.

c. A full analysis of all accidents in which poor physical road design, inadequate signs or signals, played a part.

Such reports would be extremely valuable should the need arise for the Village to present a graphic record of traffic trouble spots to the State or County Departments of Public Works in relation to desired improvements. These reports would also provide the Village with data on which to base future local street improvements.

D. Proposed Street and Traffic Circulation Plan*

Basis of Proposals. The proposals set forth herein are designed to satisfy present needs and those needs which are likely to develop as a result of the inevitable increase in vehicular traffic of all types caused by the intensification of land development in the Village and its immediate surroundings. Aerial photographs, land use maps and enlargements of U.S.C. G.S. topographic maps, as well as numerous field inspections, were used to determine the approximate alignment of proposed future streets. While all proposed alignments were inspected in the field, they are tentative and subject to change as a result of necessary accurate surveys. The proposals set forth herein represent, in part, specific and, in part, general desired routes. Minor deviations from such routes as are shown in the Land Use Plan would not materially alter its basic intent. We wish to stress, however, that in most instances, the choice of alternate alignments is exceedingly limited, and that prompt action in placing agreed upon routes on the Official Map of the Village is essential if the eventual cost of the program is to be kept within reasonable bounds, or indeed, if the achievement of some of the proposed essential road improvements are not to be precluded by future development in the proposed rights-of-way.

Functional Classification of Existing and Proposed Streets. The proposed classification of the Village's existing and proposed streets according to the categories outlined in Section B, above, is shown in Table IX-2. The minimum desirable right-of-way and pavement widths for each classification are summarized in Table IX-3.

Proposed New Streets, and Improvements to Existing Streets. From our study of the existing circulation system, traffic volumes, anticipated residential, commercial and industrial growth, probable increased future use of the Village's streets, and available Town and County highway

*See Land Use Plan map for alignments and other data concerning this section of the report.

proposals, it would appear that the following specific improvements are necessary if the four specific goals outlined in the first part of this section are to be achieved.

1. CBD Improvements. Traffic circulation, road and parking improvements in the Central Business District are outlined in Chapter X, which is devoted to discussion of the "Central Business District Plan". The highway improvements there recommended would improve the flow of traffic through and within the CBD, and, by providing outlying areas with a more direct means of access to the CBD, would permit CBD-oriented traffic to move into or out of the area without undue delay.

2. Meadow Lane Extension. We recommend the extension of Meadow Lane to Broadway which extension is now shown on the Village's Official Map. The primary purpose of this extension would be: to provide an alternate means of access to the CBD and the proposed Marble Avenue-Tompkins Avenue industrial area, thereby bringing these areas within easier reach and reducing congestion on the Village's existing major streets.

   This improvement should be accomplished in conjunction with the improvement of the Sunnyside Avenue underpass, and the Tompkins Avenue-Wheeler Avenue improvement, both of which are fully discussed in the CBD Plan Section of this report.

3. Improvement and Realignment of Lake Street. We endorse the proposed improvement of Lake Street by the County Department of Public Works. The proposed provision of two traffic lanes on relatively flat grades, with the addition of a third lane on steeper grades so as to allow for two uphill lanes along the steeper portions of Lake Street would appear to be sufficient for current and foreseeable traffic volumes. Therefore, the major street right-of-way and pavement standards, as indicated in Table IX-3, need not be met in full and the currently proposed 70-foot width will probably prove adequate. The improvement proposed by the County includes the minor realignment of certain portions of Lake Street. Such realignment would eliminate the sharply curving portions of Lake Street in the vicinity of Leland Place in the Village.

   The above described improvement will greatly facilitate access to the Village from the east.

4. Extension of Green Meadow Road-Summit Place. It is recommended that the extension of Summit Place to Green Meadow Road be immediately placed on the Official Map and that, as soon as possible thereafter, the physical extension of Summit Place be undertaken by the Village.

At present, the entire Skytop Drive area may be reached from the Village by one of two streets -- Highview Terrace or Brentwood Drive -- both of which have steep grades. In fact, at all times when there is snow on the ground, Highview Terrace is closed to traffic, thereby leaving but one direct connection between the Sky Top Drive area and the Village. Any traffic block on Brentwood Drive during such a period (auto accident, emergency utility line repairs, etc.) would seriously impair the effectiveness of the various municipal services, particularly fire fighting, since the only remaining access from the Village to this area would be by way of a somewhat circuitous route via Church Street and the Town of Mount Pleasant.

5. Broadway-Bedford Road* Widening. It is recommended that the State be requested to prepare preliminary plans for the widening of Broadway-Bedford Road. Such widening should provide for four moving traffic lanes, in accordance with standards herein proposed for major streets, and with parking prohibited along all sections but the "Old Village". Such plans should include improvement of the intersection of Bedford Road and Pines Bridge Road at the Village's northerly boundary line. The combination of a sharp curve along Bedford Road, and an acute angle of intersection between the two streets combine to produce a "blind" condition at the intersection.

   The expansion of General Precision Laboratories on the old Manville estate (construction of a new building and a 450 car parking lot is currently nearing completion), along with the general intensification of land uses, both within and outside of the Village, are adequate reasons for the above described improvement, even if the building of the proposed Interstate Route 87 would somewhat reduce traffic volumes through the Village.

6. Realigned Intersection of Bedford Road with Sunnyside Avenue-Great Oak Lane. We recommend that this intersection be realigned so as to remove the jog between Sunnyside Avenue and Great Oak Lane. This improvement should be undertaken in conjunction with the proposed Meadow Lane Extension and/or Sunnyside Avenue underpass and Meadow Lane intersection improvements, so as to facilitate the proposed "one-way" movement traffic on Bedford Road.

   For the most part, the land needed for the realignment could be obtained from the site of the present library at such time as the proposed new library building is erected. It appears, however, that this improvement would also require the taking of a small area from the lawn in front of Saint John's Church at the corner of

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*Does not include the portion of Bedford Road west of Broadway.

Sunnyside Avenue and Bedford Road. It is felt that the proposed improvement will greatly facilitate the flow of traffic at this location without impairing the beautiful appearance of Saint John's Church and its landscaped grounds.

7. Extension of Columbus Avenue (in Town of Mount Pleasant) to Lake Street. It is recommended that the Village endorse the extension of Columbus Avenue (from the present intersection with Nanny Hagen and Kensico Roads) to Lake Street in Pleasantville as Preliminary Road Plan of the Town of Mount Pleasant. The Village should make clear that its endorsement of the Columbus Avenue extension is contingent upon its being located to the east of the Village's Nannahagan Park reservoir so as to leave as intact as the area's rugged topography will permit, one of the Village's most scenic recreation areas. The approximate alignment and location of the intersection is shown on the Land Use Plan Map.

8. Street Improvement Program. There are several existing Village streets which have either poor pavement, excessive grades, poor vertical or horizontal curves, or a combination thereof (e.g. Sunnyside Avenue south of North Place, Ashland Avenue-Nannahagan Road, Highview Terrace, Lake Street, Cooley Street, Marble Avenue and Martling Avenue). However, the Street and Traffic Circulation Analysis and Plan contained herein concerns itself primarily with general and long range traffic needs and with the most obvious and dangerous existing street deficiencies; it does not attempt to make detailed studies of all existing road deficiencies. It is recommended that the determination and correction of such street deficiencies as excessive grades, poor horizontal or vertical curves, blind intersections due to high walls or shrubbery, narrow roadbeds, poor sidewalks, lack of curbs or drains, etc., be made the subject of detailed engineering studies.

In the case of all Village streets, where present or future traffic loads may cause hazardous conditions because of inadequate existing pavement width, such pavements should be widened in line with previously recommended standards.

Where the required pavement width may be impossible to achieve within the existing right-of-way, wider rights-of-way should be placed on the Official Map. However, wherever public safety is not immediately involved, narrower pavements will be preferred to the dislocation (such as loss of trees and other plantings, reduction of front yards, etc.) which widening may cause.

The street improvement program when finally formulated, should become a part of the Village's Capital Improvement Program.

Traffic Regulatory System. There are two basic ways whereby improvements in traffic circulation can be accomplished:

1. By making basic physical improvements to the street or highway system, (usually a long-term undertaking); or

2. By means of traffic control and regulation (such as establishment and enforcement of regulations concerning speed, parking, direction of travel, etc.) on existing streets and highways.

Since some constructive improvements can result from the immediate application of traffic regulations, we recommend the following:

1. The complete prohibition of parking on the south side of Manville Road, between Wheeler Avenue and the extension of the westerly side of Washington Avenue. This would improve the movement of traffic through the intersection of Manville Road with Washington and Wheeler Avenues. We also recommend that angle parking along the southerly side of Manville Road (between Washington and Tompkins Avenues) be replaced by parallel parking, to permit an easier flow of through traffic on Manville Road.

2. The preparation, by the Village, of detailed plans for the establishment of "one-way" eastbound traffic on Bedford Road between Wheeler Avenue and Broadway (see Section X, "Central Business District Plan"). Such plans should be prepared in close cooperation with the Police Department. As soon as practicable, the Village should institute the "one-way" system. Conversion to "one-way" operation of the narrower portions of Bedford Road would enable its 25-30 foot pavement widths to provide adequate capacity for the safe movement of traffic thereon. Curb parking on these portions of Bedford Road should continue to be limited to the southerly side of the street and such limitation should be stringently enforced as far east as its intersection with Broadway.

3. Prompt consideration should be given to the installation of a coordinated traffic light system at the Manville Road and Washington Avenue-Wheeler Avenue intersection. The great number of traffic accidents at this intersection indicates the need for more effective regulation of the movement of traffic at this location.

   We also suggest that the forthcoming improvement of Lake Street may intensify an already seemingly present need for a coordinated traffic at the intersection of Lake Street with Broadway. Finally, a coordinated traffic light may also be needed at the intersection of Bedford Road with Wheeler Avenue -- particularly following the institution of a "one-way" traffic movement on Bedford Road.

Recommended Procedure in Regard to Proposed New Streets. The Official Map powers of the Village, as stated in Article 179-e of the Village

Law (Chapter 64 of the Consolidated Laws, Article VI-A Building Zones), enable the Village to place on its Official Map such street rights-of-way as it deems necessary for its proper future development and thus prevent future construction therein.

The new street locations proposed as part of this Plan do not purport to be exact. In order to establish the most desirable alignment, we recommend that, following adoption of the Plan, a survey of proposed routes be made. After the placement of all acceptable routes on the Official Map, copies of all such surveys should be filed with the Building Inspector who would thus have an accurate guide as to future building lines, and as to the proposed future street lines from which zoning setback requirements would be measured.

Recommended Removal of Certain Streets Shown on the Official Map. The Village's Official Map shows several proposed streets (paper streets) which, in light of the proposals herein contained and general planning goals, should be removed therefrom. The following "paper" streets are recommended for removal from the Official Map.

1. The extension of Rebecca Avenue from its dead-end to Great Oak Lane and of Brookfield Place to Orchard Street. These street extensions would simply add to the total land area devoted to streets without improving traffic flow or service to abutting properties.

2. The Clinton Avenue, and Williams Street extensions from their dead-ends to Meadow Lane. The pleasant, quiet residential character of these streets would be impaired by their integration into the traffic network. It is suggested that a proper cul-de-sac for turn arounds be provided at the dead ends of both streets, and that the needed right-of-way for each dul-de-sac be placed on the Official Map.

Securing New Street Rights-of-Way. Three methods of securing new street rights-of-way (other than in the case of roads which may be built by outside agencies) are available to the Village, as follows:

1. Through the use of the Subdivision Regulations. Whenever a subdivision plan submitted to the Planning Commission will involve any of the proposed streets, the Planning Commission should require the developer to adjust his street system so as to follow the proposed new street alignment.

2. Through the Use of Site Development Plan Approval Procedures. Wherever a site plan submitted to the Planning Commission for approval will involve any of the proposed new streets or street improvements, wherever possible the Planning Commission should request the developer to dedicate that portion of his lot which is needed for the proposed improvement.

3. Through Direct Village Acquisition and Construction. Where it does not appear likely that the right-of-way of a proposed street can be obtained by any other means, it is recommended that a program of gradual right-of-way acquisition and street construction be formulated.

TABLE IX-1

TRAFFIC VOLUMES

Village of Pleasantville, New York

Location	Practical Capacity (Existing)	Traffic Volumes 1957	1958	1959	1960
Bedford Road west of the Village	5,000 to 9,000	2,230	1,891	2,052	2,684
Bedford Road west of Marble Ave.	3,000 to 6,000				7,017
Bedford Road west of Ashland Ave.	5,000 to 9,000	3,650		4,400	
Pleasantville Rd. west of the Village	5,000 to 9,000		4,863	4,105	4,010
Manville Rd. west of Grant St.	3,000 to 6,000*				3,791
Manville Rd. between Bedford Road and Clark Street	5,000 to 9,000	3,246	1,849	2,104	4,393
Broadway south of Bedford Road	3,000 to 6,000	5,931	5,007	5,485	5,750
Washington Ave. south of Manville Lane	5,000 to 9,000			1,995	

*Can be more than doubled through the elimination of curb parking.

Source: Traffic Counts by New York State and Westchester County Departments of Public Works, and Practical Capacity from "A Policy on Arterial Highways in Urban Areas", AASHO, 1957.

Note: All volumes are for two-way traffic over a 24 hour period. 1957 and 1958 volumes are Annual Average Daily Traffic (adjusted average for seasonal and other conditions). 1959 volumes are 24 hour weekday counts all taken August 13 and 26, 1959 with the exception of the count at Broadway south of Bedford Road which was taken on May 28, 1959. 1960 volumes are 24 hour weekday counts, all taken on August 16, 1960 with the exception of Bedford Road west of Marble Avenue and Manville Road west of Grant Street, both of which were taken on January 18, 1960.

TABLE IX-2

PROPOSED FUNCTIONAL STREET CLASSIFICATION SYSTEM AND RELATED DATA

Village of Pleasantville, New York

Name	Existing Classification	Existing Pavement	ROW	Proposed Classification
Saw Mill River Parkway	Parkway	40'	120'-450'	Parkway
Bedford Road				
Between Broadway and northerly Village boundary	Major	18'-30'	30'-70'	Major
Between Broadway and southerly Village boundary	Major	25'-40'	40'-80'	Major
Manville Road	Major	40'-60'	55'-80'	Major
Broadway	Major	30'	35'-90'	Major
Ossining Road	Major	40'	55'-60'	Major
Marble Avenue	Major	28'-30'	49.5'-64'	Major
Memorial Plaza	Major	*	135'-170'	Major
Lake Street	Major	14'-30'	30'-40'	Major
Cooley Street	Collector	16'	50'-60'	Major
Meadow Lane	Collector	30'	50'	Collector
Sunnyside Avenue	Collector	24'-30'	50'	Collector
Tompkins Avenue-Wheeler Avenue	Collector	18-40'	30'-50'	Collector
Tompkins Avenue (between Clinton St. and Manville Rd.)	Collector	14'-30'	30'-60'	Collector
Clinton Street (Between Wheeler Ave. and Tompkins Ave.)	Collector	16'	50'	Collector
Great Oak Lane (Between Manville and Bedford Roads)	Collector	25'	50'	Collector
Clark Street	Collector	25'	50'	Collector
Church Street	Collector	16'-24'	35'-50'	Collector
Washington Avenue	Collector	18'-70'	50'-90'	Collector

*Memorial Plaza is nearly totally paved providing 4 rows of angle parking, 1 row of parallel curb parking and 2 lanes for through traffic.

Note: Streets not indicated in the above table are classified as "local streets".

TABLE IX-3

THEORETICAL OPTIMUM PAVEMENT AND RIGHT-OF-WAY WIDTHS

Type of Street	No. of Traffic Lanes	Parking Prohibited Pavement	Parking Prohibited R.O.W.	Parking Permitted Pavement	Parking Permitted R.O.W.
Major Street	4	44'-48'	64'-72'	60'-64'	84'-88'
Collector Street	2	24'-30'	50'	36'-40'	60'-64'
Minor Street	2	24'-30'	50'	30'-33'*	50'*

*60' right-of-way and 36'-40' of pavement for minor streets serving business and industrial areas.

TABLE IX-4

MOTOR VEHICLE REGISTRATION AND POPULATION

New York State and Westchester County

	Vehicles Registered Total	Passenger and Suburban	Commercial and other Vehicles*	Population	Number of persons per passenger and Suburban Vehicle
New York State					
1930	2,360,668	1,934,179	426,489	12,586,066	6.5
1940	2,848,515	2,401,748	446,767	13,479,142	5.6
1950	3,882,155	3,227,099	655,056	14,830,192	4.6
1960	5,267,197	4,482,656	784,541	16,782,304	3.7
Westchester County					
1930	139,997	120,421	19,576	520,947	4.3
1940	169,068	151,975	17,093	573,558	3.8
1950	212,959	188,864	24,095	625,816	3.3
1960	341,716	307,993	33,723	808,891	2.6

* Includes commercial and all farm, omnibus, taxi, trailer, motorcycle and exempt vehicles.

Source: U.S. Census of Population and New York State Department of Taxation and Finance, Bureau of Motor Vehicles.

Note: It has been noted by various authorities, that the auto inspection requirements begun in 1957 caused older and unfit autos to be junked and therefore, not registered in 1957, thereby reducing the 1950 to 1960 increase in vehicle registration.

X. CENTRAL BUSINESS DISTRICT PLAN

A. Introduction

The formulation of any Central Business District (or CBD) Plan must be preceded by a thorough retail trade analysis. Such an analysis must take into consideration the geographic extent (or radius of influence) of the CBD's trading area. It must analyze the existing and proposed major highway pattern in view of the fact that not distance, but driving time, to any given retail center largely determines the limits of its trading area. Existing and probable future trade area population and its purchasing power, shopping patterns, the effect of competition of existing and future shopping centers and business districts on the geographical extent of the trading area, are other factors which affect total retail sales. Finally, no decision with regard to the future extent of the CBD can be made without an analysis of existing stores (by type, number and floor area); their sales volumes; and the land area available for the CBD's expansion.

Some of these factors have been analyzed in Section VII-B "Retail Trade", and Section IX -- paragraphs C and D which deal with existing and proposed highways. The analysis of the Pleasantville CBD follows.

B. Analysis of the Pleasantville Central Business District

Characteristics of the Three Customary Shopping Center Types. As a general background for this section of the report, and to clarify further the meanings of various terms, it is helpful to identify the differences between various types of shopping centers. In order to reduce the possibility of confusion of terms, a general classification has been made of three distinct shopping center types: neighborhood (or convenience), community (or sub-regional), and regional shopping center.

These classifications are generally accepted and, although designed to be descriptive of new shopping "centers", are also applicable (within minor differences, which are noted) to older established "business districts".

The Neighborhood Center features mostly convenience goods and personal services (such as foods, drugs, and sundries for everyday needs and gas and auto service). It is built around a supermarket or drugstore as the major tenant. It isually has from 10 to 15 stores. An existing "neighborhood center" requires the support of not less than 1,000 families, and can serve 7,500 to 20,000 people within 5 or 6 minutes driving time. Frequently it depends on pedestrian trade, also. The average aggregate building area is 40,000 square feet, ranging from 30,000 to 75,000 square feet. Its site requirement amounts to between 4 and 10 acres.

An established neighborhood business district normally covers a greater area than a newly designed shopping center, and can be expected to contain a larger number of retail stores and small service establishments.

The Briarcliff Manor, Chappaqua, Armonk, Thornwood, Hawthorne, Yorktown Heights and Valhalla Business Districts are all "neighborhood" type shopping centers or business districts.

The Community Center features soft lines (wearing apparel, etc.) and hard lines (hardware, appliances, etc.) in addition to convenience goods and personal services. It offers a greater variety in sizes, styles, colors, prices, etc. than the neighborhood center. It generally has two or three major tenants (a variety store or junior department store in addition to one or two supermarkets). The total number of stores in a "community" type center can vary from 20 to 40. Such a center can serve 20,000 to 100,000 people. The average aggregate building area is 150,000 square feet, with a range of from 100,000 to 300,000 square feet. The site requirement ranges between 10 and 30 acres or more.

The "community" center is the most difficult to estimate for size and pulling power. Because of the shoppers' invariable desire to compare prices and styles in the case of shopping goods the "community" center is open to competition from regional centers. This is not equally true for the neighborhood center since, while the average shopper is more erratic in his shopping pattern for clothes or appliances, he will generally go to the nearest supermarket to satisfy the household's daily convenience needs.

The new Beach Shopping Center on Route 6 in Peekskill is typical of the "community" shopping center. The existing central business district of Mount Kisco is also of the "community" type.

The Regional Center features general merchandise, apparel, furniture and home furnishings. It is built around one or more major department stores. It usually contains from 50 to 100 stores. The average aggregate building area is 400,000 square feet, ranging up to 1,000,000 square feet or more. The largest regional center built to date has 1,600,000 square feet in gross building area. A site of between 35 and 80 acres or more is required. A regional center needs the support of a population of at least 100,000 to 250,000. Because the regional center offers shopping goods in great depth and variety, its pulling power is based on the opportunity for comparative shopping which it offers, modified by the factor of time spent in travel with the least amount of irritation to reach it. The regional center comes closest to reproducing the shopping facilities once available only in downtown areas of large cities.

The new Cross County Shopping Center in Yonkers exemplifies this type of center. The business district of White Plains can be deemed to also be of a "regional" character.

Pleasantville As a Neighborhood Shopping Center. The Business District of Pleasantville can be identified as a large "neighborhood" shopping center, as defined above. This is confirmed by the large percentage of total retail sales in "convenience goods" (see Section VII, Table VII-6).

Shopping Center and Existing Business District Development Trends In Pleasantville's Trading Area. The Village's retail trade potential is bound to be affected by the development of new, competitive, shopping centers and by the expansion of existing business district shopping areas within and adjacent to the Village's trade area.

In recent years there have developed the following shopping facilities, all of which compete with the stores in the Pleasantville CBD* to a greater or lesser extent: the A & P Shopping Center in Thornwood, the A & P Shopping Center in Briarcliff Manor; the Daitch Shopwell Center in Briarcliff Manor; the First National Center in North White Plains; several new stores in Armonk's CBD; Master's "discount" store in Elmsford; a considerable number of stores of all types in the Mount Kisco CBD (including a large new Food Fair); and, finally, the many large department store developments in White Plains.

As population continues to grow, new facilities continue to spring up to serve it. In the planning or construction stage there are: a new Grand Union in Chappaqua, and continued development of the Mount Kisco CBD (where construction of a large new A & P was recently completed) and of that of Armonk.

The above seems to indicate that, at no time in the foreseeable future, can Pleasantville expect to become a "community" shopping center by the extension of its primary or secondary trading area.

Characteristics of a Modern Neighborhood Center. Most new neighborhood shopping centers incorporate the following features:

1. One or more dominant retail establishments (such as a food chain, 5 & 10, or both), which act as a magnet to attract shoppers to the area.

2. Easy access to the center (especially by automobile) and ample off-street parking located conveniently to all stores.

3. Compact, uninterrupted retail area to facilitate one-stop shopping.

4. A supporting population of between 7,500 and 20,000 people residing within 5-6 minutes driving time.

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*CBD = Central Business District.

5. Continuity of retail ground floor use (achieved by means of exclusion of all non-retail or service uses).

6. Exclusion of all wholesale storage activities, lumber yards and manufacturing uses.

7. Attractive appearance, through harmonious architectural treatment of the structures, sign control, and landscaping.

Despite the interest, initiative and financial ability of individual property owners and merchants who operate within a CBD, there are many seemingly insurmountable obstacles in the way of the effectuation of major improvements. Some of these obstacles are listed below.

The Pleasantville CBD Lacks a Strong Retail Focus or Magnet. At the present time, there is no dominant, centrally located, major retail establishment of the food chain or 5 & 10 variety store type which would attract shoppers from all parts of the trade area. The only food chain store of over 10,000 square feet in Pleasantville (the new Grand Union) is located at the extreme westerly fringe of theCBD. There is no sizeable variety store of any kind.

Inadequate Traffic Circulation. The inconveniences caused by the railroad grade crossing elimination have now been corrected. The opening of Manville Road to traffic has substantially relieved congestion. However, there still remain a number of impediments to smooth and efficient traffic flow in the CBD.

The fact that curb parking is permitted on almost all CBD streets seriously restricts traffic flow, and therefore limits its desirability in competition with other nearby neighborhood centers (such as Chappaqua, Thornwood, Hawthorne, Briarcliff Manor). The one lane available for moving traffic in each direction on most CBD streets is often blocked by cars attempting to maneuver in and out of curb parking spaces. Loading and unloading on the street causes similar tie-ups. Bedford Road is narrow, and its intersection with Marble Avenue and Memorial Plaza is particularly poor. The diameter of the traffic circle at the intersection of Bedford Road and Ossining Road is too small to permit a smooth traffic flow. Sections of Tompkins Avenue, Clinton Street and Wheeler Avenue are too narrow. The narrowness of the most congested portion of Marble Avenue is particularly damaging to good circulation.

Parking is Inadequate. As indicated in the Table VII-11 of the Economic Base Section of this report, the Pleasantville CBD contains about 84,000 square feet of retail sales space. Assuming that 2.3 square feet of parking space is needed to satisfy the parking demand generated by each square foot of retail floor space, the CBD would need between 480 to

720 parking spaces.* In addition, there would have to be provided spaces to satisfy the demand generated by service, office, or other commercial or industrial uses located in the CBD.

A more refined and accurate figure of parking need could be derived by deducting the 100 spaces provided by the Grand Union to take care of the needs of its 12,000 square feet of sales space. Subtracting these 12,000 square feet from the CBD retail sales space leaves some 72,000 square feet of retail sales floor area to be served, which amount of space requires from 411 to 617 parking spaces. This figure again is exclusive of the needs of service, office, and other commercial or industrial uses. Also, no provision is made in this figure for any future growth.

Table X-1 itemizes the present supply of parking spaces in the CBD. Approximately 400 of the total of 599 spaces are available and usable to serve the needs of retail and service establishments. The remaining spaces are used by all day parkers (e.g. commuters, proprietors and their employees, office and other workers) or are inconveniently located with respect to existing business frontages. Of the 400 spaces considered to be available, 100 serve the needs of the Grand Union store, exclusively.

There is, therefore, a present minimum deficit (to serve the needs of retail stores alone) of between 110 and 320 spaces.

"Ribbon" Development of the CBD. Most of the retail stores in the CBD are strung out along Bedford Road, Manville Road, Wheeler Avenue, Marble Avenue, Cooley Street and Washington Avenue. The railroad tracks split the CBD into two separate retail areas. In recent years both areas have shown signs of renewed growth. In the area east of the tracks new stores and offices (e.g. new National Bank of Westchester office) have developed along Washington Avenue, while the area west of the tracks has experienced development along Cooley Street and extensive modernization at the corner of Bedford Road and Marble Avenue. In view of these developments it would appear wholly unrealistic to plan on the future development of either of these areas at the expense of the other. However, in planning the future around both areas, it should be realized that this can only be done at the sacrifice of any chance of achieving a compact and physically unified retail commercial center. However, substantially improved appearance and visual

*Two square feet is considered to be the absolute minimum required and 3 square feet is considered to be a desirable minimum. The Village's Grand Union has a parking ratio of 3.0 to 1, and the new Beach Shopping Center in Peekskill has a ratio of about 4.4 to 1. A figure of 350 square feet per parking space has been used in determining the number of necessary parking spaces. This figure includes area needed for aisles.

unification can be achieved by various means such as architectural treatment of buildings, landscaping etc.

Presence of uses Incompatible with Retail Business. To some extent, residential, general commercial (e.g. wholesale, lumber yard), and industrial uses are inter-mixed in a somewhat haphazard manner in the heart of the Village CBD. Such mixture of uses detracts from the quality of the shopping environment by interrupting and extending the retail frontage across dead spaces and by thus making the entire area less convenient and attractive. Also, this intermingling fosters relatively undesirable conditions for residential and industrial growth.

Multiple Ownership of Property and Lack of Overall Design Control. The efficient and attractive design of new shopping centers is possible because they are developed under single ownership. Consequently, the number, location and type of stores, as well as parking areas can be determined in whatever way is of greatest benefit to the project. Also, appearance of all stores can be treated harmoniously. In order to achieve a similar character in an existing business district, such as that of Pleasantville, and to assure more efficient use of the land therein, a high degree of cooperation by all property owners, as well as municipal leadership of various kinds, will be required.

Recent Zoning Amendments. Based on the 1959 CBD Plan and accompanying zoning proposals, the Village recently adopted a comprehensive zoning amendment covering its Central Business District and immediately adjacent areas.

The comprehensive CBD zoning amendment recently adopted (which is proposed to be basically retained in the proposed new Zoning Ordinance) is expected to achieve the following:

1. The proper development of the central core of the CBD as a retail and office district. This area, where the prevailing small lot pattern makes impractical the provision of off-street parking facilities by the individual private lot owner, is proposed to remain zoned as a Central Business "A" District, in which 100% coverage of the site is permitted and Planning Commission approval of a Site Development Plan is required. The Business "A" District also restricts the location of automobile service stations and gasoline pumps, prohibiting any such new uses on any lot that is within 600 feet of another lot on which there is an existing automobile service station or gasoline pump.

2. The establishment of a general commercial district along the fringe areas of the CBD where lot sizes are larger than in the core and where it may be desirable to locate some of the commercial uses of a service nature (e.g. storage or repair garages, wholesale, storage and warehousing, but only in buildings fully enclosed on all sides). Also permitted would be certain very limited craft

occupations and manufacturing limited to 25 employees (e.g. carpenters shop, cabinet makers shop, electrician shop, manufacturing of jewelry, watches, optical, professional and scientific instruments and similar non-nuisance industrial production). This District is designated as the Peripheral Business "B" District in both the existing and proposed Zoning Ordinance and in addition to all uses permitted in the Business "A" District, permits limited light manufacturing as described above. The "B" District requires the provision of off-street parking and loading facilities, limits the building coverage to 50% of the lot, and requires Site Development Plan Approval by the Planning Commission.

3. The establishment of a Limited Office District along those edges of the CBD: (a) where continued single family residential use of property is no longer economical due to obsolescence of residential structures; (b) where, due to the Village's central area commercial development over the years and increase of traffic on main roads, single family residential use is no longer the best and most desirable use of the remaining vacant land; and (c) where it is desirable to locate offices or low density apartments, but where it would be undesirable to open an area to retail or general commercial activity.

   This district is designated as the Limited Office "O-1" District in both the existing and proposed Zoning Ordinances. The "O-1" District permits either residential use (with a permitted coverage of 25%, a requirement of 2,500 square feet of lot area per apartment, 2 1/2 story height limitation, adequate setbacks, etc.) or business, professional and governmental offices (coverage limited to 25% of lot, strict height limitation, etc.). In addition, the provision of off-street parking and loading and unloading facilities are required, as is Site Development Plan Approval by the Planning Commission.

4. The establishment of a Planned Light Industrial District along portions of Tompkins Avenue and Marble Avenue, as discussed in the Land Use Plan Section, which would provide for light manufacturing development of high quality and low nuisance value located on well landscaped lots, and characterized by low building coverage and generous setbacks. Not all of the area indicated on the Land Use Plan for future development as a Planned Light Industrial District is proposed to be zoned for such use at this time (see discussion in Land Use Plan). The proposed Zoning Ordinance provides a Planned Light Manufacturing "M-1" District only for areas that are now zoned for the above described use. The "M-1" District permits offices, research laboratories or light manufacturing provided such uses are free of any noxious or offensive characteristics (such as emission of odor, dust, noise, smoke, gas, fumes or radiation) or hazards to public health or safety. It also permits building contractors and lumber yards and similar open uses (but excludes second-hand lumber and junk yards). This district requires the provision

of off-street parking and loading and unloading facilities, and limits building coverage to 65% of the area of a lot, imposes reasonable height restrictions and setbacks from property and street lines, and requires Site Development Plan Approval by the Planning Commission.

C. Proposed Central Business District Plan

It should be pointed out that any such sales volumes as those indicated for future years in Table VII-10 of the Economic Base Section of this report, depend entirely on the provision not only of the necessary new stores and/or increased sales space, but also on a dynamic parking program and on the provision of all the other necessary attributes of a modern shopping center. Unless this is done, potentials may remain potentials and never be translated into dollar sales. Furthermore, inaction on the part of the Village to revamp its Central Business District so as to make it truly competitive may well result in the growth of competition offered by other centers outside the Village boundaries, with a consequent probable deterioration and obsolescence of existing facilities.

While the general responsibility for improving the CBD rests with the community as a whole, a special measure of responsibility can be laid at the door of the CBD business property owners and merchants.

Certain actions, such as the improvement of individual properties, including the remodelling of retail stores (e.g. the recently completed store modernizations at the south-west corner of Marble Avenue and Bedford Road, and on Manville Road just east of Wheeler Avenue) are obviously the sole responsibility of the individual property owner. The provision of parking space can be undertaken by property owners wherever space permits and by the Village in the form of municipal parking lots. Village and County action will be required to widen streets or otherwise improve the flow of traffic into and through the CBD. The recently adopted improved zoning controls will help conserve space in the CBD for retail, service and office purposes.

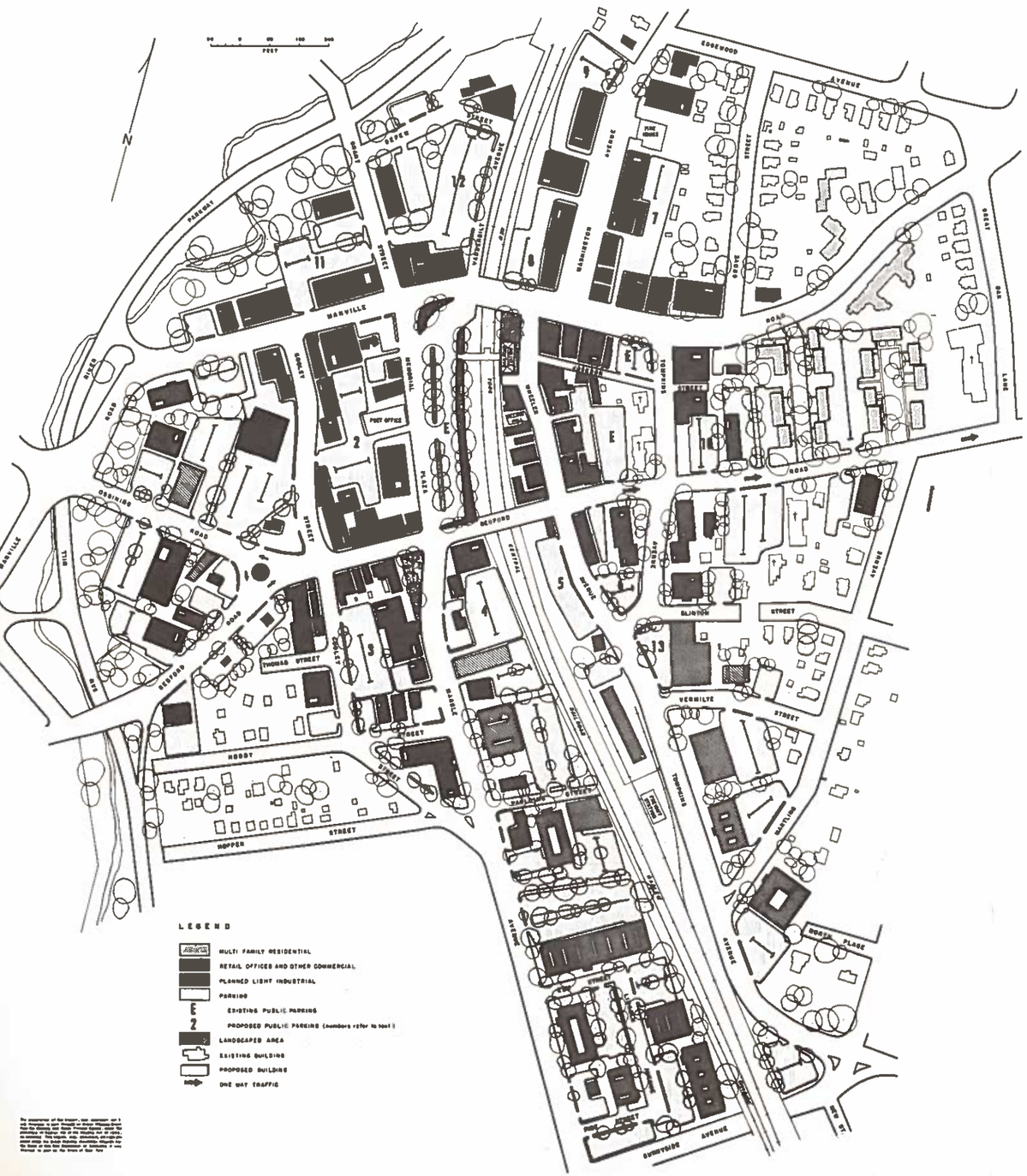
The Provision of Parking Facilities in the Central Business District. Recent experience shows that the problem of providing adequate off-street parking space in a highly built-up central area can only be solved by the use of public powers (but not necessarily entirely at public cost, as explained below). Private property owners or business concerns lack the power of eminent domain -- and, therefore, are more often than not stymied in their efforts to assemble property by negotiation, at a reasonable price. Since the provision of off-street public parking is a public use, the Village can assemble the necessary properties by negotiation or condemnation. By doing so, the Village can insure the location of parking areas where they will do the most good and cause the least interference with vehicular or pedestrian traffic flow.

VILLAGE OF PLEASANTVILLE, NEW YORK

DIAGRAMMATIC SKETCH OF ULTIMATE DEVELOPMENT OF THE

CENTRAL BUSINESS DISTRICT

RAYMOND AND MAY ASSOCIATES PLANNING AND URBAN RENEWAL CONSULTANTS PLEASANTVILLE, NEW YORK 1961



In the event that the Village agrees to use the powers vested in it for the provision of off-street parking lots, the most direct beneficiaries of any such program should be required to assist in their financing. Thus the cost of acquisition and construction of the lots might be assessed (1) against benefited properties; (2) paid for, in part, through the collection of meter fees from users (shoppers, office workers, commuters, etc.); and (3) possibly, paid for, in part, by the community as a whole, through real estate taxes, inasmuch as the entire community would benefit from elimination of congestion and hazards, from the enhancement of accessibility and convenience of its CBD and from the increased taxes CBD properties would pay as a result of the enhancement of their value.

We are not proposing a specific scheme of financing the establishment of parking facilities. Examples of various methods used elsewhere for the establishment of various types of lots can be found and studied for their applicability to Pleasantville.

Proposed Increase in Off-Street Parking Area (see "Diagrammatic Sketch of Ultimate Development of the Central Business District" and "Land Use Plan" maps). From 110 to 320 additional parking spaces would have to be provided to satisfy present needs generated by CBD retail stores. By 1970 the need may increase by between 95 and 140 additional spaces and by 1980 by as many as 105 to 160 spaces more. Thus, by 1980, the total deficiency in parking spaces to serve CBD retail establishments would reach between 310 and 620 spaces. We therefore recommend that a continuing municipal parking area development program be carried out in the years to come. The intensive use being made of the three existing municipal lots gives clear evidence of their popularity and of the need therefor.

The Central Business District Plan includes 12 new parking lots* containing a total of 820 spaces (620 to serve retail stores with short term parking and 200 for all-day parking). The total of 620 spaces for use by retail establishments equals the maximum number which may be required by 1980. With regard to all-day parking spaces, the 133 presently existing, when added to the 200 proposed, would supply the Village with a total of 333 all-day spaces. As indicated in Section VII (Economic Base), there would appear to be a present demand for some 175 parking spaces for daily railroad commuters. If this number were not to materially change by 1980, the total of 333 "all-day" public parking spaces proposed for that time would provide about 160 parking spaces for office and business employees in those portions of the CBD zoned as a Central Business "A" District, in which off-street spaces

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*One of the parking lots proposed in the 1959 CBD Plan (at Manville Road and Grove Street) has since been developed for commercial use (doctors' offices).

will probably be publicly provided and restricted to short term use. Table X-2 indicates the number of spaces in each lot and the approximate distribution of spaces for shopper-worker as against commuter use.

To meet present needs we recommend the early development of lots numbered 2, 4, 5, 6, and 8 (totaling 276 short term and 62 all-day spaces). The Village presently owns a substantial portion of the land proposed as parking lot 5 which was acquired in conjunction with the removal of the temporary railroad station from this location.

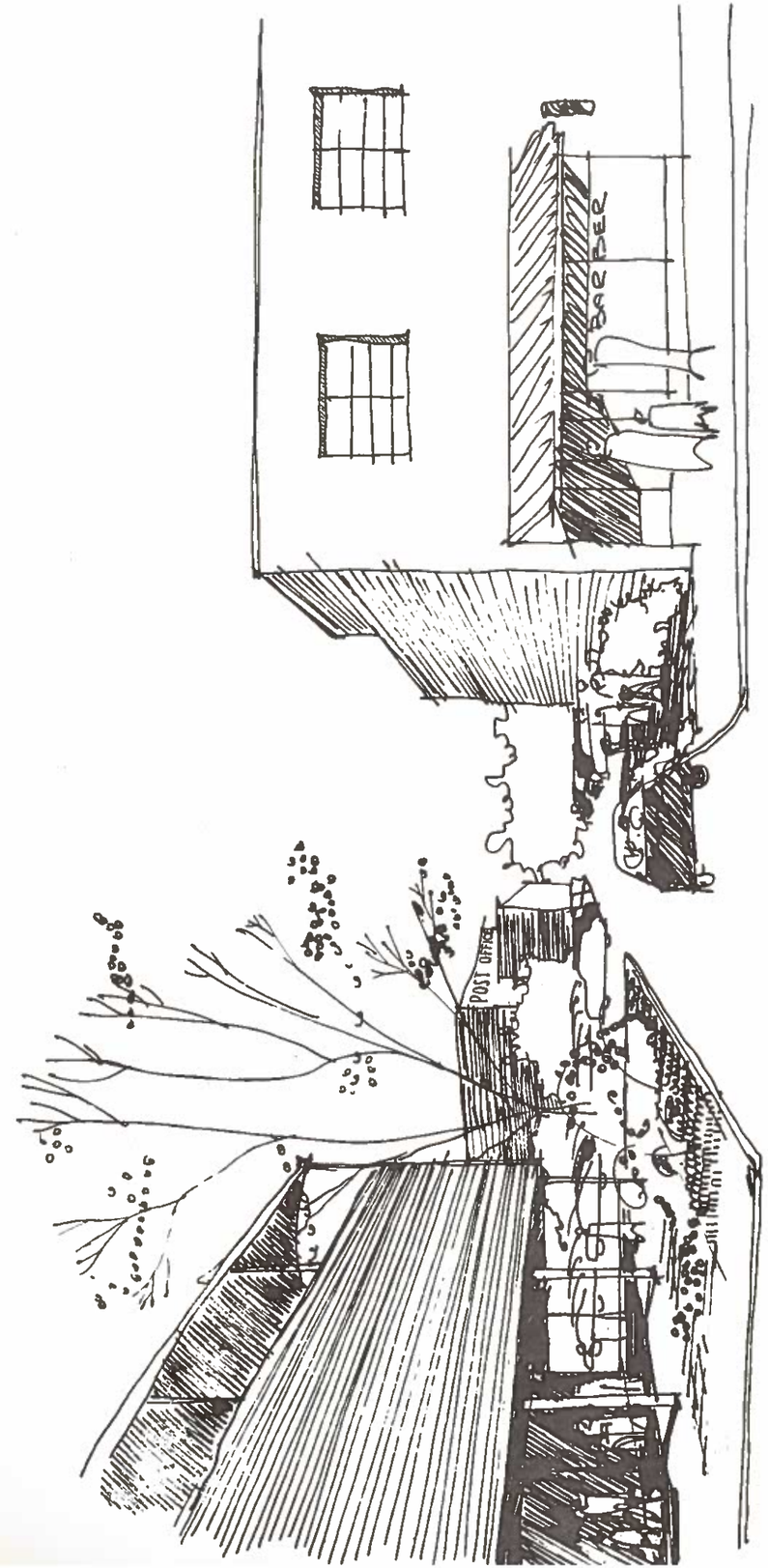
Improve Vehicular and Pedestrian Access (see "Diagrammatic Sketch of Ultimate Development of the Central Business District", and "Land Use Plan" maps and Section IX, "Street and Traffic Circulation Analysis and Plan").

1. Proposed New Streets, Street Extensions and Street Widenings. Our study of the CBD circulation system indicates that the elimination of current deficiencies and the probable increase in traffic volumes will require significant improvements in its existing street network and traffic circulation pattern. We recommend the following:

   a. That Cooley Street be entirely rebuilt* and that it be extended from its present northern terminus to Manville Road, through Village owned land. Cooley Street should also be extended south to connect with Marble Avenue. The improved and extended Cooley Street should be made one-way southbound between Bedford Road and Marble Avenue, and paired with Marble Avenue which would become one-way northbound from its proposed intersection with Cooley Street, extended to Bedford Road. This scheme would simplify and improve the movement of traffic in the western half of the CBD. The effectiveness of these recommendations would be enhanced if the intersection of Marble Avenue and Bedford Road were rebuilt as described below.

   South of its proposed intersection with Cooley Street, extended, Marble Avenue should be widened to a right-of-way of at least 64 feet (as shown on the Village's present Official Map), with a 44-foot wide pavement eventually permitting the development of 4 moving lanes of traffic (with parking prohibited on both sides of the street). It should be noted that to the south of the Village line (in the Town of Mount Pleasant), the pavement of Marble Avenue is already 4 lanes wide. This major Village street may carry significantly more traffic in the future especially if the proposed industrial development within the Village materializes. North of its intersection with Cooley Street, extended, Marble Avenue need not be widened beyond 58 feet, to accommodate two moving and two parking lanes on a 38 foot wide pavement.

*Eliminating the present "hump" just south of Manville Road.



VILLAGE OF PLEASANTVILLE NEW YORK
COOLEY STREET ENTRANCE TO PROPOSED PARKING LOT
RAYMOND & MAY ASSOCIATES PLANNING & URBAN RENEWAL CONSULTANTS NORMAN KLEIN AIA ARCHITECTURAL CONSULTANT

As discussed in Section IX, it is recommended that Bedford Road, between Wheeler Avenue and Broadway, be made "one-way" eastbound so as to enable this inadequate street to accommodate the volumes of traffic it is called upon to handle. It is also recommended that following the construction of proposed parking lots 3 or 4, parking be prohibited on the portion of Bedford Road lying between Cooley Street and Memorial Plaza, and that the 30 foot existing pavement be utilized as follows: 2 lanes eastbound, in conjunction with the "one-way" eastbound movement on Bedford Road between Wheeler Avenue and Broadway; and 1 lane west bound on the portion of Bedford Road between Cooley Street and Memorial Plaza. The need for this improvement is felt to be most urgent and therefore the construction of parking lot 4 should be given high priority.

The intersection of Marble Avenue and Bedford Road should be rebuilt generally as shown on the CBD Plan. The creation of a new traffic "triangle green" at this intersection would eliminate the present jog between Marble Avenue and Memorial Plaza. Left turn movements into Bedford Road from Marble Avenue would be made from the lane closest to the west side of the proposed "triangle green".

Suitably landscaped, the "triangle green" would not only improve traffic flow but would become a significant visual attraction at one of the important entrances to the CBD (see sketch following).

In the event that it is found that the improvement and extension of Cooley Street cannot be accomplished for some time, the need for widening Marble Avenue to 64 feet for its entire length would have to be attended to much sooner than otherwise. Also since Marble Avenue would have to be used as a two-way street, the "triangle green" at Bedford Road would have to be reduced to a traffic island.

b. It is recommended that the existing hazardous one-lane Sunnyside Avenue underpass beneath the New York Central Railroad tracks (just east of Marble Avenue) be rebuilt, eventually, to two lane capacity with added overhead clearance. The possibility of increased industrial development on Marble Avenue and along Tompkins Avenue (a light manufacturing plant is currently under construction at the southeast corner of Tompkins Avenue and Vermilye Street), would greatly enhance the importance of this underpass and street connection between the east and west portions of the Village. Improvement of this underpass would also reduce the volume of through traffic in the heart of the CBD. It is also suggested that upon the improvement of the Sunnyside underpass, the hazardous overpass just south of the Village at Maiden Lane, will become superfluous and should be closed.

In conjunction with the extension of Meadow Lane to Broadway we recommend that Tompkins Avenue be directly connected to Meadow Lane and Wheeler Avenue (see the "Diagrammatic Sketch of Ultimate Development of the Central Business District").

We also recommend that the section of Tompkins Avenue between Clinton Street and Bedford Road have its right-of-way and pavement widened, and that this section of the street be connected to the proposed Wheeler-Tompkins Avenue connection (see the "Diagrammatic Sketch of Ultimate Development of the Central Business District").

In conjunction with the above proposals we recommend the following:

(1) A small section of right-of-way at the present intersection of Wheeler Avenue and Clinton Street should be included in parking lot 5;

(2) Tompkins Avenue between Clinton and Vermilye Streets together with the small area adjacent to the west, should be developed as the proposed parking lot 13. Access to the industrial building now on the east of this section of Tompkins Street should be provided through parking lot 13; and

(3) The southern most section of Tompkins Avenue should be combined with adjoining land to create a parcel bounded by Sunnyside Avenue, the realigned Tompkins Avenue and New York Central Right-of-Way, which parcel would be ideally suited for industrial use.

c. Another landscaped "triangle green" should be located at the intersection of Manville Road and Rebecca Lane. At present, this area is a large dead highway space, collecting dust and debris. Cars parked at right angles to the southerly side of Manville Road back out into this area and into the eastbound traffic lane of Manville Road. Installation of a landscaped area here would permit better channeling of traffic on Manville Road. In time, as the area to the south is redeveloped, it may well prove possible to elimindate this section of Rebecca Lane and to integrate this proposed "triangle green" with the new development to the south (see "Diagrammatic Sketch of Ultimate Development of the Central Business District").

d. The diameter of the present traffic circle at the intersection of Bedford Road with the Ossining-Pleasantville Road is too small to allow it to fulfill its function adequately. No significant

VILLAGE OF PLEASANTVILLE NEW YORK

PROPOSED "TRIANGLE GREEN" AT IMPROVED MARBLE AVENUE-BEDFORD ROAD INTERSECTION

RAYMOND & MAY ASSOCIATES PLANNING & URBAN RENEWAL CONSULTANTS NORMAN KLEIN AIA ARCHITECTURAL CONSULTANT

enlargement of this circle seems possible without excessive property condemnation costs. A traffic "triangle" at this intersection would be even more inadequate in that it would create even more potential traffic conflicts and insufficient weaving distances than does the existing traffic circle. Some measure of improvement of traffic movement around the circle might be accomplished if larger and clearer signs announcing the traffic circle, accompanied by clear "bear right" warnings were to be properly placed on the approaching streets. Night lighting of same would also help the situation.

2. Recommended Procedure in Regard to Proposed New Streets and Street Widenings. This matter is discussed in detail in Section IX, "Street and Traffic Circulation Analysis and Plan".

General Action Program. We recommend that the Village Board reactivate the CBD Advisory Committee (composed of leading citizens, businessmen and property owners indicating a desire to aid in the eventual adoption and effectuation of a CBD Plan) and request it to study the current revised proposals and make recommendations with regard thereto as was done in the case of the 1959 CBD Plan. The Committee might also study ways and means of improving the overall appearance of the CBD and help devise design standards to guide individual property owners. This Committee would perhaps best function as advisory to the Planning Commission.

With regard to current design deficiencies, every effort should be made to improve the appearance of the present lawn area adjacent to the Railroad Station. There is presently no focus for this area. The planting of several shade trees, the addition of a fountain and the installation of benches and other general landscaping features should be given most serious and immediate consideration. If properly publicized, such a program might well be financed by a general public subscription on a voluntary basis.* The planting of trees in the area along the Railroad cut along the westerly edge of Memorial Plaza would also significantly contribute to the visual enhancement of the CBD.

Pleasantville is a gracious community, containing many fine homes in the midst of park-like surroundings. Unfortunately, however, the truly outstanding character of the residential areas stops on the fringes of the Central Business District. While some new stores of good modern design have been built (primarily on, and near, Cooley Street and Washington Avenue) many of the retail stores and offices in the Village are becoming visibly obsolescent. Substantial improvements of such establishments is essential if

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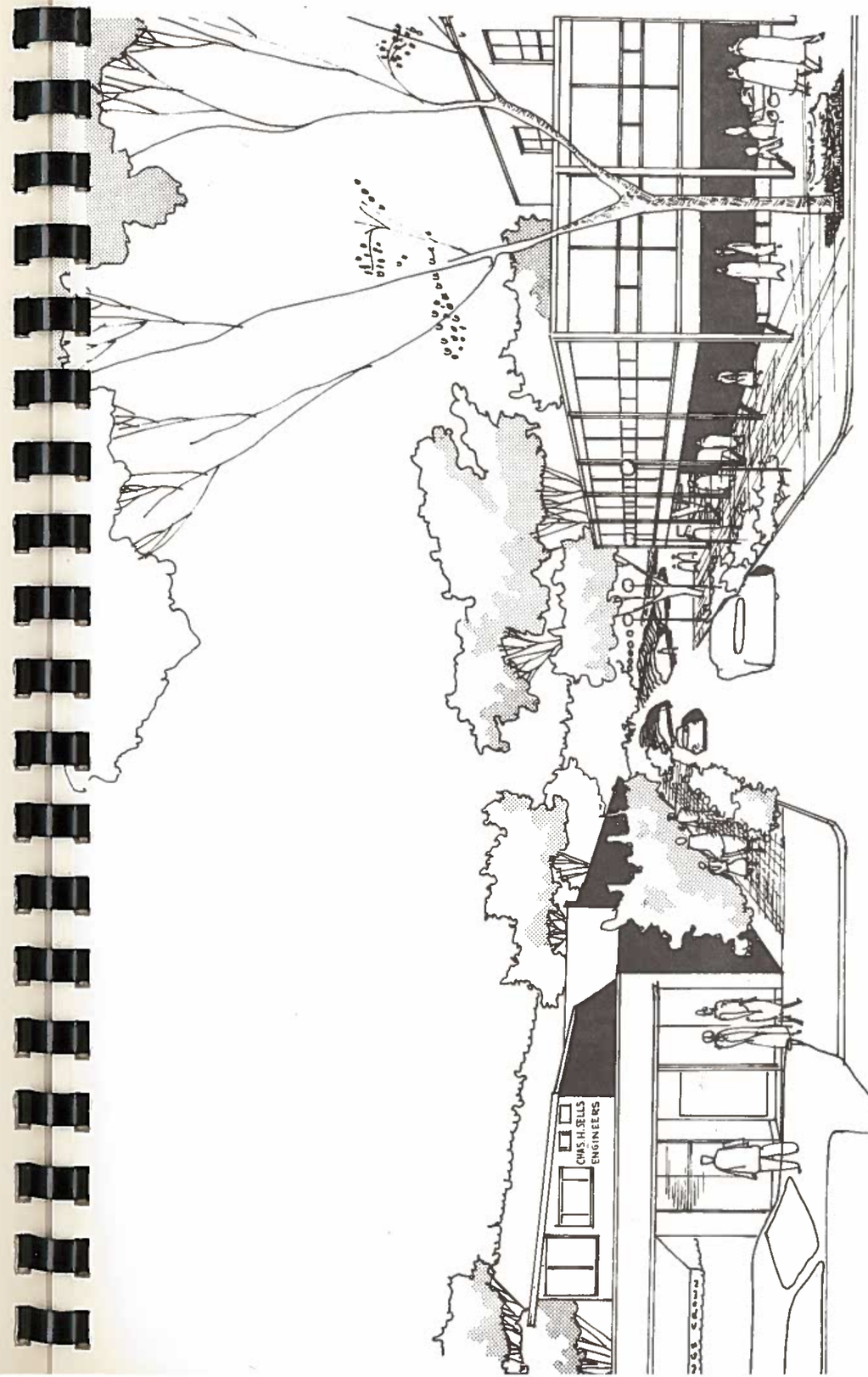
*As was done recently in Mount Kisco.

they are to help the Village compete successfully for its share of the central Westchester market.

New stores, new store fronts and other building modernization is not enough. As with private homes, the general setting in which commercial buildings are located frequently has a decisive influence on the degree of desirability of the buildings themselves. With a few significant exceptions, the general level of the existing landscaping in the CBD is poor. There are few if any street trees (a factor which cannot be overemphasized), evergreen or other shrubbery, or flower boxes to enhance the visual aspect of its blocks of stores or streets. The exceptions (such as the fine planting found in the War Memorial, the trees down the center of Memorial Plaza, the planting in the traffic circle at the Bedford Road, Pleasantville-Ossining Road intersection and the one flower box display in front of a real estate office on Wheeler Avenue) give a tantalizing taste of what the entire CBD could look and feel like were more thought and care devoted to the enhancement of its visual attractiveness. This aspect of the CBD plan may well be one of the most important tasks to which the Advisory Committee could devote itself. Among the measures studied might be the provision of show windows and store entrances opening directly onto the proposed parking lots; the placement underground of all existing surface utility poles and wires; etc. Architectural and landscape studies could establish related designs for show windows, signs, and cornice lines, as well as produce suggestions for landscaping, street lighting standards and other decorative "street furniture". These studies would also embrace all municipal areas, including parking lots and should be pursued along both utilitarian and esthetically pleasing lines. This could be accomplished by the planting of trees and shrubs in strategic locations, thereby creating a more restful, parklike environment as against the more usual unrelieved blacktop effect. Also very important is the design of the entrances and exits to parking lots and of the pedestrian ways from such lots leading to surrounding streets (see the sketches of two proposed parking lot entrances).

Other specific areas that could benefit from especially careful design are the backs of the buildings fronting on the west side of Wheeler Avenue (between Bedford and Manville Roads) and the area (previously mentioned) on the east side of Memorial Plaza which has resulted from the grade crossing elimination project. The former now presents an unsightly appearance when viewed from the Plaza, while the latter presents a welcome opportunity to extend the quality treatment of the War Memorial for the enhancement of the general appearance of the entire area.



VILLAGE OF PLEASANTVILLE NEW YORK

MANVILLE ROAD ENTRANCE TO PROPOSED PARKING LOT

RAYMOND & MAY ASSOCIATES CONSULTANTS PLANNING & URBAN RENEWAL CONSULTANT NORMAN KLEIN AIA ARCHITECTURAL CONSULTANT

TABLE X-1

EXISTING PARKING SPACE SUPPLY SERVING THE CENTRAL BUSINESS DISTRICT

Village of Pleasantville, New York

	Curb Parking				Parking Lots		
	Metered		Non-Metered		Public		Private
					All Metered		
	2 Hr.	10 Hr.	1 Hr.	No Restric.	2 Hr.	10 Hr.	(no meters)
Memorial Plaza	37*	86					
Manville Road (from 400' west of Grant St. to Grove St.)	33	11	24			28	
Bedford Rd. (Saw Mill River Parkway to Tompkins Ave.)	21			10	40	8	
Washington Ave. (Firehouse to Manville Rd.)	46						
Wheeler Avenue	36		3				15
Cooley Street	26		5	7			20
Ossining Road (from 200' east of Manville Rd. to Bedford Rd.)	2			10			100
Marble Avenue	12						
Grant St. (Depew St. to Manville Road)			19				
	213	97	51	27	40	36	135

*Includes 4-15 minute spaces set aside for Post Office use.

Source: Field Survey by Department of Public Works, Village of Pleasantville, and Raymond and May Associates.

TABLE X-2

PROPOSED PUBLIC PARKING LOTS

Village of Pleasantville, New York

Lot Number	Number of Parking Spaces		
	Retail	Commuter	Total
1*	--	--	--
2	110	--	110
3	71	--	71
4	86	--	86
5	29	30	59
6	16	12	28
7	58	23	81
8	35	20	55
9	44	20	64
10	37	--	37
11	77	--	77
12	57	75	132
13	--	20	20
	620	200	820

*This lot was proposed in the CBD Plan submitted by us in 1959. It has since been developed for professional office use thus aggravating, rather than relieving, parking space demand. This serves to illustrate the urgent need of instituting a program for the acquisition, at the earliest date possible, of land needed for all proposed parking areas.

Note: For location of proposed public parking lots, see "Diagrammatic Sketch of Ultimate Development of the Central Business District".

XI. COMPREHENSIVE RECREATION PLAN

A. Introduction

A comprehensive recreation plan is primarily concerned with the location, type, size, area standards and adaptability of sites for park and recreation uses rather than with detailed plans for development and operation. Park and recreation areas are closely interrelated with other community facilities and services such as schools, major thoroughfares, and all other land development factors. Consequently, the planning of the recreation system, must be coordinated with the planning of these other Village plan elements.

An adequate amount of properly located recreation space is essential to serve the recreational needs of children and adults in all residential areas of the Village. Residential areas which do not have adequate space for recreation activities (or which are served by facilities that are too distant or inaccessible for children) tend to be considered less desirable than areas which are well equipped with recreation facilities, and, consequently, tend to depreciate in value.

The recreation plan for the Village of Pleasantville, should be based on the following:

1. The recreational requirements of the population to be served.
2. The type and amount of land needed to meet those requirements.
3. The availability of lands suitable for the kinds of recreation activities to be accommodated.

B. Existing Recreation, Administration, Program and Facilities

Administration and Programs. Both Village and school district officials have accepted recreation as an important part of a full and active life for all age groups, and are cooperating with each other and with other private and public agencies in providing recreation facilities and programs.

Pleasantville's present seven-member Park and Recreation Advisory Board has been operating since May 23, 1960. Prior thereto, a five member Recreation Commission was in existence since May 10, 1932. The new Advisory Board has been charged by the Village Board with the responsibility of recommending policy regarding recreation matters. Policy recommendations accepted by the Village Board are then effectuated by the Recreation and Pool directors.

The Recreation and Pool Directors are employed full time during the summer. The Recreation Director is also retained on a part-time basis

during the remainder of the year. In addition, there are several recreation leaders and assistants who are employed part time for both the summer and winter programs. Many volunteer workers also contribute their time and efforts to the program.

In addition to the recreation programs provided during the school year by the two school districts, the Pleasantville School District (Union 9) also makes available to the Village a limited number of indoor and outdoor recreation facilities at its several schools.

Almost 40 other Pleasantville community organizations and agencies are engaged in providing recreation activities and facilities of one sort or another. A thorough summary of these groups is given in the 1959 Recreation Survey report made for the Village by the Westchester County Recreation Commission.*

The following is a summary, supplied by the Recreation Director, of the year round indoor and outdoor activities sponsored and supervised by the Village from the spring of 1960 to the present.

Spring Program - Baseball and Softball. This program which involves the greatest amount of planning and financing, serves the greatest number of participants. It is divided into three phases:

1. Children intra-village competition
2. Children inter-town competition
3. Men's softball

1. Children Intra-Village Competition. This phase of the program is divided into what is called the "lower league" (4th and 5th graders) and the "upper league" (6th and 7th graders). Any child residing within the Village boundaries or attending any school in Pleasantville is invited to participate.

   About one-half of all funds expended on this program comes from the "Dads' Club"**, a highly organized group which undertakes all the solicitations of the business men in the Village. They also organize and "keep the books" on the sale of certificates by the children. Last year, approximately $2,000 was collected. The "Dads'" contribute their time and energy on a voluntary basis. They are also the backbone of the baseball program since they act as coaches.

*"Recreation Survey for the Village of Pleasantville", Westchester County Recreation Commission, White Plains, New York, 1959.

**Volunteer organization - provides approximately 30 coaches and runs campaign for funds.

The intra-village program started out in late March with a "World Series Night" (parents' night). Then, there followed a baseball clinic (early in April) followed by tryouts during the next week (the "Dads" do the rating). In early May the "ball season" was activated.

The "lower league" consisted of 8 teams with approximately 16 boys to a team (128 boys). They played their games Saturday mornings at Soldiers and Sailors Field; there were four games each morning. League play consisted of 7 games for each team, with an "All Star" game played on Memorial Day. There was a minimum coaching staff of 2 coaches for each team. Team practice took place when the coaches were available.

The "upper league" consisted of 6 teams, playing on Saturday afternoons at Soldiers and Sailors Field and at the Junior High School. There were approximately 18 boys to a team (108 boys). They played a "double round" or ten games apiece, plus a play-off and an "All-Star" game on Memorial Day.

The Village pays for equipment (bats, balls, catchers' equipment, bases and score books) and field maintenance, while the "Dads' Club" pays for uniforms (pants, shirts, and socks) and umpire fees.

2. Children - Inter-Town Competition. This section of the program includes the Babe Ruth League (13, 14, and 15 year olds), the Connie Mack team (16, 17 and 18 year olds), and the 13 year old league.

   The team entered in the Babe Ruth League is composed of 5-13 year olds, 5-14 year olds, and 5-15 year olds. One must "make" this team.* There were six teams in the league and they played a "double round" (10 games) apiece. Usually a minimum of two boys from the Pleasantville team play on the Taconic All-Star team, which team plays regional games and, if successful, state games.

   The "Connie Mack" team was not active in 1960. However, the Village has a team for 1961. This team includes boys 16, 17, and 18 years of age and is limited to five boys of each age.

   Twelve boys participated in the 13 year old league.

3. Men's softball. This phase of the spring program, designed for participation by men, saw eight teams of approximately 15 players

*During this past 1961 spring season there was additional interest and three Pleasantville teams were activated.

on each team (total of 120 participants). They played a double round, Wednesday evenings, of 14 games each. All available fields were utilized on the days they played. This program includes considerable spectator participation.

Spring Program - Tennis Clinic. This program begain around April first. While it is open to all boys and girls 8 years of age and older, it was participated in mainly by girls. There were six sessions held on Saturday mornings. Approximately 45 children participated.* Depending on the weather, either the Junior High School tennis courts or the gym were used.

Summer Program - Arts and Crafts. This portion of the summer program is conducted for six weeks, three days each week, and is open to all children from first grade and up. In 1960, registration numbered 150, and during 1961 it was approximately 170.

In addition to the usual manual skills connected with Arts and Crafts, a picnic and pet show are held under this program.

Summer Program - Baseball. This phase is conducted at Soldiers and Sailors Field, also for six weeks, three days each week. Approximately 60 boys were registered and participated during the 1960 program. Ninety registered in 1961.

Fall Program - Football. This program usually begins early in September and, like baseball, consists of an "upper" (seventh and eighth grades) and "lower" (fifth and sixth grades) league. Last year each league fielded four teams with approximately 20 boys on each team for a total of 160 boys in both leagues. The program begins with a clinic for the boys and another one for the "Dads" followed by tryouts, team selections, and then league play. Each team plays six games (double round) plus a play-off game. League play finishes before Thanksgiving.

Winter Program - Arts and Crafts. This program is open to all children, first grade and up, and is held in ten Saturday morning sessions. Each Saturday morning three classes are held with each class containing approximately 30 children (mostly girls).

Winter Program - Women's Physical Fitness. While this program was not active this past winter, the recreation director indicated a desire to activate it during the 1961-1962 season.

Winter Program - Children's Basketball. This program is divided into intra- and inter-Village activities.

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*During 1961 almost 70 participated.

1. Intra-Village. The intra-village program is open to all boys and is conducted on Saturday mornings and afternoons. It is composed of three groups totalling approximately 235 boys as follows: fourth, fifth and sixth graders; seventh and eighth graders; and ninth graders and older. High School athletes assist in running this program.

   Approximately 100 fourth, fifth and sixth graders meet at the Junior High School in the afternoon. Teams are formed and a clinic is conducted.

   The seventh and eighth graders, numbering some 100, meet at the Junior High School in the morning. Teams are formed and a clinic is conducted.

   Some 35 ninth graders and older meet at the High School in the morning. Teams are formed and a clinic is conducted.

2. Inter-Village - Mount Pleasant League. The Village fields two teams which play nine games. The Junior team is made up of 12 boys aged 13, 14, and 15 years old. The Senior team has 12 boys whose ages are 16, 17, and 18 years. These teams play home games Wednesday evenings at the Junior High School. Selections are made on the basis of tryouts.

Winter Program - Men's Basketball. This year the men voted for a free play (no league) night, with approximately thirty or forty men participating. In 1961, a physical fitness night will be held.

Attendance - Village Recreation Facilities and Programs. Approximately 1,450 people (not including coaches, volunteers, etc.) participated in the "youth services" division of the recreational program during the Summer, Fall and Winter of 1960 and the Spring of 1961.

With the 1961 summer playground program serving primarily children from 6-14 years of age, the total average daily attendance is of some 160 (total registration is about 250). This is good when compared to the total of 1,021 children (in this age group) found by the 1960 Census to reside in the Village. This attendance does not include the many children who use the pool at Nannahagen Park. During the summer, a good many children attend local private day camp facilities or are at camp or vacation resorts. The daily attendance at the pool is approximately 600-700 with peak weekend crowds reaching 800.

The playground program is held on Tuesdays, Wednesdays and Thursdays from 9:00 A.M. till noon at the Bedford Elementary School and Soldiers

Field. Average daily attendance at the Bedford Elementary School is about 110 (150 registered), at Soldiers and Sailors Field average daily attendance is running about 50 with registration about 100.

Village and School District Recreation Areas and Facilities. Table XI-1 summarizes data concerning the public recreation facilities discussed below which presently serve the Village (see "Land Use Plan" map). Including all school play areas, Pleasantville's recreation areas cover some 44.7 acres.

Roselle Elementary School Playground has a small ball field and children's play equipment area containing swings, slides, etc. Of a total site of 2.3 acres, only 1.3 acres are devoted to recreation. This site falls far below the desirable minimum playground area standard of 5 acres, and is separated from the school by Roselle Avenue.

This site lacks a landscaped area which could be used as a neighborhood park. Drinking water is not available outdoors. The school has a small gym with a somewhat irregular area of about 1500 square feet and contains no showers. The Roselle School playground is not used in the summer program.

Bedford Elementary School Playground is used during the summer playground program and serves the central portion of the Village. The school site contains a total of 2.7 acres with only 1.2 acres devoted to recreation. Facilities at this school include a softball field, a children's play area equipped with swings, slides, etc., and a paved play area. As in the case of the Roselle School Playground, this area does not meet minimum playground area standards. This area also lacks shade trees, benches, etc. The small gymnasium at the school contains about 2,000 square feet. There are no showers.

Soldiers and Sailor Field contains a total of 2.5 acres, all of which is used for recreation. This facility is used in the summer playground program. It contains two softball fields, and two scout huts. There is no children's play apparatus area, nor is any part of the area landscaped for use as a neighborhood park.

Junior-Senior High School. These adjacent facilities contain a total of about 25 acres of which 7.2 acres are in recreation use. There is a small 1/4 mile track with straightaway for broad jump, pole vault, etc. However, the shape of the track is poor, some curves being too sharp. Although records cannot be set here, the track is used for interscholastic competition. There are no outdoor basketball courts (only 2 "hoops" without proper courts), and the handball court at this site leaves much to be desired. The athletic field at this site contains three softball diamonds. There are also 2 tennis courts. The total acreage available for recreation purposes at this site is less than half of the minimum desirable High School playfield standard.

The Junior High School has a combined gymnasium-auditorium with an area of about 4,000 square feet, which can seat approximately 425 persons. The Senior High School gymnasium contains some 4,000 square feet, seating 500 spectators and its auditorium can seat approximately 1,000 persons.

The condition of the playing fields at this site is in need of improvement. There is a general lack of adequate landscaping and benches in this area.

The inadequacy of this playfield causes the Senior High School to use the facilities at Parkway Stadium, some distance away. The physical separation of the field from the School creates scheduling, use and supervision problems.

We believe that there is a significant need for additional recreation space, including additional playing fields and fully developed stadium adjacent to these two Schools. This need would be largely satisfied by the provision of the recommended P-1 park facility (see Land Use Plan map).

Nannahagan Park is the only Village Park. It is small in size (some 23 acres are currently usable)*, but contains a fine, well attended swimming pool, and a natural wooded area traversed by a small stream. There is also a small lake with adjacent picnic areas. In the winter, the lake is used for ice skating.

Parkway Stadium is the only Village owned playfield (the Junior-Senior High School field is on School District property). Parkway Stadium contains a total of 14.2 acres, 9.5 of which are developed for recreation. Its facilities consist of a combined football-baseball field, one practice field, a field house and bleachers. It is not large enough to provide a full round of playfield facilities. The present practice field is low and wet. There are no benches nor is there an equipped children's play area. Except for the areas bordering the Saw Mill River Parkway and Marble Avenue, landscaping is non-existent.

Other Public Recreation Facilities. Pleasantville is fortunate in being advantageously located with respect to the following County and State parks.

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*The Village owns a total of 47.8 acres at this facility. Of these acres, 16.8 are used as an easement by the Catskill Aqueduct and electric power transmission lines and 8 acres are located to the north of the easement and therefore inaccessible.

1. Mohansic State Park and the County's Mohansic Golf course;

2. The Ward-Poundridge and Blue Mountain Reservations;

3. Croton Point Park; and

4. Bear Mountain State Park.

These areas provide facilities for those recreation activities (e.g. extensive camping, boating, etc.) for which no provision can be made on Village land. To that extent, they represent a significant local recreational asset.

The nearby New York City reservoirs (New Croton, to the north, and Kensico, slightly to the southeast) and numerous privately owned lakes and streams provide excellent boating and fishing facilities. Hardscrabble, Kinderogen, Campfire and Echo Lakes are all within a few minutes drive of Pleasantville. Campfire Lake is located within the State Game Refuge, slightly north of the Village.

C. Present and Future Recreation Needs and Standards

Recommended Standards

Overall Recreation Standards. Table XI-2 summarizes space and distance standards for the basic recreation facilities of a recreation system, as recommended by the Westchester County Department of Planning. These figures are generally based on the standards developed by the National Recreation Association through its continual study of the leisure time needs of communities, large and small, throughout the Country, and which have been adopted fairly uniformly from coast to coast. The total basic park and recreation area standard recommended is 10 acres per 1,000 population. This figure includes only the amount of public recreation space which should be provided by the Village.* Twenty-five to fifty percent of the total area provided should be developed for active recreation.

The National Recreation Association further recommends that for each 1,000 persons, local facilities be supplemented by at least 15 acres of regional recreation area. This type of area, (designed for activities

*The National Park Service has suggested that more than 10 acres per 1,000 persons may be needed in villages and small cities, as follows: "The preservation of natural topographic features - water fronts, rugged terrain and stream valleys - should be done on a generous scale, even though the result may be that the total gross area of recreation space within the community may become as high as one acre to every fifty of its inhabitants" (or 20 acres per 1,000).

requiring larger spaces than can be made available within the Village, such as extended canoeing, camping, fishing or hiking trips) is usually provided by County, State, Regional or Federal park agencies.

It should be noted that it is not proposed that this type of standard be applied blindly, without regard to the variety of local conditions. Local topography, climate, pattern of major roads, population density and distribution, the economic condition of the community and of its inhabitants and other similar factors have a decided influence on the types and amount of recreation space needed or possible of attainment. However, standards do offer a norm or a point of departure and, as such, they can form the basis for the intelligent development of local plans. These standards should be reviewed and reappraised from time to time, and where found advisable, adjusted to changing conditions.

Specific Recreation Facility Standards. A modern recreation system is composed of several types of facilities which differ in function, size, location, service area and development. These facilities can be grouped in two general classifications: first, those which serve a limited residential area; and second, those which serve the entire Village. The former group includes the children's play area and the neighborhood park and playground; the latter group includes the playfield, large Village parks, large reservations, stream valleys and special recreation areas or facilities such as swimming pools, indoor athletic facilities and the like.

Frequently, it is advantageous to provide two or more types of facilities in a single area. For example, a section of a neighborhood playground can be developed as a children's play area or as a neighborhood park with facilities for adults. A playfield can sometimes be developed as part of a large Village park.

The following is a summary of the chief characteristics of the major types of recreational facilities which comprise a Village recreation system:

Children's Play Area. The children's play area is a small, specially designed recreation facility for use by pre-school and kindergarten age children. This age group requires a protected play area, separated as much as possible from other play areas and activities, but which can be located on a separated portion of a neighborhood park or playground. Children's play areas are less important in one-family residential districts than in two, three and multi-family districts, where yard play space is usually inadequate.

Aside from a small, hard surfaced, multi-use area, the children's play area should have a few pieces of simple, safe equipment (such as chair swings, regular swings, sand box, and a slide and climbing apparatus suitable for young children). Ample grass area for running and circle games is also necessary. Benches for mothers, located within the enclosure and properly shaded from the intense summer sun, are also essential. A wading and spray pool is a desirable feature, but only if sanitary facilities are available on the site.

The Neighborhood Park. The neighborhood park is a relatively small area primarily intended to provide an attractive setting for passive recreation, within easy walking distance of those it is intended to serve. This facility is essential in multi-family and dense one-, two-, and three-family districts. It is also desirable in lower density residential areas as an alternative to the "home and lot" for relaxation and informal social contact. In recent years the development of small parks (the former "public squares" familiar to all) has been relatively neglected due to overemphasis, in the planning of communities, on playgrounds and other types of active play areas.

Neighborhood parks can be developed either as part of a playground or playfield or as a separate facility. Such a park is also desirable in non-residential areas as a place in which the shopper may rest or the worker relax during his lunch hour.

Playground. A child needs a place where he can play freely, without ruining flower beds, breaking windows, or creating disturbances of all kinds in the neighborhood in which he lives. The playground fills this need by being equipped specifically for active play, free from the possibility of destruction or disturbance to neighborhood homes and property. The modern neighborhood playground is an area which serves primarily the recreation needs of children from 5 to 16 years of age.

The ideal location for a playground is as near as possible to the center of the residential neighborhood to be served. In most cases, it is desirable that it be a part of, or adjacent to, an elementary school site so that maximum use may be made of the school property (when not in school use) for community recreational purposes, and also so that the school may take advantage of the community equipped playground when school is in session.

Playfield. A playfield is a recreation area providing a variety of facilities primarily for the use of young people (over 13 years of age), and adults. A playfield usually includes a separate playground for the use of the neighborhood children. It makes possible valuable and popular forms of recreation that require more space and a wider variety of facilities than is available at a playground. A portion of the playfield is sometimes developed as an athletic field for highly organized sports such as baseball, football and track. Being a multi-purpose facility used by all age groups, the playfield should serve as the recreation center for several neighborhoods or the entire Village.

Large Village Parks. A large Village park is a relatively large tract of land forming, if possible, a complete "landscape unit", that is, one which has exceptional natural features such as a section of a wooded valley with stream, creek, or river running through it, or the entire basin of a pond or small lake, and extending at least to the top of the higher land all around.

The primary purpose of a large Village park is to provide a pleasant environment in which one can engage in a variety of recreational activities, including many which depend upon natural land features. It is seldom possible to secure the desired effect in an area of much less than 100 acres. Smaller areas may be so used, however, either in the case of parks located in natural stream valleys or alongside large bodies of water.

D. Proposed Recreation Plan.*

In order to provide all residents of the Village with easily accessible recreational facilities the following new or improved facilities are recommended:

1. A Neighborhood Park-Playground (NPG-1) should be developed as a fully equipped landscaped unit at the existing Roselle Elementary School Playground. This would enable a more satisfactory recreation program to be carried out, as well as providing a local park facility.

   Roselle Avenue, adjacent to the school, should be closed to traffic and its right-of-way landscaped and developed with shade trees, benches, outdoor checker tables and similar facilities. This would represent a 20% increase in the area available for recreation at this site (from 1.30 to 1.55 acres) and, by connecting the school with the main playground area, would enable children to reach it without having to cross a street. The existing vehicular access to the school could remain at its present location.

2. A Neighborhood Park (NP-1) should be located at the northeast corner of Grant Street and Pleasant Avenue, on the strip of Saw Mill River Parkway land extending from Grant to Hays Street.

   This 4.5 acre area should be developed with a minimum of facilities (e.g. a few benches and perhaps a path along the stream), and should be kept in as natural a state as possible.

3. A Neighborhood Plark-Playground (NPG-2) which would be part of PF-1, should be developed on that portion of the Parkway Stadium which is adjacent to Hopper Street. The presently unused area at Parkway Stadium (some 4.7 acres) is low and swampy and would need expensive improvement in the form of fill and drainage to be made usable for recreation purposes. The 9.5 acres presently in use should be further developed as a Neighborhood Park-Playground with additional adult and childrens' recreation equipment, such as bocci court, checker tables, playground apparatus, and shade trees, benches and similar amenities. The recreation area should be screened from the adjacent industrial areas by means of an evergreen tree hedge.

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*See "Land Use Plan" map for the location of all recreation areas discussed in this section. Each proposal is referred to by letter and number as it appears on this map.

It is recommended that the presently unused southern wet portion of the field be sold for high quality laboratory, office or manufacturing use. The proceeds might be applied to the improvement or acquisition of recreation sites.

4. A Large Village Park (P-1) should be created by the addition of the present Pleasantville Country Club property, (33.3 acres), several small adjacent areas totalling 4.2 acres, an unused portion of the Cottage School holdings along the brook (7.0 acres) and a 4.8 acre parcel north of the Aqueduct, owned by the Town of Mount Pleasant, to the 47.8 acres in Nannahagan Park.* This would provide a total of 97.1 acres,** an area adequate for a fully developed, centrally located and easily accessible recreation facility.

The new park would contain a football-baseball stadium in the natural "bowl" area of the present first hole of the golf course, new neighborhood park and play area facilities adjacent to Meadow Lane (including tennis, shade trees, children's play apparatus etc.), improved playfield facilities at the Junior High fields, a fine swimming pool and adjacent lockers, a recreation building (the present club house), ample parking area for all facilities, a small golf course (which could be used by the high school golf team and others for practice purposes), increased natural wooded area along Nannahagan Brook (where additional picnic areas, nature trails, etc. could be provided). Consideration might also be given to the location of the new library on a portion of the new park.

Expanded facilities should also be provided at the present pool along Lake Street along the lines suggested by the Westchester County Recreation Commission in their 1959 "Survey". These recommendations were:

a. Rearrange the parking areas in connection with the reconstruction of Lake Street by the County.

b. Construct a wading pool near the shallow end of the pool.

c. Enlarge the deck area around the pool, using the space occupied by the bleachers.

*Including the 16.8 acres within the Catskill Aqueduct easement, and the 8 acres, which, though presently cut off from the rest of the park by the Aqueduct, would be tied into the usable existing park through the development of appropriate foot paths.

**Excluding the present recreation area at the Junior High School.

d. Construct a paved multi-use area near the deep end of the pool to provide for basketball, volleyball, badminton, and other court games.

e. Rebuild the fence to include all the new facilities within the pool enclosure.

This new park could be purchased through the recently authorized New York State program to aid municipalities in acquiring recreation land. This program is administered by the State Council of Parks. It provides for direct State grants in the amount of 3/4 of the total cost of acquiring predominantly open lands for recreational use.* Land acquired through this program would be owned, maintained and operated by the Village.

Based on data supplied by the Village, a preliminary analysis, indicates that the cost to the Village of acquiring and developing this Park under the State aid program, may be almost, if not fully offset by the anticipated receipts resulting from the sale of the presently unused portion of Parkway Stadium (this portion is fully Village owned) and from the increased Village property taxes which would result from its development with high quality light manufacturing, laboratory or similar uses.

5. A Neighborhood Park (NP-2) containing 0.4 acres, should be developed on the several vacant lots at the southwest corner of Columbus and Saratoga Avenues, across the street from the Church. This area would provide a necessary neighborhood focus in an area which totally lacks recreation facilities. This facility should be landscaped with shade trees and flowering shrubs and equipped with simple play apparatus such as swings, slide and perhaps one of the modern concrete play animals. Also desirable would be outdoor chess and checker tables, perhaps a bocci court or horseshoe pitching area, and similar facilities.

6. and 7. Two Neighborhood Parks (NP-3 and NP-4), containing 0.5 and 1.0 acres, respectively, should be developed on the vacant lots at the southern and northern ends of Washington Avenue. Development should be along the lines described for (NP-2).

8. A fully equipped Neighborhood Park and Playground (NPG-3) should be developed at the present site of Soldiers and Sailors Field following the addition thereto of 1.4 acres to the south of its present boundary.

*If the program is used to add land to an existing recreation area (e.g. Nannahagan Park), such addition must be at least 25 acres, and together with the existing recreation area must total at least 50 acres. To create a new recreation facility, the area acquired must total at least fifty acres.

9. A Neighborhood Park-Playground (NPG-4) should be developed at the Bedford Elementary School Playground. Additional landscaping, benches, and the addition of some modern "play sculpture" would be desirable.

Summary of Existing and Proposed Recreation Area Acreages. Table XI-4 summarizes the total recreation acreage recommended as well as the acreage now in use, by facility and type.

Priority Schedule of Acquisition and Development. The recommended priority of acquisition and development of facilities outlined in the proposed Recreation Plan is as follows:

1. First Priority: Acquisition of All Necessary Land. All proposed recreation areas should be carefully surveyed and evaluated, and after approval, placed on the Village's Official Map, thereby preventing any building activity thereon. The land required for P-1 (which includes NPG-5 and PF-2), NPG-1, NPG-3, NP-2, NP-3 and NP-4, should be acquired at the earliest possible time, with State assistance in the case of the P-1 facility.

2. Second Priority: Development Schedule. The following is the recommended schedule of recreation area and facility development:

   a. Development of NPG-1, NPG-2, NPG-3, NPG-4, and NP-2.

   b. Development of the Nannahagen Park Pool Area as outlined.

   c. Development of NPG-5 and PF-2 facilities at P-1.

   d. Development of NP-1, NP-3 and NP-4.

The proper development of proposed and existing recreation areas requires the professional help of qualified landscape architects. Only with such assistance will the results obtained be of the highest type and satisfactory for years to come. Detailed plans should be prepared for the ultimate development of all definitely selected recreation areas, even though, initially, only partial development may be contemplated. Full advantage might be taken of the Federal funds which are available through the Community Facilities Administration of the Housing and Home Finance Agency for the preparation of plans for future recreation areas. These funds are provided in the form of interest free loans, repayable only when, if and as the proposed development takes place. Plans for the Large Village Park (P-1) might be prepared with the aid of such funds.

TABLE XI-1

SUMMARY OF EXISTING VILLAGE AND SCHOOL DISTRICT RECREATION FACILITIES

Village of Pleasantville, New York

Recreation Facility	Area in Acres		Recreation Facility	
	Total	Recreation	Outdoors	Indoors
Roselle Elementary School	2.3	1.3	Swings, teeters, slides, small ball field	Gymnasium
Parkway Stadium	14.2	9.5	Football field, baseball field combined; one practice field; bleachers	Field House
Junior-Senior High School	25	7.2	1/4 mile track, 2 basketball back-stops, 3 softball diamonds, 1 handball court, 2 tennis courts*	2 Gymnasiums
Bedford Elementary School	2.7	1.2	Swings, slides, jungle bars, softball field, free play area	Gymnasium
Soldiers and Sailors Field	2.5	2.5	2 softball-fields, Girl Scout hut, Boy Scout hut	
Nannahagan Park	47.8**	23.0	Swimming pool, bath house, first aid room, auto parking area, Reservoir for ice skating, Picnicking	
Totals	94.5	44.7		

*In winter, tennis courts are used for ice skating.

**Approximately 16.8 of the 47.8 acres are used as an easement for the Catskill Aqueduct and the power transmission lines and an additional 8.0 acres are located to the north of the easement and therefore inaccessible.

TABLE XI-2

SUMMARY OF RECOMMENDED STANDARDS FOR
LOCAL RECREATION FACILITIES IN WESTCHESTER COUNTY

Facility	Desirable Equipment	Size and Area: Absolute Minimum	Size and Area: Desirable Minimum	Acres per 1,000 Population	One Facility Serves Population of	Facility Within Walking Distance of
Children's Play Area	Play Apparatus, Drinking Water, Benches	50 sq. ft. per Child 1,500-5,000 sq. ft. Total		--	--	1/8 Mile
Neighborhood Playground	Play Apparatus, Handball Court Area for Informal Play Area for Passive Recreation Play Lot Corner Wading Pool Toilet and Drinking Water Landscaping	3	5	1.25	5,000	1/4 Mile in Close Residential Area;* 1/2 Mile in Open Residential Areas;
Playfield	Same as above, plus Sports Field for Baseball Football, Tennis Court, Croquet, Archery	10	15	1.25	20,000	1/2 Mile in Close Residential Areas; 1 Mile in Open Residential Areas
Neighborhood Park	Benches, Landscaping Picnic Table	1 or More		1.00	--	1/2 Mile
Large Village Park	Various Land Areas Usable Water Features Boating and Swimming Facilities Trails and Paths	50	100	6.50	--	2 Miles

*More than two dwellings per gross acre.

Source: Westchester County Department of Planning.

TABLE XI-3

PARK AND RECREATION AREA: EXISTING AND REQUIRED
(In Acres)

Village of Pleasantville, New York

Type of Facility	Recommended Standard (per 1,000 population)	Existing 1961	Needed 1951	Surplus or Deficiency	Ultimately Required (Based on Population of 6,500 as per Land Use Plan)	Ultimate Deficiency or Surplus
Playgrounds	1.25	5.0	7.5	-2.5	8.1	-3.1
Playfields	1.25	16.7*	7.5	9.2	8.1	8.6
Neighborhood Parks	1.00	--	6.0	-6.0	6.5	-6.5
Village Parks	5.50	23.0**	39.0	-16.0	42.3	-19.3
Totals	10.00	44.7	60.0	-13.8	65.0	-13.3

*7.2 acres at the Junior-Senior High School and 9.5 acres at Parkway Stadium. However, there are a total of 14.2 acres in Village ownership at Parkway Stadium, of which some 4.7 acres are not used, primarily due to a marshy soil condition.

**All of the 23 acres are in Hannahagan Park. The total Village owned acreage at this facility is 47.8 acres, however some 16.8 acres of this total represent an easement for the Catskill Aqueduct and the power transmission lines, and an additional 8 acres are inaccessible because they are split from the total by the easement.

TABLE XI-4

RECREATION AREA BY FACILITY - EXISTING AND PROPOSED
(In Acres)

Village of Pleasantville, New York

Facility Type	Existing 1961 (a)	Ultimately Required (Based on 6,500 Population as per Land Use Plan)	Proposed Additional	Future Total (a)
Playgrounds and Neighborhood Parks	5.0	14.6 (b)	16.05	21.05
Playfields	16.7	8.1	7.0	20.7 (d)
Large Village Park	23.0	50.4	45.3 (c)	68.3 (e)
	44.7	73.1	68.35	110.05 (d)

(a) Usable or developed area only.

(b) This represents only the area required for playgrounds and neighborhood parks, and does not include any area which may be needed for Play Lots.

(c) Includes 8 acres of Nannahagan Park which are presently cut off by the intervening Catskill Aqueduct easement but which is proposed to be connected to the remainder of Nannahagan Park by means of foot paths.

(d) Three acres of the existing Parkway Stadium playfield are proposed for development as NPG-3.

(e) Does not include the 12 acres proposed for development as PF-2 and NPG-5, both of which, while located within proposed Large Village Park, P-1, are here counted under their respective designations.

XII. LAND DEVELOPMENT CONTROLS

The statutory means available to the Village towards the achievement of the aims set forth in its Comprehensive Development Plan are many and varied. The judicious use thereof in a coordinated way can make possible the retention of what is best in the community and, over a period of years, the improvement of areas and public facilities throughout the community. A brief summary of some of the available powers is set forth below.

A. The Proposed Zoning Ordinance

1. The New Zoning Ordinance. The Village Law of New York State provides that: "For the purpose of promoting the health, safety, morals, or the general welfare of the community, the board of trustees of a village is hereby empowered, by ordinance, to regulate and restrict the height, number of stories and size of buildings and other structures, the percentage of lot that may be occupied, the size of yards, courts and buildings, structures and land for trade, industry, residence or other purpose. Such regulations shall be made in accordance with a comprehensive plan and designed to lessen congestion in the streets; to secure safety from fire, flood, panic and other dangers; to promote health and the general welfare; to provide adequate light and air; to prevent the overcrowding of land; to avoid undue concentration of population; to facilitate the adequate provision of transportation, water, sewerage, schools, parks and other public requirements. Such regulations shall be made with reasonable consideration, among other things, as to the character of the district and its peculiar suitability for particular uses, and with a view to conserving the value of buildings and encouraging the most appropriate use of land throughout such municipality."

Pleasantville had had a zoning ordinance in effect since 1927. Over the years, this ordinance has been extensively amended.

A new Zoning Ordinance has been prepared as part of this Plan and is being submitted separately. Its purpose is to enable Pleasantville to adequately regulate all future development with a view to preserving the many positive qualities of its present development and yet allow its healthy growth and development in accordance with the Comprehensive Development Plan.

As has been indicated in the Land Use Plan section of this report, the Proposed Zoning Map substantially reflects the Land Use Plan (the major exception being the residentially developed area on the east side of Marble Avenue between Sunnyside Avenue and the houses on the north side of Centre Street). In the future, new trends, or presently unforeseeable needs or desires of its residents may cause the Zoning Map to diverge increasingly from the Land Use Plan. Should these two maps become so far apart as to make it obvious

that the relationship between them is lost, a thorough restudy of one or both of them should be undertaken, to be followed by appropriate comprehensive amendments which would reestablish an acceptable degree of correspondence between them.

2. Future Amendments to the Zoning Map. In the interest of preserving the integrity of the Zoning Map, we recommend the acceptance of the following principles:

   a. All proposed zoning amendments should continue to be referred to the Planning Commission for its study and recommendation;

   b. "Spot-Zoning" should be avoided, inasmuch as every such action may have the effect of changing the character of the particular area involved to a degree which might jeopardize the zoning pattern of the entire area.

   c. Variances granted by the Board of Appeals should be limited exclusively to instances where "practical difficulties" or "unnecessary hardship" dictate some degree of relief. The indiscriminate granting of variances would, in effect, be equivalent to "spot zoning".

   d. Any zoning change which departs from the Land Use Plan should be subjected to a particularly searching study in order to protect the integrity and balanced quality of the said Plan.

B. The Official Map

The Village Law provides for an "Official Map" to be adopted and amended or added to, from time to time, by the Board of Trustees. The Official Map shows the streets, highways and parks already laid out, adopted and established by law and can show proposed streets, parks and drainage rights-of-way. All future amendments, which can be adopted only after a public hearing, should be referred to the Planning Commission for study and report.

The Official Map is final and conclusive with respect to the location and width of streets, highways, drainage systems and the location of parks shown thereon. It is a means of giving the community control over the future location of streets, parks and drainage rights-of-way by preventing the construction of buildings therein.

The Village has an adopted "Official Map". We recommend that this map be revised to include such of the recommendations set forth in Section IX, "Street and Traffic Circulation Plan", Section X, "Central Business District Plan" and Section XI, "Comprehensive Recreation Plan", as may be deemed to be acceptable at this time.

C. Land Subdivision Review

The current Village Law also provides that, "for the purpose of providing for the future growth and development of the village and affording adequate facilities for the housing, transportation, distribution, comfort, convenience, safety, health and welfare of its population, such board of trustees may by resolution authorize and empower the planning board to approve plats showing lots, blocks or sites with or without streets and highways."

The Board of Trustees has authorized the Planning Commission to regulate the subdivision of land. The Planning Commission's current regulations are fully adequate for the purpose. A recent extension of the statutory powers of the Commission in regard to subdivisions which do not show new streets or highways should be taken advantage of by amending the definition of the term "subdivision" in the said regulations, to read as follows:

> "Subdivision - means the division of any parcel of land into two or more plots, lots, sites or other divisions of land for immediate or future sale or for building development, with or without streets or highways."

D. Housing Code

Some of the Village's existing poor housing conditions could be gradually eliminated by the adoption and enforcement of a modern Housing Code. Such a Code may well prevent the spread of blight and would serve as an effective tool in the rehabilitation and conservation phases of any neighborhood improvement program. It is a prerequisite for any community contemplating the undertaking of an Urban Renewal Program with Federal financial aids.

A Housing Code prescribes minimum conditions for residential use of existing and new buildings, and includes minimum occupancy standards (floor area per occupant); required minimum sanitary and heating equipment facilities; minimum light and ventilation standards; and requirements for the safe and sanitary maintenance of the building itself. The Housing Code is concerned with the use of dwellings, as distinct from building, electrical, plumbing codes, etc. which are concerned with adequate construction standards.

As has been previously stated, the Village's overall housing stock can be described as being in very good condition. There are however, scattered individual buildings in various sections of the Village, in need of rehabilitation (improvement in excess of the normal year to year maintenance). Where compatible with the Comprehensive Development Plan, the Village should encourage the rehabilitation of all such housing through a program in which both the Village and the affected citizens join in a common endeavor based on their mutual desires to protect the

residential attractiveness of all such areas. It has been shown in other municipalities that where such a program has acquainted the residents of its purpose, and has developed in friendly cooperation with the families affected, compliance with Housing and other code requirements generally occurred on a voluntary basis. We recommend that the Village Board of Trustees:

1. Appoint a committee to prepare a Housing Code, or request the Planning Commission to do so;

2. Adopt the Housing Code, following any revision thereto which may be deemed appropriate after public discussion and an official public hearing; and

3. Appoint a rehabilitation and code enforcement officer with the following duties:

   a. To explain the housing code to residents affected;

   b. To inspect properties;

   c. To explain the mortgage financing aids now available for rehabilitation purposes. (The recently enacted Housing Act of 1961 provides for FHA insurance of up to 20 year home improvement loans in amounts of up to $10,000 per dwelling unit, for buildings containing 1 to 4 dwelling units.);

   d. To assist, in appropriate instances, in the securing of mortgage loans from banks orother lending institutions; and

   e. To advise families regarding rehabilitation methods, materials, etc. and the scope or source of other technical assistance (architects, engineers, contractors, etc.) which they might need.

E. Building Code

The Building Code, which assures structural strength, reasonable safety from fire and proper plumbing and electrical installations in buildings, is another tool without which environmental excellence cannot be achieved. The provisions of the New York State Building Code (all parts) cover the structural and plumbing aspects of all new construction. Electrical installations are governed by the National Board of Fire Underwriters Code.

XIII. URBAN RENEWAL

A. Description of the Urban Renewal Program

During the past three decades, the Federal Government has in various ways assisted municipalities in their efforts to eliminate slums and to foster good housing in sound environments. After some fifteen years of such assistance, it became apparent that the problem of urban blight and deterioration was growing at a more rapid rate than the efforts to combat it. A major slum clearance and redevelopment program, with Federal aid, was authorized under the Federal Housing Act of 1949. In 1953, a committee appointed by the President, reviewed the Federal program. Its report* included the following paragraphs in which the committee summarized the new concept of Urban Renewal, the idea of attacking slums in all possible ways, including preventive measures:

> "Inasmuch as it seems to be well established that the Federal Government will extend financial assistance to cities to eliminate slums, it becomes important for the Federal Government to make sure that the aid provided will actually do the job intended and that it will cover the maximum grounds.
>
> "What we hope we are doing is to help the cities help themselves. By clearing slums, removing blight, and checking the deterioration cycle, cities should be able to increase municipal revenues at the same time they are reducing the demands for services; in short, we are trying to establish the Urban Renewal process on an orderly basis so that over the long pull, we will establish healthy cities with reduced requirements for Federal aid which we now find mandatory. But the job will be neither cheap nor easy. There is no simple, dramatic solution. There must be well-planned and well organized action, using all the tools of slum prevention, physical rehabilitation, neighborhood conservation and slum clearance. No one tool will do the job. Each is a absolutely essential to the effectiveness of the other."

The Committee's recommendations were reflected in the Housing Act of 1954 which launched the Federal Urban Renewal Program (as against the previous Slum Clearance and Redevelopment Program). The recently enacted Housing Act of 1961 continues this program and brings it within even closer reach of small communities by increasing Federal Renewal assistance from two-thirds to three-quarters of the net cost of urban renewal projects in communities of less than 50,000 persons.

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*Report of President's Advisory Committee on Governmental Housing Policies and Programs, December, 1953.

The Housing and Home Finance Agency, through the Urban Renewal Administration, administers the Federal Urban Renewal program. Following is a brief outline of the procedures of the program and types of assistance it offers:

1. The first step must be undertaken at the Village level. This involves adoption, by the Board of Trustees, of a resolution authorizing the filing of an application, called a "Survey and Planning Application", for Federal funds with which to plan the project.

   To be eligible for this Federal assistance, a built-up area must contain deficiencies to a degree and extent that public action is necessary to eliminate and prevent the development or spread of deterioration and blight. Specifically, at least 20% of the buildings in the area must contain one or more building deficiencies, and the area itself must contain at least two environmental deficiencies such as incompatible land uses, inadequate parking facilities, overcrowded structures, obsolete street pattern, etc.

2. Upon approval of the Survey and Planning Application, the Urban Renewal Administration makes planning advance funds available to the Community to cover the entire cost of local administration, planning, real estate appraisals, etc. for the project. These advances funds would be made in the form of a loan, repayable only if the actual execution of the renewal project is approved by the Board of Trustees and by the Urban Renewal Administration. Upon such approval, this loan is included as part of the Gross Project Cost, as explained below. Should the project be rejected by the Board of Trustees or by the Urban Renewal Administration, the planning advance is not repayable.

3. The plan for an Urban Renewal Area may propose the reuse of any land to be cleared for any purpose consonant with the best interests of the community; parking lots, parks or playgrounds, street widenings, residential, commercial, industrial or public use. The cleared land is sold by the municipality to private or public interests with the restriction that they develop it in accordance with the plan.

   The plan must also show how all families to be displaced can be relocated in decent, safe and sanitary dwellings, within their financial means.

4. The costs of relocation of families and businesses is borne entirely by the Federal Government. Families may receive up to $300 each for actual moving expenses. Under the Housing Act of 1961, businesses may now receive full reimbursement for actual moving expenses.

5. The net cost of the project (costs of administration, planning, land acquisition, demolition, utility and street improvements, etc. less the resale price of the cleared land) is shared in the following manner:

   3/4 of the net cost is borne by the Federal Government
   1/8 of the net cost is borne by the State of New York
   1/8 of the net cost is borne by the municipality.

   However, if in the execution of the project, the Village has contributed any land or performed any service or constructed any improvements which are deemed to be related to the Project, such expenditures qualify as part of the Village's one-eighth share. The entire local share, either cash or public improvements, may be provided by long term financing.

   Experience in most renewal projects has been that tax revenues from the redeveloped area have far exceeded those previously derived. Thus, municipalities have recovered their renewal investment in a relatively short time and have therefore reaped the dividend of added tax revenues.

B. Proposed Urban Renewal Area

As indicated in Chapter VI of this report, we recommend that the Village give consideration to the applicability of the Federal Urban Renewal Program to that area(shown on the map entitled "Dwelling Units, 1950 and 1960, by Census Enumeration Districts") which generally extends from the New York Central Railroad right-of-way to Cooley Street between Bedford Road and Paulding Street. Although relatively small, it is composed of numerous parcels. Residential, commercial, and industrial structures are intermixed, and many individual structures contain mixed uses (residential and commercial).

Deterioration in this area, both structural and environmental, has progressed to the point where extensive rehabilitation of some of the structures does not appear to be either economically feasible or in the best interests of the long range plans for the Village. Within this area there are some sound individual structures and uses whose retention might be compatible with the general plan for the area. The determination of those structures to be cleared, rehabilitated or retained, should be made at such time as detailed Redevelopment Plans for this area are prepared. Redevelopment by private interests would be in accordance with a plan for the area developed by the Village or its designated agency. This plan would have to conform with the Master Plan for the entire Village. ?

XIV. FISCAL ANALYSIS AND CAPITAL IMPROVEMENT PROGRAM

(Note: All tables referred to are at the end of this section)

A. Fiscal Analysis

Introduction. In order to establish the ability of Pleasantville to undertake future capital expenditures, the Village's financial structure must be analyzed in detail. To determine the most economic method of financing large capital expenditures over a period of years requires the advice of financial experts. Anticipation of future changes in interest rates, for example, if used to the Village's advantage, may save thousands of dollars in interest payments over the years. The brief fiscal analysis presented here is intended to merely set forth a few of the fiscal factors which may influence the Village's ability to realize its planning objectives.

Our conclusion is that Pleasantville's financial condition would seem to indicate that the Village is able to support a moderate capital improvement program without any negative effect on its ability to continue to supply the customary high level of services to its residents.

Revenues and Tax Rate. The total of revenues* collected for the operation of the Village government (General Fund) was $362,888 in 1956. This figure increased to $501,727 in 1960 (see Table XIV-1). The main source of revenue is the tax on real property. During the period 1956-1960, the yearly revenue from taxable real estate accounted for an average of about 81% of all revenues collected. For the fiscal year ending May 1960, $412,717 was derived from real estate taxes. The second most important item of revenue is parking meter receipts which rose from $16,702 in 1956 to $18,422 in 1960. The remainder of the Village's income was received from such sources as State per capita aid, mortgage and utility taxes and various licenses, fines, permits and fees.

Assessed valuations of taxable real estate increased from some $10.5 million in 1951 to just over $16.5 million in 1961. The Village Assessor has estimated that by 1965 assessed values will reach $18 million (see Table XIV-2). The total tax rate per $1,000 of assessed value levied against Pleasantville's taxable real property has increased from $54.05 in 1951 to $83.99 in 1960. It is comprised of the Village, Town, County and State, School and Special District tax rates. In 1960, the School taxrate of $34.71 took the largest share or 41.3% while the Village tax of $26.80 was second with 31.9%.

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*Excludes revenues collected by the Water Department, which is a self-supporting operation.

Expenditures. Total cash disbursements (General Fund) increased from $350,216 in 1956 to $497,739 in 1960. For purposes of analysis, total disbursements are broken down into the two broad categories of operating expenditures and debt service.

Operating expenditures include such items as the payment of official salaries, the operating cost of the police department, the cost of street maintenance, etc. (see Table XIV-3). In 1960, out of a total operating expenditure of $400,878, the highest proportion (29.6%) was devoted to the protection of persons and property, while maintenance of streets and roads took 20.2%, the next largest share.

Debt service includes the payment of principal and interest on bonds and notes. Such bonds have been used to pay the costs involved in acquiring sites for parking areas and a library, widening of streets and the reconstruction of the Village Hall. Debt service as a proportion of total expenditures has fluctuated between 15 and 20% during the 1956-1960 period. It is interesting to note that in this five year period, the proportion of general fund expenditures represented by operating expenses has been decreasing while debt redemption has increased in its share of total general fund disbursements (see Table XIV-1).

Bonded Indebtedness and Statutory Debt Limit. The bonded indebtedness if the total principal due on bonds and notes outstanding. The statutory debt limit represents the maximum amount of bonds and notes which, under New York State Law, the Village is permitted to have outstanding in any given year.* The bonded indebtedness of the Village stood at $271,600 in 1951. Between 1951 and 1960, though fluctuating from year to year due to various capital improvement requirements, bonded indebtedness showed a general increase ranging from a low of some $160,000 in 1954 to a high of slightly more than $572,000 in 1960.

The statutory debt limit for any given year is set at 7% of the average of the five preceding years of equalized taxable assessed valuation. It is, therefore, dependent on the total assessed valuations and the New York State equalization rate. The Village's assessed valuations have been steadily rising. In 1956, the equalization rate for assessed valuation was changed from 94% to 52%. The effect of this change was to increase the equalized taxable assessed valuation, resulting in an abrupt jump in the debt limit. The debt limit in 1960 was $1,918,261. The net** bonded indebtedness for the same year was $572,096 or 29.8% of the debt limit, leaving an unused borrowing power of $1,346,165.

*Statutory debt limit and bonded indebtedness do not include revenue bonds and notes (water fund).

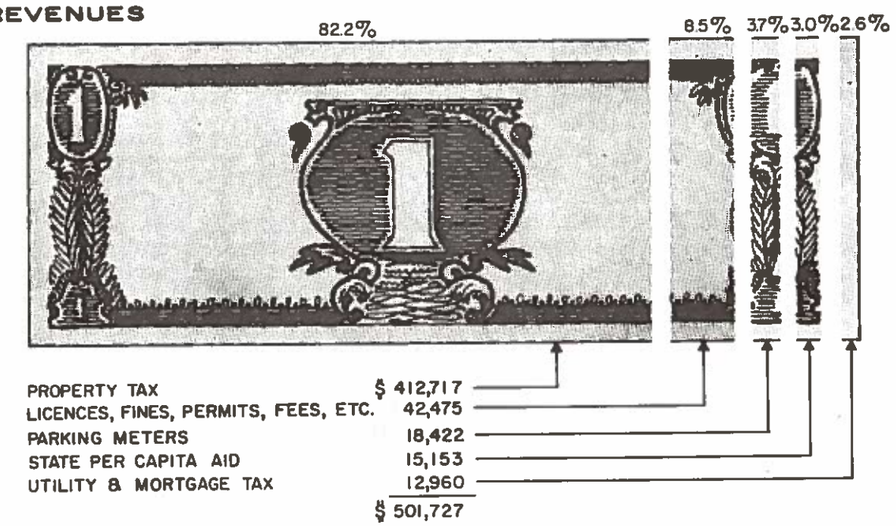
**Net bonded indebtedness is equal to gross bonded indebtedness less any bonds or portions of bonds payable out of water fund revenues. Bonds payable out of water fund revenues are excluded as they are not applied against the statutory debt limit.

VILLAGE OF PLEASANTVILLE, NEW YORK

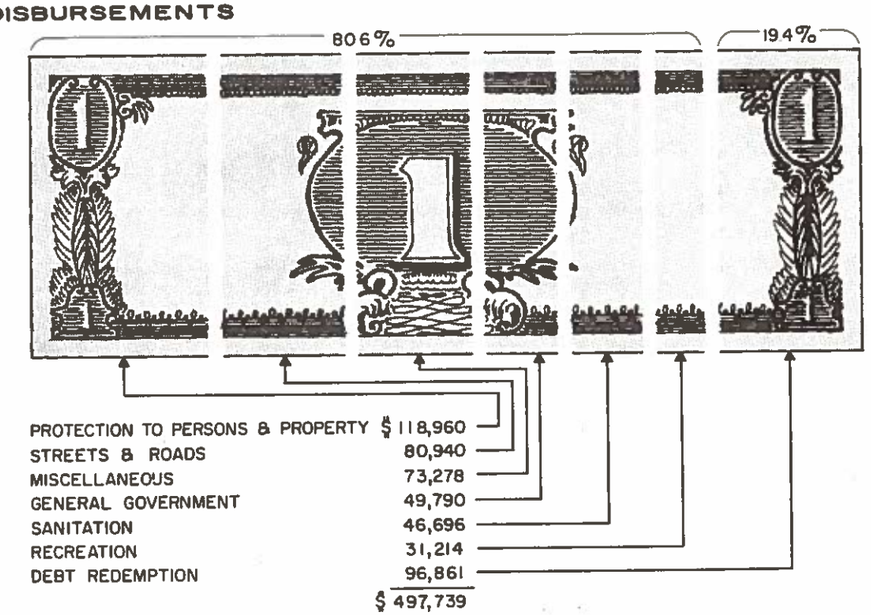
GENERAL FUND

MAY 31, 1959 to MAY 31, 1960

REVENUES



DISBURSEMENTS



The preparation of this (report, map, document, etc.) was financed in part through an Urban Planning Grant from the Housing and Home Finance Agency, under the provisions of Section 701 of the Housing Act of 1954, as amended. This (report, map, document, etc.) was prepared under the Urban Planning Assistance Program for the State of New York Department of Commerce. It was financed in part by the State of New York.

Table XIV-5, "Future Annual Debt Service Payments - 1961 to 1970", shows that the annual principal and interest payments for General Fund bonds outstanding as of May 30, 1960*, will continually decrease from a debt service of some $87,000 in 1961 to only $15,500 in 1970. These figures indicate that during the next 10 years, Pleasantville will be capable of incurring substantial additional bonded indebtedness within its present tax structure.

From the above, considering the rapidly decreasing debt service on bonds currently outstanding, the projected rise in valuations, and the relatively low amount of indebtedness, it would appear that the Village of Pleasantville is in a healthy position with regards to any capital improvement program it may wish to undertake in the future. However, in determining the amount of money which could be spent on necessary Village improvements without overburdening the taxpayer, the effect of school and special districts debt requirements must also be considered.

It should be emphasized at this point, that no fiscal analysis will reveal whether or not taxpayers can afford or, even if they can, whether they desire to pay even an insignificant amount to increase the quantity or improve the quality of public facilities or services. On the other hand, even though an analysis may indicate that a community is approaching its debt limit and is subject to what appears to be a high tax rate, its residents may both demand and be willing to pay for improved facilities and services. Therefore, while useful to a degree, the discussion of Village finances herein presented should be viewed as a compilation of facts which may prove useful in the formulation of a capital improvement programming policy by the Village.

B. Capital Improvement Program

Introduction. A large part of Pleasantville's Comprehensive Development Plan can only be carried out following its adoption by the Planning Commission and following action of the Board of Trustees on budget appropriations and authorization of special projects. The Village's over-all planning program should therefore, contain a long-range capital improvement program. This program would be aimed at a proper integration of needed capital improvement expenditures with the Village's other annual expenses, special district costs, if any, and other financial responsibilities of the taxpayers. Since not all the needed new facilities and improvements to existing facilities recommended in this plan can be financed immediately, a program which would assure the distribution of the various projects in the most efficient manner and with a minimum financial burden on the Village is essential. A Capital Improvement Program is merely a common sense way of seeing that money for new

*Not including portion of general fund bonds which are borne by direct assessment.

improvements is spent wisely. It is an attempt to foresee requirements, and set up a system of priorities for new capital outlays at least six years ahead of actual construction.

The principal objectives which the preparation of a Capital Improvement Program seeks to achieve are as follows:

1. The scheduling of necessary capital improvements in accordance with a carefully derived order of priority;

2. The balancing of future needs for capital expenditures against the Village's ability to pay, and still meet operating expenses;

3. The stabilization of the tax rate over a period of years by means of coordinating capital improvements with the operating budgets covering the same years.

The Capital Improvement Program should be used as a guide in the preparation of the annual Village budget. Following the preparation of each annual budget (including the capital improvement expenditures for the particular year, known collectively as the Capital Budget) the remainder of the entire long-range Capital Improvement Program should be re-examined for possible additions or revision of priorities necessitated by changing conditions.

Most people who pay property taxes have an almost instinctive reaction towards keeping them as low as possible, regardless of what remains undone as a result. However, it must be remembered that public services which are essential to residential, commercial and industrial areas must sooner or later be provided and paid for. The need for improvements cannot be eliminated merely by failing to appropriate funds therefor. The gradual accumulation of a number of needed improvements may result in serious financial difficulties for taxpayers at such time as the deferred projects can no longer be postponed. "Putting off" usually results in considerably higher ultimate costs.

Capital Improvement Programming Procedure

Preparation and Composition of the Capital Improvement Program. It is recommended that the Planning Commission annually prepare and submit to the Board of Trustees a six-year capital improvement program.

All projects recommended should be arranged in the order of their preferred priority. In relation to an individual project, the Planning Commission should also recommend:

a. The year in which such project is recommended to be undertaken;

b. The estimated cost of such project; and

c. The preferred method of financing same.

In preparing the Capital Improvement Program the Planning Commission should give due consideration to the financial resources of the Village and its ability to pay for the projects recommended.

The detailed analysis of a recommended capital programming procedure presented herein is only suggestive in nature. It is not within the scope of this report to follow each and every step as outlined. It is hoped, however, that the procedure outlined will be carefully studied (and modified if need be) and adopted as standard operating procedure in the preparation of the Village's future capital improvement programs. The problems posed by this charge of responsibility will be discussed under the following headings:

a. Analysis of the Village's financial resources;

b. Compilation of the project list;

c. Cost estimates and methods of financing; and

d. Establishment of priorities.

Detailed Analysis of the Village's Financial Resources. This analysis should include the following:

a. A projection of municipal revenues from all sources other than borrowing. This projection should assume the tax rate to remain stable, but should attempt to estimate the probable fluctuations in the total assessed valuation over the period of the study. The revenue increase or decrease due to each one cent variation in the tax rate should also be supplied.

b. A projection of municipal operating costs, by department, specifying any increase or decrease in costs which can be foreseen, and the reasons therefore. Included should be all necessary items of equipment and replacements of outworn items other than those which are either of long lasting type or involve large expenditures and which will be included in the project list. In the case of a foreseeable increase, the urgency of the circumstances which demand that the expenditure be incurred should be established, while in the case of an expected decrease, the likelihood of its occurence should be clearly explained.

c. A projection of school operating costs by the school district (as in paragraph "b" above).

d. The proposed school capital improvement program, showing cost of proposed projects and year when it is proposed that they be undertaken.

e. The schedule of maturity of school and municipal bonds.

f. An analysis of present and anticipated special district needs, expenditures and taxes, other than school districts.

All of the above data should be prepared and made available to the Planning Commission by the Village Manager, the School Board, and officials, if any, of other special taxing districts.

Project List. To compile a list of desirable projects, it is recommended that the Planning Commission:

a. Distribute project proposal and departmental summary forms to every Village Department, Board and Commission;

b. Announce that, during a stated period, any and all suggestions from the public will be received for consideration;

c. Request suggestions for projects from the Mayor and members of the Board of Trustees; the Village Manager and the Village Engineer; and

d. Study the Village's Comprehensive Development Plan with a view to selecting such of the projects recommended therein as it may deem desirable for inclusion in the Capital Improvement Program.

To better enable the Village to assess the costs involved in the Capital Improvement Program, all items of long-lasting or permanent major equipment should be included alongside the usual complement of physical improvements which constitute actual capital improvements.

Following receipt and classification of all requests, the Planning Commission should hold conferences with the heads of various agencies submitting such requests, and, possibly, with members of the public at large who have submitted suggestions, for the purpose of clearly establishing in their own mind the relative urgency of the various proposals.

Cost Estimates and Methods of Financing. All capital and future operating cost estimates in connection with each project should be prepared by the Cost Estimating Committee while possible and preferred methods of financing each project should be developed by the Finance Committee. Both of the above committees were recently established by the Board of Trustees.

Establishment of Priorities. In possession of the above data, the Planning Commission should be in a position to develop a preliminary order of priority. This document should be circulated to the various Village Departments and other agencies before being released to the public, to give them an opportunity to submit their comments. Following any revisions in the resulting preliminary document, the Capital Improvement Program should be submitted to a public hearing. Included should be a full explanation of the reasons for the projects included, the order of priority recommended, and the reason for elimination or postponement

beyond the six year period of any project suggested from whatever source. It might be desirable that each project proposed to be included in next year's budget be presented briefly to the public by the head of the agency by which such project will be carried out.

Presentation to Board of Trustees. Further modified, if necessary, following such public hearing, the resulting document should be presented to the Board of Trustees to allow them to make such changes as they may wish and to hold further public hearings, as required by law or at their own discretion.

Fiscal Planning Committee. The Planning Commission may find that it would be desirable to establish a Fiscal Planning Committee, composed of, preferably, not more than 5 citizen members and the following officials:

a. Village Manager;

b. One member of the Planning Commission;

c. The Village Engineer, Assessor, and Superintendent of Public Works.

Such a Committee would meet prior to the establishment of priorities by the Planning Commission, but not before the analysis of financial resources, the list of proposed projects and all cost estimates are available for consideration. The primary role of such a committee should be to assist in the establishment of priorities. It would be most desirable if a report (including any minority views) of such Committee were to accompany the Capital Improvement Program.

TABLE XIV-1

GENERAL FUND REVENUES AND DISBURSEMENTS

Village of Pleasantville, New York

	Fiscal Year Ending May 31				
	1956	1957	1958	1959	1960
REVENUES					
Tax Levy*	$289,505	$306,798	$319,450	$383,105	$412,717
Tax Levy, Percent of Total Revenues	80.0	82.0	81.0	81.0	82.2
State Per Capita Assistance	13,344	13,451	13,865	15,140	15,153
Utility Tax	--	--	--	5,873	8,551
Mortgage Tax	5,735	4,752	4,745	3,861	4,409
Parking Meter Receipts	16,702	17,005	17,388	17,502	18,422
Miscellaneous**	37,602	31,439	38,140	47,407	42,475
Total Revenues	$362,638	$373,445	$393,588	$472,888	$501,727
DISBURSEMENTS					
Debt Redemption***	$ 52,463	$ 64,907	$ 68,194	$ 96,553	$ 96,861
Debt Redemption, Percent of Total Disbursement	15.0	16.9	16.2	20.3	19.4
Operating Expenses	297,753	318,803	352,761	380,638	400,878
Total Disbursements	$350,216	$383,710	$420,955	$476,191	$497,739

*From property taxes.

**Miscellaneous includes licenses, fines, permits, fees.

***Includes principal and interest payments for all general fund bonds.

Note: General Fund does not include Water Fund, which is self supporting. In the fiscal year ending May 31, 1960, Water Fund revenues amounted to $124,288 with water fund expenditures totaling $120,716 ($96,952 operating expenditures and $23,764 in debt service).

Sources: Office of the Village Manager and Annual Reports of the Village Treasurer.

TABLE XIV-2

ASSESSED VALUE, TAX RATE, EQUALIZATION RATE, DEBT LIMIT, NET BONDED INDEBTEDNESS AND STATUTORY DEBT LIMIT

Village of Pleasantville, New York

Fiscal Year Ending	Assessed Value	Tax Rates (per $1,000 Assessed Value)				Equalization Rate	Statutory Debt Limit	Net Bonded Indebtedness*	
		Village	Town, County and State	Special Districts (Fire and Saw Mill River Sewer)	School			Dollars	% of Statutory Debt Limit
1951	$10,462,440	$19.40	$ 9.37	$5.97	$19.31	94%	--	$271,600	--
1952	10,744,746	21.60	8.61	5.66	17.96	94%	--	209,600	--
1953	10,909,538	21.50	8.72	5.84	18.59	94%	--	197,500	--
1954	11,418,682	20.50	10.78	5.85	21.46	94%	--	160,700	--
1955**	11,708,972	21.50	11.26	6.56	23.10	94%	822,788	362,900	44.1
1956	12,425,088	23.30	12.92	7.53	24.74	52%	1,001,486	498,700	49.8
1957	13,696,386	22.40	14.04	7.48	27.07	52%	1,210,207	350,970	29.0
1958	14,636,044	21.90	14.92	6.71	31.31	52%	1,441,772	412,212	28.6
1959	15,092,330	25.40	15.82	6.83	31.79	52%	1,678,038	413,754	24.6
1960	15,399,882	26.30	15.82	6.66	34.71	52%	1,918,261	572,096	29.8
1961	15,325,630	27.30	16.02	6.60	38.64	52%	--	--	--
1962***	16,560,000								
1963***	16,900,000								
1964***	17,560,000								
1965***	18,000,000								

*Includes principal due on General Fund and Special Assessment Bonds and excludes $160,104 of Water Fund Revenue Bonds issued as part of General Improvement Bonds.

**This fiscal year was 15 months in length. Fiscal years from this one forward ended on May 31 while previously they ended on February 28.

***Figures for these years are values projected by the Village Assessor.

Sources: Office of the Village Manager and Annual Reports of the Village Treasurer.

TABLE XIV-3

ANALYSIS OF GENERAL FUND OPERATING EXPENDITURES - 1960

Village of Pleasantville, New York

	Expenditure	% of Total Operating Expenditure
General Government	$ 49,790	12.4
Protection to Persons and Property	118,960	29.6
Streets and Roads	80,940	20.2
Sanitation	46,696	11.6
Recreation	31,214	7.8
Miscellaneous	73,278	18.4
Total Operating Expenditures*	$400,878	100.0%
Debt Service	96,861	
Total Disbursements	$497,739	

*Does not include the operation of the Water Department for which $120,716 were expended.

Note: Fiscal year ending May 31, 1960.

Sources: Office of the Village Manager and Annual Report of the Village Treasurer.

TABLE XIV -4

STATEMENT OF GROSS BONDED INDEBTEDNESS*

(as of May 31, 1960)

Village of Pleasantville, New York

Title of Issue	Amount	Year of Issue	Interest Rate	Outstanding as of May 31, 1959	Issued January 1, 1959 to May 31, 1960	Paid January 1, 1959 to May 31, 1960	Outstanding as of May 31, 1960
Sewer	$ 70,000	1925	5.00%	$ 12,000	--	$ 2,000	$ 10,000
Water	90,000	1932	5.40%	18,000	--	3,000	15,000
Water	(17,000)	(1935)	3.50%	500	--	500	--
	( )	( )	4.00%	5,500	--	--	5,500
Water	12,500	1936	2.90%	1,500	--	500	1,000
Water	45,000	1940	3.00%	4,000	--	2,000	2,000
General Improvement	62,500	1947	1.60%	16,000	--	2,000	14,000
Sewer (Assessment)	40,000	1950	2.25%	30,000	--	1,500	28,500
General Improvement	58,000	1952	2.50%	25,000	--	5,000	20,000
Sewer (Assessment)	19,300	1953	3.50%	15,400	--	700	14,700
Sewer (Assessment)	86,000	1954	2.70%	68,000	--	3,000	65,000
General Improvement	128,000	1954	2.40%	65,000	--	5,000	60,000
General Improvement	175,000	1956	2.40%	90,000	--	30,000	60,000
General Improvement	14,000	1957	3.50%	12,000	--	3,000	9,000
General Improvement	165,700	1957	3.70%	147,000	--	21,000	126,000
Sewer (Assessment)	66,000	1958	3.75%	64,000	--	2,000	62,000
General Improvement	263,000	1960	3.70%	--	263,000	--	263,000
Total Bonds				$573,900	$263,000	$81,200	$755,700

*These figures include outstanding Water Fund bonds in the amount of $160,104 which were issued as part of General Improvement Bonds. Gross Bonded Indebtedness is equal to Net Bonded Indebtedness plus bonded indebtedness payable from water fund receipts.

Note: All figures shown represent principal only.

Source: Office of the Village Manager and Annual Report of the Village Treasurer.

TABLE XIV-5

FUTURE ANNUAL DEBT SERVICE PAYMENTS: 1961-1970

Village of Pleasantville, New York

Fiscal Year Ending	Future Village Debt Service* Payments for Bonded Indebtedness outstanding as of May 31, 1960
1961	$86,710
1962	78,160
1963	67,920
1964	62,960
1965	41,000
1966	32,060
1967	24,500
1968	21,900
1969	15,900
1970	15,540

*These figures include principal and interest, but do not include water bonds or the portions of assessment bonds which are borne directly by benefiting property owners.

Note: All figures have been rounded.

Source: Office of the Village Manager.