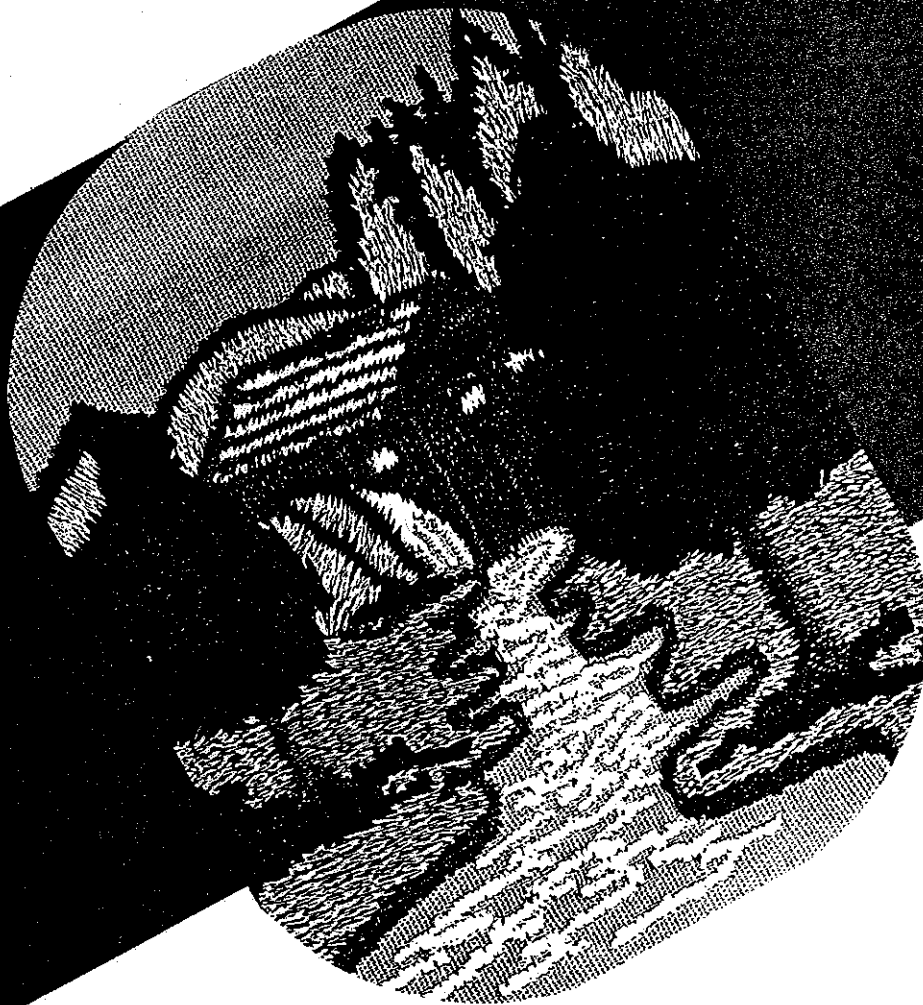


Millbrook, New York
1985 - 2000

Village Master Plan

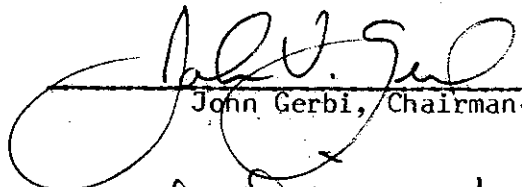



MASTER PLAN ADOPTION STATEMENT

MILLBROOK, NEW YORK

The Planning Board of the Village of Millbrook, New York, in accordance with the provisions of Village Law, Section 7-722, does hereby adopt the Millbrook, New York, Village Master Plan 1985-2000. By adopting this plan, the Millbrook Planning Board establishes it as the planning guideline to be consulted and followed by the Board so as to promote the coordinated and harmonious development of the Village. Further, the Planning Board recognizes the need to keep the plan current and to coordinate implementation activities with the Village Board and with various other bodies within Millbrook.

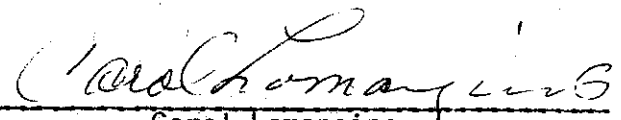
The Millbrook Village Planning Board:


John Gerbi, Chairman.


Joel Diamond


Elizabeth Hubbard


Richard Colen


Carol Lomangino

Village of Millbrook Planning Board
Millbrook, New York
January 31, 1985

Board of Trustees
Village of Millbrook
Millbrook, New York

Dear Sirs:

The Planning Board would like to take this opportunity to acknowledge the assistance and support we have received from many organizations and individuals in the preparation of the new Village Master Plan.

Mayor Michael Murphy and the Board of Trustees should be congratulated for approving and providing a budget for the development of the new plan. This showed admirable vision and a willingness to take an active and aggressive role in shaping the village's future.

The Millbrook Business Association, Millbrook Beautification Committee, and individual village residents helped greatly by taking the time to participate in the public hearings and meetings. Their input and feedback was invaluable.

The Jaycees and Trustee John Manzi helped the planning board distribute and collect the vital community values survey.

The Millbrook Round Table should be singled out for outstanding coverage of the plan's development and strong editorial support of its contents. The resultant high level of public awareness greatly enhanced the planning process.

We would like to extend our special thanks to the members of the Dutchess County Planning Department and their commissioner, Roger P. Akeley. They brought extraordinary energy and expertise to the project, and it would not have been possible without them.

John V. Gerbi



Acting chairman
Village of Millbrook Planning Board

MILLBROOK, NEW YORK

VILLAGE MASTER PLAN

1985-2000

VILLAGE BOARD

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Roderick W. Ciferri, Jr.
John P. Manzi
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Prepared with the Technical Assistance of
the Dutchess County Planning Department

1985

TABLE OF CONTENTS

	<u>PAGE</u>
LIST OF TABLES	i
LIST OF FIGURES	ii
I. INTRODUCTION	I-1
II. POPULATION	II-1
III. LAND USE	III-1
IV. LAND USE PLAN	IV-1
V. COMMUNITY FACILITIES	V-1
VI. ECONOMY	VI-1
VII. HOUSING	VII-1
VIII. HISTORIC RESOURCES AND SPECIAL FEATURES	VIII-1
IX. TRANSPORTATION	IX-1
X. DOWNTOWN IMPROVEMENTS	X-1
APPENDIX: COMMUNITY VALUES SURVEY RESULTS	

LIST OF TABLES

<u>NUMBER</u>	<u>TITLE</u>	<u>PAGE</u>
II-1	Population by Decade	II-1
II-2	Residential Electric Customers	II-3
II-3	Estimated Household Size	II-3
II-4	Population Composition: 1960-1980	II-4
II-5	Population Composition: 1980	II-7
II-6	Previous Population Projections	II-8
II-7	Population Projections	II-8
III-1	Existing Land Use: 1984	III-3
III-2	Soil Limitations on Development	III-7
V-1	Flow Characteristics of Millbrook STP	V-11
VI-1	Unemployment Rates	VI-3
VI-2	Employment by Occupation	VI-4
VI-3	Transportation to Work	VI-6
VI-4	Income Indicators	VI-7
VI-5	Family Income	VI-7
VII-1	Tenancy	VII-1
VII-2	Tenancy/Stability	VII-2
VII-3	Housing Costs	VII-3
VII-4	Housing Size	VII-3
VII-5	Housing Age	VII-4
VII-6	Unit Type	VII-5
VII-7	Substandard Units and Crowding	VII-5
VII-8	Age of Population	VII-6
VII-9	Household Size	VII-7
VII-10	Income and Expenses	VII-8
IX-1	Road Jurisdiction	IX-3
IX-2	Traffic Counts for State Highways: 1981	IX-4
IX-3	Traffic Counts for Sharon Turnpike	IX-5
X-1	Millbrook Business Census	X-4

LIST OF FIGURES

<u>NUMBER</u>	<u>TITLE</u>	<u>PAGE</u>
Figure II-1	Historic Population Trend	II-2
Figure II-2	Population by Age and Sex	II-5
Figure II-3	Population Projections	II-9
Figure III-1	Existing Land Use	III-4
Figure III-2	Soils Limitations	III-8
Figure IV-1	Land Use Plan	IV-3
Figure V-1	Water Supply System	V-2
Figure V-2	Surface Aquifer System	V-6
Figure V-3	Sanitary Sewer System	V-10
Figure V-4	Community Facilities	V-21
Figure VIII-1	Historic Resources and Special Features	VIII-2
Figure IX-1	Regional Highway Network	IX-2
Figure IX-2	Downtown Parking Supply	IX-7
Figure X-1	Existing Downtown Land Use	X-5
Figure X-2	Downtown Improvement Plan	X-13

DETERMINING COMMUNITY VALUES

A Master Plan should reflect what people want for their community. The Planning Board distributed a Community Values Survey to nearly every adult in the Village. (The survey instrument, tabulation of responses and analysis are included in Appendix A.) Due to widespread publicity and a coordinated follow-up after survey distribution, the Planning Board was able to obtain responses from over one-half of the households in the Village. This rate of participation lends credibility to the claim that the survey results are representative of the people of Millbrook and consequently can be used as a guide in developing and setting the goals to form the basis of the Millbrook Master Plan.

COMMUNITY VALUES

The Millbrook Master Plan is a policy expression of the local desire to guide growth in a manner that reflects the following values:

- ° To protect and enhance natural beauty.
- ° To maintain a small-town atmosphere.
- ° To protect environmentally-sensitive lands.
- ° To strengthen the downtown as a commercial, service and cultural center.
- ° To assure that new development occurs in harmony with existing development.
- ° To work with other governmental units towards achievement of sound areawide land use patterns.
- ° To encourage small, diversified businesses that provide local employment opportunities, while meeting other community values.
- ° To provide for a high level of local services which meet the needs of all age groups in a cost-effective manner.
- ° To maintain a diversity of people and age groups.
- ° To foster the availability of safe and affordable housing that meets the needs of all residents.

The chapters to follow, including analyses of Millbrook's physical and social setting, as well as recommendations for future directions, are all based on these basic goals.

II. POPULATION

INTRODUCTION

An analysis of the size and characteristics of a community's population is an important part of the planning process. Decisions concerning land use, community facilities, transportation systems, economic development and housing will be influenced by and, in turn, will influence the people who live, work and do business in Millbrook. This analysis of population considers historical trends and projects future trends. The projections should help local decision makers to anticipate future service needs for the Village.

HISTORIC TRENDS

Total Population

The Village of Millbrook grew steadily from about 1920 until the mid-1970s. According to census information, population peaked in 1970 at 1,735 people (Table II-1, Figure II-1). By 1980 the population had dropped by almost 23 percent to 1,343. The primary cause for this drop was the closing of Bennett College in 1977. The number of students attending Bennett at that time was about 200. Some of the faculty and staff also left the Village.

TABLE II-1

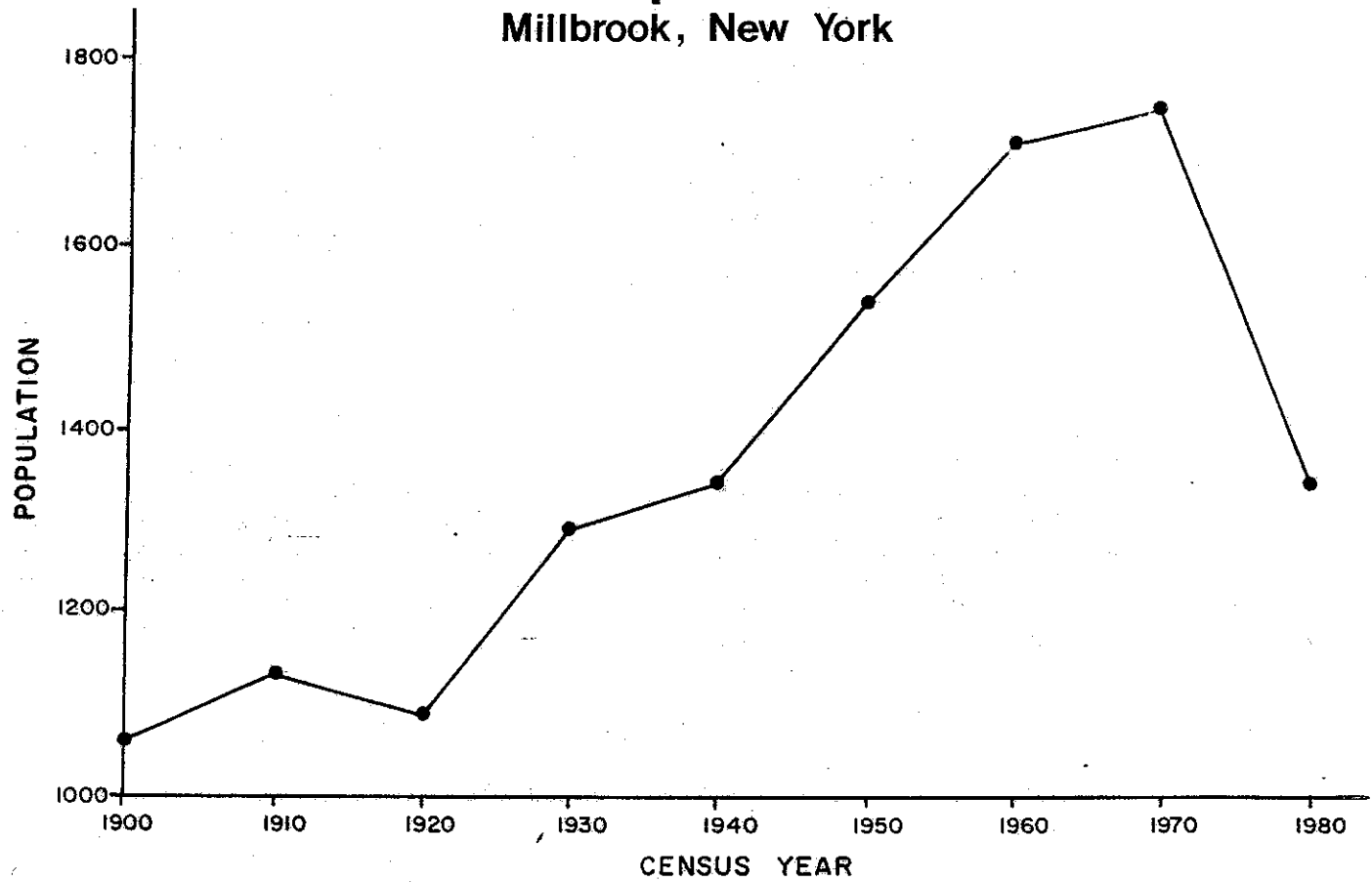
POPULATION BY DECADE 1900-1980

<u>Year</u>	<u>Village of Millbrook</u>	<u>Town of Washington*</u>	<u>Dutchess County</u>
1900	1,027	2,005	81,670
1910	1,136	1,891	87,661
1920	1,096	1,699	91,747
1930	1,296	1,746	105,462
1940	1,340	1,740	120,542
1950	1,568	1,859	136,781
1960	1,717	1,978	176,008
1970	1,735	2,672	222,295
1980	1,343	3,039	245,055

*Town figures do not include village.

Source: U.S. Census

Figure II-1
Historic Population Trend
Millbrook, New York



Household Population

The number of households in Millbrook has increased steadily from 1960 to 1983.

TABLE II-2

RESIDENTIAL ELECTRIC CUSTOMERS

	<u>Village of Millbrook</u>		<u>Town of Washington</u>		<u>Dutchess County</u>	
	<u>Number</u>	<u>% Increase</u>	<u>Number</u>	<u>% Increase</u>	<u>Number</u>	<u>% Increase</u>
1960	430	-	703	-	48,931	-
1965	448	4.2	771	9.7	57,540	17.6
1970	456	1.8	873	13.2	64,577	12.2
1975	475	4.2	941	7.8	72,441	12.1
1980	502	5.7	1,032	9.7	79,304	9.5
1983	522	4.0	1,094	6.0	82,891	4.5

Source: Central Hudson Gas and Electric Corporation and New York State Electric and Gas Corporation

The increase in the number of households in the Village was not as great as the rate of increase for either the Town of Washington or Dutchess County as a whole. The difference is attributable in part to the relative lack of capacity for the Village to absorb new housing units either within existing housing stock or in actual new construction. At the present time, however, there are several housing developments that have been proposed or are under construction within the Village. There is a potential for these proposals to add over 200 new units in the next two to three years.

Household Size

Although the number of households in Millbrook has increased by more than 21 percent in the past 23 years, the number of people has not increased proportionally. This is because the average household size in Millbrook has declined since 1960.

TABLE II-3

ESTIMATED HOUSEHOLD SIZE 1960-1980

<u>Year</u>	<u>Millbrook</u>	<u>Washington</u>	<u>Dutchess County</u>
1960	3.12	3.18	3.23
1970	2.83	3.23	3.21
1980	2.51	2.75	2.84

Source: U.S. Census

The decline in the estimated household size has also affected both the Town of Washington and Dutchess County. This trend of smaller household size, both locally and nationally, is due to the decisions by couples to postpone childbearing and limit family size, the ability of older people to continue caring for themselves, and the increased number of one- and two-person households. Millbrook has a smaller average household size than Washington or Dutchess County. This is due to the relatively large elderly population in the Village.

AGE DISTRIBUTION

The distribution of Millbrook's population among the major age cohorts is important in determining which services are most important in the community. Table II-4 and Figure II-2 provide an overview of Millbrook's population and the changes that have occurred in the period 1960-1980.

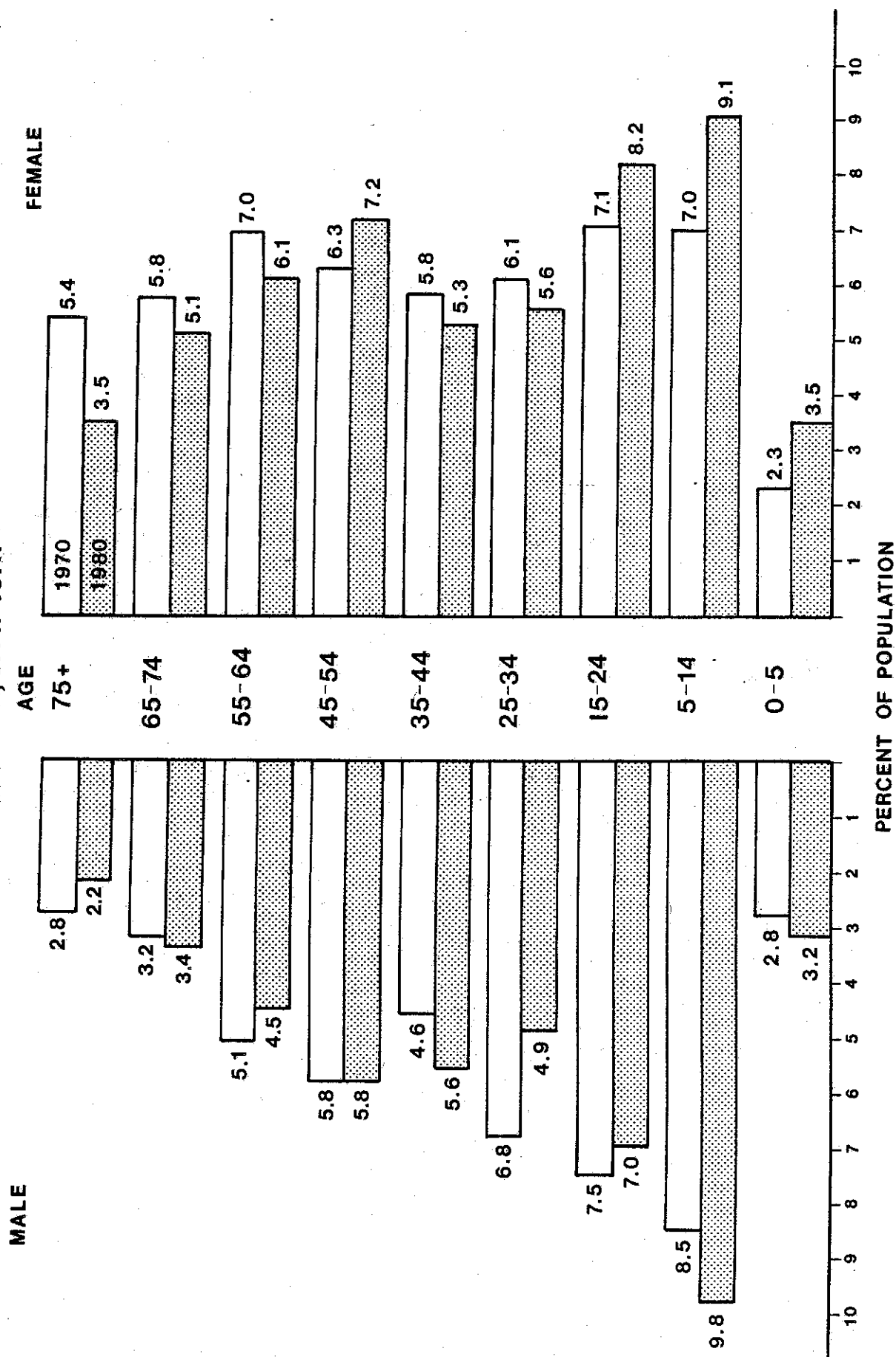
TABLE II-4
POPULATION COMPOSITION
VILLAGE OF MILLBROOK
1960-1980

Age Group	1960		1970		1980	
	Number	%	Number	%	Number	%
Preschool (0-4)	159	10.5	95	6.7	69	5.1
School Age (5-19)	272	18.0	353	24.9	312	23.2
Reproductive Age (20-44)	469	30.9	435	30.6	405	30.2
Middle Age (45-64)	357	23.5	335	23.6	325	24.2
Retirement Age (65-74)	144	9.5	121	8.5	121	9.0
Elderly (75+)	<u>116</u>	<u>7.6</u>	<u>81</u>	<u>5.7</u>	<u>111</u>	<u>8.3</u>
TOTAL	1,517*	100.0	1,420*	100.0	1,343	100.0

Source: U.S. Census

*Note: The 1960 and 1970 figures do not include Bennett College.

Figure II - 2
Population by Age and Sex
1970 - 1980
Millbrook, New York



Previous Projections

Population projections prepared by Metcalf and Eddy as part of the Comprehensive Master Plan in 1969 estimated that Millbrook's population would reach 2,000 by 1980.

TABLE II-6

POPULATION PROJECTIONS
1965-1985
VILLAGE OF MILLBROOK

1965	1,772
1975	1,900
1980	2,000
1985	2,100

Source: Metcalf and Eddy, Comprehensive Master Plan, 1969

The Metcalf and Eddy projections assumed, among other things, that there would be a group quarter population of 400. Bennett College accounted for the majority of group quarter population. Even if the group quarter population is subtracted, the resulting projections of growth are still much higher than has been witnessed during the past decade.

Projections 1985-2010

Population projections for the Village of Millbrook have been calculated using three different methods. The results are summarized in Table II-7 and Figure II-3.

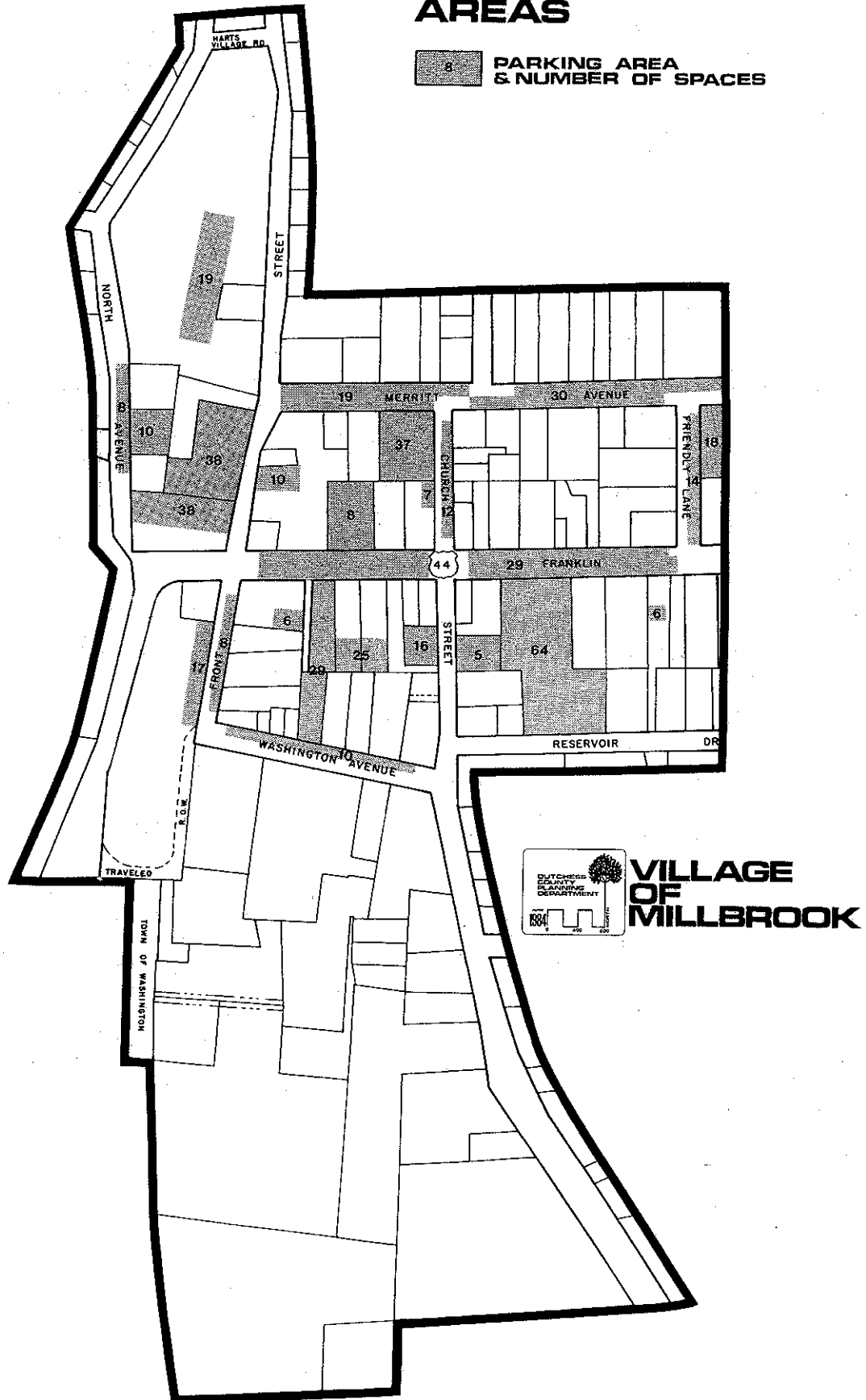
TABLE II-7

POPULATION PROJECTIONS
1985-2010
VILLAGE OF MILLBROOK

<u>Year</u>	<u>County Ratio</u>	<u>Electric Meter</u>	<u>Modified Electric Meter</u>
1985	1,424	1,383	1,509
1990	1,510	1,419	1,543
1995	1,598	1,453	1,575
2000	1,678	1,486	1,606
2005	1,739	1,516	1,634
2010	1,793	1,545	1,661

Figure IX-2
**DOWNTOWN
 PARKING
 AREAS**

 **PARKING AREA
 & NUMBER OF SPACES**



A survey of Village residents conducted by the Planning Board revealed a concern about downtown parking with many residents feeling that downtown parking is inadequate. The discrepancy between the actual surplus and the perceived deficiency is due to Village expectations of convenience. The Millbrook business district is small in area, and shoppers are accustomed to parking adjacent to the establishment they are patronizing. Although the library parking lot, Merritt Avenue, and the parking lot in the rear of the Grand Union have many available spaces and are only two or three minutes away from their shopping destination, most residents do not consider these areas for parking.

FUTURE PARKING DEMAND

Future parking demands will depend upon many variables including: population growth, the location of population, the age of the population, commercial growth, the types of uses which develop in the downtown area and the continued reliance upon the private automobile. A concentration of particular uses could significantly impact future parking needs. For example, restaurants and medical offices will generally have higher parking demands than a business office or retail business. A large-scale residential development within walking distance will put less demands on downtown parking than one which requires residents to drive to Millbrook.

Assuming that the amount of new commercial space occupied will range between 12,000 and 28,000 square feet, and assuming that a high average parking demand of one space per 150 square feet of occupied space and a low of average demand of one space per 250 square feet, parking needs will increase as follows:

28,000 square feet at 1 space per 150 square feet	= 186 spaces required.
28,000 square feet at 1 space per 250 square feet	= 112 spaces required.
12,000 square feet at 1 space per 150 square feet	= 80 spaces required.
12,000 square feet at 1 space per 250 square feet	= 48 spaces required.

The projected range of increased parking demand is 48 to 186 spaces. This assumes that current parking is at an equilibrium between supply and demand. The Planning Board should monitor the growth in commercial activity to see how the Village is tracking with respect to the conservative and more optimistic growth projections. Taking an average between the low and high projections, Millbrook would have to increase parking by 115-120 spaces during the next 16 years, an increase of 29 percent over its current parking supply. This need is projected for the entire commercial zone, not the current downtown center. The existing Village Center can accommodate few new spaces without the removal of existing buildings.

Responsibility for providing additional parking spaces will fall on both the public and private sector. Changes in use within an existing building can generate more parking demands. With existing buildings and sites, room for additional parking spaces may not be present. If the Village allows the change in use without also requiring additional parking spaces, then the Village will have to meet the additional demand. If a building is expanded or a new building built, theoretically, the Village will have the ability to ensure that adequate parking facilities are constructed by the developer to handle any increased parking demands.

EXISTING PARKING REGULATIONS

The existing regulations should be revised. The existing regulations do not address parking requirements for a building that expands or changes use. There is no provision for integrating parking between adjoining parcels, for landscaping, for grading and drainage, nor guidelines for waiver of requirements. Without guidelines addressing these areas of concern, it is difficult for the Village to insure the provision of adequate, safe, efficient, and attractive parking.

RECOMMENDATIONS

1. DESIGNATE THE BYPASS AS A TRUCK ROUTE

Route 44A is not used as a bypass by many of the truckers who pass through the Village. Pass through trucks do very little business in the Village. By encouraging trucks to use 44A, some of the Franklin Avenue congestion will be relieved.

2. CONSIDER A 3-WAY STOP NEAR THE GATEHOUSE

The intersection of Route 44 and 44A is confusing. Cars hesitate where there is no need to and proceed when yielding is appropriate. This is because the 44A bypass is a straight and better road than its 44 counterpart.

3. DEVELOPMENT OF BICYCLE PATHS

A bike path between the Bennett complex and the Village proper would benefit all residents. Portions of the rail right-of-way could provide convenient access. The Village should also be prepared to encourage a wide, paved shoulder for bicycle transport between the downtown area and the town park in Washington. Such improvements can be supported as part of improvement programs on federally assisted highways.

4. MAKE DOWNTOWN CIRCULATION AND PARKING IMPROVEMENT

The Village should carefully consider the traffic and parking improvements as proposed in Chapter X. The Village should also contact the New York Department of Transportation to achieve maximum cooperation in making planned roadside improvements.

5. DISCOURAGE LONG-TERM PARKING IN PRIME SPOTS.

One of the easiest ways to insure that shoppers have an opportunity to park nearby their destination is to discourage long-term parking in prime spots. Employees and owners should not utilize spaces which patrons would otherwise use. Such long-term parkers should be encouraged to park in fringe areas leaving convenient central parking areas open for customers. This policy can be encouraged by the businesses or it can be mandated by the Village with one or two hour parking signs.

6. PROMOTE MORE EFFICIENT USE OF PARKING AREAS WITH CLEARLY DELINEATED AND WELL-MAINTAINED PARKING SPACES.

More efficient parking can be encouraged with pavement markings to delineate parking spaces. The Village should consider marking spaces for on-street parking areas and requiring off-street spaces to likewise be defined. Parking areas which are not maintained (poor surface, striping worn off) will not receive maximum usage. The Village should insure that all required parking areas are maintained in good condition.

7. ENCOURAGE NEIGHBORING LANDOWNERS TO CREATIVELY USE ADJOINING PARCELS TO EFFICIENTLY PROVIDE PARKING AND OPEN SPACE.

The creative use of adjoining parcels can maximize the number of parking spaces available to the public. Sharing access and egress, combining parking areas, and comprehensive site layouts can result in safer, more efficient and attractive parking (Note recommendations in Chapter X.)

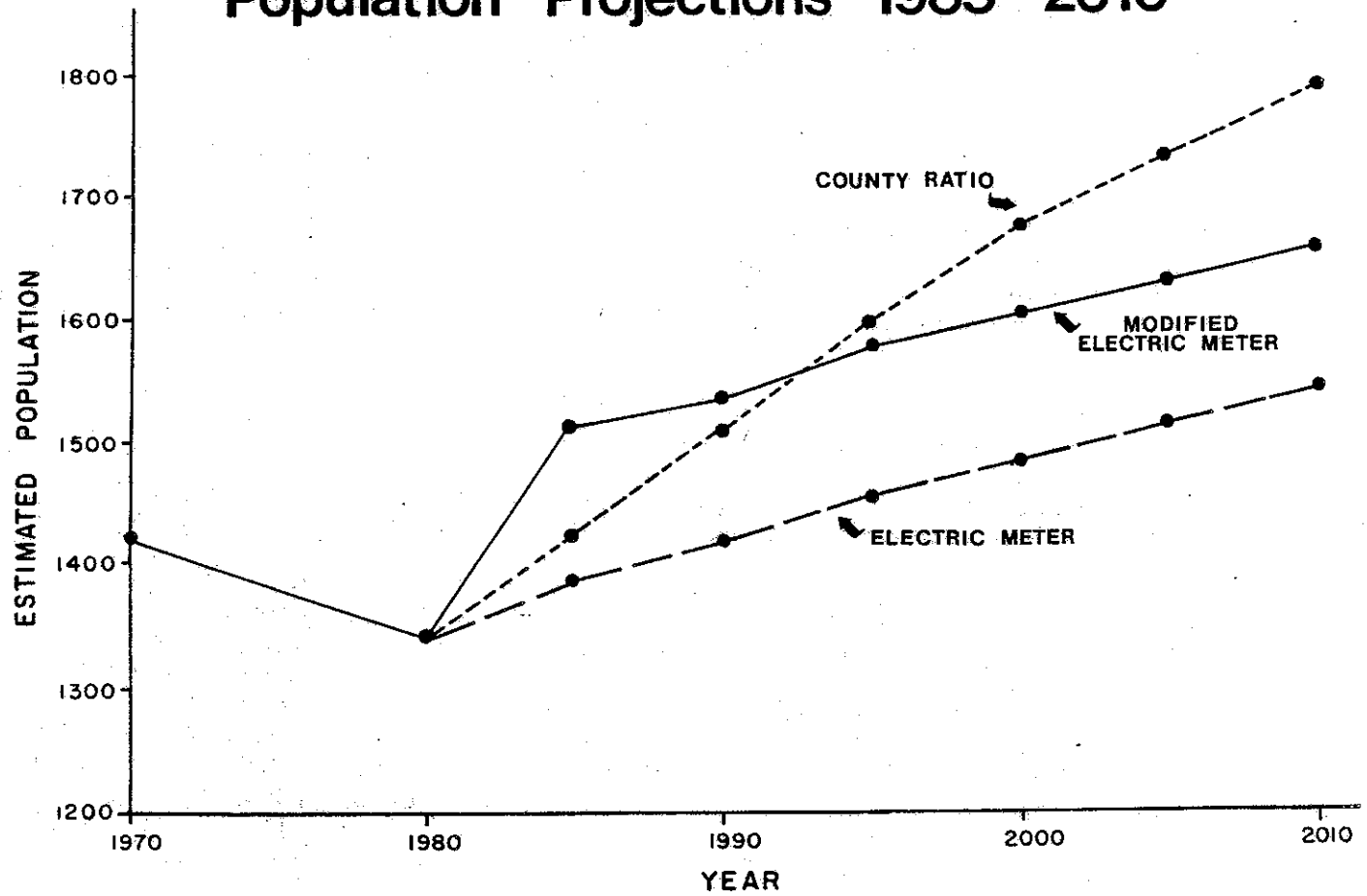
8. INSURE FUTURE DEVELOPMENT PROVIDES ADEQUATE PARKING TO MEET ITS PARKING DEMANDS.

As growth and change occur, the Village will have to carefully plan for parking. Any expansion or change in use should be examined to determine the effect on parking. Ideally, all expansions of, or changes to, a particular establishment should be done in such a manner that parking is provided when necessary. This becomes increasingly difficult as the use of land intensifies, especially in a downtown district. Flexible parking regulations which take into consideration existing conditions, peaks in parking demand, the ability to share spaces, and the probability of future expansion should be developed and used in the planning process.

9. ESTABLISH A LONG-TERM ARRANGEMENT FOR USE OF THE PARKING LOT BEHIND THE GRAND UNION.

It may be possible for the Village to exchange paving, landscaping and maintenance assistance for dedicated public parking use for much of the parking lot behind the Grand Union store. The lot is centrally located, but needs to be made more efficient and aesthetically pleasing.

Figure II-3
Population Projections 1985 - 2010



The county ratio method uses the preliminary population projections developed by the New York State Department of Commerce. In 1980 Millbrook comprised .55 percent of the county's population. Assuming that population in Millbrook will continue to account for the same proportion of the county population, the population in Millbrook is expected to reach 1,793 persons by 2010.

The second method uses simple linear regression of the residential electric meter counts from 1975-1982. In addition, it was assumed that the average household size would decrease by 3 percent (.08 persons) per decade. This would result in an average household size of 2.32 in the year 2010. The group quarter population was estimated at a constant 60 persons. This method projects a more modest level of growth with an estimated population of 1,545 in 2010.

The modified electric meter method is related to the second. This method assumes that there will be 100 additional housing units established on the Bennett College campus. The effect of this assumption is a rate of growth which is initially higher than either of the above methods. After 1990, the rate slows and this method projects an estimated population of 1,661 in 2010.

All three methods predict growth in the Village of Millbrook. The decline in the population from 1970-1980 is not seen as a continuing trend. The rate of growth will depend on the availability of land for development, local land use policies, the type of housing that is built in Millbrook, the structure and size of households, the strength of the regional economy and such intangible factors as the reputation of the local school system. The assumption in this plan is that Millbrook will equal or exceed the highest of the three population forecasts for the Year 2000. That is, the plan assumes a population larger than 1,793. This expectation is consistent with the possibility that more than 200 new housing units will be added in the next several years.

III. LAND USE

INTRODUCTION

The Village of Millbrook is a beautiful community, one that stands out among municipalities. It possesses a kind of "natural" zoning, with distinct agricultural, institutional and residential areas. The downtown has a pleasing blend of small businesses, offices and residential uses.

The Village has a hospitable, functional land use pattern. The library, post office, schools and other services are in its center. Residential areas are accessible to services, but without much threat from encroachment.

Many would consider the Village of Millbrook to be idyllic. But the process of change occurs in a restful village setting, just as it does elsewhere. This land use chapter seeks to analyze recent changes and to evaluate development trends and Village land use regulations so that the changes occur in a manner that is acceptable to Millbrook residents.

Millbrook's land use and natural characteristics are unique. There are opportunities for new residential construction, for renovation, for conversion of uses and even for additional commercial and light industrial opportunities. Recommendations at the end of this chapter and the downtown improvements chapter suggest methods for assuring that future growth will accent the most positive attributes of the present Village.

LAND USE GOALS

The land use survey revealed what Millbrook residents want for their Village. Respondents supported growth, provided that it blended well with existing land use. Most respondents were opposed to business development outside the present business district as in strip commercial development, but a majority think that the current boundaries could be expanded.

Ninety-five percent of the survey respondents with an opinion supported protection of environmentally-sensitive land. Forty-eight percent supported the concept of a shared building inspector with the Town of Washington, while only 21 percent opposed the idea. A similar percentage favored increased control over building in the Village.

In summary, respondents like the small town appearance and friendliness of Millbrook. They encourage moderate growth, provided that it occurs without compromising the natural and built environment.

EXISTING LAND USE

Method

In the summer of 1983, Millbrook Planning Board Members conducted a visual survey of the entire Village. Each structure and associated use were noted on property tax maps. Land use types were coded and transferred by the Dutchess County Planning Department onto a 1:200 scale Village base map. The Planning

Department determined the area of each land use category using aerial photos and property maps, as appropriate. The land use map has been reduced for general presentation in Figure III-1.

Acreage figures for land use categories were determined by adding parcel sizes from the County tax map. Natural features, discussed later in the chapter, were obtained from soils maps. Percentages for natural categories were determined through a dot grid estimating procedure.

Description

Table III-1 shows that, exclusive of agricultural land, residential land use covers 50 percent of the developed portion of Millbrook. Of the 319 residential acres, 272 were used for single-family housing.

Millbrook's commercial area is compact, consisting of 27 acres. This is 3.2 percent of the developed land area, or 4.2 percent if agricultural lands are excluded. While this is a small percentage, it is typical of small communities. Industrial land and parking account for another nine acres (1.1 percent) of the developed land area.

Public and quasi-public landholdings include the three public schools; St. Joseph's; three churches; and governmental buildings; and the former Bennett College, currently being converted into private residential and institutional uses. Open space facilities include the Millbrook Golf Club (69 acres), Nine Partners Cemetery, and Tribute Gardens.

The street and highway acreage encompasses total rights-of-way. The actual paved area is about half the 62 acre size total. Parking acreage is in the downtown area and could be considered as part of the commercial acreage.

Millbrook has four ponds. Dieterich is the largest at 32 acres. Wing Pond and two Thorndale Ponds are all very small. Much of the undeveloped land in Millbrook is wooded. The vacant wooded land provides some opportunity for future residential development.

Figure III-1 portrays the land distribution pattern in Millbrook. It shows extensive open space and agricultural use in the western portion of the Village. This land is largely part of the Thorne Estate, currently a horse farm. The Dieterich Estate, north of Sharon Turnpike, is a cattle operation. Both estates are likely to remain in agriculture.

The southern boundary area of Millbrook includes a vast area of open space which includes the country club, cemetery and portions of the Bennett Complex.

The eastern portion of Millbrook is largely undeveloped, but considerable land area along Nine Partners Lane could be subject to development. There is also development potential along Linden Lane and south of Sharon Turnpike.

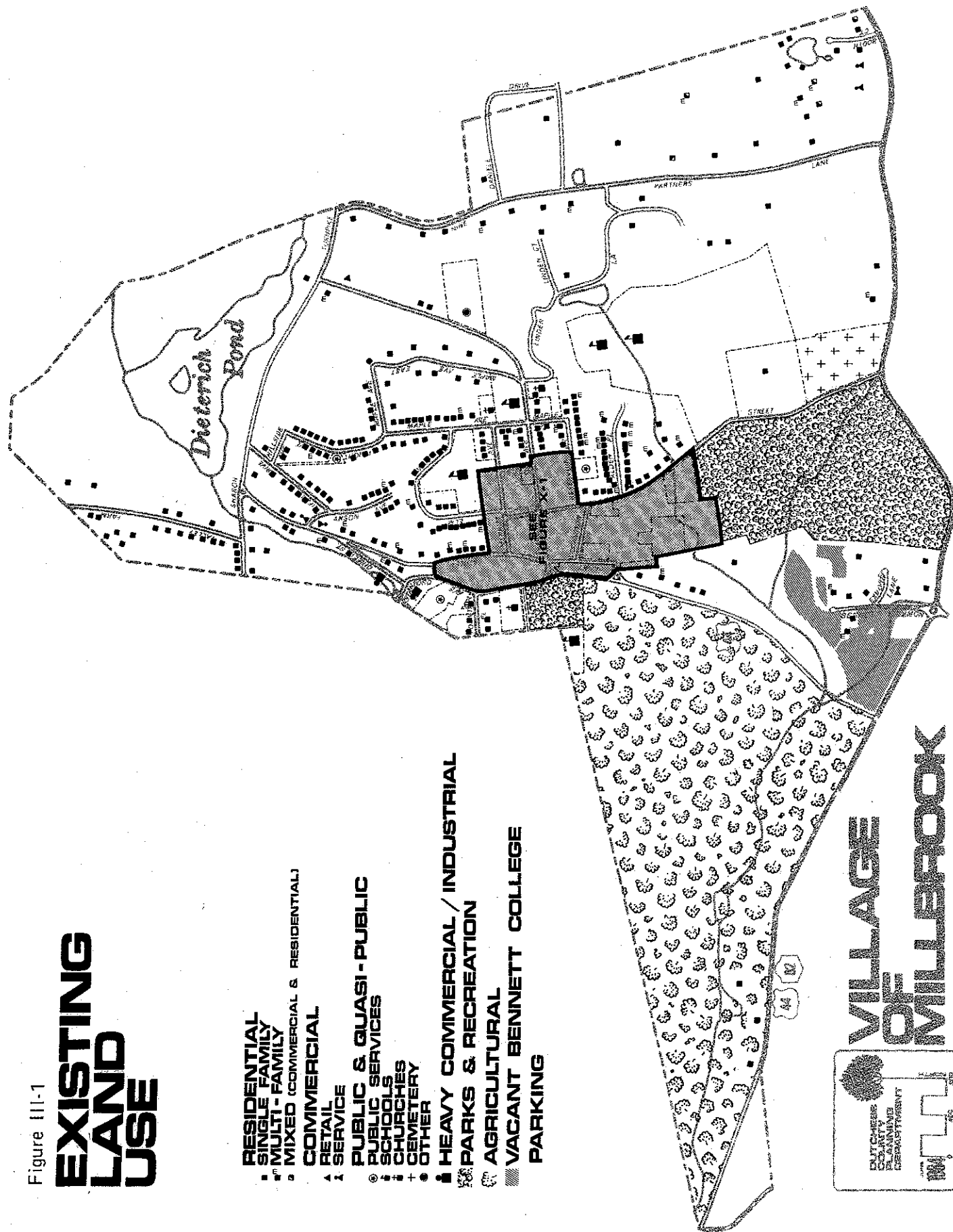
Most office and retail uses are within a six block area. The prime residential area surrounds the commercial district on three sides. Some infilling and conversions are possible within the compact residential area, but the land use pattern is essentially set.

TABLE III-1

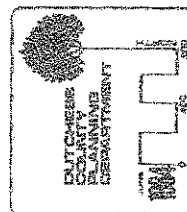
EXISTING LAND USE: 1984
MILLBROOK, NEW YORK

	<u>Acres</u>	<u>Percent of Developed Area</u>	<u>Percent of Total Area</u>
I. DEVELOPED LAND			
<u>Residential</u>			
Single Family	272.4	32.1%	22.5%
2-4 Units	36.2	4.3	3.0
Over 4 Units	10.3	1.2	.9
<u>Commercial</u>			
Retail	14.0	1.7	1.2
Service/Office	13.1	1.5	1.1
<u>Industrial</u>	4.8	.6	.4
<u>Public & Quasi-Public</u>			
Public	72.9	8.6	6.0
Bennett College (vacant)	17.8	2.1	1.5
Other Quasi-Public	32.4	3.8	2.7
<u>Streets and Highway</u>	62.0	7.3	5.1
<u>Parking</u>	4.0	.5	.3
<u>Recreation-Open Space</u>			
Public	19.0	2.2	1.6
Private	69.0	8.2	5.7
Cemetery	10.0	1.1	.8
<u>Agricultural</u>	208.1	24.6	17.3
Sub-Total Developed Land	846.0	99.8%	70.1%
II. UNDEVELOPED LAND			
<u>Woodland</u>	317.0	88.3%	26.3%
<u>Water</u>	42.0	11.7	3.5
Sub-Total Undeveloped Land	359.0	100.0%	29.8%
GRAND TOTAL	1,205.0		

EXISTING LAND USE



VILLAGE OF VILLAGEPOOK



It is likely that Millbrook's related residential growth will spill over into the Town of Washington, west of the Village center.

Millbrook is remarkably free of strip commercial development. Access routes to the Village are as attractive as the Village core itself. The fine entrances to the Village are among its most distinctive qualities. The current zoning ordinance generally reinforces the land use pattern as shown in Figure III-1.

RECENT LAND USE CHANGE

The housing unit count in 1980 was only six units greater than the census count of 1970 (527 in 1980). This was the smallest increase in Dutchess County. It reflects a relatively stagnant land use situation. The process of change has begun to accelerate in the 1980s. Condominiums are being built near Linden Lane, the Bennett Complex is planned for condominium use, a new subdivision is being planned south of the Sharon Turnpike and a persistent effort is being made to attract an elderly housing project.

The 1983 land use survey accounted for all land in residential ownership that was not likely to be resubdivided. The figure of 319 acres is much larger than that reported in the 1968 Master Plan. This is due to different survey techniques. The earlier survey implied an average residential lot size of about one quarter acre. The recent survey shows an average holding to be about six-tenths of an acre. The more recent estimate is the better one for use in calculating future development potential. Total land area in reserve appears to be about 300 acres in 1984, minus the land that cannot be developed due to environmental constraints.

NATURAL FEATURES

This section describes the topography, geology and soils of Millbrook. It identifies drainage boundaries, wetland areas and flood-prone zones. Natural features must be recognized in the development process. Some features represent overriding constraints to development. It is more common, though, for constraints to require an extra measure of care and engineering during the developmental process. Constraints to development are portrayed in Figure III-2.

Topography and Slopes

Elevations in Millbrook vary by 400 feet, from 460 to 860 feet above sea level. Route 44, severely flooded in 1984, traverses the lower elevation along the southwestern boundary of the Village. The highest elevation is off Nine Partners Road. The Village water storage tank, south of Sharon Turnpike, is 700 feet above mean sea level.

Only 136 acres, or 11 percent, of Millbrook has slopes 15 percent or more. Much of this land is in agriculture, at the golf course, or on the Millbrook Central School Campus. The steep slopes are also in ridge patterns along Front Street, along Nine Partners Road, and south of Sharon Turnpike.

Lands that are steeply sloped often can be developed. But they require extraordinary measures for controlling erosion, moderating road and driveway grades for winter access, and handling septic wastes. In general though, it is easiest to maintain steep slopes as open land, concentrating development on the ridge tops and at the base of hills.

Geology

Most of Millbrook is in the Hudson River Formation. This bedrock unit stores and allows movement of the Village groundwater. Well yields in this bedrock average about 16 gallons per minute. There is one substantial sand and gravel deposit along Route 44 and North Avenue in the southern section of the Village.

Drainage

Millbrook is within the Wappinger Creek Basin. An upper sub-basin drains 30 percent of the Village from the Dieterich Pond area to Milk Factory Pond and the Town of Washington. This 360 acre sub-basin drains most of the developed portion of Millbrook. The lower sub-basin, consisting of 837 acres, drains westward from the heights of Nine Partners Lane through the Bennett Complex and Thorndale Farms.

Soils

The following table shows that Millbrook is blessed with highly developable land.

TABLE III-2
SOIL LIMITATIONS ON DEVELOPMENT

<u>Limitations</u>	<u>Acres</u>	<u>Percent</u>
Slight	1,043	87
Moderate	--	--
Severe	102	9
Excessive	52	<u>4</u>
TOTAL	1,197	100

Source: Metcalf & Eddy, Comprehensive Master Plan.

Soils with "slight" limitations on development drain well and are workable for building sites and agriculture. Such soils in Millbrook are found on the more gentle sloping lands (under 15 percent) and the fairly level land.

Soils with "moderate" limitations on development are deep soils over bedrock with good drainage characteristics and high erodibility. These soils can best be used for agricultural and limited building purposes.

Soils with "severe" limitations on development have poor to very poor drainage characteristics with low erodibility. These soils are poor to submarginal for building purposes and only marginal for agriculture. "Severe" soils are located in floodplains of the Wappinger Creek, its tributaries, Mill Brook and Sprout Brook. The Tamarack Swamp area also includes major concentrations of this soil group near the Millbrook School property.

Soils with "excessive" limitations on development in Washington are on the steeper slopes (over 15 percent) with bedrock usually occurring at the surface. Because of the steep topography, soils in this group have good drainage, with very high erodibility. They are best suited to limited residential construction.

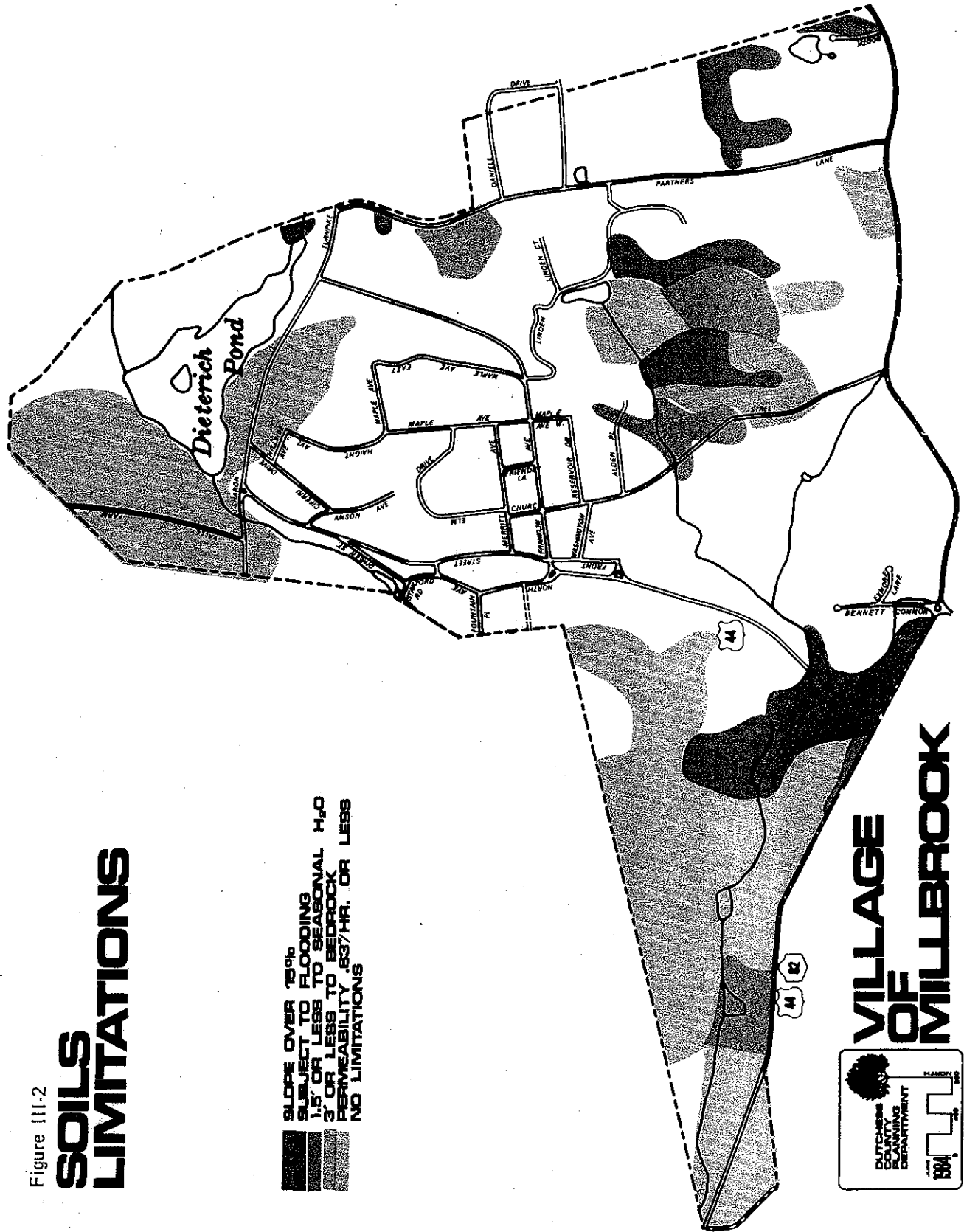
Wetlands and Floodplains

Wetlands provide for floodwater storage, aquifer recharge, wildlife habitat, improved water quality, open space between developed areas, and recreational activity. They allow a gradual recharge of surface waters long after a storm event and they provide moisture to the atmosphere through evapotranspiration.

Millbrook has only 42 wetland acres. Additionally, it has 28 acres classified as floodprone areas. These 70 acres comprise 5.8 percent of the total land area. The floodprone area is around the intersection of Routes 44 and 82. Seasonally high water tables are along Route 44 and east of Church Street.

Figure 111-2

SOILS LIMITATIONS



VILLAGE OF MILLBROOK

Aquifers

Figure V-2 shows the surface aquifers in Millbrook. These are deposits of permeable soils which accept and store rainwater. Generally, good water yields are possible in these areas, with relatively low well installation costs.

Surface aquifers are easily polluted. For this reason, it is wise to limit densities and land uses, especially if the area is not served by central sewers. It is common to limit residential densities to a one or two acre minimum over surface aquifers.

Millbrook's principal surface aquifers are east of Dieterich Pond, east of Route 44 and north of the Bennett complex, and at the end of Alden Place. The latter is the one most susceptible to developmental pressures.

IV. LAND USE PLAN

PURPOSE

The Millbrook Land Use Plan consists of written policies (plan goals and recommendations) and a map to help demonstrate these policies. The plan is only a guide to the Village and its Planning Board, one which illustrates a desirable land use pattern for the 1980-2000 timeframe. While the plan does not have the legal standing of a zoning ordinance, subdivision regulations, a building code, or site plan review regulations, it is a legal prerequisite to zoning. It helps to assure that land use controls are based on a factual understanding of the community, on trends in its development, and on the desires of its inhabitants.

Land use change is almost always initiated by the private sector, by hundreds of individual decisions to build a house, start a new business and so forth. Millbrook's Land Use Plan suggests ways to guide, rather than counteract, normal market forces. If done reasonably and fairly, the value of private property is enhanced by such regulation and the public interest is also protected.

METHOD

The Millbrook Land Use Plan was prepared using the following process:

1. All land use and environmental information was registered on the town's 1:200 scale base map. This information includes:
 - active farms (aerial photography and land use survey);
 - current land use pattern (1983 visual survey);
 - steep slopes (15% as determined from USGS quad maps);
 - floodplains and wetlands (Soil Conservation Service); and
 - surface aquifers (Dutchess County Aquifer Survey).
2. The information listed above was organized and analyzed:
 - the largest agricultural tracts were identified;
 - concentrations of housing were identified; their potential relationship to water quality, road maintenance, the convenience of providing Village services, etc. was noted;
 - developmental limitations, especially steep slopes and poorly drained soils, were identified;
 - developmental opportunity areas were located. These are areas which are most appropriate, because of their geographic and geologic characteristics and historic use, to assume the projected growth of Millbrook. Also, they avoid conflicts between incompatible land uses; and finally
 - land use boundaries were examined for possible conflicts between uses and for correspondence to existing zoning boundaries.

3. Planning use boundaries and descriptions were prepared:

- land use conflicts were avoided;
- adequate area for each use was established;
- density guidelines were prepared.

Each land use category appearing on Millbrook's Land Use Plan Map (Figure IV-1) is described below. The map is a visual presentation of written policies and plan recommendations. Much of the Village Plan is already intact in the existing Village Ordinances and Regulations. Chapter IV closes with several recommendations to improve the Village capacity to implement its plan.

DESCRIPTION OF THE FUTURE LAND USE PLAN

The Year 2000 Land Use plan is similar to the one prepared in the Metcalf and Eddy Plan. It shows a larger commercial area, reflective of the current zoning map, and the actual land use within the Village. It also shows the multi-family development off from Franklin Avenue, near Linden Lane. It adds mixed use areas for two locations with unique developmental opportunities. Finally, it extends the natural preservation district along the basic stream net.

The Year 2000 Plan is an ideal land use pattern. The central core is surrounded with medium density and multi-family residential areas. There is room for concentrated commercial expansion. The outer boundaries of the Village are low density residential areas, with farming as the preferred activity. Millbrook's land use plan encourages community living and upholds high environmental standards for the benefit of all residents. It does this without discouraging opportunities for growth.

Agricultural

This land area, covering approximately 20 percent of Millbrook, is now farmland with newer residential structures occasionally located along public roadways. The current land use patterns seem intact, at least for the time being. The 1970 Plan calls for five acre zoning in this zone. Five or ten acre zoning is appropriate in the rural area. If the land is ever converted to residential use, it is preferable to have housing clustered so that vistas and good agricultural lands can be better protected. Since five acre parcels are not suited to farming, a five acre land use pattern really promotes the rapid consumption of rural land.

By using five acres as a base density and then giving some bonus for clustering, perhaps on one or two acre lots, larger open tracts are more likely to be saved. New York Law even allows the Village to mandate cluster development.

Residential Mixed Use

The former Bennett College property is classified as a residential-mixed use area. This area is ideally suited for multi-family development and for educational research and other office use. Bennett campus is already undergoing a transformation. Dormitories have been converted to condominiums and institutional uses are being contemplated in other buildings. Some land between the Bennett Campus and the Village proper is also suited to a planned unit development. Careful site planning is a precondition to a mixed use development. Good site planning should focus on compatibility of development with surrounding areas.

The Elm School is classified as Residential-Mixed Use in the event that it is closed during the twenty year time period. The location is ideal for elderly housing, but it may also have potential for condominiums or for low intensity office use. The plan envisions retention of the existing open and recreational character of the total Elm Drive School property.

Transitional Residential

The prime transitional area is presently undeveloped. It is an important component in the pleasing, unhurried atmosphere of Millbrook. The land is south of the Route 44 Bypass and west of Route 44 as it proceeds northward from the village proper.

When development occurs in this transitional area, it is important that the density and site configuration preserve the essential character of the land. This can be done by limiting driveway cuts, providing incentives for clustering buildings away from the roadway, and requiring buffer landscape strips.

A basic three-quarter acre lot would be appropriate in this setting, since this density is low enough to maintain much of the rural appearance. Higher densities, perhaps one-half acre, might be permitted if site plans adequately protected the landscape.

RECOMMENDATIONS

1. PLAN THE FUTURE USE OF ELM DRIVE SCHOOL PROPERTY

The Elm Drive School property is the centerpiece to residential Millbrook. The park setting provides an uncrowded look to an area with relatively small residential lots. Only a block from the central commercial area, the school property adds grace and beauty to Millbrook. If the school closes, the park atmosphere should be retained, even if the property is developed. Conventional, modern style homes on individual lots should be avoided because they will clash with the existing architectural styles. The Village should work with the school district to define a mutually agreeable public purpose in the event that the school is closed.

2. ALLOW SMALLER PLANNED UNIT DEVELOPMENTS

Currently, the Village allows Planned Unit Developments (PUDS) only on parcels with a minimum of twenty-five acres for single family residential and ten acres for other land uses. Most parcels in the Village are much smaller than twenty-five acres. The concept of mixed land use can work well on much smaller parcels. It is recommended that the Village reduce its minimum acreage provision. It is also recommended that the zoning ordinance provide for mixed land uses within planned unit developments.

3. ENCOURAGE CLUSTER DEVELOPMENTS IN RURAL ZONES

State law allows municipalities to mandate cluster developments when such a stipulation serves a public purpose. If Millbrook has a five acre zone, the Village could regulate a subdivision on 50 acres by mandating one or two acre lots on a portion of the property, while reserving the remainder (30 to 40 acres) for permanent open space. Millbrook should consider adopting a mandatory clustering provision to encourage economical provision of services and to maintain the open character of the land which frames the village proper. If a mandatory approach is not selected, the Village should provide density incentives for cluster site plans.

4. ALLOW CERTAIN LIGHT INDUSTRIES IN THE BUSINESS ZONE

Some small industries blend nicely into residential and rural development. These are ones with minimal parking and truck loading requirements and ones with minimal waste disposal needs. The Village should consider making light industry subject to special exception or to certain performance standards for the business zone.

5. PROTECT ENVIRONMENTAL CORRIDORS

The natural drainage network should be protected. The Village should establish protective isolation distances of fifty feet for buildings and seventy-five feet for septic systems to insure the long term integrity of its stream corridors. It should also require retention facilities for new development that might otherwise accelerate the rate of stormwater run-off.

6. MAINTAIN THE COMMERCIAL ZONE

The current commercial zoning in Millbrook closely approximates the recommended commercial boundaries for Millbrook. Only about one-third of the available acreage is presently developed. The Village should consider a small commercial extension to include the site of the former village hall on Washington Avenue. The Village should be open to possible rezoning in the commercial zone south of Church street if there is a strong demand for high quality residential land use.

7. CREATE A RESIDENTIAL - MIXED USE ZONE

A residential-mixed use zone would be beneficial in several parts of the Village. This zone should have about 30,000 square foot minimum lot size for single family homes and incentives for providing ample setbacks and other site plan details. If a well planned office use is proposed, it should be considered in this zone as a "special use," one that would meet strict performance standards to insure compatibility with surrounding uses.

8. ADOPT SITE PLAN REVIEW REGULATIONS

The Village should adopt consistent and comprehensive site plan review regulations. The purpose of these regulations is to promote efficient, safe, economic, and harmonious development within Millbrook. A checklist of concerns which address this purpose should meet the full range of concerns outlined in Section 7-725 of state statutes. Ideally, they should be administered by the Village Planning Board.

9. CONSIDER DEVELOPMENT ON VILLAGE-OWNED LAND

The Village owns nearly four acres of land along Church Street. This has been used over the years to deposit clean fill in the warm weather and snow in the winter. This site has potential to be a good location for multi-family units. The Village should recognize the development potential of the land and consider selling it to a developer who agrees to develop the land in ways that are compatible with existing land use along Church Street.

V. COMMUNITY FACILITIES

INTRODUCTION

This chapter examines a variety of local services which are available to the residents of Millbrook Village. Each community facility category includes a description of existing conditions and identifies issues that will demand attention within the next several years. In some instances, standards and costs for services in Millbrook are compared either to neighboring communities or to national standards.

Millbrook is fortunate that most service areas do not have backlog of unmet capital or personnel requirements. Village water supply and the sanitary waste collection system are an exception. For this reason, the Millbrook Master Plan goes into detail on these two service components.

Chapter V discusses the water system, the sewer system, the Village Hall and garage, police and fire protection, parks and recreation, the library and schools, medical care and solid waste disposal. This is followed by a brief analysis of the cost of Village services. The discussions suggest future service requirements. Chapter V closes with recommendations for improving community facilities in the Village.

VILLAGE WATER SYSTEM

Description of the System

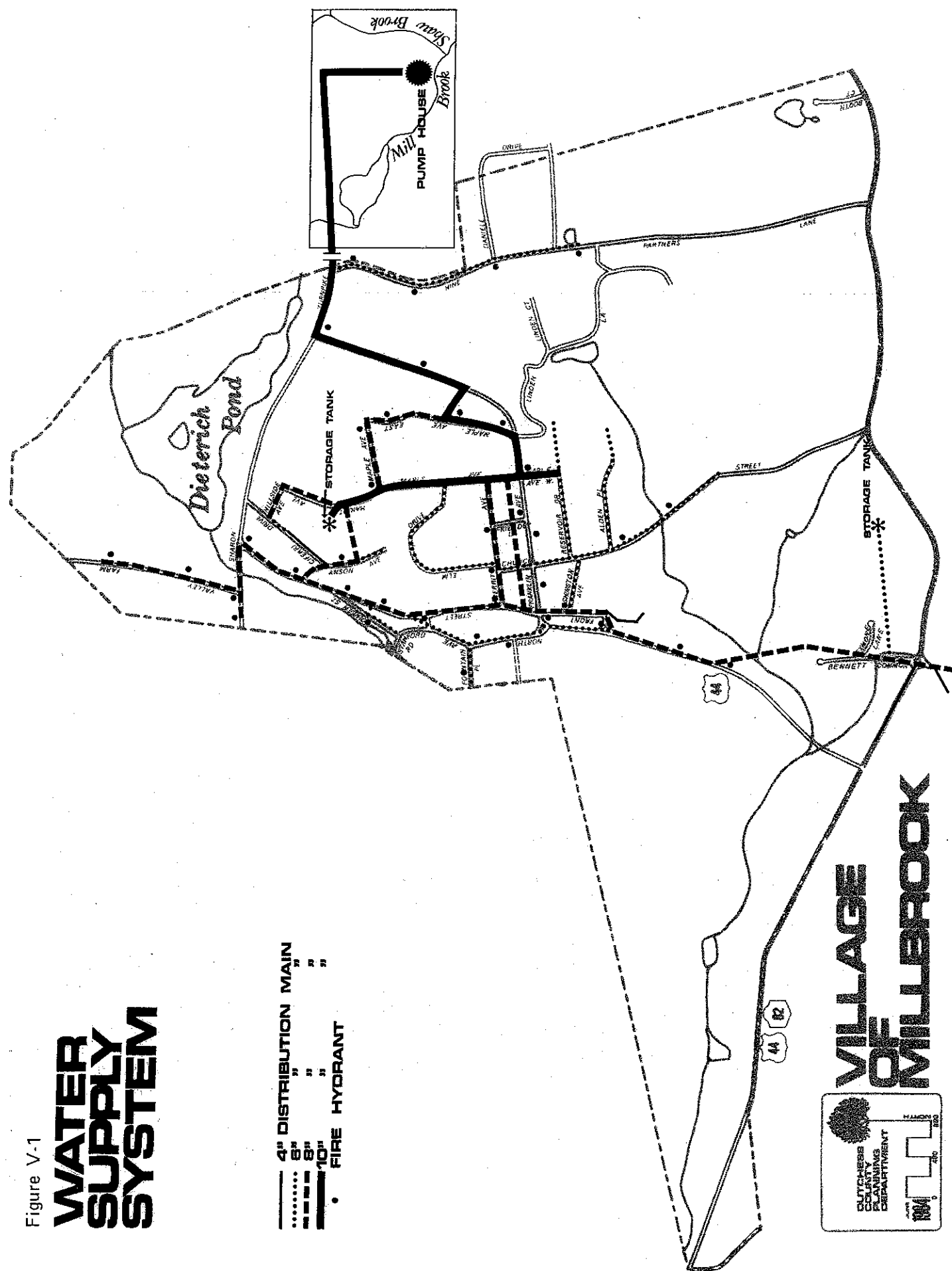
Figure V-1 portrays the current water service area and the water service system.

Infiltration Gallery

The infiltration gallery is a shallow horizontal groundwater collection system. It is a developed aquifer just south of Route 44 between the Village of Millbrook and Mabbettsville. It is situated in the northwest corner of 117.5 acres of land owned by the Village. Two streams traverse the property; Shaw Brook runs south and west into Mill Brook, which travels north and west into Dieterich Pond.

There are three bunkers extending approximately 150 feet in a radial pattern (collectors) which feed into the main gallery and pump house. The bunkers are rectangular-shaped concrete pits with protruding porous wall pipe, 15 inches or 18 inches in diameter. These collect the groundwater from the water-bearing formation. The bunkers bottom out at different depths below the ground surface (6, 7.5 and 10 feet), with outlet pipes at the bottom leading to the main gallery. Two of the bunkers were constructed in 1932 and the third one in 1939.

WATER SUPPLY SYSTEM



The water flows by gravity through the pipes extending from the bunker into the main gallery (wet well). Here, the water is drawn out by two vertical turbine wet-pit pumps.

Pump Equipment and Treatment Facilities

The pumping equipment at the infiltration gallery has a rated capacity of 250 GPM via two 20 HP pumps. One advantage to this system is the ability of the fire department to attach a pumper to the pump to maintain pressure if there is a loss of electricity. The distribution system is pressurized at 60 PSI (pounds per square inch).

The pressure is adequate except for a few homes at higher elevations. The addition of a booster pumping station might be appropriate.

Treatment facilities consist of a simple disinfection process of gas chlorination. The gas is automatically released at the pump house depending upon the quantity of flow. The water operator frequently checks the operation and changes chlorination tanks as necessary. The quality of water has always met the testing standards of the Department of Health.

Distribution Lines and Storage Tank

The water distribution lines were installed in 1933. A 10-inch diameter line travels from the pump house, through the Village, on to the storage tank. The remainder of the distribution lines traverses the road system throughout the Village with 6- and 8-inch diameter lines with a few short runs of 4- and 2-inch line. The lines are all of cast-iron material.

A storage tank is located in the Village of Millbrook on Haight Avenue at an elevation of 762 feet. The cylindrically-shaped tank is 90 feet tall and holds 500,000 gallons of water. A telemetric metering device signals the pumps to turn on and refill the tank when the water level is lowered eight feet from the maximum height. It has been functioning well and is in good condition. There is a four-year rotation schedule for painting inside and out, which was last done in July 1982.

One other storage tank in the system is located on the golf course and leased by the Bennett complex. Its holding capacity is 75,000 gallons. The lines feeding into it have been shut off with the closing of the Bennett complex.

There were 577 metered connections to the water supply system in June 1983. The 1980 Census figures indicate 525 homes in the Village. Since some of the connections are made to institutions or residences outside the Village limits, not all 577 connections are made to Village residences. The 1980 Census figures show 91 percent of the Village residences are supplied by the public water supply system.

A recent compilation of water rate records showed that an average 102,000 GPD of water is consumed. Yet, the recorder at the pump house indicates an average daily production of 180,000 GPD. Therefore, 43 percent of the water V-3

pumped through the system is unaccounted for by metering. A leak report, prepared by a consultant, has pinpointed 12 locations of problem areas and recommended sections of the system that need to be replaced or repaired. While these problems are being corrected, it is too early to assess the impact of the repairs.

Hydrants and Valves

There are more than 70 hydrants attached to the water supply system. The pressure has been adequate to meet firefighting purposes, except at two hydrant locations on Nine Partners Lane. With the pumper trucks, this has not caused any serious problems. There are shutoff valves located at every service line and other places throughout the system.

WATERSHED AND AQUIFER

The watershed for Shaw Brook contains approximately 6,600 acres, including considerable wetland acreage. The Mill Brook watershed contains about 2,800 acres, which includes the Town of Washington landfill, situated 1.5 miles from the infiltration gallery.

Because both brooks are small tributaries to larger creeks, the flows tend to fluctuate more drastically than downstream. During drought periods, Shaw Brook has been known to go dry and Mill Brook has decreased substantially. This caused short-term hardship during the spring of 1981. Conservation practices were strongly encouraged and water was withdrawn from Mill Brook to handle the shortage. An "Emergency Action Plan to Provide Potable Water for the Village of Millbrook" was drawn up in August 1982.

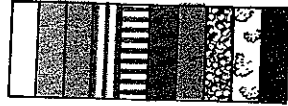
Land use practices within the watershed can effect the quality and quantity of water at the infiltration gallery. The watershed consists primarily of agricultural lands, woodland and wetlands. There is less than one percent industrial land use in the watershed. Careful management by the Town of Washington landfill site personnel should be continued and encouraged to prevent any possibility of groundwater contamination.

Soil types in the watershed vary greatly but are moderately-well to well drained soils in general. Bedrock is typically at depths greater than 40 feet.

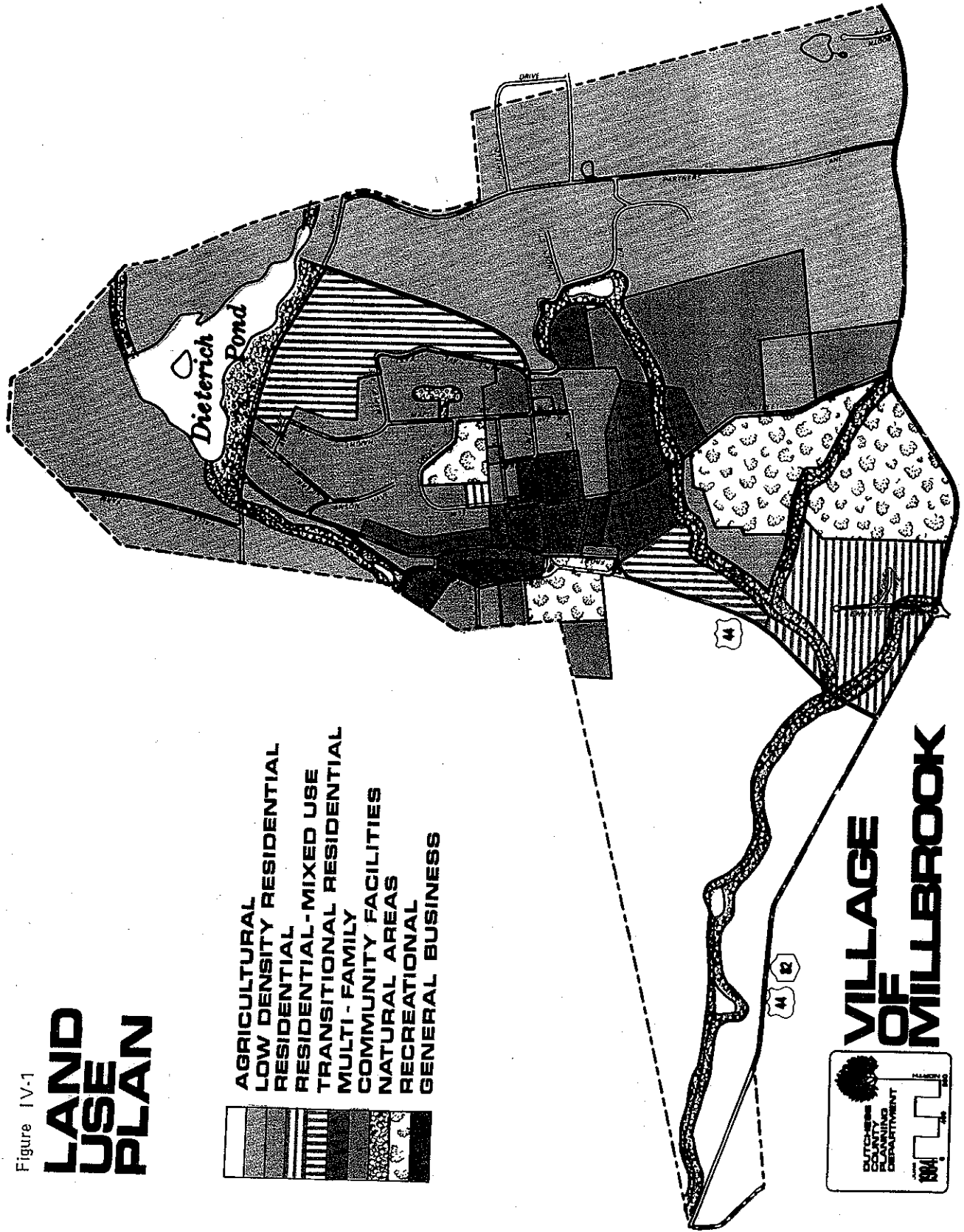
Two major sand and gravel deposits within the watershed yield moderate supplies of water. Information from the SCS indicates at least eight wells in the watershed with yields up to 20 GPM. The wells were drilled to depths greater than 60 feet into the Hudson River Formation. There is one exception, which is the water supply well for the Village of Millbrook. This was dug only 20 feet into the Pleistocene Gravel water-bearing formation, yielding greater than 125 GPM. Because of its shallowness, it is more susceptible to eventual contamination.

Figure IV-1

LAND USE PLAN



AGRICULTURAL
LOW DENSITY RESIDENTIAL
RESIDENTIAL
RESIDENTIAL-MIXED USE
TRANSITIONAL RESIDENTIAL
MULTI-FAMILY
COMMUNITY FACILITIES
NATURAL AREAS
RECREATIONAL
GENERAL BUSINESS



Low Density Residential

This area is similar in character to the rural zone, but parcel sizes are generally smaller. Approximately 500 acres borders Dietrich Pond on the east and west sides and both sides of Nine Partners Lane. This land, combined with the rural area, helps to frame the Village in a rural setting. Its character can be protected through density limits and cluster requirements. A basic acreage for the low density area is recommended to be 2-3 acres.

Medium Density Residential

This is the single-family residential area within the sewer service zone. Lot sizes in the traditional neighborhoods average about one quarter acre. Compact development is appropriate in the medium density area since the road network is relatively developed and access to the Village is easy. Most growth in this area will occur from infilling and development of a couple of remaining parcels.

Multi-Family

The multi-family district is along Front Street, Alden Place and part of Church Street. It contains some large, older structures. The identified areas have a kind of natural separation from single-family areas. Multi-family structures are also appropriate as part of a cluster site plan concept. Their compatibility depends on adequate landscaping and a use of buffer space.

Institutional/Community Facilities

This land use category documents the existing institutional uses in Millbrook. They include the school properties, the cemetery and land associated with public buildings.

General Business District

This land area is portrayed in the existing Village Zoning Ordinance. It is slightly reduced in size since the southern district boundary is proposed about 600 feet north of the existing one. As explained in the Downtown Improvements Chapter, this land area is ample for the projected increase in commercial use through the year 2000. There is opportunity for infill development and for conversion of open areas between North Avenue and Front Streets. Small industrial or offices uses, as well as retail uses are appropriate in this district.

Recreational

The golf course, Tribute Gardens and school playgrounds are the principal outdoor recreational spaces in Millbrook. It is expected that additional recreational space will be integrated with new development and will not represent large new acreages.

Residential Mixed Use

The former Bennett College property is classified as a residential-mixed use area. This area is ideally suited for multi-family development and for educational research and other office use. Bennett campus is already undergoing a transformation. Dormitories have been converted to condominiums and institutional uses are being contemplated in other buildings. Some land between the Bennett Campus and the Village proper is also suited to a planned unit development. Careful site planning is a precondition to a mixed use development. Good site planning should focus on compatibility of development with surrounding areas.

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VILLAGE WATER SYSTEM

Description of the System

Figure V-1 portrays the current water service area and the water service system.

Infiltration Gallery

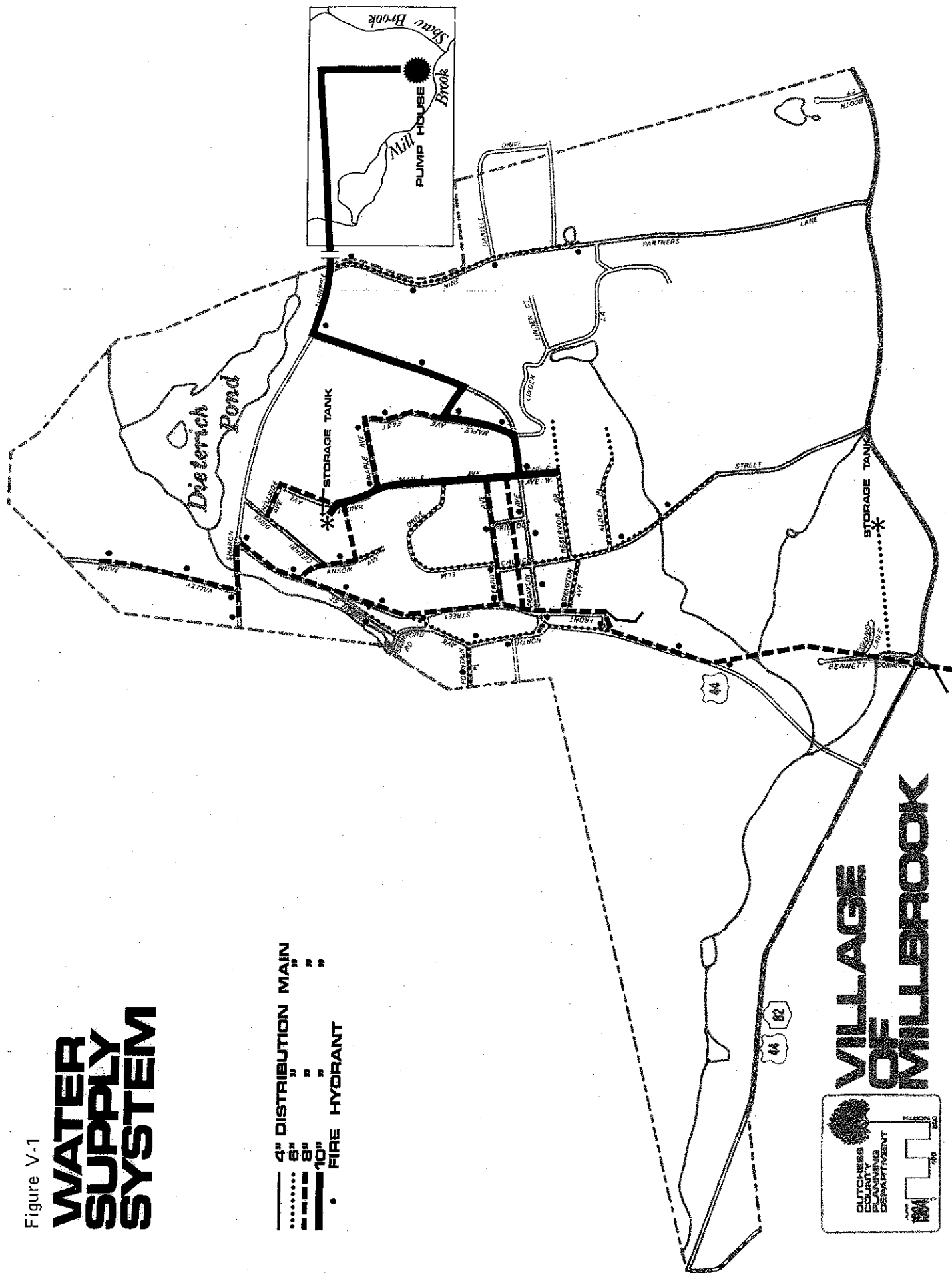
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Figure V-1

WATER SUPPLY SYSTEM

- 4" DISTRIBUTION MAIN
- 6" "
- - - - - 8" "
- ===== 10" "
- FIRE HYDRANT





OUTCRESS COUNTY
PLANNING DEPARTMENT

VILLAGE OF MILLERBROOK

1994

The water flows by gravity through the pipes extending from the bunker into the main gallery (wet well). Here, the water is drawn out by two vertical turbine wet-pit pumps.

Pump Equipment and Treatment Facilities

The pumping equipment at the infiltration gallery has a rated capacity of 250 GPM via two 20 HP pumps. One advantage to this system is the ability of the fire department to attach a pumper to the pump to maintain pressure if there is a loss of electricity. The distribution system is pressurized at 60 PSI (pounds per square inch).

The pressure is adequate except for a few homes at higher elevations. The addition of a booster pumping station might be appropriate.

Treatment facilities consist of a simple disinfection process of gas chlorination. The gas is automatically released at the pump house depending upon the quantity of flow. The water operator frequently checks the operation and changes chlorination tanks as necessary. The quality of water has always met the testing standards of the Department of Health.

Distribution Lines and Storage Tank

The water distribution lines were installed in 1933. A 10-inch diameter line travels from the pump house, through the Village, on to the storage tank. The remainder of the distribution lines traverses the road system throughout the Village with 6- and 8-inch diameter lines with a few short runs of 4- and 2-inch line. The lines are all of cast-iron material.

A storage tank is located in the Village of Millbrook on Haight Avenue at an elevation of 762 feet. The cylindrically-shaped tank is 90 feet tall and holds 500,000 gallons of water. A telemetric metering device signals the pumps to turn on and refill the tank when the water level is lowered eight feet from the maximum height. It has been functioning well and is in good condition. There is a four-year rotation schedule for painting inside and out, which was last done in July 1982.

One other storage tank in the system is located on the golf course and leased by the Bennett complex. Its holding capacity is 75,000 gallons. The lines feeding into it have been shut off with the closing of the Bennett complex.

There were 577 metered connections to the water supply system in June 1983. The 1980 Census figures indicate 525 homes in the Village. Since some of the connections are made to institutions or residences outside the Village limits, not all 577 connections are made to Village residences. The 1980 Census figures show 91 percent of the Village residences are supplied by the public water supply system.

A recent compilation of water rate records showed that an average 102,000 GPD of water is consumed. Yet, the recorder at the pump house indicates an average daily production of 180,000 GPD. Therefore, 43 percent of the water V-3

pumped through the system is unaccounted for by metering. A leak report, prepared by a consultant, has pinpointed 12 locations of problem areas and recommended sections of the system that need to be replaced or repaired. While these problems are being corrected, it is too early to assess the impact of the repairs.

Hydrants and Valves

There are more than 70 hydrants attached to the water supply system. The pressure has been adequate to meet firefighting purposes, except at two hydrant locations on Nine Partners Lane. With the pumper trucks, this has not caused any serious problems. There are shutoff valves located at every service line and other places throughout the system.

WATERSHED AND AQUIFER

The watershed for Shaw Brook contains approximately 6,600 acres, including considerable wetland acreage. The Mill Brook watershed contains about 2,800 acres, which includes the Town of Washington landfill, situated 1.5 miles from the infiltration gallery.

Because both brooks are small tributaries to larger creeks, the flows tend to fluctuate more drastically than downstream. During drought periods, Shaw Brook has been known to go dry and Mill Brook has decreased substantially. This caused short-term hardship during the spring of 1981. Conservation practices were strongly encouraged and water was withdrawn from Mill Brook to handle the shortage. An "Emergency Action Plan to Provide Potable Water for the Village of Millbrook" was drawn up in August 1982.

Land use practices within the watershed can effect the quality and quantity of water at the infiltration gallery. The watershed consists primarily of agricultural lands, woodland and wetlands. There is less than one percent industrial land use in the watershed. Careful management by the Town of Washington landfill site personnel should be continued and encouraged to prevent any possibility of groundwater contamination.

Soil types in the watershed vary greatly but are moderately-well to well drained soils in general. Bedrock is typically at depths greater than 40 feet.

Two major sand and gravel deposits within the watershed yield moderate supplies of water. Information from the SCS indicates at least eight wells in the watershed with yields up to 20 GPM. The wells were drilled to depths greater than 60 feet into the Hudson River Formation. There is one exception, which is the water supply well for the Village of Millbrook. This was dug only 20 feet into the Pleistocene Gravel water-bearing formation, yielding greater than 125 GPM. Because of its shallowness, it is more susceptible to eventual contamination.

The current withdrawal rate from the Village aquifer is 180,000 GPD, which averages to 125 GPM but fluctuates. This flow is much greater than surrounding aquifers which use deeper formations. Therefore, withdrawing water from the same site at greater depths does not seem to be the answer to an expanded water supply.

Two test wells were investigated by Hall and Company, Inc. (1975) on the current infiltration gallery site. The first one was at 14 feet below the surface, just above the blue clay and silt layer which has about a 10-foot thickness. The second well was at a depth about 30 feet below the ground surface in a silty sand and gravel layer, bounded below by a clay hardpan. The surface well indicated a yield of at least 45 GPM with very good recharge. The deeper test well had a very low yield and minimal recharge.

This again supports the theory that the surficial sand and gravel deposits are a much better water source than the deeper wells in this area. Since the water source for the Village of Millbrook is surficial, it is more susceptible to quality problems. A watershed management plan should be developed and instituted to protect this valuable resource. Land use patterns in the watershed of both streams feeding into the infiltration gallery should be addressed. Figure V-2 depicts the aquifer system described above.

Present and Future System Capacities

The distribution system is more than adequate for the Village water supply at present. Additional service lines within the Village could be added because of the abundance of 8-inch diameter lines.

Outside the Village, the distribution system is also capable of handling more connections. The 8-inch diameter line north and south of the Village and the 10-inch diameter line running east to the gallery can all afford additional taps.

The elevation of the storage tank keeps enough pressure in the system, except for a few homes at the higher elevation. In these individual cases, a small booster pump could be added by the residence owner to increase the pressure.

The supply of water in the aquifer is able to meet present needs, but during drought periods, may not be able to handle any additions to the system. If the leaks are repaired in full, another 70,000 GPD worth of connections could safely be made to the system; enough water for about 900 people.

An additional source of water should be located and developed for emergency use in case of drought periods and for future development. Measures should be taken to set aside and preserve an area for a future water source.

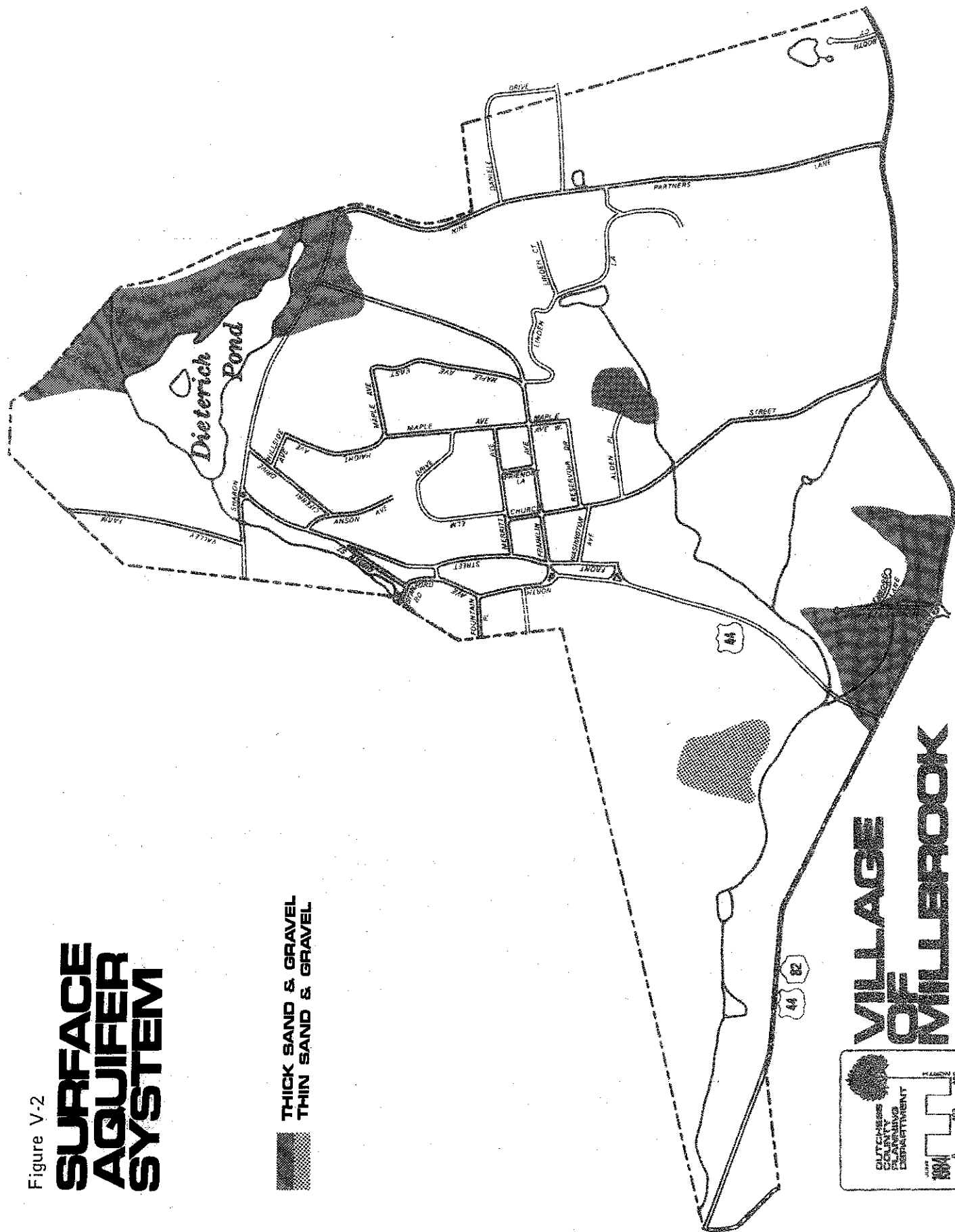
Problems and Needs

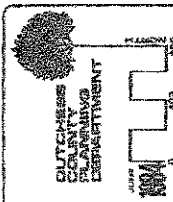
The priority of need concerning the water supply system is finding and repairing the leaks in the system, which presently amounts to 43 percent. Other concerns of primary importance are: to learn more about the aquifer in use at this time; evaluating whether deeper bunkers or additional bunkers

Figure V-2

SURFACE AQUIFER SYSTEM

THICK SAND & GRAVEL
THIN SAND & GRAVEL





**VILLAGE
OF
MILLERBROOK**

could supply more water without drawing down the water table; and to determine the maximum yield capacity of the aquifer, especially during drought periods. This would also help indicate the relative importance of locating another groundwater source.

An investigation should be conducted to determine the ability of the storage tank to meet the pressure demands if additional connections are made to the system.

Economics

Water and sewer bills are compiled every three months. There is a \$1.00 meter charge per quarter. Water rates inside the village are \$1.00/1,000 gallons and \$1.67/1,000 gallons outside the village. If a home is vacant or uses less than 2,250 gallons per quarter, there is a minimum charge of \$2.25 per quarter.

The 1982-83 fiscal year for the Village of Millbrook showed \$31,042 in expenses and \$33,921 in revenues, a net gain of \$2,879. One should note that no work was done to repair leaks in the system and that this will be a major expense in the future.

Some of the major costs for the water supply system include:

- System Operation and Maintenance - Parts
- System Operation and Maintenance - Operator
- Central Hudson Gas and Electric
- Chlorine Gas
- Standpipe Sandblasting and Painting

There was a rate increase in October 1982 to compensate for the increase in gas and electric bills. Because the increase was explained and justified through the media to the public, no difficulty was experienced in the following billing quarter. Rates charged for water are less than that of surrounding communities.

VILLAGE SEWER SYSTEM

Description of the System

Treatment Plant

The sewage treatment facility is located on the western border of the Village boundaries with access from North Avenue and discharges into the east branch of Wappinger's Creek. The creek is classified as "C," meaning no bathing, drinking or food processing. This classification is not based on the effluent, but on the historical or best use of the stream. The site is not subject to flooding and is topographically suitable for gravity flow from the Village residences.

The site is well tended with supervision by a Grade IIA licensed operator and an assistant. An engineering consultant is also retained for occasional assistance. The sewage treatment facilities and surrounding grounds are kept in excellent condition.

An activated sludge, aerated treatment plant was constructed directly on the site of the existing plant in 1972. The plant now consists of preliminary, secondary and tertiary treatment and is designed to handle 150,000 GPD. Because of its design and quality of operations, the plant can actually operate effectively at 250,000-275,000 GPD.

The following is a brief description of how the sewage treatment plant functions:

- A. The sewage flows by gravity to the influent structure through a bar screen and grit channel to remove large pieces of material (e.g., cloths) and settleable solids (e.g., sand), respectively and then through a Parshall flume where the quantity of water entering the treatment facility is monitored.
- B. The waste water is carried to a flow splitter, to divide the flow evenly between two extended aeration treatment units. The mixed liquid is aerated for 24 hours and then mechanically clarified. The sludge is carried off either back into the aeration units or to a holding tank. Sludge from the holding tank is removed by a scavenger truck periodically and deposited at the Town of Washington landfill.
- C. The liquid flows into a duplex intermittent filter system consisting of two dosing tanks, each of which discharges into two sand-bed filters. Four sand filter beds at 5,000 square feet each are laid out on the grounds.
- D. After the water has filtered through the sand, it flows through a chlorine contact tank for disinfection. Here, three weired baffles maintain a detention time of approximately four hours before the treated water enters the creek.

This type of treatment system requires a full-time licensed operator for its daily operation.

The sewage treatment facilities were renovated in 1972 from a primary treatment plant, which was originally constructed in 1932. The original plant had a 175,000 GPD design capacity.

Collection Lines

The existing sewage collection lines range from 8 to 12 inches in diameter and extend through a majority of the Village. The condition of the sewer collection system is unsatisfactory. It appears that only 66,442 GPD¹ of metered water entered the collection system, while an average of 207,000 GPD was treated at the plant during the latter part of 1982 and early 1983. This indicates that inflow or infiltration contributes to 68 percent of the total flow. The collection system is now 50 years old and is reaching its expected life span.

¹It is likely that the meters actually underestimate flow. An 85,000 flow estimate is more likely than 66,442 CPD.

There is also a 6-inch force main running along Route 44 from the pump station at the Bennett complex up to the intersection of Washington Avenue and Front Street.

A television camera survey was done in March 1968 to detect the extent of infiltration before the new sewage treatment plant was designed. Each section of pipe in the system is evaluated in a report. Most problems were attributed to tree root intrusion or offsets at pipe joints. Since joints have now been repaired and manholes have been inspected, inflow is suspected as the reason for a high level of total flow. Fifteen sump pumps could be enough to create the excessive flow.¹

Infiltration of water into the sewer collection system can occur from illegal storm line connections. Upon examination of Figure V-3, one can see that storm sewer lines often run adjacent to sanitary sewer lines. At one time, dye was poured into the storm sewer system to detect leaks or illegal connections into the sanitary sewer system. No dye came through, but it is not assured whether a complete test was done. It is doubtful that the storm water system is contributing much to the flow in the sanitary sewer system.

High water tables may also add to infiltration. Fortunately, the soil type indicates a depth to water table greater than six feet, draining the water below most pipe depths.

Some of the major water users are not connected to the sewage collection system, such as apartment complexes, Cardinal Hayes Community Home, Dutchess County Home and the Millbrook Golf and Tennis Club. Only a portion of the Bennett complex is connected via a pump station and force main. The remainder of the waste water is drained to individual cesspools or septic systems. The portion of the Bennett complex which is attached to the Millbrook sewer system is currently vacant.

Pump Stations

There is one pump station in the system at the Bennett complex. There is also one mechanical lift station that serves five homes just north of the sewage treatment plant (STP). The remainder of the system works by gravity flow.

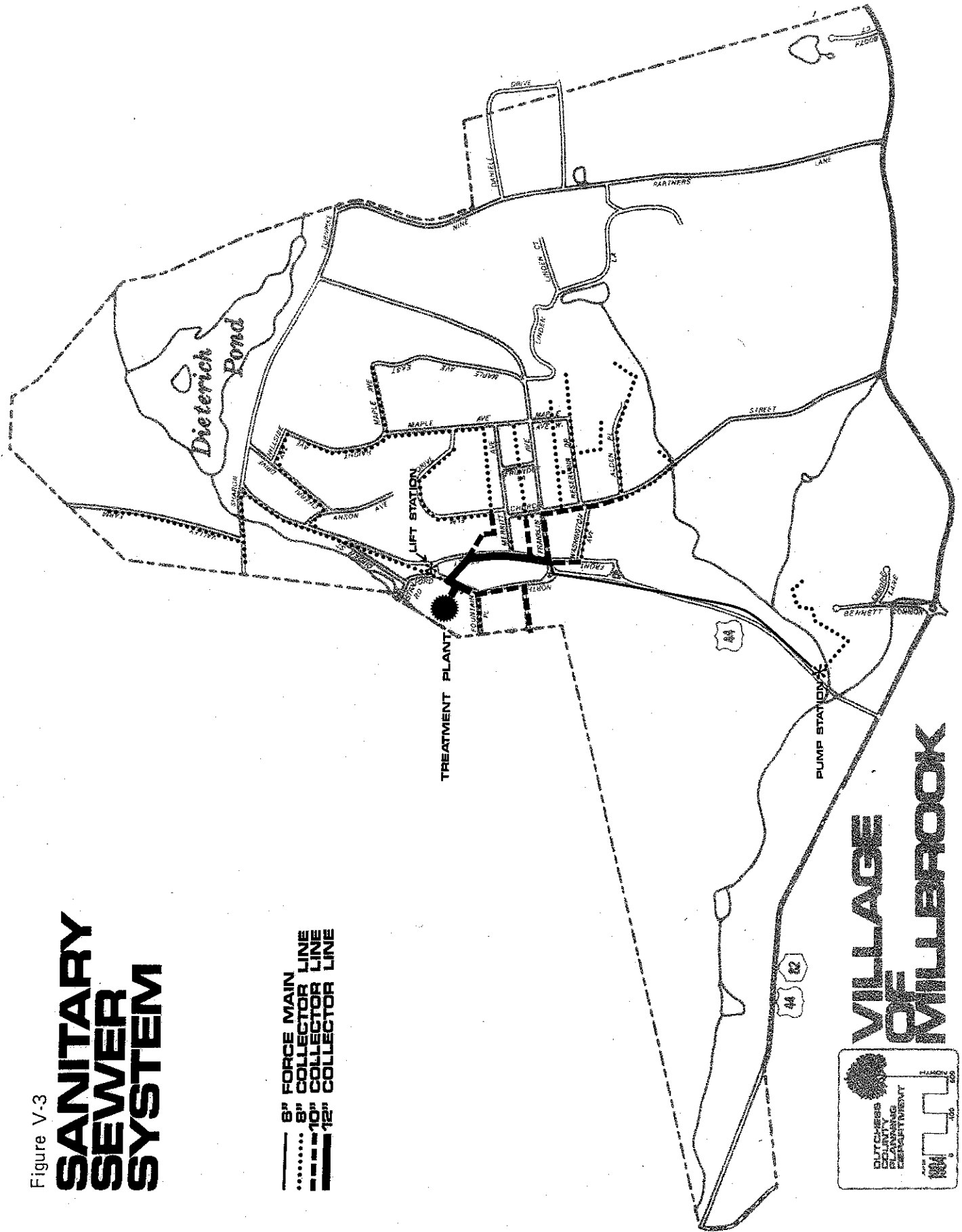
The pump station has presumably been built over-capacity to handle more than the partial sewage of the Bennett complex. It was designed to handle the Drug Rehabilitation Center's sewage and homes along Route 44, south of the Village. Further connections could be made south of the village in the future if the STP can handle the additional capacity. The force main extending from the pump station at the Bennett complex does not allow any connections (taps) along its route, as it parallels Route 44, connecting to the manhole on Front Street.

¹Infiltration problems become apparent shortly after a rainfall event, since time is required for the water to infiltrate. The effect on inflow problems is seen more immediately as sump pumps or illegal drains are used.

Figure V-3

SANITARY SEWER SYSTEM

- 8" FORCE MAIN
- 8" COLLECTOR LINE
- - - - 10" COLLECTOR LINE
- 12" COLLECTOR LINE



VILLAGE OF MILLBROOK

OUTSOURCING
SANITARY
PLANNING
DEPARTMENT

PLAN 100-100-000

Building Connections

The Village is responsible for all manholes and lateral lines (main collectors), but taps (building connections) are the responsibility of the individual homeowner. The Village of Millbrook has formal water and sewer permit applications. Procedures are outlined for establishing service lines along with a fee and returnable bond.

Delineation of Areas Served

Figure V-3 is a base map of the Village to indicate the location of the entire sanitary sewer system: treatment plant facilities; lateral lines (main collectors); pump station; and lift station.

System Capacity: Present and Future

The 1980 Census indicates that 78 percent of the homes in the Village are connected to the sewer collection system. There is a significant difference between the amount of water supplied and water treated as indicated by individual building meters. In other words, 35 percent of the water consumed is treated by individual septic tanks or cesspools. This figure may be high if water which does not reenter the system is accounted for (e.g., filling swimming pools, watering gardens and washing cars).

The sewage treatment plant has an actual capacity of 250,000 GPD, even though its official design capacity is 150,000 GPD. Although heavy rains can cause flows greater than 500,000 GPD to go through the plant for short periods, the average flow through the plant for a recent six-month period is found in Table V-1.

TABLE V-1
FLOW CHARACTERISTICS OF MILLBROOK STP

	<u>Total (Gal.)</u>	<u>Average Flow (GPD)</u>
April '83	6,384,000	212,800
March '83	6,901,000	222,613
February '83	5,372,000	191,857
January '83	5,457,000	176,032
December '82	5,226,000	168,580
November '82	5,172,000	172,400

Source: Dutchess County Department of Health

One can interpret that the plant runs near capacity the majority of the time because of infiltration of water into the sewer collection system. Flows between 150,000 and 250,000 GPD are carried through the entire facility, but the quality of treatment is reduced because of decreased detention times for the various stages of treatment. At approximately 250,000 GPD flow, water bypasses the system entrance automatically and is diverted to a chlorine disinfection tank, not receiving secondary or tertiary treatment. This has not seemed to cause problems such as noncompliance with SPDES (State Pollution Discharge Elimination Standards) permit standards.

The Dutchess County Department of Health reports adequate compliance with requirements of the SPDES permit. The White Plains, DEC (Department of Environmental Conservation) office also reports that the Millbrook STP effluent is generally in compliance, despite intermittent stream flow.

In fact, a few studies have been done on Wappinger's Creek through Cary Arboretum. The Arboretum carries out ecological studies and is located about 1.8 miles downstream of the Millbrook STP effluent outlet. In a thesis on trout stocking:

"The biological capacity of the stream to produce and/or support trout is determined by its. . .water quality. The Arboretum is fortunate to have a high quality stream. . ." (William A. Hyatt, 1983)

Another study was done in 1975 that dealt with an ecological evaluation of the east branch of Wappinger's Creek to explain its condition and to recommend courses of action for future water-related management. It concluded:

"The dilution factor of the stream volume reduces these (organic matter) concentrations to extremely low levels. Also, the records of the Dutchess County Health Department clearly show problems with bacterial contamination above the outfall of the sewage treatment plant." (Karin E. Limburg, 1975)

The operation of the plant has improved with the appointment of a new operator in 1976. Many of the organic levels which were sometimes high in the effluent have been reduced with improved plant maintenance.

DEC has issued the Village of Millbrook two SPDES permits; one for the present system and the second applies to the system with reduced infiltration. The major difference between the two is the chlorine residual, since less water would bypass the system and be chlorine disinfected only.

The following are some examples of how hypothetical connections to the sewer collection system could affect total flow. In each example, an infiltration rate of 20 percent is assumed.

Millbrook Hollow Project (2 Bedroom Condominiums):
 $18 \text{ units} \times 3 \text{ people/unit} \times 75 \text{ gal./person per day} = 4,050 \text{ GPD}^1$

¹Seventy-five gallons is a high engineering estimate, but it accounts for a 20 percent estimated infiltration rate.

Assuming that the Bennett complex eventually houses 300 people:

Bennett Complex

$$300 \text{ people} \times 50 \text{ gal./person per day} = 15,000 \text{ GPD}^2$$

Consider the various groups of residences directly south of the village of Millbrook, in the town of Washington. Assume there are 3 people per lot and each person uses 75 gallons per day

Oak Summitt Road	- 17 lots	3,825 GPD
Co. House Road & Old Route 82	- 28 lots	6,300 GPD
Maple Hill Drive & Old Route 82	- 39 lots	8,775 GPD
South Road & College Lane	- 25 lots	5,625 GPD
Horseshoe Drive	- 68 lots	15,300 GPD
Dutchess County Home		<u>2,000 GPD</u>

TOTAL

41,825 GPD

If some of the residences south of the Village were added to the sewer collection system, the capacity of the pump station at the Bennett complex would have to be evaluated. Also, another pump or lift station might be needed south of Route 343.

All other segment capacities of the system seem adequate for future expansion, considering the amount of excess water that is carried through the system now. The real limitation to the entire system is the 250,000 GPD capacity of the treatment system itself. If connections were made as pointed out in the examples above, the rated capacity of the plant would be approached. This level of growth is likely to occur during the next 10-20 years.

Economics of Collection System Repair

The most important problem with the sewer collection system is the infiltration. If 65 percent of the water treated is from inflow and infiltration, a great economic loss is occurring.

Currently Treated	191,000 GPD
Currently Metered	<u>66,442 GPD</u>
Infiltration Loss	124,558 GPD

If inflow and infiltration were reduced to 20 percent and new connections made to bring in metered water meeting the plant's capacity, yearly revenues would almost double.

Current Revenues

$$\$2.15/1,000 \text{ gal.} \times 66,442 \text{ gal. per day} \times 365 \text{ days per year} = \$52,140.36$$

²Fifty gallons are used here because many residents are expected to be part-time.

Possible Added Revenues

$\$2.15/1,000 \text{ gal.} \times 53,558 \text{ gal. per day} \times 365 \text{ days per year} = \$42,029.64$

Possible Total Annual Revenues

\$94,170.00

The cost of operating the sewage treatment plant does not vary significantly with the quantity of flow entering the plant. The most economical approach is to treat as much metered waste water as possible within the capacity of the treatment plant.

The current charge for sewage treatment is \$2.15 per 1,000 gallons. This is based on the metered water entering the building or residence. Exceptions are made when pools are filled and the Village Clerk is notified.

Some of the major costs associated with the sewage treatment facilities include system operation and maintenance (parts and labor), Central Hudson Gas and Electric, chemicals and chlorine, water quality testing and landfill sewage pit cleaning.

Actual revenues and expenses for the Village fiscal year were \$50,748 and \$49,340, respectively. This indicates a net gain of \$1,408. Again, revenues could be increased substantially if infiltration problems were reduced. Increased revenues should be used for improved maintenance to keep infiltration problems to a minimum.

VILLAGE HALL

The Millbrook Village Hall was constructed 75 years ago as the Village Firehouse. The police chief's car is stored in the bottom floor garage, with the Village Clerk and police offices located upstairs. The building is not handicapped accessible and elderly people often have a difficult time climbing the stairs to the second floor. There is a lack of room for record files and limited space for meetings and village court. The entire structure is in need of renovations and improved maintenance.

A new Village Hall will be located in the front one-third of the community center. It will have modern facilities and handicapped access.

The recreation hall became available to the Village at School Board elections in mid-June, 1984. While the building was being sold for \$1.00, it required substantial renovations, including a new heating system and bathroom facilities.

The new Village Hall and recreational building is spacious and well located. It should serve the community well into the foreseeable future.

VILLAGE GARAGE

Millbrook has a four-bay garage located directly behind the former village hall. The main garage is 60 feet by 30 feet and houses some of the road equipment. The Village also uses a 90 foot long shed. An old jail house will be used for a garage extension, and there is room on the site to expand further.

Millbrook has one part-time and two full-time employees in the Highway Department. They maintain the Village roads, bridges, drainage and snowplowing. When a job requires more than two people or special equipment, the Village often subcontracts with the Town of Washington for equipment and labor. This has worked out well and is more economical than increasing staff or equipment for intermittent jobs.

The equipment owned by the Village of Millbrook consists of the following:

1 Backhoe	with sweeper and snow blower attachments
Loader/Trailer	with attachable mower
2 Dump Trucks	with snowplows
1 Sand Truck	with snowplows
1 4-Wheel Drive Pickup	with snowplows
2 Riding Lawn Mowers	
1 Pickup	(sewer/water operation)
3 Tankers	(sewer/water operation)

Some of the equipment is more than 10 years old. This equipment should be scheduled for updating in the near future through a capital budget program replacement plan. The types of equipment and storage facilities are adequate to meet the present needs of the Village. It is unlikely that service needs will increase substantially even if the Village population increases. The service area boundaries are confined and the local road network is established.

POLICE PROTECTION

The police department has a chief, one additional full-time officer and one part-time officer. The Village also employs a part-time person for dog control. The regular officers work on a rotating schedule so that someone is on duty at least 16 hours a day, seven days a week.

The police office is in the Village Hall. Currently, the department has one police car purchased in 1983. Detainment facilities are at the Dutchess County Jail in Poughkeepsie.

Police calls are dispatched by the State Police Barracks and the State Police also assist with calls within the Village. During an emergency, the Village Police extend their coverage into the Town of Washington as a backup to the State Police.

Police Department activity between 1979 and 1983 is listed below:

Criminal Arrests	103
Family Court Cases	17
DWI Cases	16
Accident Reports (>\$400)	73
Parking Violation Tickets	620
Parking Warnings	1,200
Request Search of Records	75

During this five-year time span, 50 civil summonses and 10 criminal summonses were served. An officer appeared in court 285 times. Of 387 arrests for vehicular traffic moving violations, 285 resulted in a guilty verdict and 64 were dismissed. The remainder are pending.

Between 1979 and 1983, the department travelled 73,000 miles or about 40 miles per day. This activity consumed 11,500 gallons of gasoline.

FIRE, RESCUE AND AMBULANCE OPERATIONS

The Village of Millbrook has a Municipal Fire District. Since the Village is located in the center of the Town of Washington, there is no need for another firehouse. The district has approximately 55 volunteers and a ladies' auxiliary.

The Village Fire District is a member of Dutchess County Home Alert and Mutual Aid programs. Both are operated through a county dispatch. The Home Alert consists of automatic and box alert systems. There are 68 in the Village of Millbrook, mostly in public buildings. The Mutual Aid Plan involves all but one fire department in Dutchess County. The purpose is to provide the most efficient use of firefighting equipment and man power for any call within the county.

The six-bay firehouse for the Village of Millbrook is located on the corner of Front Street and Washington Avenue. The facility is one of the largest and most modern in Dutchess County. The original construction took place in 1960, with an addition constructed in 1978. The firehouse has been designated as a Disaster Station for Dutchess County.

The Fire Department is funded through the Village budget, a Town of Washington contribution and fund raising. Bingo is held on Friday nights for about 300 people. The fire hall is also rented for meals; it can seat approximately 500 people.

Millbrook has three fire engines. The newest was purchased in 1982; the other two are 1980 and 1970 models. The oldest engine has been reconditioned, but it is suffering from rust.

There are two four-wheel drive rescue vehicles, a three-quarter ton truck and a one and one-half ton truck. One is equipped for brush fires. The rescue vehicles carry portable power units, air bags, compressors and the jaws of life. A larger vehicle is being contemplated to replace the three-quarter ton rescue vehicle.

Millbrook's fire district conducts rescue and ambulance operations. Twenty volunteers are certified in emergency medical training (EMT). The ambulances are a 1977 Chevrolet and a 1982 Ford with a Horton body. The older vehicle will be replaced in the near future.

PARKS AND RECREATION

The Tribute Gardens and Veterans Memorial Park is located in the Village of Millbrook. This semipublic park, located on 15 acres, is beautifully landscaped. It contains a multi-use field, play apparatus and children's swimming. It was developed and is maintained by the Millbrook Tribute Garden, Inc., a not-for-profit trust. The park is located on North Avenue off from Route 44.

There are also three public sites with recreational facilities, all of them associated with the schools:

<u>Name</u>	<u>Acres</u>	<u>Ball Field</u>	<u>Multi-Use Field</u>	<u>Play Apparatus</u>	<u>Court Games</u>
Elm Drive Elementary School	4.0	X	X	X	X
Alden Place Elementary School	8.0	X	X		
Millbrook Jr./Sr. High School	40.0	X			X

Residents of the Village use the town park in Mabbetttsville. This 28-acre park includes a swimming pond with dressing rooms and toilets. Skating is also possible in the winter.

Other recreational areas in the Town of Washington include the Innisfree Foundation Gardens and the Dutchess County Cooperative Area. The Innisfree Foundation Gardens occupy 379 acres in the southwestern portion of town. It is a semipublic facility with landscaped gardens.

The Dutchess County Cooperative Area provides 3,200 restricted acres for controlled hunting of deer, grouse, rabbits and pheasants. This wildlife management area is located in the south-central portion of the Town of Washington. Village residents are allowed to hunt deer on the water pumping station property. The Village also contains a private golf and tennis club off Route 343.

In summary, parks, recreation and open space in the Village of Millbrook and Town of Washington are abundant. The Village lacks public tennis courts. Indoor facilities are being improved through renovation of the Community Center Building; the new facility is large, well located and adaptable. If a senior citizen home is established in the Village, it could be equipped with its own indoor recreational facilities.

LIBRARY

The Millbrook Free Library is located on the corner of Franklin Avenue and Friendly Lane. It is a member of the Mid-Hudson Library System and is popular for its interlibrary loan service.

The library has a staff of four, with two full-time and two part-time personnel. It is a general readers' library also offering a children's section. There are more than 27,500 volumes with a 1982 circulation of 45,060.

It is open six days a week at the following times:

Monday	12 - 6
Tuesday and Thursday	9:30 - 6
Wednesday and Friday	12 - 9
Saturday	10 - 4

The American Library Association provides standards which can be one guide for measuring adequacy.

Shelf Space	- 8 volumes per linear foot.
Personnel	- one full-time librarian per 2,000 population.
Size of Collection	- 3-5 volumes per capita.
Floor Space	- 0.7 square feet per capita.

Applied to Millbrook, the Village should have a minimum of one full-time librarian, 5,372 volumes and 940 square feet of floor area. The quality of the Millbrook Free Library far exceeds minimum standards. Supported by an endowment, the library service promises to remain exceptional.

EDUCATION

Millbrook Central School District serves several communities. In 1982, the origin of students was as follows:

Millbrook Village	158
Town of Washington	229
Town of LaGrange	113
Clinton Corners (including Salt Point)	166
Unionvale (Verbank area)	170
Dover Plains, Wingdale, Wassaic, etc.	40
TOTAL	876

The Millbrook public school system consists of three buildings:

<u>School</u>	<u>Grade</u>	<u>Student Population/Capacity</u>
Elementary School, Elm Drive	K-3	213/300
Elementary School, Alden Place	4-6	178/225
Jr./Sr. High School, Alden Place	7-12	483/450

The Junior/Senior High School slightly exceeds its capacity, whereas the two elementary schools are under capacity. The overall student-teacher ratio is about 23:1.

The elementary school has special programs such as gifted education and special education. In the high school, there are advanced placement courses. The high school curriculum includes French, Spanish, Art, History, Music Appreciation, Writing, Computer and Mechanical Drawing courses. There are BOCES resource rooms in all three schools for slow learners and mentally retarded children.

The public schools are large enough to meet future needs. The Board of Education has even discussed closing one of the elementary schools. While the number of households in Millbrook is expected to increase during the next several years, the household size and percentage of student-aged population are expected to continue declining.

St. Joseph's Parochial School is located on North Avenue in the Village of Millbrook next to St. Joseph's Parish. Its student population is about 240 in grades K-8. Students come from six school districts--Millbrook, Dover Plains, Pine Plains, Webutuck, Hyde Park and Arlington.

The student population declined during the mid-1970s but has increased over the last three or four years by about 20 students per year. The capacity of the school is about 280 students. There are presently 25 to 30 students per class.

Tuition is charged based on whether students are members of the parish, if contributions are made to the parish and number of children in the family. They rely on extensive volunteer help to carry out special programs.

Finally, Dutchess Community College offers classes in the Thorne Building. The building is owned by the Village and is supported by a trust endowment.

MEDICAL CARE

Until recently, the Village of Millbrook had the Sharon Clinic Associated Millbrook Group within its boundaries. The clinic had medical specialists, including surgeons, pediatricians, physicians, a nurse practitioner, a nurse midwife, a family practitioner, orthopedics and an obstetrical gynecologist. Now, there is 24-hour coverage in the Sharon Clinic and the Sharon Hospital in Sharon, Connecticut, 20 miles away. Two ambulances are available in the Village of Millbrook firehouse.

Besides the Sharon Clinic and the Sharon Hospital eight miles northeast of Amenia, New York, there are three other hospitals within 25 miles--St. Francis Hospital, Vassar Brothers Hospital and Northern Dutchess Hospital. Most Millbrook residents use the Sharon Hospital.

SOLID WASTE DISPOSAL

The Town of Washington Landfill Site is used by the residents of the Village of Millbrook. It is located north of Route 343, two and one-half miles east of the Village.

A survey done by the Department of Environmental Conservation estimates three tons of waste per day generated by the Town of Washington and two tons of waste per day generated from the Village of Millbrook. Estimates of landfill life range from 10 to 150 years. Because the present site is not well suited for a landfill, the lower end of the range is most appropriate. The site is used for road material by the Town of Washington Highway Department. The sand-gravel mixture of the soils allows considerable seepage from the landfill contents. There has been no use of clay to other impervious liner material to arrest the flow of pollutants.

There are sludge pits on the landfill site to accommodate sludge from the Millbrook Sewage Treatment Plant. These pits did not meet environmental regulations until the state decided that it could be more lenient with the pit construction because Millbrook's solid waste contents contain no industrial wastes. An operator manages the site through controlled dumping, daily covering and burning.

Millbrook decided not to participate in the Dutchess County Recycling District. This possibility may be open in the future, but only if the regional facility expands from its original design size.

COST OF SERVICE

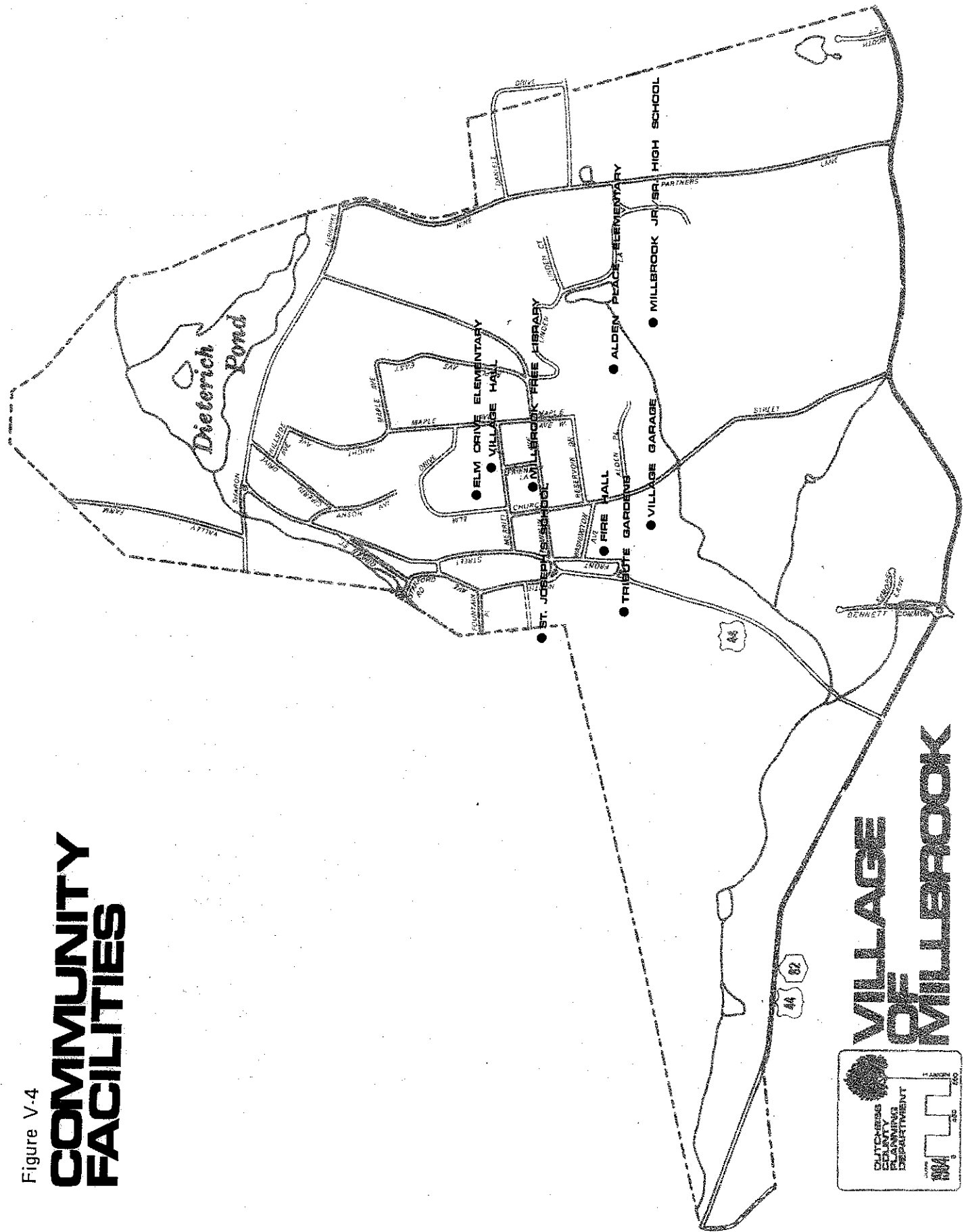
The cost of local government has increased by 178 percent between 1973 and 1982. Since inflation accounted for 100 percent of the overall increase, 78 percent is attributable strictly to rising costs.

The Millbrook Police Department was funded for only a portion of 1973. A 446 percent budget increase reflects its maturity into an established village department. Fire safety service made a similar leap. Since this service continues to be volunteer, increased costs are related to training, maintenance and equipment requirements.

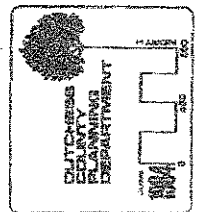
Millbrook's solid waste budget countered a national trend toward dramatically increased costs. This cost would increase significantly if the town were to implement an environmental protection program. Such a program would attempt to mitigate the influence of water seepage through the disposal site.

Figure V-4

COMMUNITY FACILITIES



VILLAGE OF MILLBROOK



The cost of road maintenance has stayed constant when one considers inflation. Governmental support services have increased markedly. As with police and fire services, this reflects a maturing into more established and responsive governmental entities. The rate of increase, accordingly, should be diminished in upcoming years.

The current debt is primarily for repayment of water and sewer improvements. A smaller portion, to be paid off in 1984, was to finance an addition to the firehouse. The village debt ceiling is seven percent of the average full valuation for Millbrook over the past five years. The village currently has borrowed only a small percentage of its legal limitation.

RECOMMENDATIONS

1. The Village should upgrade its water distribution system, replacing the cast-iron pipes and eliminating the leakage along the line.
2. The Village should identify a second source of drinking water for a backup. It is likely that this source can originate in surficial sand and gravel aquifers. Dieterich Pond is in a relatively undeveloped watershed and also possesses potential as a secondary water source.
3. The Village should work with the town to delineate all aquifer recharge access for the public water supply. Each municipality should consider adoption of overlay zone performance standards, which will ensure that land use development does not jeopardize water quality in the future.
4. The Village should encourage residents to use water-saving shower heads and toilet tank inserts. An educational campaign should be conducted through the school and newspaper. The Village should even consider financing these low-cost devices because of their water-saving potential.
5. The Village should increase water rates to help offset the costs of water system repair. The increase should be rationalized on the basis of costs involved with deferring payment.
6. The Village should take steps to correct its sewer system infiltration problem. The rate of infiltration should not exceed 20 percent. This improvement should be financed through a long-term general obligation bond that will be repaid, in part, by new sewer system users. The Village can apply to the state for an exemption from its bonding limit because the obligation will be paid off by sewer service revenues.
7. The Village should encourage more use of its treatment system capacity, once the infiltration problem is corrected. More customers will help to reduce the costs to current users. Expanded use will come from new residential and commercial development and from the addition of unserved structures which are already within the sewer service area.

8. The Village should work with the town to establish a bicycle trail system. This system would include signage, publicity, improvement of shoulders, addition of bicycle lanes on state and county roads, and occasionally, the purchase of easements to link pathways.
9. Millbrook should consider development of a tennis court in the Village. While private courts are available, a public court would provide expanding playing opportunities, especially for local youth.
10. The Town Recreation Commission should consider establishing a summer program for outdoor concerts. The Village should also consider providing an area for picnicking by residents. Perhaps existing recreational space could be used.
11. Since the Millbrook school system is small, program offerings are limited. Per pupil costs in the secondary school are high. The image of Millbrook's public school system needs improvement. Quality of public schools influences the decision of prospective home buyers. Emphasis on quality education should be maintained by all public officials so that Millbrook encourages a balanced age distribution.
12. The Village should work with town officials to ensure an environmentally sound solid waste disposal program. An optimum design to eliminate the influence of water on the existing landfill site must be achieved. This could involve the use of clay liners, diversion drains and contouring. If water seepage is still significant, under drains and effluent holding basins may be appropriate. The town should be encouraged to seek professional engineering advice on a management program that is environmentally sound. It should follow its management scheme, even if this exceeds state permit requirements.
13. The Village should follow the potential for eventual participation in the Dutchess County Resource Recovery project. Economic justification for such a change should be based on the true costs associated with maintaining a high-quality, sanitary landfill program.

VI. ECONOMY

INTRODUCTION

An understanding of the local labor forces, commuting patterns and occupation characteristics is an important element of the planning effort for a community. The information in this chapter can be used to help understand the social structures of the community and its residents.

The chapter puts the economy in perspective, by reviewing major trends affecting the regional economy. It compares income data for Village residents with state and national statistics. It also includes the results of an employment survey of village businesses.

THE REGIONAL ECONOMY

The local economy can be best understood within the context of the regional economy. This is especially true in Millbrook's case because the Village must be viewed in terms of the larger area in which it is located and on which its residents depend for employment and many commercial needs.

Agriculture was the mainstay of Dutchess County's early development. While agriculture is still an important part of the county economy, changes in the nineteenth and twentieth centuries have lessened the importance of agriculture to the county's economy.

The nineteenth century saw the rise and decline of mills in the county. The number of mills increased significantly in the nineteenth century as settlers selected areas near creeks and streams which provided the necessary waterpower. The mid-1800s was the peak period for mills in Dutchess County; by the end of the century, most mills had moved from New York and New England to the southern states.

In the nineteenth century, agriculture also experienced a significant shift. The shift from wheat and corn crops to an emphasis on dairy farming occurred as the coming of the railroads made the New York City market accessible to Dutchess farms. The opening of the Erie Canal in 1825 made mid-western crops available to compete with Dutchess County crops other than dairying.

The twentieth century brought the development of manufacturing industries to the southwestern parts of Dutchess County. This area was accessible to the transportation network and had a larger work force available than the rural areas of the county.

Until the early 1900s, the New York metropolitan region was dominated by New York City as the center of economic activity. A shift of population over the last 50 years has, however, had important effects on the entire region. While the region continued to grow in population, there was an accompanying trend of

decentralization within the region. The actual shift of population has not been one of people moving from rural areas to big cities. The pattern, especially after World War II, has been one of movement from rural areas to cities and towns which were clustered around the central city of the metropolitan area.

The industrial relocation from the central cities has been the result of several factors. Some industries required the labor supply which was now locating in the suburbs. Highway transportation improvements increased the accessibility of many parts of the region. The availability of transportation had previously been one of the advantages of the central city. Many industries moved in search of space as new manufacturing techniques required horizontal rather than vertical expansion. Industries also may relocate to provide better commuting conditions for their employees by moving to uncongested areas.

The effects of these trends on Dutchess County have been dramatic; the population of the county has doubled since 1940. The population increased due to the location of major employers in the county, as well as a pattern of workers commuting to jobs in the region and choosing Dutchess County as their place of residence.

These economic patterns have influenced the structures of communities within the region. At first, many of these growing small towns were bedroom communities. Then, as employers moved away from central cities, these towns became diversified communities with residential, commercial and industrial development. Some communities never went through the intermediate phase of a bedroom community as major employers moved directly to towns on the fringes of the region. This overall trend is evidence in the fact that, in 1970, only 30 percent of Westchester County's work force commuted to New York City. This figure has been declining and should continue to decline in the future.

THE MILLBROOK ECONOMY

The development of the Village has paralleled many regional trends. In the late eighteenth century, the small hamlets of Harts Village, Mechanic and Washington developed around mills. These hamlets flourished into the mid-1800s. In the last half of the nineteenth century, business and residences centralized in what is now the Village center. This centralization was the result of several factors. The coming of the railroad to Millbrook in 1869 resulted in the focusing of development within a short distance of the station. The decline of the mills lessened the economic importance of the smaller hamlets. It became evident that a central Village area better served the needs of the surrounding agricultural areas than did small, scattered hamlet businesses. The center of the Village, thus, became a commercial center within surrounding residential areas.

As mills declined, the area's economic base reverted to farming with the Village serving as a residential and commercial center.

The Village grew slowly during the twentieth century as the business district expanded and the residential areas were developed. The population increased significantly in the post-World War period as Dutchess County moved into its period of largest growth. Village growth was part of this larger county growth as employment opportunities increased in the private sector.

LABOR FORCE

The unemployment rate for Dutchess County has, over the past decade, been one of the lowest in New York State. In 1980, Village residents had an even lower rate of unemployment 3.6 percent than did the county as a whole. This percentage represented a total of 24 unemployed Village residents. Town of Washington residents also had a lower unemployment rate than the county as a whole. Across the nation, the unemployment rate was 7.1 percent in 1980.

TABLE VI-1

UNEMPLOYMENT RATES

MILLBROOK VILLAGE, WASHINGTON TOWN, DUTCHESS COUNTY

1980

	<u>Millbrook</u>	<u>Washington</u>	<u>Dutchess County</u>
Males	2.7%	1.4%	5.6%
Females	4.6%	4.45%	5.9%
Total	3.6%	2.6%	5.7%

Source: U.S. Bureau of the Census

A trend over the last decade has been the increasing number of women in the work force. Nationally, 50 percent of women age 16 and over are in the work force; this has increased substantially from the 1970 figure of 41 percent. Data for Millbrook residents indicate that a higher percentage of women are in the labor force than is the case nationally. Fifty-two percent of Village women were in the labor force in 1980. This is also higher than the county figure of almost 49 percent. The labor force participation for male Village residents is 79 percent.

EMPLOYMENT BY OCCUPATION

The structured character of the work force provides information on the types of jobs held by residents. It should be noted that this section refers to jobs held by Village residents regardless of where the place of employment is.

Millbrook workers are oriented towards management and professional occupational groupings. Thirty-two percent of the workers are in the managerial and professional specialty occupations. This category includes executive and administrative jobs, as well as professional positions. As Table VI-2 indicates, the percentage of village workers in this category was higher than the county as a whole.

Nationally, jobs in the management and professional categories have been expanding rapidly. These positions experienced slow growth in the 1960s, and rapid increases occurred over the past decade.

Technical, sales and administrative support jobs accounted for 28 percent of Village employment. This figure is similar to that for Dutchess County residents.

TABLE VI-2
EMPLOYMENT BY OCCUPATION BY PERCENTAGE
1980

<u>Occupation</u>	<u>Millbrook</u>	<u>Washington (Incl. Millbrook)</u>	<u>Dutchess County</u>
Executive, administrative and managerial	13%	12%	10%
Professional specialty	19%	20%	18%
Technicians and related support	3%	4%	5%
Sales	9%	6%	9%
Administrative support, including clerical	16%	16%	16%
Private household operations	1%	1%	1%
Protective service occupations	1%	1%	2%
Service, other	15%	14%	12%
Farming, forestry and fishing	4%	8%	2%
Precision production, craft and repair	10%	10%	12%
Machine operators, assemblers and inspectors	4%	4%	7%
Transportation and material moving	2%	2%	3%
Handlers, equipment cleaners, helpers and laborers	3%	2%	3%

Source: U.S. Bureau of the Census

Administrative support jobs, including clerical occupations, have been increasing. While the number of stenographers has been declining, employment opportunities for secretaries and cashiers have risen sharply. The Village, town and county have similar percentages of residents in administrative support occupations.

Fifteen percent of Village workers were employed in service occupations other than personal or protective services. This figure is higher than that of Dutchess County due to the ready availability of these jobs in the Village business district.

Farming and related occupations accounted for four percent of the Villagers' jobs. This is higher than the national figure of three percent and Dutchess County's two percent. While farming as an occupation has steadily been declining, the farming employment of village and town residents reflects the number of farms and farm job opportunities in the Millbrook area.

While demand for specific occupations will rise or fall because of change in technology, life style and a number of other factors, general trends are evident. White collar jobs are on the rise; white collar positions now outnumber blue collar positions on a nationwide basis. Millbrook residents, in general, are oriented towards jobs which have been growing in number. Employment opportunities within Dutchess County, especially in the computer and health fields, provide a firm base for job growth in areas within commuting distance of Millbrook.

COMMUTING PATTERNS

A significant statistic on commuting patterns is that a relatively high percentage of Village workers--45 percent--both live and work in the Village. This indicates that villagers are taking advantage of the job opportunities provided within their community.

The remainder of the residents work largely within Dutchess County with six percent of the Village residents working in the Poughkeepsie area. The 1980 Census showed that only three percent of the Village residents worked outside Dutchess County.

TABLE VI-3

TRANSPORTATION TO WORK
VILLAGE OF MILLBROOK, 1980

<u>Method of Transportation</u>	<u>Percentage</u>	<u>Number</u>
Drive, alone	65%	407
Drive, car pool	15%	93
Public transportation	3%	18
Walk only	12%	77
Work at home	2%	13
Other	3%	21

Source: U.S. Bureau of the Census

The private automobile was the primary means of transportation for Millbrook workers. Sixty-five percent of Village workers drove alone in private vehicles to their place of employment. Another 15 percent of the workers participated in car pools. Because of the proximity of the Village business district to residential areas of the Village, a relatively high number of workers--12 percent--were able to walk to their work place. Public transportation services provided three percent of the Village residents with their means of getting to work.

The average commuting time for residents reflects the fact that most residents have short trips to work. The mean travel time for Village residents was 20 minutes in 1980; for town and Village residents the figure is 20.7 minutes. These commuting times are below the county average of 22.5 minutes due to the number of residents who live in proximity to their jobs.

INCOME

Several indicators can be used to measure the income of Millbrook residents against other communities. These indicators include the mean family income, median family income and per capita income. In each of these indicators, Village residents had higher incomes than the comparable figures for Dutchess County and the nation as a whole. (The mean is an average of all incomes; the median is the income with 50 percent of the responses higher and 50 percent lower.)

TABLE VI-4
INCOME INDICATORS, 1979

	<u>Per Capita Income</u>	<u>Mean Family Income</u>	<u>Median Family Income</u>
Millbrook	\$8,360	\$26,037	\$23,300
Washington (incl. Millbrook)	9,008	30,218	23,394
Dutchess County	7,559	25,427	23,123
United States	7,313	23,177	19,908

Source: U.S. Bureau of the Census

A significant fact from comparing income data over time is that town and Village residents have moved ahead of Dutchess County in median family income. In 1969, Millbrook and Washington had a higher median family income than the state or nation but a lower figure than Dutchess County. Over the decade 1969-1979, the town and Village median family income surpassed the county in addition to New York State and the country as a whole.

Table 5 shows the family income by percentage for Millbrook families. One percent of Village families, or a total of four families, had incomes below \$5,000. At the other end of the scale, seven percent of the Village families had income in excess of \$50,000.

TABLE VI-5
FAMILY INCOME BY PERCENTAGE
VILLAGE OF MILLBROOK, 1979

<u>Family Income</u>	<u>Millbrook</u>	<u>Washington (Incl. Millbrook)</u>	<u>Dutchess County</u>
Under \$5,000	1%	2%	4%
\$ 5,000 to \$ 7,499	3%	4%	4%
\$ 7,500 to \$ 9,999	7%	8%	5%
\$10,000 to \$14,999	13%	12%	12%
\$15,000 to \$19,999	17%	13%	14%
\$20,000 to \$24,999	14%	17%	16%
\$25,000 to \$34,999	27%	20%	24%
\$35,000 to \$49,999	11%	11%	15%
\$50,000 or more	7%	12%	6%

Source: U.S. Bureau of the Census

An important indicator of the socio-economic structure of the community is the number of workers in families. This indicator is closely associated with family income; the number of workers in a family greatly influences the total income of the family. Sixty-three percent of Millbrook families has two or more workers; this is higher than the comparable figure for Dutchess County of 55 percent. The percentage of families with no workers is 11 percent in the Village, as well as for Dutchess County as a whole.

A conclusion that can be drawn from data on the number of workers in families and the family income data is that part of the reason for the higher mean and median family incomes in the Village, is that there are more workers per family in the village than in the county.

LAND USE AND EMPLOYMENT SURVEY

In the spring of 1983, Village officials conducted a survey of village properties. The data collected included information on full-time and part-time employment of businesses operating in the Village of Millbrook.

The survey results indicated that there were 420 jobs in the Village businesses. Over 75 percent of these positions were full-time jobs; 111 were part-time jobs.

The school district was the largest employer with 105 employees. Other businesses ranged in size from one part-time employee (a Laundromat) to 24 employees at the newspaper. A total of 33 of the establishments had three or less employees at the time of this survey. These businesses with a small number of employees comprised personal service shops, such as hair salons and retail stores, including florists, antique stores and other small shops. The advantages of these businesses with a small number of employees should not be overlooked; the customers they attract can also be customers of Village stores providing other services.

VII. HOUSING

INTRODUCTION

Housing was not addressed in the 1967 Millbrook Master Plan. At that time, housing was affordable to most local households, a situation made possible by low interest rates, federal mortgage insurance, inexpensive energy costs, and relatively low land prices. Therefore, it was not an issue that required the attention of the local decision makers.

Now it is widely recognized that there is a growing housing shortage which leads to escalating housing costs for both rental and owner-occupied units. Millbrook has some problems of deferred housing maintenance. The Village also lacks housing alternatives to address the needs of all its residents. While these problems are affecting all municipalities in Dutchess County, they have a particular relevance to Millbrook due to its older population and housing stock.

The 1980 Census helps to delineate the nature of the housing problems that should be addressed in Millbrook. This chapter analyzes the existing housing stock and then focuses on the characteristics of Millbrook's households which have a direct bearing on the type of housing that is needed.

TENANCY

Millbrook had 525 year-round dwellings enumerated in the 1980 Census (see Table VII-1). Forty-one percent of these were rental units versus 33 percent for the county as a whole. The higher proportion of rental units is typical of the cities and villages within Dutchess because of the older housing stock which has often been converted to multi-family dwellings.

TABLE VII-1

TENANCY

	<u>Village of Millbrook</u>	<u>Town of Washington¹</u>	<u>Dutchess County</u>
Number of Year-Round Dwelling Units	525	1,632	85,336
Rentals	216	543	28,558
Percent of Total Units	41.1%	33.3%	33.5%
Rental Vacancy	3	23	1,507
Percent of Rentals	1.4%	4.2%	5.3%
Owner-Occupied	294	988	54,314
Percent of Total Units	56.0%	60.6%	63.6%
Vacant, For Sale	0	9	723
Percent of Owner-occupied	---	.9%	1.3%

TABLE VII-1 (cont.)

	<u>Village of Millbrook</u>	<u>Town of Washington¹</u>	<u>Dutchess County</u>
Second Homes	5	66	1,017
Percent of Total	1.0%	4.0%	1.2%
Other Vacant	10	35	1,447
Percent of Total	1.9%	2.1%	1.7%

¹In this and subsequent tables, town data includes the village.

At the time of the Census, there were no houses for sale and there were only three rental vacancies. This corresponds to a vacancy rate of 1.4% which, according to the 1980 Census, is the lowest for any municipality in Dutchess. The vacancy rate is below the recommended guideline of five percent which is recognized as an indicator of a healthy rental market. Neither the Village nor the Town of Washington had any condominiums in 1980. This tenancy alternative is being offered now with the conversion of the former Bennett College dormitories.

Almost two thirds of Millbrook's residents have lived there five years or more. Over half have been there since 1970. Millbrook shows more stability than Washington or Dutchess County (see Table VII-2).

TABLE VII-2

TENANCY STABILITY

	<u>Village of Millbrook</u>	<u>Town of Washington</u>	<u>Dutchess County</u>
Number of Persons			
Same residence 5 years prior to 1980 Census	833	2,658	135,383
Percent of Population (5 years old and older)	65.4%	63.9%	58.9%
Number of Households			
Same residence 5 years prior to 1980 Census	301	870	43,336
Percent of Total Households	59.4%	58.0%	53.7%
Number of Households			
Same residence 10 or more years prior to 1980 Census	199	653	29,468
Percent of Total Households	39.3%	43.6%	36.5%

HOUSING COSTS

The 1980 median value of Millbrook's owner-occupied housing is \$59,000, 20 percent higher than the County's median. As shown in Table VII-3, Millbrook ranked fifth in the County in terms of this median. The highest was the Town of East Fishkill at \$60,800.

The median rent, at \$261 per month, is somewhat lower than the county. This is attributable to the older housing stock which is often somewhat deteriorated and lacks the amenities that are provided in the more recently constructed, large apartment complexes.

TABLE VII-3

HOUSING COSTS - 1980

	<u>Village of Millbrook</u>	<u>Town of Washington</u>	<u>Dutchess County</u>
Owner Occupied			
Median Value	59,000	55,800	49,300
Mean Value	56,505	56,836	52,775
Rental			
Median Rent	261	280	273
Mean Rent	250	251	262

The rising housing prices countywide are attributable to high demand. Developers have little difficulty in selling the units. One result has been a lower emphasis on quality. This is a problem that Millbrook could face in the wake of new construction within the Village.

HOUSING STRUCTURES

Table VII-4 highlights the size of the existing housing stock. The median number of rooms is 5.6. Over half of the stock has six or more rooms and over half contains three or more bedrooms. The relevance becomes evident on examining prevalent household size in Table VII-9.

TABLE VII-4

HOUSING SIZE

	<u>Village of Millbrook</u>	<u>Town of Washington</u>	<u>Dutchess County</u>
Median Rooms	5.6	5.6	5.6
Percent of Stock with 6+ Rooms	55.4%	60.2%	50.7%
Percent of Stock with 3+ Bedrooms	56.9%	64.5%	56.3%

HOUSING AGE

Two thirds of Millbrook's housing stock was built prior to 1939. Table VII-5 shows that this is more than twice the comparable county proportion. Houses of this age often require substantial maintenance expenditures. Concentrations of such units can contribute to neighborhood blight if homeowners and investors are unwilling or unable to provide adequate maintenance.

The number of housing units in Millbrook rose from 521 in 1970 to 527 in 1980, an increase of .6 percent. This was the slowest rate of growth in Dutchess County. Other municipalities experienced growth rates ranging from 4.0 percent in Millerton to 130.8 percent in the Village of Fishkill. The County's rate of growth was 25.6 percent between 1970-1980.

TABLE VII-5

HOUSING AGE

	<u>Village of Millbrook</u>	<u>Town of Washington</u>	<u>Dutchess County</u>
Number built before 1939	344	938	26,118
Percent of Total	65.6%	57.8%	30.6%
Number built 1975 to March 1980	24 ¹	100	7,717
Percent of Total	4.6%	6.2%	9.0%

Only 24 housing units were constructed in Millbrook in the five years prior to the 1980 Census. This represents a replacement rate of 109 years which is too long a period to ensure the continued availability of decent, safe and sanitary housing. Millbrook is currently experiencing a substantial increase in the number of housing units due to the Bennett condominium development and the Volino luxury townhouses. The proposed senior citizen housing project would also represent a sizeable increase.

UNIT TYPE

Almost two-thirds of Millbrook's housing are single-family detached units. Twenty percent of these are rental units. Most of the rental housing (68 percent) is in structures with two or more dwelling units (see Table VII-6). Millbrook has a relatively high percentage of rental units for a rural village. This is probably due to the large number of old homes that have been converted and to the proximity to the Poughkeepsie job market.

¹This number seems to conflict with the Census Report that there was a net gain of only six new housing units between 1970 and 1980. The discrepancy is, in part, due to the loss of housing units through demolition and fire.

TABLE VII-6
UNIT TYPE (VILLAGE OF MILLBROOK)

<u>Units in Structure</u>	<u>Total</u>	<u>Total Occupied</u>	<u>Renter Occupied</u>	<u>Other</u>
1, Detached	338	323	67	3
1, Attached	6	6	1	0
2	73	71	48	0
3 and 4	45	45	40	0
5 or More	62	62	57	0
Mobile Home/Trailer	0	0	0	0

SUBSTANDARD UNITS AND CROWDING

Since the 1980 Census does not include a measure for deteriorated and dilapidated housing, it is not feasible to use this data source to estimate the extent of housing that is in need of moderate to major repairs. Figure VII-7 provides data on incomplete plumbing. The Village is reported to have 15 units in this category. Two are owner-occupied and 13 are rental units. These units represent 2.9% of the housing stock.

TABLE VII-7
SUBSTANDARD UNITS AND CROWDING

	<u>Village of Millbrook</u>	<u>Town of Washington</u>	<u>Dutchess County</u>
Incomplete Plumbing	15	30	1,491
Percent of Total Units	2.9%	1.8%	1.7%
Number of Persons in Units without complete plumbing	20	59	2,375
Percent of Population	1.5%	1.3%	1.0%
Number of Persons in Units with 1.01 persons per room	11	146	11,018
Percent of Population	.8%	3.3%	4.5%

The Village has continued to be associated with beautiful estates and private educational opportunities. In recent years, it has become a bedroom community for many who commute to jobs elsewhere in Dutchess County.

Through all the recent change, including its decline in importance as a general purpose retail center, Millbrook has maintained a strong physical and attitudinal distinctiveness and uncommonly strong sense of place. This distinctiveness is paramount in its attractiveness to investors who are beginning to propose changes to the Village economy and additions to its inventory of buildings.

RECOMMENDATIONS

1. HISTORIC INVENTORY

The Village of Millbrook should conduct an inventory of the structures within the Village to identify those individual buildings or districts which have potential for listing on the State or National Historic Register. An inventory could also help make the community more aware of its heritage and historic resources. This increased awareness may encourage the maintenance and restoration of structures within the Village.

2. REHABILITATION OF HISTORIC STRUCTURES

When rehabilitation of historic structures is carried out, the following guidelines should be followed in order to maintain integrity or return the visual quality of the building:¹

- a. Every reasonable effort should be made to provide a compatible use for a property which requires minimal alteration of the building, structure, or site and its environment, or to use a property for its originally-intended purpose.
- b. The distinguishing original qualities or character of a building, structure or site and its environment should not be destroyed. The removal or alteration of any historic material or distinctive architectural features should be avoided when possible.
- c. All buildings, structures and sites shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create an earlier appearance should be discouraged.
- d. Changes which may have taken place in the course of time are evidence of the history and development of a building, structure, or site and its environment. These changes may have acquired significance in their own right, and this significance should be recognized and respected.
- e. Distinctive stylistic features or examples of skilled craftsmanship which characterize a building, structure, or site should be treated with sensitivity.

¹Guidelines a-j are used by the Secretary of the Interior when determining whether a rehabilitation project qualifies as "certified rehabilitation."

- f. Deteriorated architectural features should be repaired rather than replaced, wherever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture, and other visual qualities.
- g. The surface cleaning of structures should be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building materials should not be undertaken.
- h. Every reasonable effort shall be made to protect and preserve archeological resources affected by, or adjacent to, any project.
- i. Contemporary design for alterations and additions to existing properties should not be discouraged when such alterations and additions do not destroy significant historical, architectural or cultural material, and such design is compatible with the size, scale, color, material and character of the property, neighborhood or environment.
- j. Wherever possible, new additions or alterations to structures should be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired.

3. SPECIAL AREAS/FEATURES INVENTORY

A more detailed inventory of special areas/features located within Millbrook should be conducted. This inventory should not only list the areas/features, but also describe and explain the elements which make them special, as well as identify possible threats, and protection strategies.

4. LAND USE MANAGEMENT

Land use management methods, including use of scenic easements, varied setback requirements, cluster incentives, view protection provisions, and architectural reviews, should be developed to allow the community to preserve and protect those historic resources and special features that the community values.

5. ORAL HISTORY

Much of the rich history of the Village is locked in the memories of its aging residents. Since Millbrook is a relatively young village, its oldest residents can recall many of its earlier years. These recollections should be taped and organized through a comprehensive oral history project. These tapes should be transcribed and kept on file at the library.

IX. TRANSPORTATION

INTRODUCTION

The purpose of the Transportation Chapter is to evaluate transportation services and facilities in the Village of Millbrook and to determine what changes and improvements are necessary to satisfy the needs of the community.

The analysis of transportation services discusses the regional highway network, including traffic counts and accident statistics, public transportation and downtown parking.

REGIONAL HIGHWAY NETWORK (see Figure IX-1)

The highway and road network in the Village of Millbrook must be evaluated within the context of the regional system. Currently, about half the Village residents work in Millbrook and the other half work outside the Village. As more residents continue to work outside the community, dependence on regional highways, especially Route 44, will grow.

There are three state highways which serve the Millbrook/Washington community. Route 44 (and Route 44A), which connects the Poughkeepsie urbanized area to the west with northeast Dutchess County and New England, is the most important regional highway. Route 44A (formerly the Sharon Turnpike) acts as a bypass around the Village for those travelers who wish to avoid the business center in Millbrook.

Route 82 intersects Routes 44 and 343 on the southern border of the Village. North of Millbrook, Route 82 intersects with Route 199 in Pine Plains. To the south, Route 82 is an access road to Route 55, the Taconic State Parkway, Interstate 84 and the urbanized core in the southwest part of the county. To the east, Route 343 connects with Route 22, the Harlem Valley, and Sharon, Connecticut.

CLASSIFICATION

Roads and highways can be classified in several different ways, depending on the objectives of the classifier. For the purposes of this study, three different classifications, jurisdictional, functional and service area will be discussed.

Jurisdictional classification refers to whether a road is the responsibility of local, county or state government. At the present time, roads in Millbrook are the responsibility of either the New York State Department of Transportation (DOT) or the Village of Millbrook. Prior to 1980, the Sharon Turnpike (Route 44A) was under the jurisdiction of the Dutchess County Department of Public Works (County Road 106). Table IX-1 provides an overview of the jurisdiction of streets and highways in the Village of Millbrook.

Figure IX-1

REGIONAL HIGHWAY NETWORK

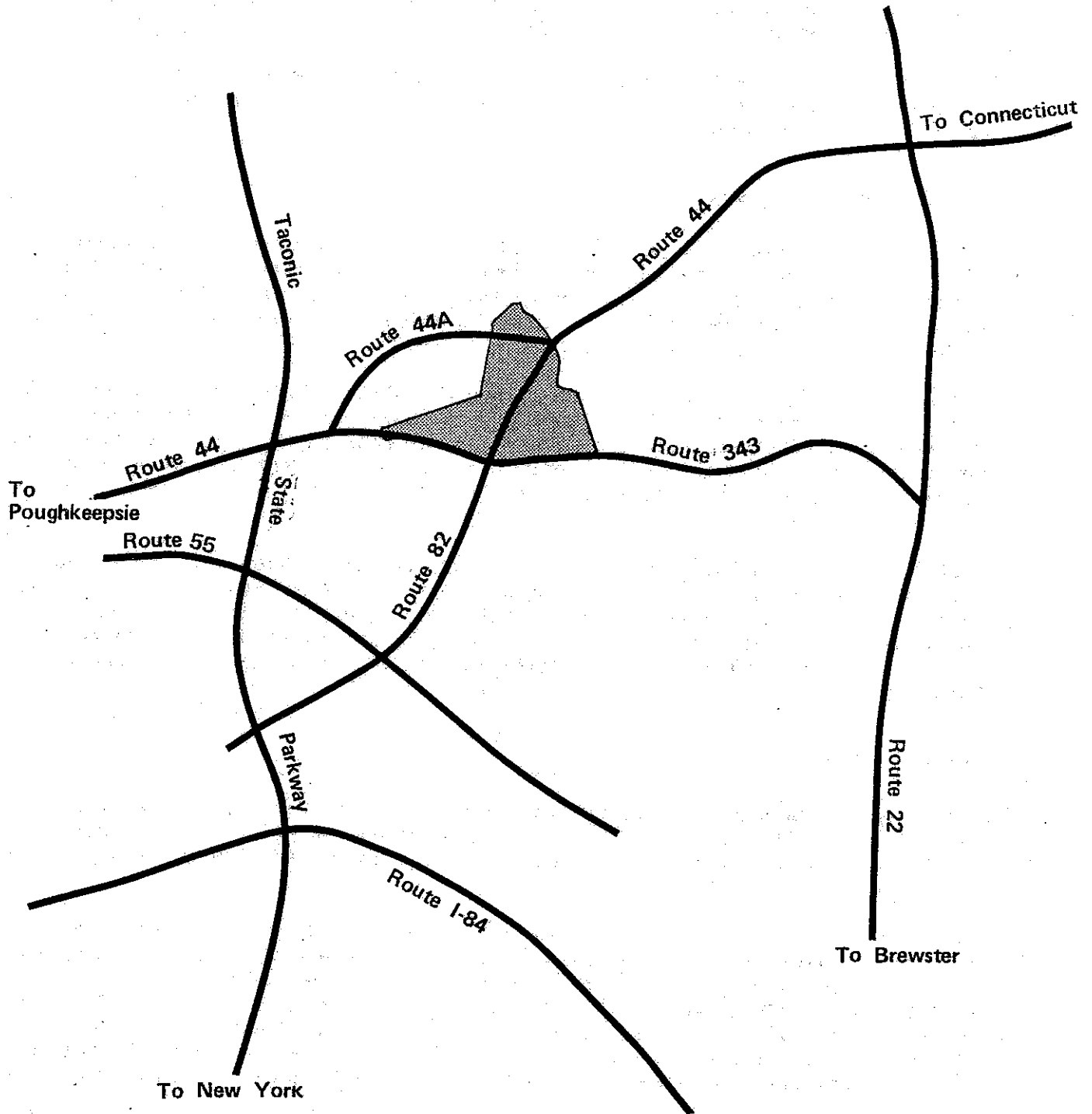


TABLE IX-1
ROAD JURISDICTION
VILLAGE OF MILLBROOK

<u>Jurisdiction</u>	<u>Miles</u>	<u>Percent of Total</u>
Village of Millbrook	7.90 ¹	61.8
Dutchess County	0	0
New York State	4.89	38.2
TOTAL	12.79	100.0

Source: Dutchess County Department of Public Works, Annual Mileage Survey, January 1983.

Functional classification refers to the relative importance of a particular road within the larger transportation network. Functional classification is based largely on the volume of traffic on the road. Streets and highways in Millbrook are classified as thoroughfares, collectors and local roads.

Thoroughfares are those major streets and highways whose basic function is to carry large volumes of through traffic. Those highways not only provide circulation between parts of a municipality, but are also recognized as connecting the municipality with other parts of Dutchess County and areas outside the county. In Millbrook, Routes 44, 44A and 343 are classified as thoroughfares.

Collector streets function mainly to link areas within the municipality to other points inside and outside of it. These highways also collect traffic from local streets and roads and conduct it to the major highway system. While these roads sometimes appear very similar to primary roads, they are distinguished by lower volumes of traffic and they may not run all the way through the municipality. Franklin Avenue serves as a collector, along with Front Street, Church Street and Nine Partners Lane.

Local streets have as their main function that of providing access to individual properties from the secondary and major highway system. Purely local streets are not intended to carry through traffic. Most Millbrook streets fall into this classification.

Some roads serve more than one purpose. A highway, such as Route 44, which is interregional, may also serve important regional and local purposes as well. It is the conflict between the interregional and regional purposes (moving goods and people from one place to another), and local purpose (providing access to adjacent property) which lowers the efficiency of the road and creates potential hazards.

¹The Village has recently turned back public streets that were on the Bennett complex, reducing the extent of jurisdiction.

TRAFFIC VOLUMES

The amount or volume of traffic that a road carries indicates the importance of a particular road. In Dutchess County, traffic counts are taken by the State Department of Transportation and the Dutchess County Department of Public Works. In addition, these agencies may also undertake special counts on local roads, if requested by the municipality.

Traffic volume information for state highways is collected and published by the New York State Department of Transportation and is expressed as "AADT" and "DH." AADT, or average annual daily traffic, is the average (arithmetic mean) 24-hour traffic volume during the year. No actual day may have had this volume. Seasonal highways, for example, may have winter volumes much lower and summer volumes much higher than the AADT shown. DH, or design hour, is generally the 30th highest hourly one-way traffic volume at the described locations in the designated year. In vehicles per hour, it is the direction of the heaviest flow, and when compared with the existing capacity, can be used as a basis for recommending geometric design of any proposed highway improvement at this location.

Table IX-2 summarizes the most recent counts taken by the Department of Transportation for the state highways in Millbrook.

TABLE IX-2
TRAFFIC COUNTS FOR STATE HIGHWAYS
VILLAGE OF MILLBROOK

<u>Route</u>	<u>Location</u>	<u>1981</u>	
		<u>AADT</u>	<u>DH</u>
44/82	Route 44A (W) to Route 343	4,400	270
44	Route 343 to Route 44A (N)	2,350	150
44A	Route 44 (W) to Stanford Road	2,750	280
44A	Stanford Road to Route 44 (N)	1,950	120
343	Routes 44/82 to Route 22	2,750	160

Prior to 1982, this road was County Road 106, Sharon Turnpike. These figures are for 1977.

Source: 1979 and 1982 Traffic Volume Report, New York State Department of Transportation.

Traffic counts decreased in Millbrook upon the closing of Bennett College in 1977. Also, traffic may have declined slightly through the Village when the state took over the Route 44A bypass. The local perception is that Route 44 traffic in the downtown is on the increase since the Bennett College closing.

As mentioned previously, there are no county roads within the Village. In 1980, County Road 106 became Route 44A and fell under the jurisdiction of Department of Transportation. Table IX-3 is a comparison of traffic counts for the Sharon Turnpike taken by the County in 1979 and by the State in 1981.

TABLE IX-3

TRAFFIC COUNTS FOR SHARON TURNPIKE

1979		1980	
<u>Location</u>	<u>Estimate</u>	<u>Location</u>	<u>Estimate</u>
Route 44 to Canoe Hill Road	1,845	Route 44 to Stanford Road	2,750
Ciferri Drive to Route 44	1,778	Stanford Road to Route 44	1,950

TRAFFIC ACCIDENT INFORMATION

The Dutchess County Traffic Safety Board maintains files on traffic accidents and fatalities. The information is supplied to the Board by the various police agencies in the county.

Traffic accident data for the period 1978-82 has been collected and mapped in Millbrook. The highest number of accidents for a single location was six at the intersection of Front Street and Franklin Avenue. An additional 15 accidents occurred along Franklin Avenue between North Avenue and Maple Avenue. The only other locations that had more than one accident were the intersection of Route 44-82 and Route 343 and the intersection of Route 343 and Bennett Common with three each.

The intersection of Front Street and Franklin Avenue is difficult. Many trucks pass through Millbrook. The right turn into Millbrook, combined with the need to use Franklin Avenue as a local street and place to park, causes backups along Route 44 by the Millbrook Tribute Gardens. These backups occur primarily at noon, Friday afternoons and Saturday mornings.

BUS TRANSPORTATION

Millbrook has extensive bus service. This includes buses for commuting, mid-day service and special buses to the Wassaic Developmental Center. The following table outlines the comprehensive nature of the current bus transportation in Millbrook. It shows 119 trips weekly for the Village.

<u>Commuter</u>		
<u>Route</u>	<u>Trips Per Day</u>	<u>Area Served</u>
Express B	2 (Monday-Friday)	Pine Plains-Poughkeepsie-IBM
Express C	2 (Monday-Friday)	Stanfordville-East Fishkill IBM
Express I	6 (Sunday-Saturday)	Poughkeepsie-Wassaic
Eastern	1 (Monday-Friday) (1 trip = Express I)	Dover-Poughkeepsie
Express L	2 (Monday-Friday)	Washington Hollow-Harlem Valley Psychiatric Center

<u>Mid-day</u>		
LOOP 2	6 (Monday-Friday) 8 (Saturday)	Millbrook-Poughkeepsie South Hills Mall
LOOP 2a	2 (Wednesday only)	Millbrook-Amenia
LOOP 7	2 (Wednesday only)	Millbrook-Amenia-Dover Plains

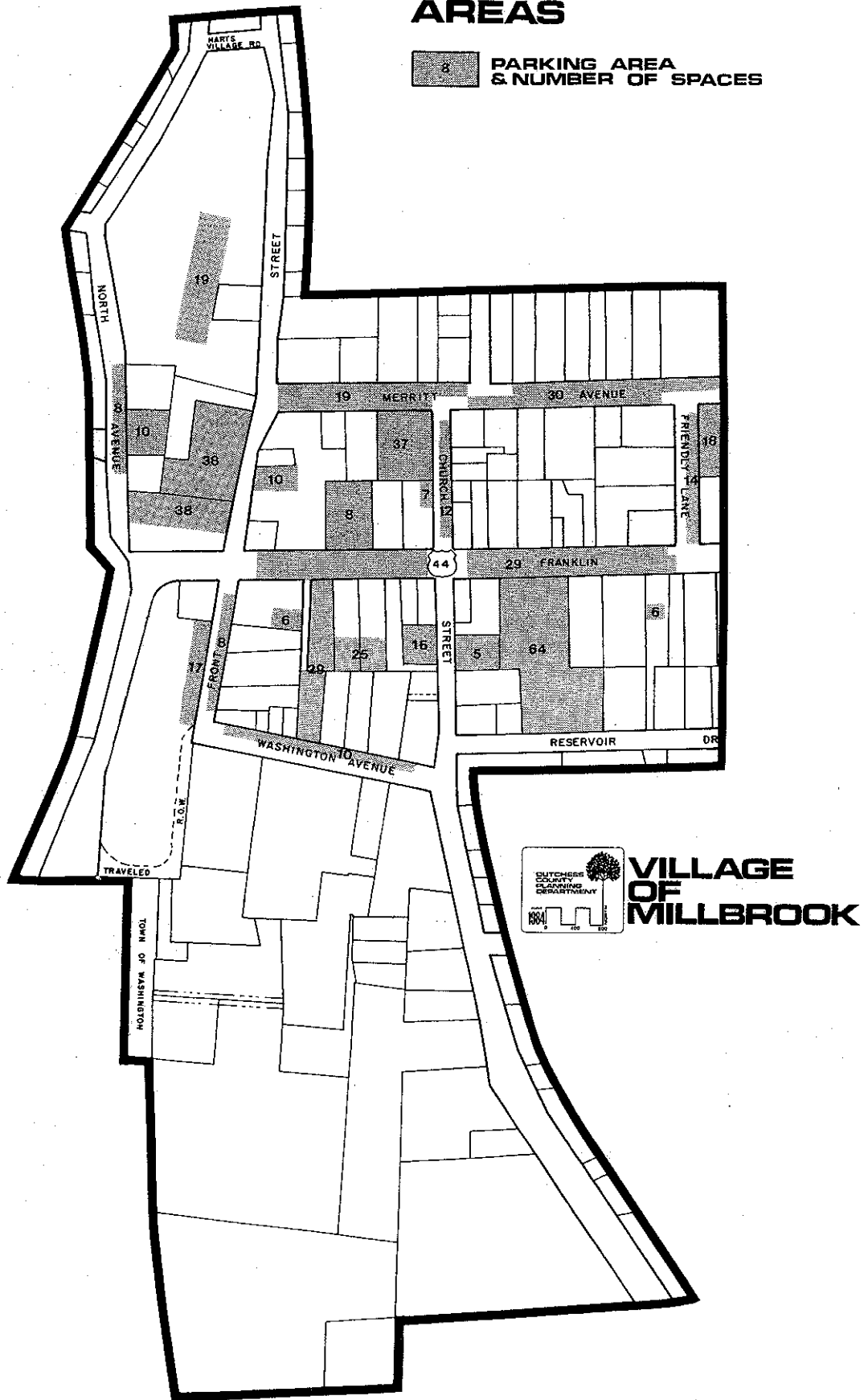
EXISTING PARKING SUPPLY

Parking is important to the continuing economic health of Millbrook. The Village is fortunate to have many convenient, safe, and unusually attractive parking lots scattered throughout the downtown area, with most streets wide enough to also accommodate on-street parking (see Figure IX-2).

A 1984 inventory of parking areas in downtown Millbrook identified approximately 442 parking spaces. Of the 442 spaces, only 315 appeared to be accessible to the general public. Many of these spaces are privately owned and could become lost from the available supply. The Village Police Department conducted a survey of available parking spaces in the summer of 1984. This survey, conducted on a daily basis in the morning and afternoon, revealed at least 58 open spaces even during the busiest periods of the day. The busiest times according to Village Police were from 10 a.m. to 2 p.m., weekdays, and Saturday mornings.

Figure IX-2
**DOWNTOWN
 PARKING
 AREAS**

 **PARKING AREA
 & NUMBER OF SPACES**



5. DISCOURAGE LONG-TERM PARKING IN PRIME SPOTS.

One of the easiest ways to insure that shoppers have an opportunity to park nearby their destination is to discourage long-term parking in prime spots. Employees and owners should not utilize spaces which patrons would otherwise use. Such long-term parkers should be encouraged to park in fringe areas leaving convenient central parking areas open for customers. This policy can be encouraged by the businesses or it can be mandated by the Village with one or two hour parking signs.

6. PROMOTE MORE EFFICIENT USE OF PARKING AREAS WITH CLEARLY DELINEATED AND WELL-MAINTAINED PARKING SPACES.

More efficient parking can be encouraged with pavement markings to delineate parking spaces. The Village should consider marking spaces for on-street parking areas and requiring off-street spaces to likewise be defined. Parking areas which are not maintained (poor surface, striping worn off) will not receive maximum usage. The Village should insure that all required parking areas are maintained in good condition.

7. ENCOURAGE NEIGHBORING LANDOWNERS TO CREATIVELY USE ADJOINING PARCELS TO EFFICIENTLY PROVIDE PARKING AND OPEN SPACE.

The creative use of adjoining parcels can maximize the number of parking spaces available to the public. Sharing access and egress, combining parking areas, and comprehensive site layouts can result in safer, more efficient and attractive parking (Note recommendations in Chapter X.)

8. INSURE FUTURE DEVELOPMENT PROVIDES ADEQUATE PARKING TO MEET ITS PARKING DEMANDS.

As growth and change occur, the Village will have to carefully plan for parking. Any expansion or change in use should be examined to determine the effect on parking. Ideally, all expansions of, or changes to, a particular establishment should be done in such a manner that parking is provided when necessary. This becomes increasingly difficult as the use of land intensifies, especially in a downtown district. Flexible parking regulations which take into consideration existing conditions, peaks in parking demand, the ability to share spaces, and the probability of future expansion should be developed and used in the planning process.

9. ESTABLISH A LONG-TERM ARRANGEMENT FOR USE OF THE PARKING LOT BEHIND THE GRAND UNION.

It may be possible for the Village to exchange paving, landscaping and maintenance assistance for dedicated public parking use for much of the parking lot behind the Grand Union store. The lot is centrally located, but needs to be made more efficient and aesthetically pleasing.

X. DOWNTOWN IMPROVEMENTS

INTRODUCTION

The Village of Millbrook has a well-defined, attractive, central business district (CBD). This identifies its strengths, weaknesses, and potential for positive change to help insure a healthy future for Millbrook's center.

The Village currently is experiencing a period of growth. Over 200 dwelling units are proposed or are in various phases of construction in the immediate area. The Village can take the initiative to promote positive changes in the CBD to accommodate the added demand for business services. Improper development of a few key properties could compromise the chances of the Village becoming a more viable business center. Prudent investment and development by the public and private sectors can greatly increase the odds for remaining economically healthy.

The attitude survey of the Village revealed the following opinions applicable to the downtown area.

1. Forty percent of the respondents felt Millbrook had not improved in appearance in recent years.
2. Only 15 percent felt Millbrook was a better place to shop than it was five years ago.
3. Eighty-six percent felt Millbrook needs a better variety of stores.
4. Forty-four percent felt there was a need to expand parking in the CBD.

The survey indicates concerns about aesthetics, parking and economic viability. Aesthetics and parking can play a large role in the economic viability of a business district.

The survey also revealed many positive feelings about the Village and its downtown area.

1. Sixty percent felt that there had been an improvement in appearance during recent years.
2. Ninety-one percent felt Millbrook is physically more attractive than other villages in the County.
3. Seventy-seven percent felt Millbrook had a quaint Village center.
4. Only 20 percent felt that CBD would decline in the next 5-10 years.

The Village can use attitudes conveyed in the survey results to help determine those elements of the CBD which need improvement and those positive elements which should be maintained or reinforced.

Other issues pertaining to the downtown area include:

1. The need to better understand assets, liabilities and opportunities within CBD.
2. The need to establish better land use management mechanisms, such as: site plan controls, architectural and design guidelines, and design guidelines for signs.
3. Recognition of, and sensitivity to, unique or historic structures.
4. Improvement opportunities which require coordination between property owners for use of adjoining space.
5. United focus on a comprehensive CBD plan, including an integrated vehicular and pedestrian parking and circulation plan and an improvement plan to guide public and private investment in street amenities (trees, curbing, sidewalk and street furniture) at specific locations.

EXISTING DOWNTOWN COMMERCIAL ACTIVITIES

Millbrook has a variety of goods and services available within the downtown business center (see Table X-1). The survey revealed that residents would like to see a larger variety of retail stores. However, the mobility of our society forces local businesses to compete with larger commercial centers. This competition has limited the ability of local businesses to provide a wide range of goods and services. As the Village and surrounding population increases, the local capacity to support a wider range of commercial establishments will also grow. Promotional activities, as well as activities which improve the physical appearance of the Village and, thus make Millbrook a special and more desirable place to visit and shop, can improve the business climate, including improving the ability to support more types of retail activities.

In 1984, there are approximately 143,000 square feet of space in use for commercial activities (retail, office and support/warehouse) within the Village downtown. This estimate was derived using an aerial photo to measure dimensions and a visual survey of the buildings to determine the uses. The estimate does not include attic or basement areas, nor those buildings that appeared to be residential dwelling units. Of the 143,000 square feet, the largest space users are antique shops (21,812), grocery/markets (12,300), restaurants (10,928) and hardware/building supplies (10,700). The amount of commercial space in Millbrook, as well as the percentage used by antique shops and restaurants, indicates many patrons are being drawn from outside the Village of Millbrook.

Presently Millbrook has a typical mix of business establishments except for its concentration of antique shops. Seven antique shops were counted in the downtown center and others exist on Route 44 near the Town of Pleasant Valley border. This concentration of antique shops can be mutually supporting in that customers looking for antiques are likely to frequent a location with a wider selection. Shoppers for antiques are in the middle and upper income brackets and also tend to come from outside the community. The Village business community should look at new ways to take advantage of this out-of-town/higher-income patronage. Restaurants are only one of the businesses that can benefit from these patrons.

FUTURE DOWNTOWN COMMERCIAL ACTIVITY

Population forecasts for the area of the County surrounding Millbrook project population increases of between 7.8 percent and 10 percent between 1985 and 2005. If commercial space should increase at the same rates, then between 12,000 and 14,000 square feet of new commercial space will be needed in Millbrook over the next 20 years. If we assumed that through an excellent promotional and improvement plan Millbrook could double its needs for commercial space over what would normally be necessary, then the square foot needs would grow to between 24,000 and 28,000 square feet. Even at the more optimistic level, the present lands zoned for general business will easily accommodate this demand. In 1984, Millbrook has a gross acreage of 74 commercially zoned acres. To date, only 27 of these acres are developed as commercial space.

Some businesses will expand to use existing vacant or residential space (second floors, attics, basements). New construction will be carried out primarily as additions to existing buildings or replacement of existing buildings. The area north of the Post Office between North Avenue and Front Street is a likely area for new, larger scale, retail or office construction.

The type of commercial expansion which can be anticipated depends upon several factors. The general increase in population will increase existing business sales. However, the product demands will not be distributed evenly. Distribution of demand depends on age and income, the population, proximity of competing commercial centers, and type of development which the Village experiences in the future. It is expected that Millbrook's permanent residents will continue to be older on the average than either the county or state averages. Accordingly, retail demand is likely to be in high amenity, specialized shops. Also, certain specialized services can be expected. For example, a photocopy store could be established in the event that the Bennett Campus Complex would be used for certain educational office or conference center uses.

It is conceivable, especially with the existence of an underused Bennett Campus, that a large-scale specialized business, corporate office or light industry could locate in or near the downtown. Such locations occur frequently in high amenity areas such as Millbrook Village. A single development could exceed the 12,000-28,000 square foot demand estimate made earlier. Such development would trigger some additional service businesses. The Village surplus of 50 commercial acres can accommodate a large office complex in addition to retail sales. It is not possible to predict what kinds of goods and services will be needed and provided in downtown Millbrook.

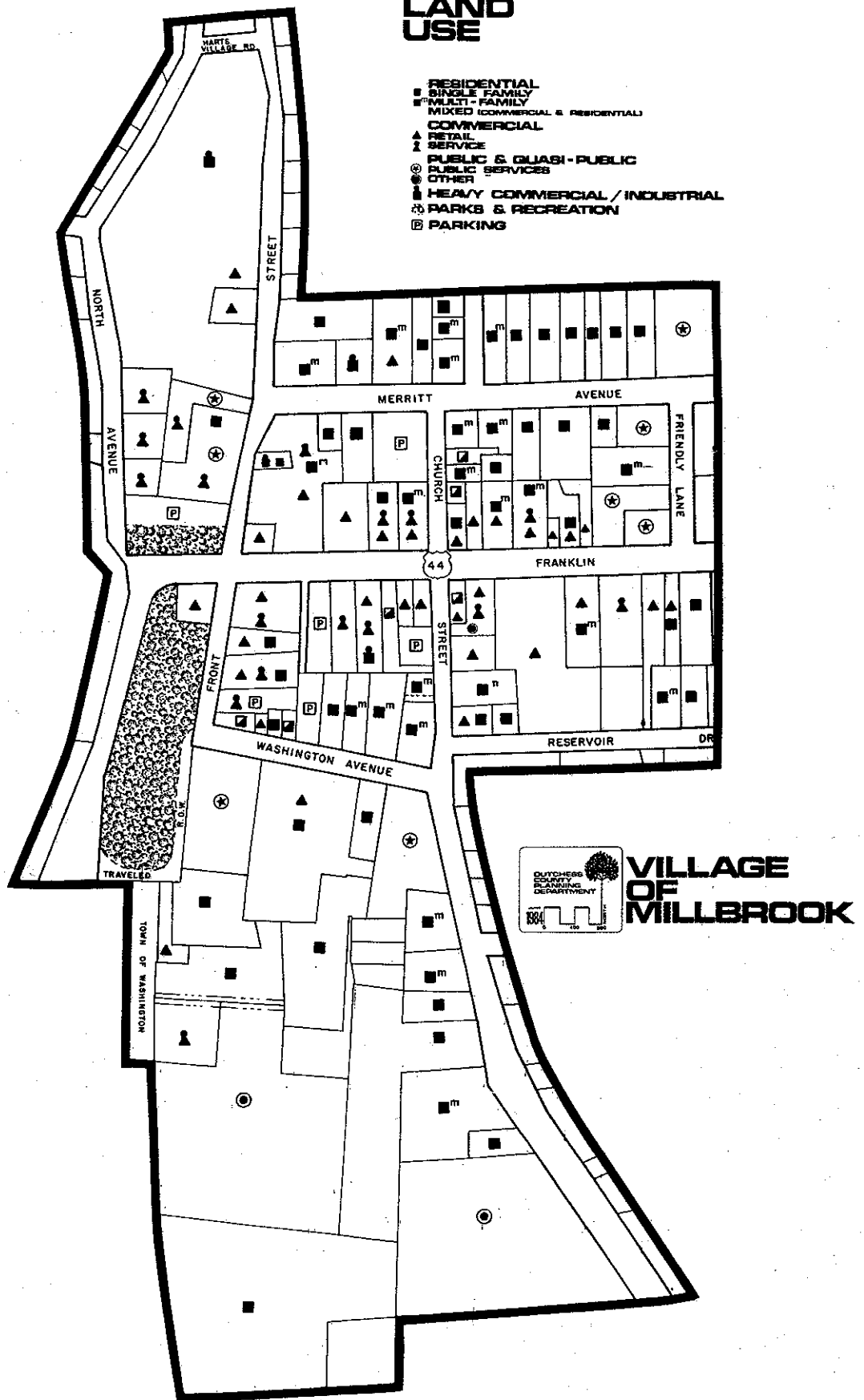
TABLE X-1

MILLBROOK VILLAGE BUSINESS SURVEY

Number	Type of Business
1	Agricultural Supply Store/Agway
7	Antiques
1	Auto Parts
1	Auto Repair
1	Bank
1	Bookstore
1	Card Shop
1	Carpet/Decorating
1	Deli
2	Dept. Store/Corner Store
2	Dental Offices
1	Doctor's Offices
1	Dress Shop
1	Dry Cleaner
1	Executive Placement Office
1	Fabric Store
1	Funeral Director
1	Gas Station
1	Gourmet Shop
2	Grocery/Market
4	Hair Salons
1	Handicapped Services Office
2	Hardware
1	Human Resources Counselor
1	Insurance Office
1	Jewelry
1	Laundromat
1	Lawyers Office
1	Linen Manufacturer
2	Liquor Stores
1	Lumberyard
1	Motor Vehicle
1	Newspaper Office
1	Pharmacy
4	Plumbing/Heating
1	Pool Shop
1	Post Office
1	Potpourri Shop
1	Printing Shop
1	Real Estate/Insurance
7	Restaurant/Diner
1	Surveyors Office
1	Swimming Pool Sales
1	Tailor/Cleaner
1	Telephone Switching Station
1	Thrift Shop
1	Travel Agent
1	Toy Store
1	Veternarian Office
1	Video Rentals
5	Warehouse/Support Buildings

Figure X-1

DOWNTOWN EXISTING LAND USE



VILLAGE ASSETS AND LIABILITIES

Millbrook's assets are numerous, but should not cause complacency. This chapter suggests many areas for improvement. The assumption of this chapter is that design improvements and reasonable, but discriminating land use controls, will also improve the long-term economic climate of Millbrook. Among the Village assets are the following:

- Attractive rural surroundings.
- Beautiful entrances to the Village.
- Excellent integration of land uses.
- Attractive green areas throughout the Village.
- Good architectural quality of many buildings.
- Proximity to New York City and Poughkeepsie job center.
- Central water and sewer.
- Interesting uses of stonework.
- Open, but discriminating attitude of residents.
- Mix of housing types.
- Campus appearance of the Bennett Complex.
- Availability of outdoor recreation facilities.
- An undisputed sense of place.
- Small-town friendliness and support.

Village liabilities are few. The ones which are identified in this chapter may not be immediately apparent or of overriding concern to many Village residents. However, the Master Plan must challenge the Village and suggest directions for improvement.

The first liability concerns housing availability. Elderly residents of Millbrook who outgrow the need for a single family home have few alternatives. Young families are generally priced out of the Millbrook housing market.

A second liability is the perceived quality of secondary education. Millbrook inevitably is compared to Arlington High School, which is comprehensive and offers much to competitive students. Millbrook's district is smaller and many local students chose private schools for secondary education.

The third liability relates to coordination in redevelopment efforts. Until recently, change has occurred on an individual, ad hoc basis. Many recommendations in this plan will require a more directed, cooperative effort. For example, several properties will need attention to improve the appearance of Church Street between Franklin Avenue and Reservoir Drive. This implies a close working relationship between Village Officials, the Downtown Business Association, the Tribute Gardens Committee, Millbrook Garden Club, and other civic entities. Most important is that all participants are in general agreement on the development goals for downtown Millbrook.

In summary, Millbrook's assets are tangible and well recognized. Its liabilities are correctible and are being addressed in this Master Plan. Working to overcome them will complement the already pleasing Village environment and will contribute to the growth of a local economy which has lacked energy in recent years. The following sections present alternative futures for downtown Millbrook. While all are optimistic, they represent differing levels of refinement.

ALTERNATIVE FUTURES FOR DOWNTOWN MILLBROOK

Three alternatives for future development are presented in this section. The first is "status quo," based on an assumption that recent trends will continue. The second alternative is "general coordination;" this one assumes that Village officials will work effectively to improve land use regulations and to improve the overall investment climate through a schedule of capital improvements. The third alternative is "specific coordination." This is primarily an alternative which would imply close cooperation among property owners to accomplish specific design objectives.

The three alternatives are not mutually exclusive. Rather, they represent evolutionary steps of activity. The status quo alternative implies growth within the existing regulatory framework. Growth in retail and office square footage is expected to meet or exceed the growth rate for households in Millbrook. This could aggravate the parking supply problem unless clear site design and conversion standards are adopted.

ALTERNATIVE FUTURES

<u>Status Quo</u>	<u>General Coordination</u>	<u>Specific Coordination</u>
Growth in Commercial Space	Public Landscaping Improvements	More Specialized Shops
Individual Building Improvements	Attention to Detail	Back Lot or Alley Development
Some Parking Shortage	Improved Parking Opportunities	Mixed Office-Retail Development
		Design Theme

The "general coordination" alternative has already begun. The Village has sponsored sidewalk improvements and it is working with the Tribute Gardens to bury overhead wires. Improved site design regulations, currently being reviewed, will help to insure adequacy of parking, landscaping, drainage and other factors. The Planning Board would review at a level of detail that has not been possible under existing regulations. Also, the downtown merchants might be willing to promote some minimum design and renovation guidelines for the business district. The general coordination alternative could include further development and some implementation of the plan presented in this chapter.

Finally, the "specific coordination" alternative implies a more refined level of coordination. Such coordination would have to occur among several property owners to achieve a common purpose or to carry out a single theme. This could entail the development of "alley shops," sponsoring uniform signs or creating a small, integrated retail or office complex that blends into the Village. Local regulations would have to be changed to accommodate such cooperative ventures. Such changes would enable small planned unit developments to fill in some of the back areas of the downtown. Regulations would have to be flexible, because such development might run counter to the prevailing setbacks and other standards for the Village.

The specific coordination alternative is tied to a new function for downtown Millbrook. The Village would have a greater variety of shopping opportunities. Shoppers would be invited to stay longer in the Village, to spend more, and to enjoy the experience of shopping, browsing and eating. The downtown would contain enough to be a more pleasing area for pedestrians. Benches, interior courtyards, shade trees and the like would help to create a peaceful and inviting atmosphere. Such design, ironically, would effectively counter the increased commotion caused by more commercial activity.

Presently, Millbrook Village has a desirable scale and an unpretentious architecture. This is part of its charm. What it lacks is that invitational quality to make people linger. Shoppers still want to park in front of a store for single purpose shopping. The specific coordination alternative would build from this base. Change can be accomplished in a way that protects the essential character of downtown Millbrook. However, comprehensive and harmonious change is possible only if there is a united commitment to downtown improvement goals and to the measures necessary to implement them. Suggested goals follow in the next section.

SUGGESTED GOALS FOR DEVELOPMENT

New development in the Village should add to the visual appeal of the existing development. It is of primary importance that the impact of any individual development be evaluated with respect to the overall appearance of the Village. To address concerns identified in the survey and analysis of Millbrook's downtown area, the following general policy recommendations are presented for review and discussion. The order of the following policies does not imply any priority setting.

Policy Recommendations

Goal I: Encourage economic development in the downtown area.

- Objective 1: Promote the expansion of downtown employment opportunities.
- Objective 2: Encourage full occupancy of existing commercial space.
- Objective 3: Seek ways to expand sales volume, using joint advertising campaigns, well-coordinated promotional festivities, a wide range of cultural events, exhibits and recreational opportunities and improved marketing techniques to draw people into the downtown area.
- Objective 4: Actively promote expansion of the range of goods and services in the downtown area.
- Objective 5: Encourage most downtown businesses to stay open one or two evenings per week.
- Objective 6: Discourage business from locating outside of the Millbrook downtown area.

Goal II: Promote excellence of design for commercial establishments.

- Objective 1: Encourage aesthetic concern for new and existing, public and private spaces and structures.
- Objective 2: Encourage adjoining property owners to coordinate development and use of adjoining space.
- Objective 3: Promote integrated vehicular and pedestrian improvements and circulation.
- Objective 4: Encourage preservation and restoration of historic buildings.
- Objective 5: Discourage facade alterations which are not in harmony with the historic character of building or its surroundings.

Goal III: Provide for safe and convenient circulation patterns in the downtown area.

- Objective 1: Ensure adequate and convenient downtown parking for customers and employees.

- Objective 2: Encourage property owners and business owners to cooperate in plans to expand available parking.
- Objective 3: Provide clear, easily visible and tasteful directional signs to direct motorists into public parking lots.
- Objective 4: Provide clear, easily visible and tasteful directional signs to direct motorists on Routes 82, 343, and 44A to the Main Street area.
- Objective 5: Provide clear, easily visible and tasteful directional signs to direct truckers to the Route 44A bypass.
- Objective 6: Provide sidewalks, pathways and crosswalks to meet the needs of pedestrians and bicyclists in a safe and convenient manner.
- Objective 7: Ensure adequate access and parking for delivery trucks.

Goal IV: Augment efforts of the business community to enhance the appearance of the downtown area through the development of a comprehensive and detailed downtown improvement plan.

- Objective 1: Promote the planting of trees, shrubs, flowers and lawn areas where such landscaping will visually enhance the appearance of the downtown area.
- Objective 2: Preserve significant natural and man-made features of the landscape (e.g., existing parks, stonewalls, existing vegetation, etc.) where such elements make a positive contribution to the overall downtown design environment.
- Objective 3: Promote creative and well-planned utility design to reduce the cluttered appearance of overhead cables, street lamps, and telephone poles.
- Objective 4: Promote scenic views in the downtown area wherever possible.
- Objective 5: Discourage the use of vending machines in prominent outdoor locations.

Goal V: Promote excellence of design for signs in the downtown area.

- Objective 1: Encourage variety and inventiveness in sign design, excellence of lettering, careful color coordination with the building, readability, appropriate scale, materials which are compatible with the building and attractive lighting.
- Objective 2: Discourage the use of franchise signs advertising national brands of soft drinks, tobacco, etc.

Goal VI: Ensure safe and convenient housing in the downtown area and in nearby neighborhoods.

Objective 1: Increase housing in and near the downtown area through renovation/rehabilitation of existing buildings and through new development.

Objective 2: Encourage diversified housing patterns with a wide range of type and price, including housing for those least able to drive: the elderly and the handicapped.

Objective 3: Encourage a mix of residential and commercial uses on the fringe of the downtown area provided the commercial uses have adequate off-street parking and will not be detrimental to nearby residential uses.

Goal VII: Provide for maximum participation in downtown planning, promotions, activities and improvement projects.

Objective 1: Encourage all merchants, property owners and interested citizens to take an active role in the development implementation of the Downtown Improvement Plan.

Objective 2: Inform the public about the Downtown Improvement Program and its progress through the local and regional media and through the distribution of brochures, leaflets and other publicity materials.

Objective 3: Invite other civic organizations, town government and public agencies to participate in the Downtown Improvement Program.

Objective 4: Encourage Millbrook's businesses to act in concert rather than individually.

Goal VIII: Coordinate the Downtown Improvement Program with overall planning for the entire Village of Millbrook.

Objective 1: Ensure that the downtown area retains its role as the primary business district in Millbrook, taking steps to curb the expansion of strip commercial development in other areas of Washington.

Objective 2: Promote representation of downtown merchants and property owners on the Town or Village Planning Board, Zoning Board of Appeals, Parks and Recreation Commission and the Board of Trustees.

RECOMMENDATIONS FOR DOWNTOWN PHYSICAL IMPROVEMENTS

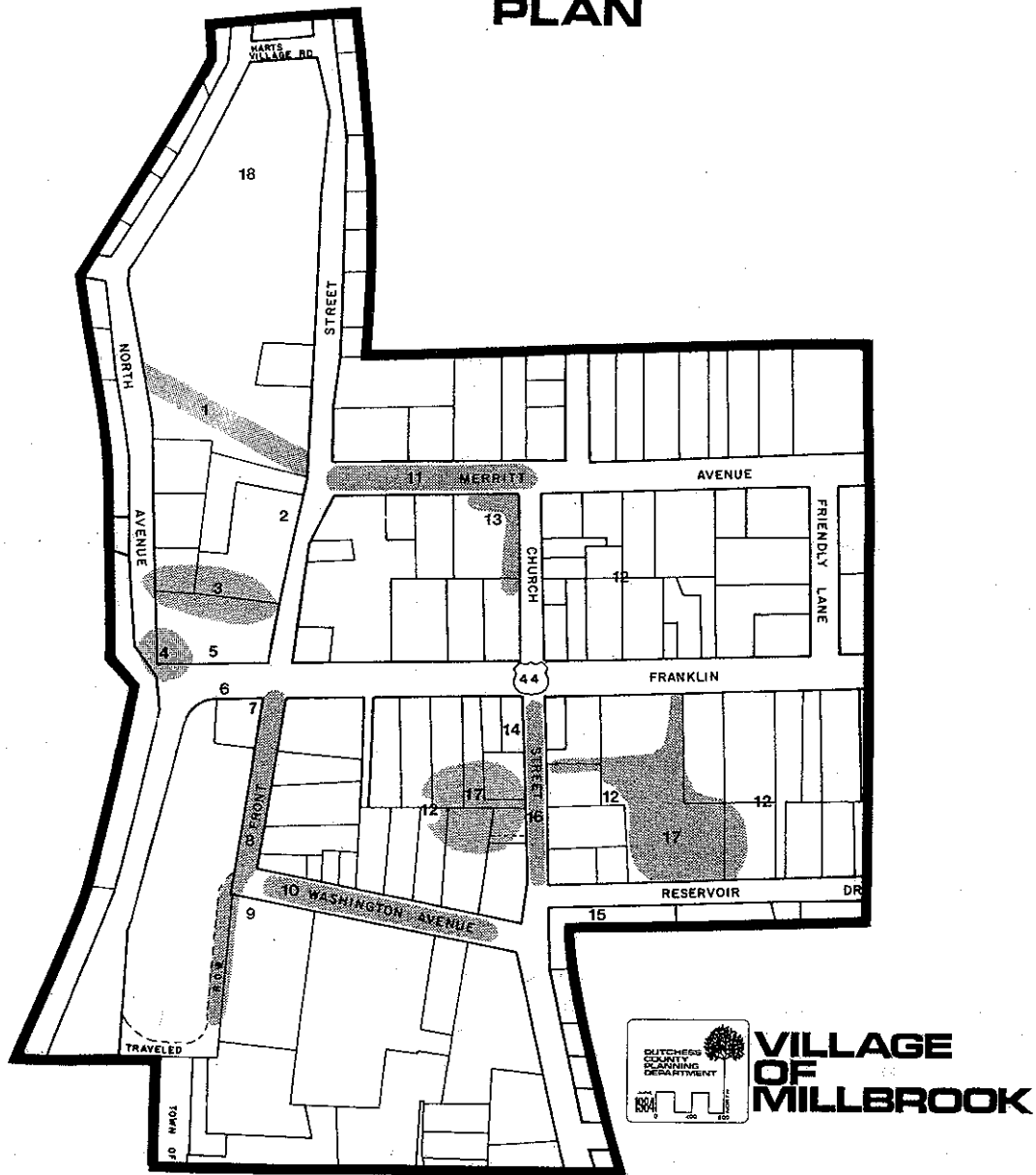
A safe, convenient and attractive downtown is beneficial to all Millbrook residents. Shoppers are more apt to patronize businesses which offer a pleasant shopping environment. Businesses, in turn, are able to provide a wider range of goods and services with higher sales volumes. Accordingly, it is important to look carefully at the physical environment which makes up Millbrook's downtown.

The following is a list of recommendations, portrayed in Figure X-1, towards starting the process of making physical improvements. Many recommendations will require further study and more detailed analysis and design.

1. The feasibility of making Front Street one way through the addition of the intersection of Front Street and Merritt Avenue to North Avenue should be studied. This connector street might allow Front Street to be used as a one way street north to alleviate identified traffic hazards at the intersection of Front Street and Franklin Avenue. The new connector street could also stimulate new development north of the present Post Office building. This area seems to be one of the areas where new large-scale commercial development could be accommodated.
2. Trees and a green island (for shade and aesthetic reasons) should be added in front of the existing Post Office building. Presently, the entire area in front of the building is blacktopped. The parking area is over 30 feet deep when only 20 feet is needed.
3. Trees, curbing, and planted islands should be added to this existing parking area to break up the large expanse of paving, provide shade, and generally improve the aesthetics of the area.
4. The intersection of North Avenue and Franklin Avenue is wide with no channelization. Drivers are not directed to proper turning positions and to a proper stop/yield position. A study should be made on the need for a yield or stop sign and for a properly constructed intersection.
5. This area at the Northeast quadrant of the North Avenue/Franklin Avenue intersection could be developed as focal/welcoming point to the downtown area. Proposals for taking advantage of this location should be solicited.
6. The shoulder of Franklin Avenue is large enough in front of the existing gas station to allow the consideration of a planted island.
7. There is presently an existing chainlink fence between the gas station and Front Street. This chainlink fence presents a cold, uninteresting appearance and should be removed. The stonewall in the rear of the gas station provides visual interest and consideration should be given to extending it to take the place of the chainlink fence.

Figure X-2

DOWNTOWN IMPROVEMENT PLAN



1. Study feasibility of new connector street.
2. Add trees and green island in front of existing parking area.
3. Add trees and planted islands to define edges of parking lot, to break up expanse of pavement, and to provide shade.
4. Make intersection improvements to control and channel traffic.
5. Design area to take advantage of focal location.
6. Consider planted island in front of gas station.
7. Remove chainlink fence, consider extending stone wall in its place.
8. Add sidewalks, curbing, trees and green areas along Front Street, consider underground utilities.
9. Add trees on Fire House property.
10. Consider underground utilities, curbing and sidewalks on Washington Avenue.
11. Add curbing and sidewalks to both sides of Merritt Avenue.
12. Consider use of the rear of buildings and interior of blocks for commercial activities.
13. Add trees where possible.
14. Encourage appropriate renovation in character with downtown.
15. Repair stone archway.
16. Add curbing, sidewalks, and trees.
17. Study parking lot layouts, and possible linkages.
18. The industrial character of North Avenue should be minimized through screening.

8. Sidewalks, curbing, trees, and green areas need to be planned for Front Street. Since overhead wires are generally unattractive, placing them underground prior to making necessary street improvements should be considered. Sidewalks opposite the firehouse are strongly encouraged for pedestrian convenience.
9. Street trees should be placed on the firehouse property along Washington Avenue.
10. New sidewalk and curbing along with underground utility wires should be considered on Washington Avenue.
11. New sidewalks and curbing on both sides of Merritt Avenue should be constructed.
12. Utilization of the rear of buildings and interior of blocks for shops, restaurants, sales areas and other compatible commercial activities should be considered. Too often the rear of a building is considered unimportant and this becomes the storage area, unkept, unused, and unattractive. If, on the other hand, adjoining owners work together to promote the commercial utilization of the rear of the buildings and lot interiors, a whole new potential sales area can be created. Alleys and other pedestrian spaces can be very attractive and inviting to the shopping public. Approached in a comprehensive fashion, all parties can benefit through a more interesting and diverse commercial district which attracts more patrons to Millbrook. This in turn offers the potential to support a wider variety of shops and businesses.
13. The parking lot on the corner of Merritt and Church should have some larger (3"-5" DBH) street trees planted along both streets particularly on Merritt Avenue.
14. The building on the southwest corner of Church Street and Franklin Avenue has a prominent position in the downtown. It's important that it be refurnished in a manner which reflects the existing character of the downtown area. Compatible building materials, colors and style are a must.
15. The stone archway in front of the residence on the southeast corner of Reservoir Drive and Church Street is a unique and attractive element on the street and should be repaired and maintained.
16. Church Street between Franklin Avenue and Reservoir Drive is devoid of street trees, in need of new sidewalk and curbing, and generally in need of improvements. Its present state detracts from the appearance of downtown.
17. The Village needs to study existing parking arrangements and make provisions for better cooperation between landowners. Consolidation of lots and entrances could result in more spaces and better circulation.
18. The industrial character of North Avenue should be minimized through screening.

Many of the downtown improvement recommendations require detailed study and design work. A more detailed plan for the downtown area should be developed.

APPENDIX A

THE COMMUNITY VALUES SURVEY

METHOD

The Community Values Survey was developed by the Millbrook Planning Board. Many of the questions were based on input received in a meeting with the Millbrook Business Association in the Spring of 1983. The "Millbrook Roundtable" published articles on the survey in an effort to expand local participation.

In June, 1983, volunteers from the Village Planning Board and the community distributed surveys to each adult in every household. Completed surveys were then picked up the following day.

Three hundred twenty surveys were returned and 286 had usable answers. This represents responses from approximately one-half of the households in Millbrook.

The survey included over 68 questions grouped under such general headings as schools, water/public works, growth/development etc. Some of the questions were open-ended, although most used a Likert scale with one representing "strongly agree" and five representing "strongly disagree." "No opinion" corresponds with three. Two of the questions included lists of services. Respondents were asked to indicate whether each service was "very important," "important," "somewhat important" or "doesn't matter."

ANALYSIS

The survey data were hand tabulated by Planning Board members. The following analysis was conducted by the Dutchess County Department of Planning using percentages based on the number of respondents that answered each question. To facilitate the analysis, answers conforming to one (strongly agree) or two (agree) were grouped as indicating support/agreement. Similarly, four (disagree) and five (strongly disagree) were grouped as indicative of opposition/disagreement.

Atmosphere

Respondents were in almost unanimous agreement that one of Millbrook's greatest strengths is its natural beauty; over 90 percent claim that it is more attractive than other villages in the county. More than three-quarters feel that the friendly, small-town feeling is another one of its main strengths.

Schools

Millbrook schools are considered an asset. At the same time, there are concerns about the quality of education provided. Eighty-one percent of the respondents feel that it is a "good thing" to have all of the public schools located within the Village. One-half agree that closing the high school will make Millbrook a less attractive community. Not quite one-quarter feel that Millbrook schools are comparatively better than those in other districts; one-half disagree with this perspective. Younger people, especially those with children, are much more negative than others about school quality.

There was very strong support (85%) for the use of the Thorne building by Dutchess Community College.

Housing

There is broad support for expanding affordable housing opportunities within the Village. Two-thirds of the respondents agree that more apartments are needed; one-half support more duplex housing, as well as the conversion of carriage houses into apartments. While 70 percent agree with the need for more housing for the elderly, only about one-half feel that tax exempt housing for the elderly is a good alternative for the Bennett Complex. One-third of the respondents agree that Millbrook should encourage luxury condominium development; one-half oppose this orientation. Condominium housing for young families is supported by 57 percent. There is little support (22%) for subsidized family housing, although 41 percent agree that there is a need for more subsidized housing for the elderly.

Public Services

Over 90 percent of the respondents feel that Millbrook has adequate fire protection and emergency ambulance services. There was greater dissatisfaction expressed regarding police protection. Although 58 percent feel that it is adequate, one-third of the respondents disagree. Older respondents are somewhat more negative about police protection than others.

Millbrook's water service is considered adequate (76% agree) as is the sewer service (69%). Forty-three percent feel that these services should be expanded to encourage development. One-third of the respondents disagree and one-quarter has no opinion.

Nearly one-half of the respondents feel that the road system is not well maintained; 42 percent disagree with this point of view. There is divided opinion as to whether Millbrook should expand parking space in the business district: 44 percent agree with this approach and 42 percent disagree.

Recreation

Almost one-half of the respondents feel that recreation facilities are not adequate in Millbrook. A strong majority (73%) support the reopening of the Community Center and a comparable proportion feel that Millbrook should do more to provide recreation facilities for teenagers. Almost two-thirds feel that the village should sponsor more recreation activities for adults and children.

Although three-quarters of the respondents support maintaining the Elm Drive School as open space for community use (in the event the school is closed), less than one-half (46%) feel that the Village should try to acquire open land for recreation. Two-thirds support the encouragement of developers to dedicate open space in every subdivision and a comparable percentage support efforts to maintain the public use of Bennett Field. Respondents were asked how important each of several recreational services would be for the Village. The strongest support appears to be for the development of ice-skating areas in the winter, sponsorship of summer concerts and the creation of bicycle trails.

General Growth/Development Issues

There is strong agreement that Millbrook needs growth to retain its vitality. Over 80 percent of the respondents support this perspective, not only in a question of agreement/disagreement (no. 37), but also in a statement of preference (no. 67).

Twenty percent of the respondents expect the business district to decline over the next five to ten years; ten percent expect a decline in the village as a whole. About 20 percent expect no change in either the business district or the whole Village. Interestingly, this situation does not reflect people's preferences. No one wants a smaller village, and only four percent prefer no change at all.

Twice as many respondents (92% versus 45%) agree that development should emphasize making Millbrook better for its permanent residents rather than making it more attractive for weekenders and tourists. Slightly fewer (86%) feel that development should attempt to serve both groups of residents without sacrificing the interests of either.

Two-thirds feel that new development should be permitted only if it fits in well with existing development. Slightly over one-quarter support the development of Millbrook as a retirement community. This is opposed by 57 percent of respondents.

Forty-two percent agree that Millbrook needs a major new light industry, an idea that is opposed by 35 percent of the respondents. Forty-six percent favor several small industries; 41 percent disagree.

Central Business District

Over three-quarters of the respondents feel that Millbrook has a quaint village center; only one-third support the creation of a historic district in the center (this concept is opposed by 38%).

Fifty-six percent feel that the business district has improved its appearance in recent years. However, two-thirds disagree that the shopping has improved over the past five years. There is strong support (86%) for more retail variety and more than one-half of the respondents agree that the shops should be open in the evening. (This latter point received more support by younger respondents.) A majority (58%) disagree with the idea of a shopping mall within the business district. A comparable percentage opposes a mall outside the district and agrees that Millbrook should make every effort to prevent business development outside the present business district in order to avoid strip development along Route 44. Exactly one-half of the respondents support an expansion of the business district to encourage development.

Sixty-two percent are in favor of allowing small home businesses outside of the business district.

Respondents were asked how important each list of personal/retail services would be to Millbrook. The most interest was expressed in a men's clothing store, children's clothing store, bookstore, bakery, movie theater, large supermarket and a health club.

Growth Controls/Incentives

The question on zoning and building control elicited a greater proportion (between 29% and 31%) of "no opinion" responses than for any other question in the survey. Over one-half (52%) of the respondents feel that zoning is not too strictly enforced in Millbrook. Almost one-half (46%) feel that there should be greater public control over building. There was a comparable division in support for the idea of Millbrook and the Town of Washington sharing a full-time building/zoning inspector.

There was strong support (89%) for the protection of environmentally sensitive land.

Although two-thirds feel that there is too much tax exempt property in Millbrook, a comparable proportion support offering tax incentives to encourage the location in Millbrook of desirable businesses. There is less support (47%) for similar incentives to encourage desirable industries. Fifty-nine percent feel that financial incentives should be offered to existing businesses to encourage facade renovations in the central business district.