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October 11, 2018

Ms. Kathleen Davis
Town of Hyde Park
4383 Albany Post Road
Hyde Park, NY 12538

*Re: Hyde Park Recreation Facilities Analysis
Job # 10321.00*

Dear Ms. Davis:

As proposed, The Chazen Companies (TCC) has prepared a recreation analysis for the Town of Hyde Park to assess the fee structure proposed in the Draft Zoning and Subdivision Law and to help shape future funding initiatives.

The analysis focuses on the demographic and financial pressures on the Town, with respect to the provision of parklands. Demographic and municipal data was examined to determine growth and population trends in the Town. Existing public parks and recreational facilities were inventoried and mapped based on information obtained through field visits, tax parcel research, and telephone conversations (e.g. Scenic Hudson). This information was used in combination with an analysis of the Town's recreation budget to develop recommendations for open space acquisition, capital improvements, and a proposed increase in the Town's site plan and subdivision fee schedule with respect to recreational fees.

1.0 Introduction

According to New York State Town Law, Article 16, Zoning and Planning, Section 274-a.6 before a Planning Board approves a site plan or subdivision plat containing residential units, it may require the dedication of land that is suitably located for playgrounds or other recreational purposes. In the event that suitable land cannot be properly located on the development site, the Planning Board may require a fee in lieu of parkland. This fee is established by the Town and placed in a trust fund for parks, playgrounds, and other recreational purposes, including the acquisition of properties for recreational purposes.

According to the Town of Hyde Park Town Code, Chapter A113, Subdivision of Land Article VI, Section A113-20.A, "In general, the subdivider shall set aside not more

than 10% of the gross area of the lands being subdivided for parks, open space and playgrounds. However, if the Planning Board finds that due to size, topography, or location of the subdivision, land for parks, open space, or playgrounds or other recreational purposes cannot be properly located, or if it is not desirable, the Board shall require a payment to the Town of Hyde Park Recreation Trust Fund \$500 per lot in the subdivision.”

In order for the Town to meet its recreational needs as a growing community and prevent an increase in costs and taxes to existing Hyde Park residents, the recreational fee in lieu of park land should be adjusted to reflect both the inflationary costs associated with maintaining recreational facilities and the cost of purchasing vacant land for new recreational opportunities that have occurred since the fee was first adopted. The Town of Hyde Park established the fee of \$500 per lot in 1992, and it has not been updated since. Therefore, it is prudent to coincide adjusting the fee at this time when considered relative to the growth and development pressures in the Town in order to appropriately meet the recreational needs of the community.

According to the Draft Generic Environmental Impact Statement for Revisions to Comprehensive Plan, Zoning and Subdivision Laws, the Town intends to adopt revisions to the Comprehensive Plan, Zoning and Subdivision Laws that would establish new policies, districts, uses, and regulations throughout the Town. The Town’s current subdivision regulations, adopted in 1975 are being readopted by Local Law. The proposed Law authorizes the Planning Board, under certain circumstances, to require an applicant to reserve land for a park, playground or other recreational purposes, or to require the payment of a sum of money in lieu of land.

In an effort to assess the impact of anticipated future growth in the Town of Hyde Park on existing recreational facilities, information was obtained from the Hyde Park Central School District’s (HPCSD) *Long Range Facilities Planning*, as well as an examination of site plan and subdivision applications over a four year period (1998 – 2002) provided by the Hyde Park Planning Board to determine construction trends.

According to the Hyde Park Central School District’s (HPCSD) *Long Range Facilities Planning* presentation, the School District has grown from 4,352 students in the 1993-1994 academic year to 4,688 students in the 2002-2003 academic year, for a net increase of 336 students (or 7.7%). The HPCSD Board of Education projects that the District enrollment will be 4,923 students by the year 2006. The Board of Education acknowledges that many of the schools are already overcrowded and athletic facilities are being overused by the school and the community. Due to

the constant growth in the local population, the School District recognizes the fact that new school buildings will have to be constructed in the near future.¹

Another indicator of potential pressure on recreational resources is the number of subdivision applications that have been submitted to the Town over the past few years. In 1998 there were 11 residential subdivision applications submitted to the Town, which have increased significantly to a total of 36 subdivision applications submitted in the year 2002. The *Long Range Facilities Planning* presentation identified six examples of future development that will have a direct impact on the number of students in the HPCSD as a result of an additional 800 new units in the Town of Hyde Park.

Table 1.0-1 Proposed Future Development in the Town of Hyde Park

Future Development	Number of proposed units
Pinebrook Townhomes	90 additional units
Hudson Riverview Homes	160 luxury units
State Psychiatric Property	300 residential homes
The Gables	50+ modular homes
Golden River Estates	25 luxury homes
East Cedar Street Condos	52 units
Source: www.hydeparkschools.org/admin/presentation/longrangefacilities20030227.pdf	

While these projects are larger in scale than other proposed developments in Hyde Park, they make up only a portion of the proposed construction efforts in Hyde Park.

Hyde Park currently has municipal water service in various areas throughout the Town. Nine districts exist or are under development. The Hyde Park Water System, Harbour Hills Water System and Staatsburg Water System are currently owned and operated by the Dutchess County Water and Wastewater Authority. Greenfields, Quaker Hills Water District, Violet Avenue Water District, Arbors (currently under development), Greenbush (currently under development) and Molly's Way (under consideration) are water districts that are not currently owned by the Dutchess County Water and Wastewater Authority, and can consequently set their own rates, subject to the approval by the Town Board.² The *Water Systems Program*, as described in the Town of Hyde Park's *Revised Comprehensive Plan – Draft October 28, 2002* declares the Town's intent to eventually obtain ownership of all private water systems within Hyde Park, to ultimately "establish an

¹ Hyde Park Board of Education, *Long range Facilities Planning*, presentation available online at www.hydeparkschools.org/admin/presentation/longrangefacilities20030227.pdf

² www.hydeparkny.us/districts.shtml

interrelationship between all municipal and community water systems that will sustain economic development consistent with the proposed land use districts.” Areas that cannot be reached by the municipal water service will ultimately be held to standards that protect against pollution and overdevelopment.

The *Town Sewer Program* that is described in the Town of Hyde Park’s *Revised Comprehensive Plan – Draft October 28, 2002* aims to create a municipal sewer system within the Town Center which would serve the core areas within the center and adjacent residential development along the US Route 9 Corridor. Community sewer service is also planned to be constructed in each Hamlet as part of the Comprehensive Plan.

As municipal water and sanitary sewer systems are expanded within the Town of Hyde Park, development pressures will increase. Higher allowable densities may result from the provision of centralized water and sewer, which may create a higher demand on municipal services and recreational infrastructure.

2.0 Town of Hyde Park Existing Recreational Facilities Inventory

In the spring of 2003, TCC completed an inventory of existing recreation facilities for the Town of Hyde Park. The facilities assessed included public, private, and national parks, schools, and other such related areas as deemed appropriate. A site assessment survey was completed for 26 sites and included a review detailing existing features and characteristics (see Figure 2.0.1, “Town of Hyde Park Existing Recreational Parks and Facilities,” and Table 2.0.1, “Existing Recreational Facilities”).

Several common deficiencies exist among the facilities. The most frequent problem is inaccessibility, as many of the parks are hard to find or enter due to lack of proper signage, and several have locked gates. It is unclear at most of the sites whether the site is open to the public, what the hours of operation are, and how to enter the site. Parking was also a problem; a majority of the parks have only the shoulder of a road to utilize for parking which creates a dangerous environmental for all people, especially small children. Most sites lack handicap accessibility. The open spaces are somewhat accessible depending on slope; however the recreational equipment was not easily accessible.

In general most of the sites are well maintained although there were some locations that have dilapidated or unsafe equipment, or lacked essentials typically needed for an enjoyable recreational experience. There was a shortage noted in the following areas: bike racks, seating, lighting, restrooms, and waste receptacles.

The variety of recreational opportunities is also limited, as many of the sites provide similar amenities for both passive and active recreation. Most parks possess at least one ball diamond but few parks offer any other type of field/court for organized activity, such as football fields, soccer fields, basketball courts, or volleyball courts.

To improve the accessibility of the recreation facilities a comprehensive mapping and/or database of the various facilities should be maintained and made accessible to the public. It should include, but not necessarily be limited to, accurate locations, directions, type of use, hours of operation, and access restrictions. Signage should be increased and improved at all facilities to reinforce such things as hours of operation, and access restrictions, as well as, to indicate the location of entry and parking areas. Parking facilities and pedestrian access should be developed and interconnected if possible.

Handicap access and uses should be improved. Equipment that is compliant with the Americans with Disabilities Act (ADA) should be installed at various locations, as well as, accessible routes for travel throughout the various areas of activity at the sites. Rundown and dangerous equipment should be repaired or replaced. Stationary or portable restrooms would be a beneficial site improvement, as would additional waste receptacles. Access by alternative means of transportation should be encouraged, bike racks should be installed at all public locations, trails should be interconnected, and seating of some type should be provided.

The Town of Hyde Park is a Greenway Community and through Scenic Hudson, a private not-for-profit organization, the "Hyde Park Trail", an 8.5-mile trail system along the Hudson River. This trail was created to link the three National Historic Sites, including Vanderbilt Mansion, Springwood (Franklin D. Roosevelt's home) and Val-Kill (Eleanor Roosevelt's home) with the town's Riverfront Park. The trail offers hiking, picnicking, and mountain biking.

Future recreation development in the Town of Hyde Park should consider different and new types of uses to create variety of opportunities and interest within the Town's resources. Parks are best utilized when they can attract all types of potential users, appealing to both passive and active recreation interests.

Figure 2.0-1, “Town of Hyde Park Existing Recreational Parks and Facilities.”

Figure 2.0-2, “Town of Hyde Park Trails Map.”

Table 2.0-1, “Existing Recreational Facilities.”

3.0 Anticipated Growth Trends

Populations in both the Town of Hyde Park and Dutchess County have been growing steadily over the past years and this trend is expected to continue as growth pressures within the Hudson Valley continue to escalate. With the increasing population, additional pressure will be exerted on the Town of Hyde Park's recreational facilities by both residents of the Town and other nearby communities.

The Town of Hyde Park has a current population of approximately 20,851 persons³ and a total land area of 36.96 square miles,⁴ resulting in a population density of 564 persons per square mile. Based on Dutchess County's baseline population projections⁵ overall growth in the County is expected to rise by an average rate of 2.25% every five years between the years of 2000 - 2015. It is assumed that the Town of Hyde Park will experience a similar rate of population growth resulting in a projected population of approximately 22,289 persons in the year 2015.

A comparison of Hyde Park to other Dutchess County Towns is provided below.

³ <http://www.dutchessny.gov/historicalpop.htm> (Source: U.S. Bureau of the Census)

⁴ <http://www.dutchessny.gov/glance.html#rating>.

⁵ <http://www.dutchessny.gov/popprojections.htm> (Source: Cornell Institute for Social & Economic Research.)

Table 3.0-1 Community & Demographic Comparison

Name of Town	Total Population (persons)	Total Population 0-19 yrs. (persons)	Total Sq. Miles	Population per Sq. Mile
Town of Hyde Park	20,851	6,018	39.85	564
Town of Rhinebeck	7,762	1,247	39.83	135
Town of Clinton	4,010	1,048	38.83	104
Town of Pleasant Valley	9,066	2,544	33.24	275
Town of La Grange	14,928	4,596	39.86	376
Town of Poughkeepsie	42,777	12,624	31.19	1,487
Town of Red Hook	10,408	3,202	40.1	220
Town of Wappinger	26,274	7,252	28.59	843
Town of East Fishkill	25,589	8,207	57.35	450
Town of Fishkill	20,258	4,094	31.98	613
Town of Beekman	11,452	3,800	30.27	455

Source: U.S. Census Bureau 2000 (<http://factfinder.census.gov>)

4.0 National Standards for Parks and Recreation

The National Recreation and Park Association (NRPA) developed a set of standards for parks, recreation, and open space to help communities adequately plan for their recreational needs.⁶ These standards address minimum goals to be achieved for recreational opportunities and are intended to be used as a guide, since each municipality has unique needs and requirements.

Park and recreation standards are important to the planning process because they provide:

⁶ Recreation, Park and Open Space Standards and Guidelines, National Recreation and Park Association, 1990.

- A national expression of minimum acceptable facilities for the citizens of urban, suburban, and rural communities;
- A guideline to determine land requirements for various kinds of park and recreation areas and facilities;
- A basis for relating recreational needs to spatial analysis within a community-wide system of parks and open space;
- And a means to justify the need for parks and open space within the overall land use of a region or community.

The NPRA park classifications take into account park function, design, use, resource characteristics, and preferred location. “Neighborhood and Community Parks” are generally defined as a park ranging between 0.25 acres to 40 acres, and also service a population with a radius of 0.5 to 1.5 miles. “Regional Parks” are major parks that offer a wide variety of recreational opportunities to attract people in the widest possible range of age and interest, and also generally serve a population living within a one hour drive. Regional parks can range in size from a few acres to over 1,000 acres. It is just as important to provide different types of parks to meet the basic needs of all citizens, as it is to provide an adequate amount of acreage of parkland.

Based on information provided in Table 4.0-1 “Parks and Recreational Facilities”, Hyde Park has a total of approximately 1,830± acres of park and recreation lands, excluding privately operated facilities. The schools were included as a private facility for the purpose of calculating park and recreation facilities available to the public. School property and its recreational amenities, for safety reasons, have a restrictive factor.

The total amount of park and recreational land recommended by the NRPA is 6.25 to 10.5 acres per 1,000 people for “neighborhood and community parkland” and 15 to 20 acres per 1,000 people for “regional space.” Currently, the Town of Hyde Park has approximately 5± acres⁷ of neighborhood and community recreational and park land per 1,000 people, which is considerably less than the NRPA standard.

With respect to regional parkland, the Town of Hyde Park is well above the NRPA standard, with approximately 82± acres⁸ per 1,000 people, which exceeds the NRPA

⁷ (106.07 acres ÷ 20,851 people) * 1000 people

⁸ (1,724.24 acres ÷ 20,851 people) * 1000 people

standard. This is due mainly to the extensive lands of Norrie State Park, Mills Memorial State Park, and Vanderbilt Mansion National Historic Site.

Table 4.0-1 Parks and Recreational Facilities

NEIGHBORHOOD AND COMMUNITY PARKS	
Park Name	Approximate Acreage
Beck Park	10.2
Greenfields Park	8.6
Pine Woods Park	28.3
Hackett Hill Park	38
Kay Park	7
Dinsmore Park	9.2
Doty Park	0.77
Riverfront Park	4
<i>Subtotal of Neighborhood and Community Parks</i>	106.07
REGIONAL PARKS	
Val-kill Park	103.5
Hyde Park Memorial Fields	19.6
Eleanor Roosevelt National Historic Site	188.1
F.D. Roosevelt Home National Historic Site	237.6
Hyde Park Nature Preserve Winakee Land Trust	100.8
Norrie State Park and Environmental Education Center	374.86
Vanderbilt Mansion National Historic Site	228.1
Mills Memorial State Park	333
Scenic Hudson Property	90
Scenic Hudson Land Trust	48.68
<i>Subtotal of Regional Parkland</i>	1724.24
TOTAL	1,830.31
Source: The Chazen Companies.	
<ul style="list-style-type: none"> • Recreation, Park and Open Space Standards and Guidelines, 1987. 	

5.0 Funding Analysis and Recommendations

As illustrated in Table 5.0-1, “2002 – 2003 Recreational Budgets for Local Municipalities,” the Town of Hyde Park has allocated \$318,004.44 for recreation for the 2003 adopted budget, which represents 5.6% of the Town’s total budget (\$5,684,119.98)⁹. Of the \$318,004.44 budgeted toward parks and recreation, less than 1% (\$3,000)¹⁰ was allocated for park upgrades, equipment, and improvements. The amount allocated for recreation in 2003 is a significant decrease from 2002, at which time the Town allocated \$331,099, or 6.3% of its total budget for recreation. The majority of the budget is for administration, maintenance, insurance, supplies, concerts, events, and programs.

Comparatively, the Town of Beekman, which has a population density similar to present day Hyde Park, allocated 9.2% of its 2003 budget¹¹ for parks and recreation, which is an increase from funds allocated in 2002, at which time the Town allocated \$372,048, or 8.6% of its total budget for recreation. The Town of Beekman also requires a subdivision recreation fee of \$2,000 per new lot created that allows the Town of Beekman to generate funds dedicated to the Town’s recreation budget.

The Town of Fishkill, which has a population density similar to the future density projected for Hyde Park in the year 2015, allocated 3.4% of its 2003 budget¹² for parks and recreation. Funds allocated from the Town’s budget were similar from the previous year 2002, at which time the Town allocated \$324,065, or 3.4% of its total budget for recreation. The Town of Fishkill utilizes a subdivision recreation fee of \$2,000 per new lot to generate funds for the Town’s recreation budget.

⁹ <http://www.hydeparkny.us/Budget/2003/Section02.html>

¹⁰ Ibid.

¹¹ Town of Beekman 2003 Recreation Budget = \$445,070; 2003 Total Appropriations = \$4,828,883.

¹² Town of Fishkill 2003 Recreation Budget = \$339,984; 2003 Total Appropriations = \$9,919,006.

Table 5.0-1 2002 – 2003 Recreational Budgets for Local Municipalities

Name of Town	2002 Recreational Budget	2002 Total Appropriations	Recreational Percentage	2003 Recreational Budget	2003 Total Appropriations	Recreational Percentage
Hyde Park	331,099	5,218,679	6.30%	318,004	5,684,119	5.59%
E. Fishkill	1,468,734	16,201,098	9.06%	1,394,179	16,552,443	8.42%
LaGrange	404,387	5,805,923	6.96%	439,889	6,147,465	7.15%
Wappinger	483,276	7,333,300	6.59%	488,088	6,378,300	7.65%
Beekman	372,048	4,329,248	8.59%	445,070	4,828,883	9.21%
Fishkill	324,065	9,609,149	3.37%	339,984	9,919,006	3.42%
Source: Chazen Companies, 2003						

Upgrading the Town’s \$500 recreational fee to reflect both the inflationary changes for recreational facilities that have occurred since it was first adopted would provide an additional source of funding for purchased recreational equipment, upgrades, and improvements, as well as the possibility of purchasing new parkland to accommodate the increased population and development. As illustrated in Table 5.0-2, “Recreational Fees Charged by Local Municipalities,” many neighboring towns in Dutchess County charge recreation fees that range from \$900 to \$2000 per lot, which are reflective of current land values, the cost of facility improvements, and the purchase of recreation equipment in this region.

Table 5.0-2 Recreational Fees Charged by Local Municipalities

NAME OF TOWN	RECREATIONAL FEE
Town of Clinton	\$2.50 per \$1,000 cost of construction (minimum of \$30)
Town of Hyde Park	\$500 per lot
Town of Pleasant Valley	Apartment - \$500 per lot Condominium - \$500 per lot Multi-Family- \$500 per lot Subdivision - \$1,000 per lot
Town of Red Hook	\$900 per lot
Town of Rhinebeck	\$1,000 per lot
Town of Wappinger	\$1,500 per lot
Town of East Fishkill	\$2,000 per lot \$1000 per lot (if development has a private rec. area)
Town of LaGrange	\$2,000 per lot (for three (3) or more lots)
Town of Poughkeepsie	\$3,500 per lot (for five (5) or more lots)
Town of Beekman	\$2,000 per lot
Town of Fishkill	\$2,000 per lot
Source: The Chazen Companies, 2003	

In order to determine if the Town of Hyde Park's current recreational budget is adequate for the Hudson Valley region, a comparison was made of the other five similar municipalities. The percentage for total budget apportioned for the recreational budget was averaged between the five other municipalities and equaled approximately 7.17%. When this percentage is applied towards the current Hyde Park's 2003 budget of \$5,684,119, the amount that should be apportioned to the recreation budget is approximately \$403,572. Then the current recreation budget for 2003 (\$318,004) is subtracted from the estimated needed budget (\$403,572), determining that the Town of Hyde Park recreation budget is short \$85,568.

Using this logic, that the Town of Hyde Park's recreation budget is short \$85,568, the recreational fee should be increased in order to accommodate this shortage. To determine the amount that this recreational fee should be increased, Table 5.0-3

“Proposed Recreation Fees”, compares and calculates various recreational fees to determine what dollar difference each proposed fee may provide.

Table 5.0-2 Proposed Recreational Fees

Proposed Recreational Fees	Estimated Lots 3 Lot Average*	Total Generated From Fees For Recreational Budget	Amount Towards Deficit Budget of \$85,568
\$500 (current)	108 new lots*	\$54,000	\$0
\$1,000	108 new lots*	\$108,000	\$108,000 - \$54,000 = \$54,000
\$1,500	108 new lots*	\$162,000	\$162,000 - \$54,000 = \$108,000
\$2,000	108 new lots*	\$216,000	\$216,000 - \$54,000 = \$162,000
\$2,500	108 new lots*	\$270,000	\$270,000 - \$54,000 = \$216,000

* Based upon Town of Hyde Park subdivision applications for the year 2002, in which there were 36 new subdivisions proposed.

A master plan for Hackett Hill was adopted by the Town Board on Feb 24, 2003 and established the general locations and footprints for a full-size pool, a community center, a reconstructed pool changing facility, improved parking-control areas, a winter ice skating area, and other recreational amenities for which construction money will be needed. However, the master plan improvements for Hacket Hill are without explicit funding in place or a timetable to provide such funding. A budget for these facilities and improvements should first be determined and the recreational fee should be adjusted to reflect the needs of this budget.

In 2002, the average subdivision in the Town of Hyde Park created approximately 3 new lots.¹³ Currently, the Town of Hyde Park requires \$500 per lot, therefore, on the average the Town generated \$1,500 per new subdivision. If the Town of Hyde

¹³ Town of Hyde Park Planning Department August 5, 2003.

Park were to increase the recreation fee to \$2,000 per new lot, for the average subdivision, \$6,000 would be generated towards the recreation funds. As previously noted, the Town of Hyde Park has approximately 5± acres of neighborhood and community recreational and park land per 1,000 people, which is approximately 20% below the NRPA standard of 6.25 – 10.50 acres per 1,000 people. Based on this deficiency, it can be assumed that there is a need for the Town of Hyde Park to purchase new land for recreation. However, with the rising cost of providing services, an increased recreation fee is recommended in order for the Town to afford the purchase of new land for park and recreation amenities.

Based on the Town's existing inventory and use of recreational facilities, it is recommended that the following steps be taken in response to the community's needs:

- Seek to expand the diversity of amenities at existing and/or future recreational sites, this may include: fields/courts for organized activities, such as football, soccer, basketball, volleyball, tennis, etc.
- Allocate substantially money in the next year's budget for the replacement and/or repair of dilapidated or unsafe equipment, and the provision of equipment at those facilities that lack such essentials as bike racks, seating, lighting, restrooms, and waste receptacles.
- Allocate money in the next year's budget for signage, parking, and handicap accessibility to provide better public access and usability of existing parks. The current budget does not allocate any funds toward these recommended renovations.
- Increase the recreational fee from \$500 to \$1,500 - \$2,000 to offset the costs of updating park equipment and to purchase additional parkland.

Sincerely,

Nicole T. Blakeslee, AICP
Senior Planner

cc: Yancy McArthur, Town Supervisor
Richard Chazen, P.E.
Jeff Kane, AICP
Claire Woodhead, MRP