

# Town of Dover

Dutchess County, NY



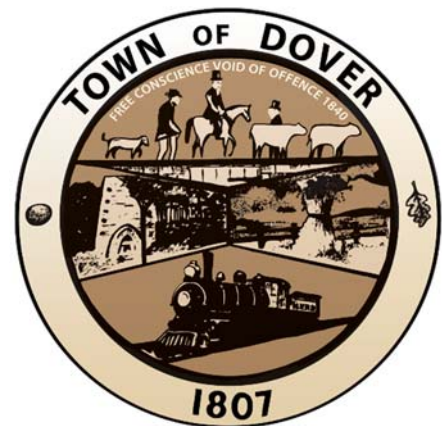
## **Comprehensive Plan Update 2022**

# **Town of Dover Comprehensive Plan Update To the 1993 Dover Master Plan**

**Adopted: \_\_\_\_\_, 2022**

***Prepared by:***

**Town of Dover  
Comprehensive Plan Update Committee  
126 East Duncan Hill Road  
Dover NY, 12522**



***With Support from:***

**Hudson River Valley Greenway Communities Program**



**Hudson River  
Valley Greenway**

# Acknowledgements

## ***Town Board***

Richard Yeno, Supervisor  
Andrew House, Deputy Supervisor  
James “Jay” Murphy, Councilman  
Jan J. Maluda Jr., Councilman  
Susan L. Jackson, Councilwoman

## ***Planning Board***

Ryan Courtien, Chairperson  
Valerie LaRobardier, Member  
Tom Holmes, Member  
Tamar Roman, Member  
William Sedor, Member  
Michael Villano, Member  
Henry Williams, Member

## ***Zoning Board of Appeals***

Debra Kaufman, Chairperson  
Joanne Yager, Member  
Patrick Orlando, Member  
Greggory Mendenhall, Member

## ***Dover Comprehensive Plan Update Committee***

Richard Rennia, Jr. – Chairperson  
Debra Kaufman - Member  
Valerie Larobardier - Member  
Jason Keller - Member  
Marilyn VanMillon - Member  
Steve Vincent - Member  
David Wylock - Member

## ***Dutchess County Planning and Development***

Eoin Wrafter, Commissioner  
Jennifer Coccozza, Deputy Commissioner  
Brad Barclay, Senior Planner  
Devin Rigolino, Senior GIS Project Coordinator

## ***Planning Consultant***

Barton & Loguidice  
Robert J. Murphy Jr., AICP  
Charles A. Voss, AICP



# TABLE OF CONTENTS

## SECTION ONE: INTRODUCTION

What is a Comprehensive Plan?.....	2
Dover's Comprehensive Planning Process .....	3
Comprehensive Plan Goals .....	5
Vision .....	6

## SECTION TWO: GOALS AND ACTION ITEMS

Community Values and Character.....	7
Demographics & Economic Development.....	9
Housing .....	11
Land Use and Zoning .....	13
Natural Resources .....	15
Community Resources.....	18
Transportation.....	20
Historic Preservation.....	21

## SECTION THREE: SUPPORTING INFORMATION

Community Value and Character.....	25
Demographics and Economics.....	31
Housing .....	43
Land Use and Zoning .....	54
Natural Resources .....	82
Community Resources.....	93
Transportation.....	101
Historic Preservation.....	108



# Appendices

## SUPPORTING DOCUMENTATION

- Fall 2017 Community Survey: Your Voice in the Future of Dover, by Town of Dover, dated November 2017
- Action Items: Implementation Matrix

## RESOURCE MAPS

- General Area Map
- Significant Habitats in the Town of Dover
- Hydrology Map
- Wetlands Map
- Topography Map
- Watersheds
- Bedrock Geology
- Contiguous Habitats
- Contiguous Forest Patches
- Crest/Ledge/Talus and Oak-Heath Barrens
- Calcareous Habitats
- Meadows
- Acid Bogs and Cool Ravines
- Woodland Pools
- Wetlands
- Streams
- Conservation Areas

## LAND USE MAPS

- Proposed Land Use Map
- Existing Land Use Map
- Existing Zoning Map
- Agricultural District Map
- Town Parcel Map
- Vacant Land Map

## Reference Documents

These documents, while not part of the Comprehensive Plan Update, have been used to supplement the compiling of this report and should be used as references. They are available at The Dover Town Hall and the Town of Dover website:

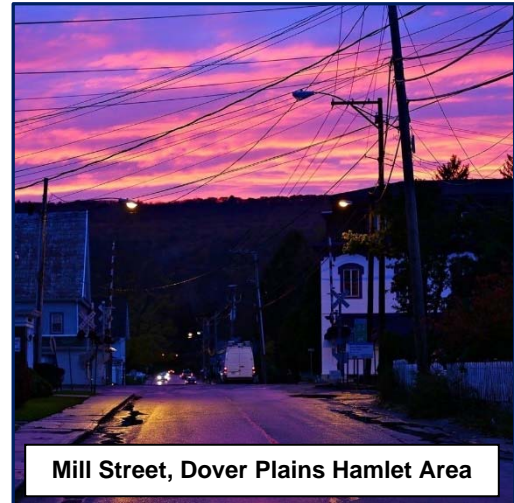
<https://townofdovernj.us/>.

- Route 22 Opportunity Analysis, by Land Use Law Center – Pace University Law School and Kevin Dwarka LLC., dated September 13, 2018
- Natural Resource Inventory for the Town of Dover, by Hudsonia Ltd., dated 2018
- Technical Guidance Manual for Sustainable Neighborhoods, by Land Use Law Center – Pace University Law School, dated 2013
- Charting the Course for Tourism in Dutchess; A Research Report and Strategy Initiative Presentation
- Harlem Valley Outdoor Recreation Economic Assessment Research Study (2020)

# SECTION ONE: INTRODUCTION

The Town of Dover is a rural, primarily residential community, located in the southeastern portion of Dutchess County. Approximately 8,700 residents live in a total area of 35,824 acres (56.3 square miles). Community identity is organized around two hamlets, Dover Plains in northern Dover and Wingdale in southern Dover.

The majority of Dover's land is preserved in the form of open space, camps, farms, and hunting clubs. Much of the town remains undeveloped, with exception to its hamlet areas, leaving large tracks of agricultural fields, forested ridgelines, and low-lying wetlands undisturbed. As the New York metropolitan area continues to grow, Dover finds itself located on the northern edge of the advancing suburban development that has enveloped much of the states the southern counties, which is pushing up through Putnam and Westchester counties along NYS Route 22.



Over time, it is anticipated that higher housing and land prices in and around New York City and Westchester County will continue to lead families north increasing the number of commuter towns in the region. These commuter towns will be dominated by their residential communities, while the majority of employment centers will continue to be focused within the counties in and around New York City. Dover is unique compared to other townships as its scenic beauty and abundance of open space provides a significant draw to both new and second-home owners, while its well-defined hamlet areas and pro-business approach to development open it up to significant economic opportunities lacking in other communities in the region. Dover's pristine natural landscapes, mixed with its desire for sustainable business development is the perfect setting for families and business alike.

This Comprehensive Plan has been developed in order to guide the Town of Dover's *Vision* for a community that is family oriented and business friendly, while at same time respectful of the natural beauty that sets it apart from other townships. Similar to the 1993 Master Plan on which this document is based, the Comprehensive Plan will be used to guide the policies and actions to be implemented to achieve the Town's vision. As the Town continues to grow, this plan should be revisited and updated every ten to fifteen years in order to ensure that its goals are being met. The Comprehensive Plan should be a "living" document, and every year the Town Board should review the plan and develop a specific set of goals and actions for the year, noting which goals have been met, and examining those which have not. This annual review should result in a strategic implementation plan for the upcoming year that will continue to support its vision for this vibrant community.

# What is a Comprehensive Plan?

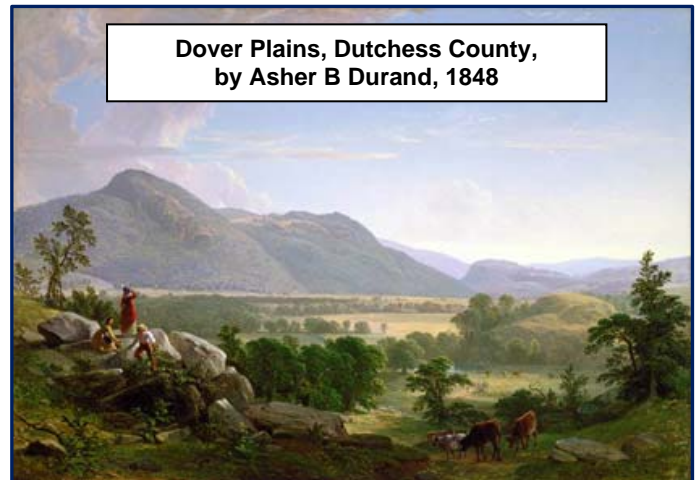
In order for the reader to understand the importance of this document and how it directly affects their community, additional background information is required. A Comprehensive Plan, as sometimes referred to as a Master Plan, is a Town-adopted policy document that sets forth directions for the future of a community. It is not a law or regulation; rather, it is a blueprint to help guide for future planning and decision making. A town's comprehensive plan shapes how it functions as a community and sets forth the communities' collective aspirations, values, goals, and vision.

The authority for preparation of a comprehensive plan is set forth in Town Law Section 272-a.2a, which states that a comprehensive plan is the *"...materials, written and/or graphic, including but not limited to maps, charts, studies, resolutions, reports and other descriptive materials that identify goals, objectives, principles, guidelines, policies, enhancement, growth and development of the town..."*.

## "What is a Comprehensive Plan?"

The 1993 Master Plan addressed such issues as road maintenance, employment, growth in local businesses, and affordable rental housing. It also focused on promoting both commercial and light industrial development, encouraging tourism, recreation, and maintaining a viable school system. Dover adopted a revision to the Master Plan in 1999. This plan was used as the foundation for establishing zoning and subdivision regulations.

**However,** as the 1993 plan entered its third decade, the Town of Dover recognized the need to update with this new Comprehensive Plan. The Town once again reviewed its development policies and refined its vision to reflect the changes experienced by the community since the preparation of the last plan. While this comprehensive plan update makes use of the studies, data, analyses, and policy objectives of the prior plan, it also presents new data related to development, land use, and demographic trends, and utilizes digital data for analyzing land use and development patterns. Key to the development of this plan was a community survey to identify challenges and opportunities currently facing the Town. Besides providing a policy foundation, the Comprehensive Plan can be used as a tool to help obtain funding for a variety of projects. It can also be used as a marketing tool to promote the assets of the Town. Finally, it provides the foundation for any land use regulations the Town may adopt in the future.





# Dover's Comprehensive Planning Process

In 2010, The Dover Town Board established a Master Plan Advisory Committee (MPAC) to review the 1993 Dover Master Plan and to make recommendations on what should be changed, added to, or deleted from the plan.

The committee concluded that, overall, the 1993 Dover Master Plan is a sound document and does not need to be re-written. It needs to be updated, modified in places, expanded in others, and translated into specific action recommendations that the Town Board can enact and enforce. As part of this update, the document shall now be referred to as the Comprehensive Plan.

***The Comprehensive Plan is a living document,*** and its refinement and modification should be a continual, dynamic process. But the real measure of success of any comprehensive plan lies in its implementation. The Town of Dover was successful in implementing a number of goals outlined in the 1993 plan. In cases where the proposed action steps may conflict with the 1993 plan, this comprehensive plan update holds priority over those conflicting recommendations.

When recommended by the committee, received by the Planning Board, and ultimately adopted by the Town Board, these planning principles become the guide for future growth and land use decisions.

For those with limited time to review all the documents, this update has been written so that its goals and action recommendations can be read and understood as a stand-alone document. However, to fully understand it, the 1993 plan should also be consulted.

## Additional Influences

While the majority of the revised Comprehensive Plan was directly influenced by the original 1993 Master Plan, the Town has since adopted other commitments, which have also been a major influence on its revision:

### ***Greenway Connections***

In the year 2000, the Dover Town Board adopted the statement of land use policies, principles and guides, titled "Greenway Connections: Greenway Compact Program and Guides for Dutchess County Communities", to embrace these principles of smart growth. These principles are consistent with the Town of Dover's vision and goals as expressed in this Comprehensive Plan Update. The intention of the Town in endorsing these principles was to use them in making decisions about developing land, preserving open space, and regulating the siting, appearance, and impacts of new businesses. In order to strengthen the Town's commitment to fulfilling the Greenway Principles, the Comprehensive Plan should be used as the basis for updating the zoning law to agree with this plan.

### ***Climate Smart Resiliency Planning***

This comprehensive plan includes climate smart resiliency within the goals of the plan. The Town wishes to identify natural hazards and define how to prepare and respond to them to ensure climate resiliency. This type of planning involves the Dutchess County multi-hazard mitigation plan and requires the support and involvement of emergency personnel in order to provide adequate response to natural disasters. To be better prepared for extreme weather and natural disasters, the Town should incorporate zoning changes that help to ensure that the Town is more resilient and less prone to such problems.



### **Plan Description**

This comprehensive plan has been written in an informal style intended to make reading this document interesting and straight-forward for the public. The plan starts with the Town's Vision and Goals, then proceeds to make action recommendations to bring the vision and goals to realization. The Plan Update starts by articulating the Town's vision and goals for its future. The subsequent chapters explore in detail the items that constitute a comprehensive plan and provide detailed data and discussion of the current Town issues. These subsequent chapters also include specific recommendations that can help to implement the vision, goals, and policies outlined throughout this document. The details provide background information and data relevant to understanding the Town's current situation, referencing other plans and documents that provide additional information.



This Comprehensive Plan is a living document, therefore it can be reviewed and updated as needed at any time. More explicitly, the Town Board shall formally review the policies of this plan at intervals of no more than fifteen years, making any adjustments deemed necessary.

# Comprehensive Plan Goals

As stated in the previous section of this document, comprehensive plans are developed in order to guide townships so that their vision for the future becomes a reality. In order to ensure that the *Town's Vision*, which has been developed by the community and is described in the subsequent section, is realized, several overarching goals have been developed over the course of this revision.

*The purpose of these goals is to evaluate all the aspects of the Town of Dover and establish a set course of actions that will help achieve its overarching vision. These goals should be evaluated at the time of each revision and altered changed accordingly so that they remain relevant and continue to promote the community's best interest. At the time of this revision, the goals of this Comprehensive Plan Update are the following:*

## Promote Rezoning Efforts

Town of Dover's zoning code was last completely revised in 1999, with numerous small revisions being added in the time following 1999. Since its last wholesale revision, there have been significant changes in Dover, as well as towns throughout the Harlem and Hudson Valleys. Communities like Dover are evolving, both technologically and culturally. The zoning code should also evolve in order to reflect significant changes in how people live and what they need within their community. In order to ensure that the Town is supported by the most up-to-date land planning and zoning practices Dover's zoning code should undergo a full review and update where necessary.

## Develop a Town Inventory

Dover has a wealth of natural, historic, and community resources. Over the years numerous studies, maps, and surveys have been drafted for the community using a mix of private, local, state, and federal resources in order to better document the numerous assets of the Town. One of the goals for this document is to promote the continued evaluation of these resources, so that all past, present, and future community assets are identified and enhanced in order to continue to promote the communities' vision.

## Encourage Community Involvement

This document was developed by the community, for the community. Community involvement was a major component in the creation of this document, with invaluable input provided by Town of Dover residents, organizations, and small business owners. This document should be used to highlight the importance of community involvement and encourage the continued use of it, in order to shape its future growth.

## Guide Future Growth

Above all, comprehensive plans are guiding documents, used as a reference to support future growth and ensure community's vision is realized. This



Comprehensive Plan should outline actions that could be enacted by the Town's leadership in order to improve on the many individual tenants that make this community.

## Vision

As stated previously, the purpose of this document is to provide guidance that would help support the communities *Vision* for the Town of Dover. Developing the vision of Dover's future involved a process of exploring the mind, heart, and soul of the community of this time. This vision process utilized the 1993 Master Plan, the 2010-2022 Comprehensive Plan Update Committee, and Public Participation. As a result, the following overall community vision statement emerged and was endorsed at several public meetings:

*"The Town's overall vision is to facilitate new and existing business development, encourage community growth that supports the health and well-being of all residents, promote and support farming, promote use and enjoyment of our unique scenic beauty and natural resources, and participate in the growing outdoor recreation economy."*

This vision statement was informed by the major findings of the Comprehensive Plan Committee and the Town Board that revealed the need for the creation of a new "Gateway Commercial" District on Routes 22 and 55, while at the same time protecting the town's important natural resources. The Comprehensive Plan Committee also finds that there is a great need to stimulate the Town's overall business development as the Town currently lags behind every other Town in Dutchess County. The Comprehensive Plan Committee additionally finds that certain commercial / industrial sectors such as power generation and utility producers need additional oversight.

The vision statement has also been influenced by the committee's determination that Agriculture in Dover is in a major state of change. The once popular dairy farm, which used to dot the Town's lowland areas, is now almost non-existent in Dover. Therefore, it is time to rethink farming, how it is done, and how to save the large tracts of land that once held to many farms and agricultural operations.



Ecological resources such as the Dover Stone Church, the Great Swamp, and the Harlem Valley segment of the Appalachian Trail are poised to promote the Town's native scenic beauty with economic and tourism benefits. The Town's vision to improve the health and well-being of residents supports and complements the Dutchess County goal to improve the health of all county residents. This Comprehensive Plan Update is to be used as a guide to facilitate and improve the development of business in the Town, encourage community growth, health, and well-being, and promote use, protection, and enjoyment of the Town's natural resources.

## SECTION TWO: GOALS & ACTION ITEMS

In general, Comprehensive Plans are used to establish overarching goals that the Town would like to achieve, with each section of the document outlining desired improvements to various aspects of the Town. These improvements can vary, ranging from housing availability, to transportation infrastructure, to how best to preserve local historical sites. This section of the Dover Comprehensive Plan has been developed to identify specific *"Goals and Action Items"* the Town could work towards to achieve the desired outcomes stated in the Comprehensive Plan. Whereas the rest of this document is here to provide an assessment of the Dover's resources and to establish more general goals for the Town; Goals and Action Items should be used as more of "to-do list", stating specific and general recommendations the Town should work to achieve.

This section, and the companion "Implementation Matrix", are intended to serve the Town by outlining specific goals/action items that the Town can review, prioritized, and implemented to achieve predetermined objectives on a yearly basis. The Goals and Action items vary in complexity, ranging from very specific items that can be completed within a calendar year, to more general goals that may take several years and multiple other steps before it is achieved. Regardless of how long it takes to complete a Goal/Action Items, all should assess by the Town on a yearly basis.

### *Implementation Matrix*

In order to assist the Town in the completion of Goals and Action Items an Implementation Matrix has been devised to help monitor progress. The intention of this document is that it be reviewed at the start of each year by elected Town officials. During their review the Town should identify goals that have been accomplished the previous year, devise new action items to reflect the everchanging needs of the Town, and develop more specific and detail plans to achieve any outstanding goals. This document is a more technical version of the "Goals and Action Items" provided in this section of the Comprehensive Plan, and can be used as a tool to monitor completion status, assign responsibilities for achieving action items, and can assist in prioritizing which goals are higher priority and which one are lower. Ideally, this document should be:

1. *"Goals and Action Items" should be reviewed at the start of each year by the Town Board and assessed for progress and provide priority rankings for the completion of each item.*
2. *Add/remove Goals/Action Items depending on relevancy and Town goals.*
3. *Assign group/agency responsible for completing goal/action item.*
4. *Revise Implementation Matrix accordingly and make available to members of the public.*

Ultimately, the *Goals and Action Items* included in this chapter, will not only assist in ensuring that the Town is achieving the objectives outlined in the Comprehensive Plan, but also to show members of the public exactly how they these goals are being achieved. This section also offers the added benefit of being easily amendable, which will be useful in adapting to the ever-changing needs of the Town.

# Community Values and Character

To be an effective guide for the future, a comprehensive plan must be a clear expression of the community's traditions as well as its hopeful expectations. The following goals and action items are based on feedback provided by Town of Dover residents and observed throughout the revision process of this document.

***Goals:** Enhance the character of Dover, improve the sense of community among its residents, and encourage interaction between different age and interest groups in the decision-making process.*

## Action Items:

1. Make changes in policy or to specific planning related documents using input gathered from Town residents. Surveys and other polling tools should be utilized prior to making community changes.
2. Work to increase a sense of community throughout the different hamlets and population centers of Dover.
3. Focus on increasing the quality of life for its residents based on the wants and needs of community members.
4. Develop a uniform method of receiving and responding to community comments and concerns including newsletters, email lists, website, Dover TV, and other technology formats.
5. Develop new events and programs that would increase pride and participation within the community, as well as further enhance the Town's character.
6. Work to increase community involvement at community functions, such as Town meetings, community events, and other public functions.
7. Explore increasing residential access to community functions through a variety of methods, including televised/internet-based broadcasting and other similar forms of telecommunication.
8. Work to develop outreach programs, with the focus of engaging the communities' more vulnerable populations.



Dover Middle School Students Enjoy Earth Day Event at Dover High School



- 9.** Develop a Community Stakeholder List.
- 10.** Develop and maintain a local inventory of protected sites.
- 11.** Develop and maintain a local inventory of publicly accessible sites (Boyce Park, Dover Stone Church, Appalachian Trail, NYSDEC Fish Access, various Preserves, etc.)
- 12.** Foster economic growth for local residents and community support for locally owned business.
- 13.** Support projects that provide the goods and services needed by residents on a normal basis.
- 14.** Develop physical marketplaces within the Hamlets where the community can meet, shop, and exchange ideas.

# Demographics & Economic Development

An understanding of the general characteristics of Dover's population is a crucial component of the comprehensive planning process. Basic background data on growth rates, population characteristics and qualities, and common area-wide needs is necessary to properly plan to benefit all residents of the town. Population projections supply essential information on the potential requirements for community services and can also influence policy recommendations on such issues as land use, transportation, economic development, outdoor recreation, and housing.

***Goals:** Promote population and economic growth, pursue initiatives to retain the younger (20-44) age group, prepare for an increase in elderly residents in the near future, work to increase education attainment levels, increase the viability of existing business while attracting new forms of employment to the area, especially along key portions of the Route 22 corridor, and preserve the natural beauty outside of the Route 22 corridor for single family housing, tourism, recreation, resource and agricultural industries.*

*Encourage economic opportunities that provide a stronger employment base such as a supermarket, general retail, service-based business, and an office park to meet the needs of the residents, while remaining consistent with the rural character of the Town.*

## Actions Items:

1. Explore ways to retain the younger age groups (18-30 yrs.) by including outreach programs to attract industries appealing to this demographic such as tech and medical fields. This may include increasing the availability of housing to help retain a younger generation of residents and local workforce.
2. Give special consideration to developing housing opportunities for the 65+ population of the community, whose numbers have been steadily increasing.
3. Promote local businesses to reduce unemployment rates and raise income levels to match surrounding municipalities.
4. Streamline zoning regulations and approval process to attract new business, including those specifically needed by the residents, such as a supermarket, general retail, and services.
5. Work to increase amenities and opportunities for the existing 65+ population. This could involve the expansion of senior living centers, an increase in elderly-friendly activities, and a reevaluation of emergency services.
6. Encourage development of active adult (55+) communities.

7. Support the diversity of people within the town to ensure equitable social and economic opportunities for all groups.
8. Focus development along key portions of Route 22 and within the hamlets especially areas surrounding the two existing Metro-North train stations. The Town should refer to the Route 22 Opportunities Analysis, completed by Pace University's Land Use & Law Center and Kevin Dwarka LLC.
9. Preserve existing natural resources while allowing flexible business models that increase the viability of agricultural and tourism practices.
10. Promote outdoor recreation and historic/cultural heritage tourism.
11. Improve the viability of businesses to attract higher paying industries ultimately increasing the median income for the town residents.
12. Encourage the reorganization of a Chamber of Commerce to give local business a voice within the Town, ensuring that local business concerns are heard and addressed.
13. Market the Town's location as a destination for people commuting to downstate areas for work.
14. Explore utilizing a marketing specialist to highlight the Town as tourist/travel destination.
15. Track and plan for future population growth and develop services as a result.
16. Support economic growth within the Town's hamlet areas, which will help preserve the historic character of the town while increasing the economic viability for local storefronts and businesses.
17. Encourage higher density development within the Town's Wingdale and Dover hamlets, to cater to the housing, eating, and shopping needs of a wide variety of residents.
18. Promote a diversity of educational opportunities such as trade school initiatives and postsecondary education degrees. Facilitate apprenticeship programs to support local business.
19. Develop strategies to attract new residents to the area while working to retain current residents.
20. Develop strategies to encourage new business development and entrepreneurship among local residents.



# Housing

Housing provides people with basic shelter and a setting for their daily activities. This policy area affects everyone most personally. In a broader sense, housing forms the framework for the Town's land use pattern and largely determines its overall character. These action items have been established after analyzing past and present housing trends.

**Goal:** *Provide a broad range of housing options for all present and future town residents, including young people, families with children, the elderly, upper income residents, and households who earn less than the median income.*

## Actions Items:

1. Focus on developing mixed-use housing initiatives and encourage walkable residential neighborhoods by providing quality walkways, sidewalks, and increase ADA accessibility.
2. Promote home ownership, explore alternative housing options, and provide improved rental opportunities for residents.
3. Expand the availability of multi-family residential structures to provide additional choice.
4. Promote mixed use development and walk up apartments in existing and proposed developed areas by increasing housing density within hamlets areas to help attract new walkable residential projects.
5. Explore initiatives to increase housing options for senior citizens and young adults. The predominance of single-family homes limits housing options for these two groups, which are less likely to have the means or mobility to maintain single-family homes.
6. Create initiatives that would allow the town to revitalize blighted and decaying residential structures and work to establish policies that will promote their restoration and re-occupancy.
7. Develop a comprehensive set of home-business standards that can be used to administer and promote small in-house businesses.
8. Evaluate zoning and update it regularly in order to remain current when faced with new housing trends.

9. Develop new legislation to regulate and foster the growth of house sharing services including short-term rentals. The new legislation should allow people to utilize these services, but also make sure they are used responsibly and legally.
10. Create guidelines to govern the increasingly popular trend of tiny or mini housing. The guidelines should ensure local property values are not lowered as a result of their construction.
11. Prepare/update the Town's inventory of existing housing stock present throughout the Dover.

## Land Use and Zoning

Much of Dover's beauty is derived from its rural character. As the population shifts over time, the Town must shape its growth so that its attractiveness increases community-wide. The Town will review the existing zoning code to determine where changes are necessary based on this Comprehensive Plan update. Stated goals and calls for zoning review should be advanced by the Town Board.

**Goals:** *Create a pattern of land use to reinforce the Dover Plains and Wingdale Hamlets, preserve the Town's natural resources, and enhance the Town's overall rural character, while promoting appropriate areas for developing economic opportunities. Develop and implement a new zoning district entitled "Gateway Commercial" along areas of Routes 22 and 55 to encourage commercial development at Hamlet gateways and further incentivize economic growth in those areas. Craft new policies to improve the future prospects of agriculture and outdoor recreation thriving in the Town.*

### Action Items:

1. Prepare a revised Town Land Use Map and evaluate for consistency with the comprehensive plan goals and objectives.
2. Amend the Town Code to include incentives for businesses, with special focus on the Dover Plains and Wingdale Hamlets.
3. Provide zoning incentives for new Transit Oriented Development in and around the primary Hamlet areas of Dover Plains and Wingdale.
4. Develop architectural design standards and incorporate into zoning code.
5. Create incentives to develop alternative housing options including cluster or high-density developments that utilize green infrastructure practices.
6. Amend zoning regulations to include a new "Gateway Commercial" district.
7. Encourage Development of a central sewer in the Dover Plains and Wingdale Hamlets.
8. Revise the zoning regulations to provide incentives to farmers so that they can maintain large tracts of land.
9. Promote tourism by allowing restaurants, breweries, distilleries, wineries, outdoor recreation, etc., on large agricultural parcels under special permit. These uses must respect existing adjacent residential parcels, not overburden local roads, and require additional buffers.

- 10.** Encourage natural resource open space and prime agricultural soil protection including Transfer of Development Rights (TDRs) and Conservation easements.
- 11.** Amend Bed and Breakfast/Lodging facilities regulations to promote tourism while protecting neighborhood character.
- 12.** Amend zoning code from time to time to address current land use trends. Update land use table and definitions as needed.
- 13.** Amend zoning code to include solar and other renewable/alternative energy uses.
- 14.** Explore providing adaptive-reuse incentives to increase the viability of existing and historic structures.
- 15.** Explore development of an Economic Development Floating Zone that would allow the Town the option to consider future projects or land use that may benefit the Town.
- 16.** Revitalize the Webatuck Craft Village to support of variety of brick and mortar commercial storefronts, craft workshops, and outdoor tourism uses.
- 17.** Promote redevelopment of the Old Route 22 corridor between Reagans Mill Road and NYS Route 55.
- 18.** Develop pedestrian connections within the Wingdale hamlet to Boyce Park.
- 19.** Encourage open space within the Resource Conservation zoning district and preserve large parcels.
- 20.** Encourage the construction of centralized wastewater treatment plants as part of medium-high density development, especially within the hamlet areas.
- 21.** Infill development should be encouraged within hamlets, as well as medium-high density residential areas.
- 22.** Dark Sky Compliant lighting should be implemented, when possible, into new and existing commercial, industrial and residential development.
- 23.** Explore the viability of a walking / biking path connecting south to Pawling and north to Amenia as part of a larger effort to connect the Harlem Valley Rail Trail and the Empire State Trail.

# Natural Resources

Due to its location being on the outside edge of the New York metropolitan area Dover is able to retain large areas of prime agricultural and undeveloped land. The Town contains a wide variety of natural resources including lakes, wetlands, floodplains, farm land, large wooded tracts, creek basins, scenic views, and scenic trails.

***Goal:*** *Protect and provide proper stewardship for the continued utilization of natural resources to ensure supply for future generations, preserve the quality of the environment, and generate attraction to the area.*

## Action Items:

1. Inventory existing wetlands and steep slopes, and review protection ordinances.
2. Support existing flood protection ordinances and discourage development in flood prone areas.
3. Encourage limited development in designated 100-year floodplains and creation of additional floodplain areas where possible.
4. Preserve the large tracts of forested, agricultural, and mountainous land along the resource areas while working to increase density and use within Town centers.
5. Protect and promote the natural buffers that harbor rare plants and animals that distinguish Dover as a scenic oasis.
6. Continue to protect primary aquifers and recharge areas.
7. Review existing Groundwater Protection Plan, particularly regulations for salt storage and other hazardous materials.
8. Update the existing Erosion and Sediment Control regulations (Chapter 65) to include the use of “Green Infrastructure” techniques.
9. Promote tourism and other industries that responsibly utilize the abundance of natural resources located within the Town to provide jobs for local residents and generate revenue to further expand the tax base.
10. Encourage agriculturally based industries to preserve large tracts of land from development by promoting the abundance of prime agricultural soil.



- 11.** Encourage access to public waterways and develop recommendations to make them more accessible for canoes, kayaks, and other similar non-motorized watercraft.
- 12.** Continue to maintain the pristine waterways throughout the town, most notably the Ten Mile and Swamp Rivers, and promote them as tourist attractions for outdoor enthusiasts and nature lovers.
- 13.** Support projects that restore and enhance our waterways, floodplains, and wetlands.
- 14.** Prepare mapping of all local natural and wildlife resources in conjunction with interested agencies and make it available for public use to
- 15.** Develop a list of all naturally significant resources and attractions and compile them into a comprehensible map. The inventory can then be used to promote ecotourism and environmentally based businesses.
- 16.** Create a Natural Mineral Resources Inventory.
- 17.** Review and revise Soil Mining Overlay Map to follow property lines and natural contours of the land.
- 18.** Add protections for ridgelines and scenic vistas.
- 19.** Review and update the Town's Steep Slope Protection Ordinance.
- 20.** Promote the use of renewable energy as an alternative form of energy to add to the natural aspect of the Town.
- 21.** Encourage habitat connectivity between large tracts of land.
- 22.** Evaluate options for participating in carbon credit programs as a potential source of conservation funding.
- 23.** The Town should continue to leverage its participation in the Ten Mile River Watershed Coalition to increase its resources for preserving and enhancing conservation lands, particularly those that protect the watershed.
- 24.** Enhance the Aquifer Overlay District (AQ) to establish thresholds for groundwater withdrawal and provide additional setback/use limitations to provide enhanced protections for the aquifer from overconsumption and pollution.

- 25.** Native plantings should be encouraged for new development in order to reduce the necessity of pesticides and develop more resilient local ecosystems.
- 26.** Establish additional stormwater treatment measures for industrial and commercial uses that are typically prone to generating pollutants that could affect the aquifer and watercourse.
- 27.** Encourage developers, owners, and local community organizations to work with local conservation groups (i.e. Oblong Land Conservancy, Dutchess Land Conservancy, Friends of the Great Swamp, etc.) to continue preserving pristine habitat and local wildlife corridors.

# Community Resources

The Town has made important strides since 1993 to improve local community resources and its outreach to the public. Community facilities are the physical components that give back to residents and help to shape the towns identity. While some services are basic necessities, such as fire and police protection, others fulfill social or educational needs. These cultural functions bring the population together in a rural residential area like Dover and help create a sense of community.

**Goal:** *Provide municipal facilities and services that will meet the residents' common needs and improve opportunities for community activities. The Town should focus on improving existing community facilities, while also exploring adding new resources, which would further enhance the Town's ability to serve its residents.*

## Action Items:

1. Promote existing annual community events, such as Dover Day, Tree Lighting Ceremony, etc. by involving new participants and organizations.
2. Develop new community events to attract a renewed interest in our community by our residents and visitors alike.
3. Develop community gardens that will provide Dover residents a shared space to plant vegetables & flowers and provide a shared harvest. A community garden can also offer community service opportunities for local school students.
4. Expand Recreation Department programs to increase participation by all ages including the addition of virtual programs on the town website.
5. Review inventory of existing Town of Dover lands and develop potential uses for the parcels that the community would benefit from.
6. Identify and promote Town owned land along the Ten Mile River that could serve as launch points for kayaks, canoes, tubing, and fishing.
7. Develop a Community Center.

8. Increase and strengthen public use of existing town recreational facilities such as Boyce and J.H. Ketcham Memorial Parks. This would include upgrading or expanding facilities and expanding programs.



9. Expand the use of Town facilities by local clubs and community groups.
10. Conduct a periodic review of the needs and goals of the Town Highway Department including facilities, equipment, personnel, and risk management for the protection and storage of equipment.
11. Promote stewardship of the Dover Stone Church property by training volunteers and adding signage.
12. Promote the community use of the Tabor-Wing House and ensure the property is well maintained.
13. Develop marketing strategies to advertise community resources and infrastructure.
14. Create a town newsletter to provide local news, local information, Town Programs & Events; highlight a local business or community member in order to foster a sense of community and promote local businesses.
15. Provide up-to-date information available in digital and print; including meeting agendas, planning board documents, community program information, and other services provided by the Town. Make available in Town Hall, Dover Plains Memorial Library, and the schools.
16. Apply for grants promoting accessibility throughout the town utilizing programs such as the ThinkDIFFERENTLY Initiative.
17. The Town Board should assess required staffing levels on a regular basis to ensure all town facilities are well maintained and offer sufficient programming.
18. Establish and maintain a Capital Improvement Fund as part of a ten-year Capital Improvement Plan to support the expansion and maintenance of community assets including Highway, Recreation, and other municipal facilities.
19. Develop a strategy to increase availability of broadband internet access.

# Transportation

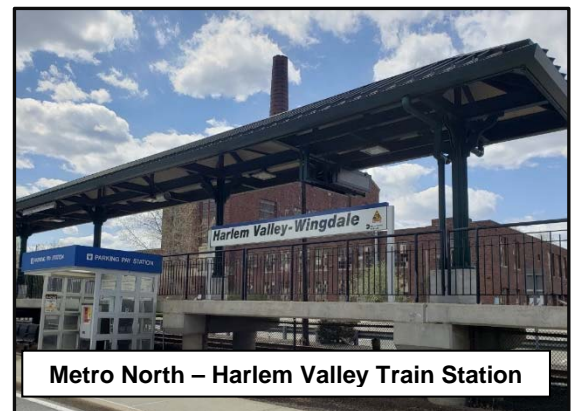
The transportation network is an essential component of the community, connecting people's homes with the places they work, shop, go to school, and participate in everyday activities. Currently, the predominant mode of travel is the automobile, traveling across a network of roads and highways. Transportation systems have a direct impact on growth within the Town by supporting economic activities that provide employment opportunities for residents of Dover.

The Town's existing roadway network is not expected to change substantially in the near future. The existing system of through, collector, and local roads must be maintained to function as efficiently and safely as possible. New construction is expected to generally be limited to driveways serving existing undeveloped lots, private roads, and some potential for new Town Roads associated with residential development. New local roads are generally encouraged to support economic development. Local road improvements to improve safety, speed, congestion issues and intersections are also highly encouraged within the community.

**Goal:** *To provide a safe and efficient transportation system, while preserving the Town's scenic and roadside features. The Town should look at emerging technologies and transportation trends to expand its existing transportation options and provide a variety of methods for its residents.*

## Action items:

1. Continue annual condition surveys of existing public roadways, bridges, and culverts.
2. Evaluate existing local road speed limits for safety and work with the Town Board & NYSDOT to adjust speed limits as necessary.
3. Work with local, state, and other agencies to pursue outside funding sources that could be used to improve local roads, sidewalks, specialized transit services, and other forms of transportation infrastructure.
4. Work with the Dover Plains Pedestrian Task Force and the Dutchess County Transportation Council (DCTC) to develop a plan to restore and expand sidewalks within the Dover Plains Hamlet. Including an extension along the east side of Route 22 south of School Street.





5. Develop a sidewalk plan for the Hamlet of Wingdale along Route 22 south of the train station.
6. Promote the use of our existing Train Stations in the Dover Plains and Wingdale Hamlets as assets for the Town.
7. Explore increasing the availability of ride sharing services, such as Lyft, Uber, or Zipcar, which allow increased mobility for residents and tourists alike.
8. Expand the availability of Public Transit such as Dial-A-Ride transportation systems or similar services.
9. Request that NYSDOT add turning lanes, center two way left turn lanes, or other improvements as deemed necessary to alleviate congestion in business zones and to entice new businesses to these business zones.
10. Encourage the development of a network of electric vehicle charging stations along NYS Route 22.
11. Review and implement the recommendations provided in the “Route 22 Opportunities Analysis” study.
12. The Town Board should consider accepting new town roads and creating road maintenance districts to pay for future repair costs.
13. Develop public use parking within the hamlet areas as they develop.
14. Work to reduce the overutilization of excessive amounts of road salt on town, county and state roadways and explore alternative methods of treating roadways for inclement weather events.
15. The Town should consider adopting a Complete Streets policy so that future public and private projects consider the transportation needs for people of all ages and abilities, using all forms of transportation.



# Historic Preservation

Promoting the use of historic sites for education, enjoyment, and recreation fosters civic pride and attracts visitors. The 1993 Master Plan identified a main goal of enhancing the town through planning, preservation of architecture, planting of trees and shrubs and improving the economic and cultural needs of the community. We have preserved three of our primary cultural heritage resources by placing them on the National Historic Register: The Tabor-Wing House, the Dover Stone Church and the Second Baptist Church. However, more can be done.

***Goal:*** Identify, protect, and promote restoration of Dover's historic buildings, sites and roadside cultural features and ensure that new development respects historic traditions. Engage our citizens to share and contribute to our cultural heritage.

## Action Items:

1. Update the 1986 Historic Resources Survey to include the status of identified sites and identify any newly eligible sites.
2. Encourage property owners to seek historic recognition status.
3. Review hamlet design guidelines currently used and update as necessary.
4. Provide incentives for remodeling and developing according to desired architectural styles compatible with the hamlet design guidelines.
5. Incentivize restoring and repairing at risk buildings of historic significance.
6. Identify cultural features such as stone walls, furnaces, cellar depressions, and scenic roads and to develop a methodology to document these features.
7. Promote local history education, events and presentations to preserve and share the Town's historic and emerging legacy.
8. Encourage Town collaboration with the Dover Union Free School District to develop a Dover Heritage Day, where local guides, businesses, and other Town of Dover enthusiast are invited into the schools to speak to students about Dover's rich history.
9. Promote Dover's section of The Old Upper Road, (Hartford to Fishkill), including original use as an indigenous pathway, exploration during the Colonial Period and importance as a Revolutionary War supply and troop transportation route.
10. Create art, local history, and cultural exhibits in Town Hall, Tabor-Wing House and the Town Library.

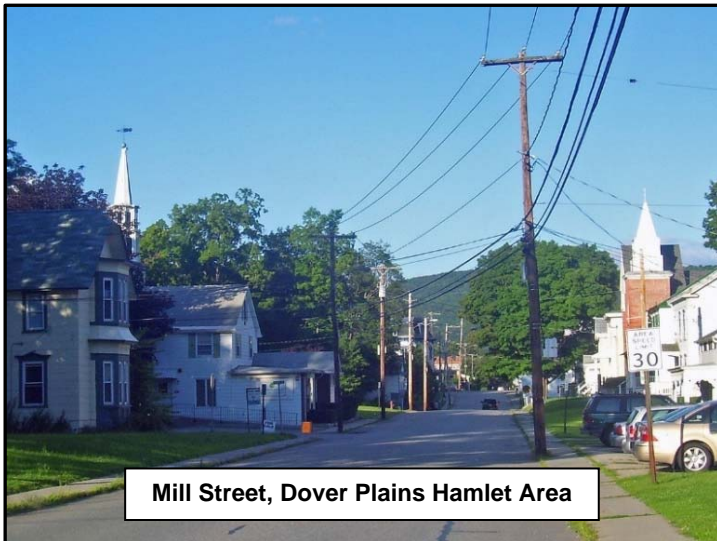
11. Adopt a “Statement of Inclusion” that recognizes all the various cultures that make up our story, both in the past and in our ongoing history, and commits to telling the stories of these cultures faithfully and truthfully.
12. Compile historical town maps, landmarks, and features into a readily accessible format for public viewing.

## SECTION THREE: SUPPORTING INFORMATION

In support of the *Goals and Action Items* identified above, significant work has been made in documenting the various assets of the Dover community. Using the 1993 Comprehensive Plan as a template, the individual items discussed in this chapter were reviewed by the Master Plan Committee and revised to reflect the various changes and trends being observed throughout the community.

As time passes and the Dover community changes it is important that the information used to shape its growth remains up-to-date and relevant. In order for the Town to achieve the *Comprehensive Plan Goals* and support the implementation of the various *Goals and Action Items*, the following section provides both background and supporting information observed throughout the Town, but also an analysis and detail breakdown of the changes that could be enacted to benefit the community.

The following sections provides additional information on the various tenets that make up the Town of Dover, mirroring the order that they were discussed in the previous chapter.



### Town of Dover

- **Community Value and Character**
- **Demographics and Economic Development**
- **Housing**
- **Land Use and Zoning**
- **Natural Resources**
- **Community Facilities**
- **Historic Preservation**

## Community Value and Character

Since the publication of the 1993 Master Plan, the Town's population demographics reflect changes that are consistent with national trends of increasing diversity and multiculturalism. The community's appreciation of Dover's environmental features, natural beauty, and rural character have endured and matured in a digital and virtual age where the 21<sup>st</sup> Century concept of "home" includes a sense of "place" and community.

To better understand a community's vision and values, questionnaires and surveys are frequently administered on topics related to land use, recreation, economic development, and quality of life issues. A community survey is an effective tool to gather information from a diverse group of residents where responses may be presented in arrays of percentages to compare within the survey as well as with past and future surveys.

Conversely, inherent limitations of surveys include the risks of generalizing results to the broader population, oversimplification of issues, and convenience sampling (recruiting respondents who are most easy to reach). Since the merits of including residents' input far outweigh the limitations, it is considered standard practice to incorporate a community survey as the cornerstone of a town's Master Plan or Comprehensive Plan Update.

## The 2017 Town of Dover Community Survey: "Your Voice in the Future of Dover"

The 1993 Town of Dover Master Plan community survey was administered in the spring of 1991 and completed by 687 respondents. Topics included land use and development policies, community and municipal services, recreation facilities, affordable housing, and hamlet infrastructure improvements.

From September to November 2017, the Town conducted another community survey, both print-based and online, to gather new information about residents' interests and concerns about future development. The survey consisted of Likert scale statements with three response choices of "Not Important", "Low Priority", and "High Priority", or "Not Important", "Somewhat Important", and "Very Important", and three questions that permitted multiple choices. There was one open-ended question ("What do you enjoy most and what do you wish were different about living in Dover?") and a demographic section for age range, length of residency, whether Dover Plains or Wingdale residence, and category of employment. Approximately 100 print-based surveys were submitted and entered in survey software (SurveyMonkey) with assistance of a student intern. Additionally, each survey question provided the opportunity to include additional personal comments.

Of the Town's total respondent population of 4,914 (the number of residents over the age of 18 years according to 2016 U.S. Census Quick Facts), 421 responses were



received (response rate of 8.5%), compared to the 1993 survey which received 687 responses. According to SurveyMonkey calculations, a minimum of 357 respondents (of a potential 4,914 survey sample) were needed to establish reliability with a 95% confidence rate and a 5% margin of error.

***Demographic information about survey's respondents revealed the following characteristics:***

- ***Percentages of respondents from Dover Plains and Wingdale were almost equally represented at 49% and 48%, respectively.***
- ***Age ranges of respondents were comparably distributed at levels close to 20% for those under 21 years, from 21 to 39 years, 40 to 49 years, and 60 years and above. Respondents between the ages of 50 to 59 years comprised 24% of the sample.***
- ***70% of the respondents have lived in the Town of Dover for over fifteen years. As a result, the findings may not accurately represent the perceptions and views of residents who have lived in Dover for less than fifteen years.***
- ***Respondents' information on their employment was requested to look for evidence of workforce diversity in the survey sample. The data revealed that 38% of respondents work full-time, 8% work part-time, 14% are unemployed, 20% are students, and 14% are retired. Of the respondents who are employed, 45% work outside of Dover, and 20% work in town. These percentages of employment categories suggest the survey obtained participation from a diverse sample of residents.***
- ***Only 4% of respondents were Dover business owners. U.S. Census Town of Dover, NY Quickfacts data as of July 1, 2017 did not provide current estimates on the number of town businesses to determine if this percentage was a representative sample.***

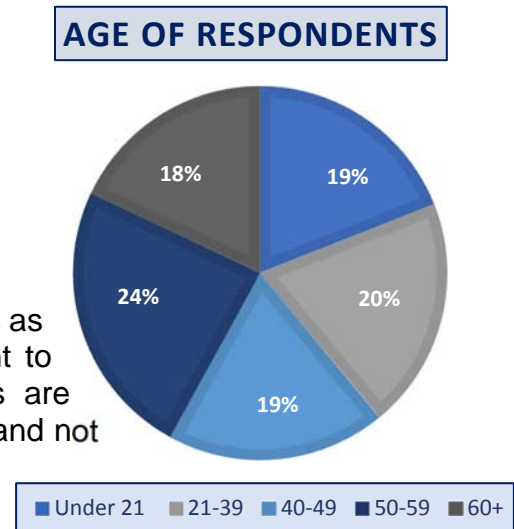
The goal of the 2017 community survey was to gather information on the perceptions of residents regarding important issues that will affect the future of Dover. The survey provided valuable insights that might not otherwise have been gained through analyses of secondary data. The next section will present and discuss topics covered in the community survey referenced above.

## Results of the 2017 Town of Dover Community Survey

The 2017 Comprehensive Plan Update community survey sought information on the following topics that were also included in the 1991 Town Master Plan survey:

- 1. Future growth and development*
- 2. Housing*
- 3. Transportation improvements*
- 4. Business development*
- 5. Community resources*

The following results discuss each of these issues as presented in the survey's context. It is important to remember that the perceptions of respondents are based on their lived experience and knowledge, and not compartmentalized, as survey topics may suggest.



## Future Growth and Development of Dover

Respondents indicated that the following areas were high priority for future growth and development of Dover, with 80% of respondents choosing “development of vacant commercial locations”, followed by 72% for both “quicker approvals for commercial development” and “incentives for new commercial development”.

Respondents indicated there was less of a priority for adding more open space for recreation and outdoor tourism, historic preservation, hamlet sidewalks, and road infrastructure. In the area for additional comments, the re-establishment of a supermarket or grocery store in town were the most common and fervent remarks. In addition to the primary benefit of shopping convenience, respondents cited secondary benefits of local employment and the potential to draw new retail businesses to the community.

## Housing

Consistent with the focus on restoring vacant commercial locations, 75% of survey respondents rated “reduce vacant and abandoned properties” as a high priority regarding housing issues. In contrast, there was less than 50% interest in increasing the variety of housing types (condominiums, apartments, single-family housing, and active adult/senior living communities).

## Transportation Improvements

The focus on transportation improvements in the community survey was limited in scope to questions about building and upgrading sidewalks in Dover Plains and Wingdale, promoting the use of the Town's Dial-A-Ride service, and implementing new transportation programs such as zip cars, a Park 'n Ride facility, and workforce ride sharing. The highest priority response was upgrading and building new sidewalks in Dover Plains and Wingdale, with 55% of respondents ranking this improvement a high priority.

## Commercial/Business Development

The survey included the question, "What types of businesses would you like to see more of in Dover?" with a list of twelve different sectors in which respondents could indicate multiple areas of interest. The twelve business sectors were hospitality, light industrial, professional office, entertainment venue, health care, renewable energy, home-based business, service businesses, specialty retail, farming-related, grocery store, and tourism-based businesses. A grocery store was selected by 95% of survey respondents, followed by an entertainment venue at 70%, and a health care or urgent care facility at 58%. Additional comments that elaborated on the strong interest in providing a grocery store ranged from bringing a small food market, a big box store, or a shopping plaza with a movie theatre, restaurants, fitness club, brewery, and specialty retail.

### **Desired Dover Businesses:**

- 95% - Grocery Store***
- 70% - Entertainment***
- 58% - Health Care Facilities***
- 50% - Professional Office*
- 50% - Hospitality*
- 43% - Specialty Retail*
- 36% - Light Industrial*
- 35% - Service Business*
- 33% - Agriculture*
- 31% - Tourism*
- 23% - Home Based*

A follow-up question regarding commercial and business development was "Which of the following actions would help increase local business development?". Respondents were asked to rank each of the five actions between "high priority", "low priority", and "not important". The top two actions perceived as most helpful to increase local business development were "business/hamlet district redevelopment incentives" and "zoning with expedited reviews for permitted uses". Additional

comments show a desire for increased quality of new businesses, improved communication between businesses and residents, and political help to recruit businesses that serve all residents (i.e., grocery, movie theatre, restaurants).

## Community Resources

The following were presented as options that would improve the overall quality of life in Dover: a sports/recreational facility, community center, social service programs, senior citizen housing, services for veterans, and home health services. Respondents were encouraged to select multiple resources that they would find valuable. A community center was selected by 70% of respondents as a quality of life-improving resource, followed by a sports/recreation facility at 67%. Specific comments elaborated on the benefits of a community center and included “something to help build a sense of community”, “promoting healthy lifestyle and fitness”, “reviving Dover sports”, and “involving children in more productive activities”.

## The Influences of Environmental and Sociocultural Factors in the Choice to Live in Dover

While respondents expressed clear and strong preferences in areas of commercial development, two primary factors contributed to respondents’ choice to live in Dover: natural beauty (62%) and housing cost (59%). 54% selected “sense of community” and 48% selected rural character, with town size and businesses each ranked as less important, at 42% and 34% respectively.

The survey’s final question was an open-ended item, “What do you enjoy most and what do you wish were different about living in Dover?” Of the 355 respondents, approximately 100 mentioned the Town’s scenic beauty, and 94 commented on the benefits of a small, close-knit community. Other factors that were mentioned were town history, country living, having grown up in Dover, lower taxes, schools, and open space.

- 1. SCENIC BEAUTY**
- 2. CLOSE-KNIT COMMUNITY**
- 3. SCHOOL SYSTEM**

Responses to the item, “What do you wish were different?” were primarily the need for a grocery store, followed by the lack of retail or an entertainment venue, opportunities for local employment, and increased community amenities.

## How the Results of the 2017 Community Survey Inform the Comprehensive Plan Update

The results of the Town of Dover 2017 “Your Voice in the Future of Dover” Community Survey yields two-fold interpretations: 1) findings based on compiled data and reading the lines of residents’ comments; and 2) “reading between the lines” for ways the survey informs the objectives of the Comprehensive Plan Update.

In the Center for Rural Affairs’ publication, “Rural Grocery Stores: Importance and Challenges” (Bailey, 2010), the author wrote, “The local grocery store is an integral institution of rural communities... Not only does the local grocery store provide the sustenance of life, it fills the roles of economic driver, community builder, employer, and meeting place.” (p. 1). A

***“The local grocery store is an integral institution of rural communities... Not only does the local grocery store provide the sustenance of life, it fills the roles of economic driver, community builder, employer, and meeting place.”***

significant percentage of survey respondents felt that zoning changes and forms of expedited reviews were necessary to remove procedural obstacles to facilitate business development for the common good. The Town should encourage development of business that provide goods and services that the residents need on a normal basis.

In the 1993 Town Master Plan the authors wrote, “Preservation of the Town’s historic character and natural elements” was the strongest sentiment; however, the need to grow and change appears to be a current powerful force. Since 1993, the Town has successfully conserved many areas of ecologically-sensitive open space and preserved many resources to achieve the past vision of preserving the Town’s natural elements. However, during this same time, the town’s economic development became stagnate losing many business and local services that once were available.

Findings of the 2017 community survey emphasize residents’ strong desire for increased business development, especially in sectors that support residents’ basic human needs, as well as the continued preservation of the Town’s scenic beauty and open spaces. These findings show that the Town should continue to promote the development of its economic base using methods that will utilize its environmental resources responsibly and in a way that is harmonious with the land while at the same time encouraging to businesses and local entrepreneurs.

It is clear that the Town must strike a fair balance between economic growth and protection of all the town’s important resources.



## Demographics and Economics

During the mid-1900s, the Town of Dover had a thriving economy and was projected to become one of the most populous towns in Dutchess County. Development was fueled by the opening of the Harlem Valley Psychiatric Center and a mass migration of people out of urban areas, helped stimulate economic growth and a population increase for the Town. Over the last 2 decades, Dover has fallen severely short of these expectations, with the closure of the psychiatric center and complicated zoning laws hampering economic growth in commercial areas along NYS Route 22 and within the Hamlets. Coupled with the rapidly changing demographic of the area, these factors have had a significant impact on growth for the Town.

Understanding of the general characteristics of Dover's population is a crucial component of the comprehensive planning process. Basic background data on growth rates and population characteristics compared to other towns in the nearby area, along with Dutchess County as a whole, provide insights into Dover's unique qualities and common area-wide needs. The goal of this chapter is to analyze specific aspects of the Town's current and prospective population's demographics, and to use that data to develop specific policy changes and zoning initiatives that could benefit the town, and increase the standard of living for all residents.

In order to understand the future growth of Dover, this section will focus on the social and economic characteristics of the town. This section of the comprehensive plan will be broken down into the following parts:

*Population Growth*  
*Population Characteristics*  
*Economic/Employment Data*

Following an analysis of these three parts, this section will explore how these details can be utilized to guide future planning decisions for the Town.

### Population Growth

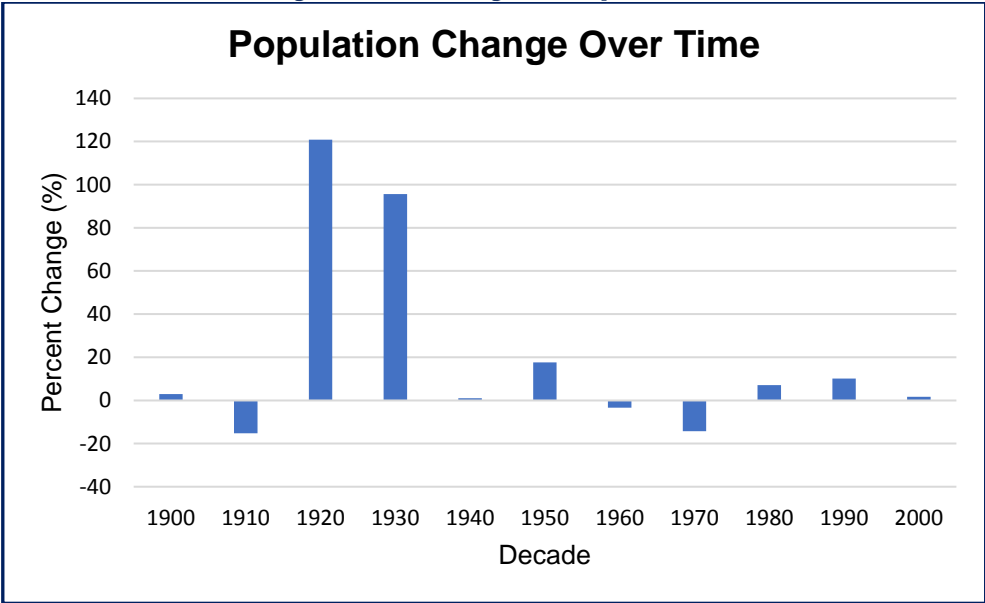
The 1993 Master Plan presented an overview of population growth characteristics from 1900. For much of the twentieth century, the Town of Dover's population was heavily influenced by the largest employer in Town, the former New York State Office of Mental Health (OMH) Harlem Valley Psychiatric Center (HVPC), now Olivet University.

The Town's population growth since 1900 has varied from decade to decade, as shown below in Figure 3.1. The growth spikes in the 1920s and the 1930s were due to the institutionalization of patients at the HVPC, beginning in 1924.

During the 1970s, the New York State Division for Youth (DFY) leased some of the

vacated HVPC buildings from New York State (OMH), and when OMH ceased its operations on the HVPC campus in 1994, the DFY continued to use the property until 2004. Following the sale of the property to a private developer in 2003, some limited residential uses continued. These included the use of three buildings by the NYS Department of Corrections for temporary housing of correction officers in training, and Haven House, a 25-person community residence run by the NYS Office of Mental Health on a five-acre parcel on Hutchinson Avenue.

**Figure 3.1: Change in Population**



Although population growth can only be predicted, the Town of Dover’s population is expected to rise due to increased levels of commercial and residential development across Dutchess County. The general increase of Dutchess County’s current population over the years also supports the idea that the Town’s population will continue to expand. See Table 3.2 below.

**Table 3.2: Total Population**

Location / Year	2000	2010	2011-2015	2020	Percentage change 2000-2020
Dutchess County	280,150	297,488	296,928	295,911	5.6%
Town of Dover	8,565	8,699	8,590	8,415	-1.8%

Source: US Census Bureau, Decennial Census and American Community Survey

**Key Points:**

- Over the last decade, the Town of Dover’s population has experienced little growth in population; significantly less than the average population growth of Dutchess County as a whole. Recent years have seen a significant change

- due to Covid-19, which was at its height during the 2020 Census, and may ultimately affect the trajectory of Dover's population growth for years to come.
- A reduction in population can result from a number of things, such as housing stock, economic opportunities, mass migration, etc. It is important for the reason of migration to be documented in order to assess the direction the Town should proceed in.

## Population Characteristics

Since 2000, the Dover's population has remained relatively stable, with an estimated decline in population of 1.8%. This is greater less than the general population growth for the rest of Dutchess County, which has been growing at a rate of 5.6% since 2000. The population of the Town of Dover is diverse, with a variety of incomes, race and ethnicity, age, and occupations.

### *Household Population*

National population data has reflected the decrease in size of the typical American household for several decades. There are many factors contributing to the decrease in average household size, such as the divorce rate, older marriages, decisions by couples to limit the size of families, and the ability of older people to live independently. Census figures show that Dutchess County households overall, and those in Dover have followed this trend. As shown in Table 3.3, the average household size in Dover has decreased from 3.3 residents in 1960 to 2.67 residents in 2011-2015. Similarly, the average size of a household in Dutchess County has decreased from 3.7 to 2.61 during the same time period.

While the average household size has decreased over the years, the number of households in Dover has increased from 1,024 to 3,181 from 1960 to 2011/2015. It is evident that the presence of smaller households results in a larger demand for housing units, which is consistent with the decreasing national average family unit size.

***Table 3.3: Household Composition***

Type of Households / Location	Dutchess County	Town of Dover
<b>Total Households</b>	<b>110,095</b>	<b>3,447</b>
<b>Married-Couple Family Household</b>	<b>50%</b>	<b>45%</b>
<b>Female Householder, no husband present, family household</b>	<b>11%</b>	<b>15%</b>
<b>Male Householder, no wife present, family household</b>	<b>4%</b>	<b>5%</b>
<b>Nonfamily Household</b>	<b>35%</b>	<b>33%</b>
<b>Households with one or more person under 18</b>	<b>27.9%</b>	<b>25%</b>
<b>Households with individuals 60 years and over</b>	<b>45.4%</b>	<b>42.5%</b>
<b>Householder living alone</b>	<b>28.2%</b>	<b>29.8%</b>
<b>Over 65</b>	<b>12.5%</b>	<b>15.1%</b>
<b>Average Household Size</b>	<b>2.61</b>	<b>2.61</b>

Source: US Census Bureau, 2020 ACS 5-Year Estimates Subjects Table

### ***Distribution***

The distribution of age groups in Dover is important in determining which services are needed most in the community. Table 3.4 provides an overview of Dutchess County and the Town of Dover's age breakdown and the changes that have occurred between 2000 and 2011/2015.

***Table 3.4: Age Distribution***

Location/Year	2000	2010	2011-2015	2020
<b>Dutchess County</b>				
Median Age	36.7	40.2	41.2	42.50%
19 & Under	28.30%	25.80%	24.30%	22.30%
20-34	18.70%	17.90%	18.70%	19.20%
35-44	17.70%	13.30%	12.10%	11.90%
45-65	23.20%	29.30%	29.90%	29.40%
65+	12.00%	13.60%	14.90%	17.20%
<b>Town of Dover</b>				
Median Age	35.6	40.8	43	44.1
19 & Under	32.10%	27.00%	24.40%	17.90%
20-34	16.90%	15.80%	16.30%	19.10%
35-44	19.80%	14.70%	13.60%	11.30%
45-65	22.10%	31.60%	34.30%	32.20%
65+	9.10%	11.2%	11.50%	16.50%

Source: US Census Bureau, 2020 ACS 5-Year Estimates Subject Table

The following table supports that the Town of Dover has an older population in comparison to other Dutchess County Communities. The table also shows that the existing population is growing older, not just in Dover, but in Dutchess County in general. This supports the idea that the younger population is moving out of the area and that people are having children in later stages of life than the previous generation.

### ***Key Points***

- The age distribution of the Town is slightly higher than the average age for Dutchess County.
- Dover's "active adult" population, consisting of residents ages 55-65, continues to be the Town's most dominate cohort. The "active adult" typically has a more established in their careers and is more likely to seek more stable living accommodations, with an emphasis on amenities that can be utilized as they age out into the senior demographic.
- An increase in the average age of the Town has resulted in the need for a variety of different housing options, especially senior living accommodations and housing opportunities.
- The number of people in younger age cohorts is decreasing which implies that the town is struggling to retain younger generations after the completion of high school.

### ***Race and Ethnicity***

Dover has a relatively small minority population and is comparable with the rest of Dutchess County. As is consistent with the rest of the county, the existing community is beginning to diversify, with more people from minority groups migrating into the Town and the surrounding area.

***Table 3.5: Race and Ethnicity***

Location/Year	2000	2010	2011-2015	2020
<b>Dutchess County</b>				
<b>White, only</b>	<b>83.70%</b>	<b>79.90%</b>	<b>78.50%</b>	<b>70.00%</b>
<b>Black or African American, only</b>	<b>9.30%</b>	<b>9.70%</b>	<b>10.10%</b>	<b>10.90%</b>
<b>Asian, only</b>	<b>2.50%</b>	<b>3.50%</b>	<b>3.90%</b>	<b>3.60%</b>
<b>Other</b>	<b>2.40%</b>	<b>4.60%</b>	<b>4.10%</b>	<b>6.20%</b>
<b>Two or More Races</b>	<b>1.90%</b>	<b>2.20%</b>	<b>3.00%</b>	<b>9.70%</b>
<b>Town of Dover</b>				
<b>White, only</b>	<b>89.70%</b>	<b>85.40%</b>	<b>83.40%</b>	<b>71.80%</b>
<b>Black or African American, only</b>	<b>5.50%</b>	<b>5.00%</b>	<b>4.90%</b>	<b>4.60%</b>
<b>Asian, only</b>	<b>1.00%</b>	<b>2.50%</b>	<b>1.90%</b>	<b>3.30%</b>
<b>Other</b>	<b>1.50%</b>	<b>4.50%</b>	<b>5.80%</b>	<b>9.20%</b>
<b>Two or More Races</b>	<b>1.90%</b>	<b>2.50%</b>	<b>3.90%</b>	<b>10.60%</b>

Source: US Census Bureau, 2020 ACS 5-Year Estimates Subject Table

### ***Key Points***

- The population of the Town is becoming more diverse, following the trend of the rest of the country. The Town should consider the needs of all communities and work to foster growth and economic development to ensure that all residents experience the benefit of economic growth.

### ***Education***

On average, Dover retains more of a working-class population in comparison to most surrounding communities, which have more residents in professional positions. The majority of the community completes high school and some attend college, but compared to surrounding communities, Dover residents are less likely to have advanced or bachelor degrees.

***Table 3.6: Education Attainment***

	Town of Dover		Dutchess County	
	#	%	#	%
Less than High School	720	11.5%	18,436	9.9%
High School or Equivalent, no college	2,321	88.6%	193,158	91.3%
Associate Degree	650	10.4%	22,551	10.7%
Bachelor's Degree or Advance Degree	1,205	19.2%	89,026	42.1%

Source: US Census Bureau, 2020 ACS 5-Year Estimates Subject Table, <25-Years or Older

## **Economic and Employment Data**

Historically, Dover's economy has been shaped by a variety of different industries, from resource extraction and agriculture to mental health professions where its close proximity to the New York City metropolitan area has provided a market for these industries to flourish. In its' earliest days, Dover was primarily an agrarian community focused on wheat production. In later years farmers switched to dairy production when transportation technologies improved. Other industries included a heavy reliance on resource extraction, with various mining operation present in both the Wingdale and Dover hamlets.

Over the years, these industries began to decline, and became a significantly smaller part of the Town's economy. Much of the economy following this decline revolved around the two state-run Mental Health facilities, which opened in the 1920s. From their opening to their eventual closure the Harlem Valley Psychiatric Center and the Wassaic Development Center were the primary employers for the area, driving much economic development. With these closures came a population shift and much lost wages for residents.

Now, many of the aforementioned industries in the town are gone or have been greatly diminished. With the State having been the major employer for many of the people in the Town, Dover must now look to create and attract new economic development in order to offset the loss.

### ***Employment Rate***

Prior to the Covid-19 pandemic unemployment rate for Dutchess County is at 4.2%, and had remained that way since 1990. Comparatively, Dover had an unemployment rate of 3.8%, notably lower than the average rate for Dutchess County at the time. As early as 2015, Dover experienced a spike in unemployment levels to approximately 9.9%, which was a considerable increase compared to Dutchess County and was only exasperated by the pandemic. It should be noted that the referenced unemployment rate does not include individuals who have left the workforce entirely or who have accepted lower paying jobs. These factors have contributed to the number of individuals within the Town who are not working or have accepted lower paying jobs.



***Table 3.7: Unemployment Rates***

	Dutchess County	Town of Dover
Percentage of Labor Force that is Unemployed	5.0%	8.3%

Source: US Census Bureau, 2020 ACS 5-Year Estimates Data Profile Table,

***Key Points***

- The high unemployment rate should be considered a serious issue for the Town, as high unemployment rates result in a decrease in consumer spending, a drain on social welfare programs, and a loss of overall productivity. The Town should explore job search initiatives and outreach programs in order to lower unemployment rates throughout the town.

***Occupation***

Distribution between census employment categories was relatively similar, especially across municipalities and the county as a whole. The management, business, science, and arts occupation category dominate as a whole, while the production, transportation, and material moving category has the least number of workers.

Dover differs from the county as a whole, with far fewer people employed in management, business, science, and arts occupations. It does, however, have a significantly higher percentage of production, transportation, and material moving employees compared to Dutchess County as a whole. The other three occupational categories of service, sales, and office, and natural resources, construction, and maintenance are relatively similar when comparing Dover with the county.

Dover's neighboring towns, with the exception of Amenia, follow countywide occupational trends. Beekman, Pawling, Union Vale, and Washington have a significantly higher percentage of management, business, science, and arts workers than Dover, while Dover has a much higher portion of workers in the production, transportation, and material moving occupations. Dover's service occupation category reflects a similar county trend, though Amenia and Washington have much higher rates. Sales and office occupation percentages are similar throughout Dover, surrounding municipalities, and Dutchess County. Dover's percentage of workers employed in natural resources, construction, and maintenance is comparable with surrounding towns, though higher than the county average.

Dover and Amenia's differences with nearby communities, and with Dutchess County as a whole, reflect to a large extent the aftermath of historical employment requirements of the large state facilities, which have a higher need for service workers and less of a need for sales and management personnel.

***Table 3.8: Employment Occupation***

Occupation	Dover	Amenia	Beekman	Pawling	Union Vale	Washington	Dutchess County
Management, business, science and arts occupations	34.0%	29.7%	44.1%	40.2%	42.0%	43.4%	41.2%
Service Occupations	21.3%	18.8%	14.5%	17.6%	13.6%	20.0%	19.1%
Sales and Office Occupations	21.8%	26.6%	21.6%	20.8%	23.3%	15.3%	21.6%
Natural resources, construction, and maintenance occupations	10.8%	10.4%	10.6%	10.6%	14.1%	8.5%	9.6%
Production, transportation, and material moving occupations	12.0%	14.4%	9.2%	10.9%	7.1%	12.8%	8.6%

Source: US Census Bureau, 2020 ACS 5-Year Estimates Data Profile Table

***Key Points***

- The Town of Dover has a broader employment occupation base than many of the other surrounding towns. Whereas the town has less residents in management, business, science, and arts occupations, it makes up for it in production and material moving businesses. This shows that the town has more of a working-class community than professional or upper management.

**Table 3.9: Employment by Industry Employment by Industry, Percentage, 2007-2011**

Occupation	Dover	Amenia	Beekman	Pawling	Union Vale	Washington	Dutchess County
Agriculture, forestry, fishing and hunting, and mining	2.4%	5.3%	0.4%	2.0%	0.3%	9.1%	1.1%
Construction	7.7%	11.0%	9.2%	7.3%	5.6%	8.7%	6.2%
Manufacturing	7.2%	9.0%	6.0%	8.8%	8.0%	3.5%	6.1%
Wholesale Trade	0.8%	0.0%	2.8%	1.8%	3.2%	3.2%	1.9%
Retail Trade	13.9%	16.1%	11.5%	14.2%	8.2%	4.2%	11.2 %
Transportation and warehousing, and utilities	7.6%	3.4%	5.2%	4.4%	9.6%	6.3%	5.1%
Information	2.7%	3.9%	2.4%	1.6%	1.0%	0.7%	1.7%
Finance and insurance, and real estate and rental leasing	5.5%	6.1%	6.3%	6.5%	3.6%	3.7%	6.2%
Professional, scientific, and management, and administrative and waste management services	9.6%	9.7%	9.2%	10.1%	13.2%	15.6%	11.1%
Educational Services and Health Care and Social Assistance	20.7%	28.1%	30.3%	26.0%	26.4%	22.3%	29.0%
Arts, entertainment, and recreation, and accommodation	5.4%	2.7%	7.4%	9.1%	9.1%	10.4%	9.4%
Other services, except public administration	7.6%	1.0%	4.4%	5.3%	9.9%	5.0%	6.0%
Public Administration	9.0%	3.6%	4.8%	2.9%	1.9%	7.4%	4.9%

Source: US Census Bureau, 2020 ACS 5-Year Estimates Data Profile Table

## Commuting

A majority of Dover's workers have jobs within the County. 54% of Dover residents work within Dutchess County, while 31.6% work out of the county. Due to the town's close proximity to Connecticut and Massachusetts, approximately 14.2% of Dover's workforce is employed outside of New York State. Due to Dover's relative isolation and lack of business, the majority of the Town's workforce has a commute time of approximately 33 minutes, greater than the 25.4-minute national average.

Despite its proximity to two Metro-North train stations, the majority of Dover's workforce (78.3%), drive alone in private automobiles. This has resulted in a significant decrease in other forms of commuting methods, such as car-pooling, metro, buses, walking, and other forms of mass transit.

### ***Key Points***

- Due to the Town's relatively rural setting, forms of transportation other than automobiles prove to be difficult to utilize effectively. The Town should actively work to expand alternative methods of commuting to reduce traffic for the surrounding area, lessen the draw on existing infrastructure, and reduce carbon emissions.
- The Town should work to increase ridership of the existing Metro-North train lines that currently exist within the Dover Plains and Wingdale hamlet areas.
- The Town should look into developing a ridesharing organization, keeping in mind that the majority of Dover's workforce is employed outside of the limits of the Town.

## **Income**

As mentioned in previous sections, the majority of Dover's residents have careers in working-class professions. As a result, the town of Dover has a lower median household income than many of the surrounding municipalities which boast a higher number of white-collared professionals. As of 2015, the typical Dover household has a median income of \$61,858, compared to the rest of Dutchess County which has a median income of approximate \$71,904. Historically, the median incomes for these two areas in 2000 were lower, with Dover having a median income of \$50,361 and Dutchess County \$53,086.

While the majority of the increase can be attributed to the inflation that has since occurred, Dover has seen a much smaller increase in the median household income than the rest of Dutchess County as a whole. With a median annual income approximately 14% less than that of the rest of Dutchess County, Dover's economy has not seen the same levels of growth as surrounding municipalities. In fact, according to the Bureau of Labor Statistics (BLS), neither the town nor the county's median incomes have stayed on par with inflation rates, with Dover seeing significantly less growth than the surrounding municipalities. This indicates that while the rest of Dutchess County has seen median incomes remain the same or have experienced a slight decrease, Dover's median income has decreased significantly, with the BLS putting the Town at 12.3% lower than the adjusted median, compared to Dutchess County's 3.3% decrease.

***Table 3.10 Median Household Income***

Location / Year	2000	2010	2011-2015	2020
Dutchess County	\$53,086	\$69,838	\$71,904	\$81,842
Town of Dover	\$50,361	\$65,115	\$61,858	\$62,556

Source: US Census Bureau, 2020 ACS 5-Year Estimates Data Profile Table

***Table 3.11 Percentage of Impoverished Population***

	Dutchess County	Town of Dover
Percentage of Residents Living Below Poverty Line	9.3%	11.1%

Source: US Census Bureau, Decennial Census and American Community Survey

### ***Key Points***

- The median income level for Dover is approximately \$10,000 less than the rest of Dutchess County, which shows a significantly lower average income for the typical Dover resident.
- Poverty levels for the Town of Dover are slightly higher than the rest of Dutchess County, which may be the result of a lower median income for the town and less availability of higher paying management positions.
- The annual median household income for the town has not stayed on pace with increasing inflation rates.

Dover has had a mixed history in regards to economic development and population demographics. Early economic and growth predictions for the Town anticipated it becoming a much more prominent destination within Dutchess County than present levels. Due to the closure of the former psychiatric center, and general decline in the housing market, the population and economic growth for the Town has fallen drastically and become stagnant. This, coupled with a lack of development along the Route 22 corridor, has resulted in a general decline in education attainment, income levels, population growth, and employment rates.

## **Tourism**

As is the case throughout much of rural Dutchess County, Dover has a rich history and vast amounts of natural resources which could help support a variety of tourism. Focusing on developing the Town's tourism industry not only generates prestige for the Town, but offers additional economic opportunities for its residents. While it unlikely that tourism would serve as the main source income for the Town and its residents, the area's rich agricultural history and ties to Native American communities and the American Revolution offer an opportunity to bring in transient guests. This, combined with the Town's abundance of existing farm parcels, parks, forests, and waterways, offers a variety of tourism outlets. Even in the event that tourists visiting the town chose to visit elsewhere, providing the infrastructure that lends to these visits, such as lodging facilities and dining, would go a long way to foster the Town's economic growth.

While the historic aspects of the Town are important resources, such as the Tabor-Wing House or Dover Stone Church, tourism focusing on the Town's environmental resources would be the easiest to develop and grow. The various agricultural parcels throughout the Town can take advantage of the rise of agritourism, which incorporates a lodging aspect combined with farm fresh foods and hands-on learning opportunities, can increase the economic viability of residents maintaining large tracts of farm land. The Town also maintains several large water bodies, such as the Ten Mile River and Great Swamp, which would be able to support a variety of nonmotorized watercraft, the likes of which would need to be either brought in by tourists or rented out by local businesses. Ample hiking trails also regularly bring in tourists, with the Dover Stone Church and Nellie Hill Preserve bringing guests in from Dutchess County and beyond. Dover also contains portions of the Appalachian Trail which regularly sees foot traffic from all corners of the United States and around the world. Focusing on increasing tourism infrastructure within the Town not only offers additional economic opportunities, but also creates a livelier environment and a more sustainable environment for all its' residents.

## Summary and Implications for Planning

***Demographically,*** Dover's population is aging while younger generations are leaving the area in unprecedented numbers. Dover should begin to explore initiatives that could be used to retain the 20-44 age group, while also preparing for an increasing population of elderly residents, who typically require more services than younger demographics. Furthermore, the town should explore programs that will increase the education attainment levels, especially high school education and vocational programs. The town should also work with the increasingly diverse community to ensure that the needs of all residents are met. This will allow the town residents to provide a higher standard of living for themselves. While at the same time attracting new residents to reside in town.

***Economically,*** Dover has a well-balanced workforce that covers a variety of industries and occupations including agriculture. The Town should focus on increasing the viability of existing businesses, while working to attract new forms of employment to the area. Dover should focus on attracting new commercial and service-based business along key portions of the Route 22 corridor, focusing especially on areas around the Harlem Valley and Dover Plains train stations, which serve as the unofficial heart of the Wingdale and Dover Plains hamlets. Areas outside of the Hamlets and key highway areas should be reserved for single family housing, tourism, recreation, resource and agriculture-based industries. The beauty and abundance of natural resources located in these portions of the Town offer a variety of opportunities for farming, resource harvesting, and tourism-based businesses. Dover should focus on developing policy that supports these types of businesses, while continuing to maintain the natural beauty of the surrounding area.

Dover needs to shift its development and economic policies in order to support the economic needs of its residents. Town residents require better jobs, more and better jobs, as well as more local services and shopping.



# Housing

Housing provides people with basic shelter and a setting for their daily activities. It is the comprehensive plan topic that affects all residents most personally. Housing is the most intimate need and, for many, the single largest monetary investment they have. In a broader sense, housing forms the framework for the Town's land use pattern, and largely determines its' overall character. When people take pride in their housing, they also take pride in their community.

The overall stability of a community can be gauged by housing statistics, such as length of residence and percentage of older homes in the housing stock. Because the Town of Dover's land use is overwhelmingly residential, its' future will largely be decided by the strength of the housing market in the context of residential zoning decisions.

In the past, the growing demand for housing in Dutchess County, as well as in the entire New York Metropolitan area, led to a rapid escalation of housing costs for both rental and owner-occupied units especially during the 1990s and early 2000s. However, this housing boom slowed significantly when the economic downturn in 2008 depressed housing costs, and significantly slowed the pace of residential development. In more recent years, the housing development has once again shifted, with the dawn of Covid-19 and the massive shutdowns that followed causing an unprecedented interest in the larger lots and abundance of open space found in most Dutchess County communities. By evaluating current housing stock, reviewing market trends, and exploring initiatives to provide a greater variety of housing options, Dover can begin identify the recurring housing needs of this cyclical market and work to diversify and improve its current housing stock.

## Existing Housing Data

Dover was founded in 1807, when it split off from the neighboring town of Pawling. At that time, the Town was primarily comprised of agricultural lands and isolated farm homes. Since then, the quantity and make of the Town's housing stock has moved away from that agrarian community towards the more typical suburban model that became popular throughout the 1950s. As such, the housing market for the Town of Dover mirrors that of other rural suburbs, with single-family residences being the more predominant dwelling type within the Town. The following section will provide a more detailed analysis of the existing housing market.

### *Housing Supply*

According to the 2020 census, the Town of Dover contained 3,505 housing units, more than double the amount the Town had in the early 1970s.

***Table 4.1: Number of Housing Units***

Municipality	1970 <sup>1</sup>	1980 <sup>1</sup>	1990 <sup>1</sup>	2000 <sup>2</sup>	2010 <sup>3</sup>	2020 <sup>4</sup>
Dover	1,631	2,540	3,018	3,269	3,637	3,505
Dutchess County	69,126	86,852	97,632	106,103	118,638	122,009

Sources: <sup>1</sup>1993 Town of Dover Master Plan, <sup>2</sup>Dutchess County, <sup>3</sup>U.S. Census Bureau, 2010 Census, <sup>4</sup>US Census Bureau, 2020 ACS 5-Year Estimates Data Profile Table

### ***Types of Housing***

It is important to consider trends in the Town's housing stock. Table 4.2 below identifies the percentage of housing units by type of structure and year built from 1939 to 2014. At the time of the 1993 Master Plan, Dover had the lowest percentage of detached single-family homes (52.2%) among neighboring municipalities, as well as the highest percentage of mobile homes (26.4%), and five or more family structures (11.3%). However, as demonstrated by Table 4.2, these numbers have shifted. Dover has increased its number of single-family homes, while other communities are offering a greater variety of housing stock.

It should also be noted that between 2010-2020, the Town of Dover recorded a loss in available housing stock. This may have been the result from the closure of the Harlem Valley Psychiatric Center, which maintained numerous housing units for its staff.

In addition, following the adoption of the 1993 Master Plan, the Town amended its Zoning Ordinance to prohibit the construction of new mobile home courts, as well as new mobile homes outside of mobile home courts. Although pre-existing, non-conforming mobile homes are permitted to be replaced, the prohibition of new mobile homes has likely contributed to the slight reduction in the number of mobile homes since 1993.

Providing a variety of housing stock within the Town of Dover continues to be an asset in terms of the availability of housing within the Town. Housing variety is important in attracting and retaining families with school-age children, empty-nesters, multi-generational households, single-person households, and seniors.

***Table 4.2: Physical Characteristics of Housing***

	Dutchess County	Town of Dover
<b>Year Structure Built</b>		
2014 or later	1.1%	1.1%
2010 to 2013	51.5%	0.4%
2000 to 2009	9.3%	11.3%
1980 to 1999	22.9%	24.0%
1960 to 1979	29.2%	32.3%
1940- 1959	18.1%	14.6%
1939 or earlier	18.0%	16.4%
<b>Units in Structure</b>		
1-unit, detached	63.7%	63.7%
1-unit, attached	5.7%	0.0%
2 units	5.9%	4.6%
3 or 4 units	6.7%	9.7%
5 to 9 units	5.8%	3.4%
10 or more units	8.9%	3.2%
Mobile home	3.3%	15.3%

US Census Bureau, 2020 ACS 5-Year Estimates Subject Table

### ***Key Points***

- The single-family residence is the primary form of housing stock within the Town of Dover. Multifamily residential units are lacking within the Town of Dover, falling behind other towns within Dutchess County.
- Mobile homes represent a significant portion of the Town’s housing stock, far exceeding other towns within Dutchess County, despite new “mobile home” use type being outlawed in Dover’s zoning code.

### ***Housing Demand***

Economic development in Dutchess County and the metropolitan area to its south fueled an ever-increasing demand for housing between 1980 and 2000. Prior to the economic downturn of 2008, housing prices increased in Westchester and other downstate counties, as well as in Connecticut. Many people employed in those areas were forced to look for homes in Dutchess County, a trend which is partly responsible for the local increases in housing costs. This regional market drive, combined with changing household formation patterns and the large percentage of vacant land in Dover, produced a steady demand for residential development in the 1980s and 1990s. While that demand has waned for many years, it is expected to one day return as the economy shifts and work, family, lifestyle changes evolve. Moving forward, maintaining a variety of housing options will be important for retaining a young adult workforce and the senior population, as young people who grew up in Dover and retired lifelong residents could seek housing elsewhere if there are insufficient affordable housing options in Dover.

### *Type of Occupancy*

Table 4.3 shows the distribution of housing units by type of occupancy. According to the 2011-2015 American Community Survey (ACS), 72.0% of housing units in the Town of Dover are owner occupied. This is a substantial increase from 1990, where only 60.1% of the occupied housing units were owner occupied. Dover's current rate is just above the County's average of 69.0%. In 1990, the average vacancy rate was 17.4%, nearly double the county average of 8.3%. However, in the 2007-2011 ACS, that number decreased significantly to 12.1%, and is now closer to the county average of 9.1%.

***Table 4.3: Type of Occupancy***

Occupancy, 2020		
Occupancy	Dutchess County	Town of Dover
Owner occupied	68%	70%
Renter occupied	32%	30%

US Census Bureau, 2020 ACS 5-Year Estimates Subject Table

### ***Key Points***

- While home ownership is higher than average compared to the rest of Dutchess County, a review of existing house data shows that this may be a result of a large number of Mobile Home units (24%), a use that is currently prohibited in the Town of Dover.
- Mobile Home units remain popular, even though they are considered to be nonconforming, as they are a very affordable means of housing.
- Home ownership should continue to be promoted, along with a variety of housing types, especially those that can provide affordability, which includes both ownership and rental opportunities (i.e.: single family, multifamily, accessory apartment, etc.)

### ***Age of Housing Stock***

The breakdown of the housing stock by age in Table 4.4 reveals that 16.6% of Dover's current housing stock was built before 1939. This was lower than that of neighboring towns, and slightly lower than the countywide average of 20%. A large percentage of older housing stock represents opportunities for the renovation of a stock of traditional-style housing, but deterioration of the stock can lead to other problems. Dover also had a relatively high number (18.3%) of its homes built in the 1970s, compared to a 15.7% county average. A substantial portion of Dover's housing stock was constructed in the 1980s and 1990s. Many of these homes are located in Wingdale, and were constructed as part of the Reagan's Mill and Country Mills Estate subdivisions. While the construction of new housing units between 2000 and 2004 continued at a rate similar to the previous two decades, it substantially dropped after 2005, reflecting the economic downturn and collapse of the housing market. This trend is consistent with Dutchess County and the nation as a whole.

### ***Affordability Factors***

Affordable housing has become a familiar phrase without a consistent meaning. A precise definition is difficult because of the many factors that influence the housing market, including land values, mortgage interest rates, demographic shifts, and unemployment levels. The concept of affordability seems even more elusive when competitors in the local housing market come from neighboring counties to the south, bringing with them different standards of what is affordable.

At its most basic level, affordability is a relationship between housing prices and income. For example, between 2000 and 2010, owner-occupied housing costs in Dover rose 98.4 percent (Table 4.5) and rental rates climbed 27.7 percent (Table 4.6), while median family income levels increased from \$57,979 to \$73,636 from 1999 to 2011, a growth equivalent to only about 27 percent (Figures based on U.S. 2000 Census and American Community Survey 2007-2011 5-year Estimates). In other words, although rental rates and family incomes increased at a similar rate, home ownership generally became much less affordable for Dover residents.

***Table 4.5: Median Value of Owner Occupied Units***

Municipality	1980 <sup>1</sup>	1990 <sup>1</sup>	2000 <sup>2</sup>	2010 <sup>3</sup>	2020 <sup>4</sup>
Dover	44,200	138,700	130,900	259,700	273,300
Amenia	45,00	130,000	122,000	229,600	267,400
Pawling	66,300	179,300	177,200	371,600	316,000
Union Vale	49,200	172,100	192,400	378,000	374,600
Washington	62,500	161,000	192,700	375,300	379,600
Dutchess County	49,300	149,000	150,800	314,500	361,000

Sources:<sup>1</sup> 1993 Master Plan (U.S. Census Bureau), <sup>2</sup> U.S. Census Bureau, 2000 Census, <sup>3</sup> U.S. Census Bureau, 2007-2011 American Community Survey, <sup>4</sup> US Census Bureau, 2020 ACS 5-Year Estimates Subject Table

*In order to establish housing goals for the Town of Dover* and understand the problems of potential buyers who are most affected by the high cost of housing, such as single households, first-time home buyers, and the elderly, more specific guidelines are necessary. The key variables in determining relative affordability of housing are the rental index, the purchase price multiplier, and the price/income gap. For the purposes of devising guidelines, affordable housing is defined as housing which a family making 100% or less of the town median income can afford.

The rental index is a method used by the U.S. Department of Housing and Urban Development (HUD) to compute the maximum gross rent a given household can afford. This is generally accepted as 30 percent of the monthly income spent on housing. However, many households are actually paying an even greater portion of their income for rent.

**Table 4.6: Median Rent**

Municipality	2000 <sup>1</sup>	2020 <sup>2</sup>	Percent Change
Dover	\$649	\$995	53.3%
Amenia	\$607	\$1,092	79.9%
Pawling	\$713	\$1,825	155.9%
Union Vale	\$851	\$1,842	116.5%
Washington	\$702	\$1,310	89.6%
Dutchess County	\$707	\$1,553	119.6%

Sources: <sup>1</sup> U.S. Census Bureau, 2000 Census, <sup>2</sup>US Census Bureau, 2020 ACS 5-Year Estimates Subject Table

### **Key Points**

- The Town of Dover has a notably lower median rent than that of the rest of Dutchess County, which has seen drastic increases in rent over the years.
- The lower level of rent could be the result of the lack of construction of rental units in recent years, which would yield much higher rents than the older units present within the Town.
- An increase in the availability of good rental units should correlate with an increase in the median income, allowing rentership of quality housing to increase.

The purchase price multiplier is used by real estate agents to determine the affordability or, more accurately, the maximum mortgage approval amount for potential home buyers. In today's market, a household may generally, barring any major indebtedness, afford a house costing 2.5 times their annual income, depending on the lending institution and personal circumstances. However, because carrying charges, such as property taxes, do not decrease proportionately with the decrease in prices, this multiplier approaches 2.0 if the purchase price decreases substantially below the market rate.

The 2020 estimate for median household income, based on the 2020 American Community Survey 5-year Estimates, was \$62,556 for Dover (equivalent to 76%, of the Dutchess County 2020 median, \$81,842) (ACS 2020). Using an average multiplier of 2.25, a household which earned the town median income could qualify for a mortgage of \$140,751, and with a 10 percent down payment, purchase a house priced at up to \$154,826. The fact that this is only 42.9% of the median value of houses in Dutchess County in the 2020 period (median value \$361,000), and 56% of the median value of houses in the Town of Dover (median value \$273,300), illustrates the affordability crisis still present today and has only been exasperated by the Covid-19 pandemic.

Additionally, these figures do not include closing costs, which can average 3%-6% according to the Federal Reserve. On the other hand, using the rental index, this same median household could theoretically afford a maximum gross rent with utilities included of \$1,720 well above the median gross rent for Dover (\$995) and for Dutchess County (\$1,553) in the 2020 period.



**Table 4.7: Monthly Costs for Homeowners by Mortgage Status**

Monthly Costs for Homeowners by Mortgage Status				
	Dutchess County		Town of Dover	
	#	%	#	%
Total:	73,727		2,295	
Housing units with a mortgage:		70%		70%
Less than \$1000	2,425	3%	177	8%
\$1000 to \$1500	6,434	9%	204	9%
\$1,500 to \$1,999	11,309	15%	493	22%
\$2,000 to \$2,499	11,579	16%	292	13%
\$2,500 to \$2,999	9,046	12%	173	8%
\$3000+	10,509	14%	261	11%
Housing units without a mortgage:		33%		31%
Less than \$250	301	0%	33	2%
\$250 to \$499	2,459	3%	85	4%
\$500 to \$699	4,846	7%	138	6%
\$700 to \$899	5,233	7%	269	12%
\$900 to \$1099	4,072	6%	50	2%
\$1100 to \$1299	4,253	6%	24	1%
\$1300 to \$1499	1,364	2%	58	3%
1500 +	1,593	2%	46	2%

Source: U.S. Census Bureau, American Community Survey 2011-2015

These variables are used for determining the specific price/income gap affecting households entering the housing market. For the purpose of this analysis, long-time homeowners with substantial equity in their homes are not included. However, it should be noted that these homeowners are affected just as much by the rising housing costs of property taxes and maintenance.

## Housing Trends

### Home Size

During 1950s the increase in the suburbs resulted in the predominance of the single-family residential unit. The average home size during that time was less than 1,000 SF, with an average family size 3.54 people. Since then, the single-family residential housing units in the Northeastern portion of the United States have more than doubled in size. At the same time, the average family size has decreased to an average of 2.58 people per household. This is similar to the average household size for Dover, which is approximately 2.67 residents per household, which supports the conclusion that people are living in increasingly larger households.

Contrarily, many communities around the U.S. are beginning to see a larger demand for smaller homes, along with the rise of “tiny homes” being a notable housing trend. “Tiny Homes” refers to housing options significantly smaller than your average single-family home, and are on the rise with many people converting trailers and other related mobile lodging accommodations into fixed, year-round, homes. The Town should prepare for the growth of this trend and work to develop responsible legislation and requirements to ensure responsible development of tiny homes.

Dover and other communities in northern and eastern Dutchess also see a demand for homes on larger lots (5-10 ac) where people have more privacy and more space for outdoor activities.

## **Walkability**

The majority of the Town of Dover’s housing stock is either located on rural roads or within one of its many suburban developments. These developments are typically spread out, oftentimes requiring the use of an automobile to access the most basic community facilities, such as a grocery store or park. In recent years, there has been a greater interest in developing communities with enhanced walkability, which focuses less on automobile infrastructure and more on pedestrian accessibility.

With the presence of two defined hamlets, each having access to public transit options, the Town of Dover should be placing greater emphasis and developing infrastructure which will promote greater walkability between its hamlet and residential areas. Increased walkability in the form of enhanced sidewalks, bike trails, public transit, adequate street lighting, and other forms of pedestrian infrastructure contribute to a healthier lifestyle for a communities’ residents, and increases economic viability of its downtown hamlet areas.

A walkable community not only promotes a higher degree of fitness for its residents, but also encourages greater foot traffic in the areas that infrastructure is available. Communities that focus on providing infrastructure for pedestrians can expect to see increased development in areas receiving these improvements, as the enhanced infrastructure allows for a mix of housing stock to be provided, as residents of all ages are more able to utilize these improvements. This in turn results in greater economic viability of these areas, as goods and services will ultimately be provided to accommodate the variety of these new residents.

## **Revitalization of Blighted Properties**

Blighted properties, defined as land or property that has fallen into a state of disrepair or neglect, will often times negatively affect the areas that surround them. While there are many causes of blight within communities (foreclosures, neglected maintenance, poor street lighting, inadequate zoning, etc.), the effects are often the same; lower property values, less safe communities, and reduced economic viability.

While Dover has a similar number of blighted properties than other Dutchess County communities, the nature of this problem requires communities to be creative in

addressing the issue. The snowballing nature of this particular issue requires the Town to be active in documenting blighted properties, and may require a variety of actions to find a solution. A blighted property might require a mix of enforcement actions, community outreach, and other creative solutions to remedy.

## **Home Office**

The use of a residence as a living space as well as working space is not a new concept. Only in recent years has office work been relocated to office parks, strip malls, and commercial plazas. With the emergence of Covid-19 during 2020 and the increased availability of networking tools such as video conferencing, the idea of maintaining a home office has yet again become a mainstream concept in land use. Buildings which have always been residential are now beginning to serve dual purposes, as living/work spaces. With this in mind, Dover with its remoteness from traditional office parks has the obligation to either encourage or discourage this change, which offers an opportunity to meet the needs of those who wish to work remotely in a rural setting.

Home offices are viable alternative to large office parks, which require significant funding to develop. Converting residences into a home office will increase viability of home ownership for Dover residents, increasing the need for local goods and services. A vibrant home office sector in the town would require access to high-speed internet/networking services, a more robust local economy, and adequate civil infrastructure to handle the increased usage of the residence for work and homelife.

## **House Sharing Services**

When house sharing services first began in 2008, with the founding of the popular platform “AirBnB”, it was mostly used in higher density areas as a cheap alternative to hotels for travelers. Now, house sharing services are used throughout the country, including within the Town of Dover. House sharing allows for home owners to rent out vacant or unused extra bedrooms and accessory apartments to a variety of clientele. While it was previously used by travelers in major cities, a house sharing service could be used to book vacation destinations or experience trips. They also offer options for longer stays, such as for long term travelers or students. The service is one that remains popular with home owners as it offers an alternative revenue source, in addition to existing income.

The Town of Dover should continue to expand opportunities to increase the median income of its residents, but also ensure that existing infrastructure, initially designed for a residential use can handle the increase of transient guests. The Town should ensure that emergency services are prepared for an increase in the number of transient guests in the area, while also reviewing the capacity of existing infrastructure (i.e. road conditions, water/wastewater). The Town should also look to ensure that areas which have been zoned for a residential use do not inadvertently become lodging facilities that no longer benefit or are appropriate for the surrounding area.

## Summary and Implications for Planning

The characteristics of Dover's housing stock provide a broader range of options in comparison to most rural communities in Dutchess County by maintaining a variety of housing stock. Dover retains a significant number of mobile homes because they are an affordable means of ownership. Dover also prohibits the construction of new mobile home develop thereby creating a need for alternative housing that offers affordable ownership.

The construction of new multifamily units has lagged behind the growth in single-family development. This lack of quality multifamily units appears to be related to the lower income levels of the town residents, along with the high cost of construction for multifamily structures. It is important to note that several recently approved developments include attached and multi-family units, which is a trend that needs to continue in order for Dover to provide adequate housing for residents.

Furthermore, Dover has a relatively low average cost for owner occupied units as compared to the surrounding area. Despite the economic downturn of 2008, over the past decade the median value of housing units has increased at a rate similar to neighboring municipalities and Dutchess County.

The key factor in determining household choices is affordability. In 1980, median income Dover households could afford to purchase median value houses. That is no longer true. The rising demand for housing and subsequent higher costs has made home ownership out of reach for a many of Dover's residents. Quality rental units are needed for a significant number of current residents, including single households and elderly persons, who cannot finance the purchase of a home on their incomes. A variety in size of units is also important given the declining average household size and more flexible household formation patterns.

Unrestrained by community guidelines, market forces will typically operate on a regional basis, which drives up local housing prices to match the inflated levels of the nearby New York Metropolitan Area. Dover must continue to set clear goals for housing types of all needs, in varying price ranges, including developing more intergenerational housing. Integral to this is carefully helping residents increase their income at a pace that keeps up with housing costs.

# Land Use and Zoning

Understanding how land is used in Dover, and how that pattern of use is changing, is a critical step in planning for the future of the Town, as land use closely relates to or has a direct relationship to every other topic of the comprehensive plan. Trends and patterns in the way land is developed determine needs for public services, transportation improvements, and environmental protection. They also fundamentally affect the appearance and character of the community. This land use analysis is based on local knowledge, historical land use patterns, Town GIS and real property tax data.

## Land Use

Generally, the overall land use pattern in Dover has not changed significantly since the last land use survey was conducted for the 1993 Master Plan. The existing land uses in the Town indicate that Dover is still mainly undeveloped and that most developed properties are located along the major travel ways. Open or wooded land not devoted to crops, pasture, or any active use comprises the most extensive land use category. Most of this land is located in the higher elevation areas on East Mountain and West Mountain. Due to steep slopes and shallow soil constraints, much of this land is difficult or unsuitable for building. Where construction is possible, long driveways and new road systems would need to be developed.

*The dominant active land use in terms of number of parcels is residential. Many residential uses are low-density, single-family homes located throughout the Town along County and Town roads. There are more concentrated sections of single-family homes on lots larger than five acres along the northwestern border of Holsapple and Ridge roads and in the southern section of the Town in the Duell Hollow area and along West Dover and Old Pawling roads.*



Medium-density residential areas are located in scattered sites throughout the Town, often intermixed with considerably smaller or larger lots. The area east of the hamlet of Dover Plains is mainly suburban with a large number of houses in conventional subdivisions. In the area east of the Wingdale hamlet are the Reagan's Mill and Woodwinds subdivisions. The Pawling Lake development in the southwest corner of the Town can also be classified as medium-density residential use. High-density mobile home parks have been built in widely scattered locations. There are several mobile home developments in commercial areas south of Wingdale along Route 22, a larger one Dover Plains, and scattered small parks in other predominantly low-density residential areas. Other high-density uses are multi-family dwellings or single-family homes on small lots, primarily in the Dover Plains hamlet and south of the Wingdale hamlet.

Commercial use in Dover is, for the most part, located along the Route 22 corridor. There are some limited retail developments on the edges of both the Dover Plains and Wingdale hamlets. There are also limited concentrations of smaller businesses within the hamlets. Various individual stores and home occupations are scattered throughout the Town. Areas of mixed commercial development that are located on properties currently zoned residential include the Route 55 Corridor between Wingdale and the Connecticut line, the Route 22 corridor south of Wingdale to the Pawling line, and the Route 22 corridor north of Dover Plains.

*Light industrial, Logging, and Manufacturing uses have historically been found in Dover.* They include J&J Lumber company, Westchester Modular Home manufacturing plant, and the former Hunt Furniture Factory. Multiple small service commercial and contracting operations exist within the town.

*Industrial and Mining uses are present throughout Dover.* They include a Peckham Industries Mine, the Palumbo Block concrete block manufacturing plant, as well as multiple medium and small soil mining operations. Soil, rock and mineral deposits were formed naturally from glaciers and occur in random parts of the town, therefore no single area of concentration for these natural resource based uses exists in Dover. The industries have historically existed adjacent to both commercial and residential areas.

*Several utility facilities also have a presence within Dover.* The majority of said facilities are located within close proximity of NYS Route 22 and the Con Edison owned transmission corridor, which runs east-west through the central section of Dover. This transmission corridor has recently been upgraded to increase capacity as part of the 1,100-megawatt (MW) Cricket Valley Energy Center project. The Iroquois natural gas pipeline, completed in 1992, also runs along this east-west Con Edison corridor. The 370-mile pipeline runs from Canada to Long Island. Approximately 39 miles of the pipeline runs through Dutchess County, of which 6.7 miles are located with Dover. The Iroquois Gas Transmission System, also maintains a Compressor facility, adjacent to the pipeline in Dover, which helps to maintain pressure through the pipelines. The Cricket Valley Energy site utilizes this natural gas as a source of fuel to produce their energy. Additionally, within close proximity of both of the above-referenced facilities is a ±16.0-acre solar field, which feeds directly into the electric grid.





A number of public and quasi-public uses are found throughout the Town. These include various government sites, five churches, cemeteries, three public schools, land privately run as camps, and private membership clubs for fishing and hunting. Some of the largest individual religious and not-for-profit landholdings in this classification include Camp Berkshire, Camp Ramah, and World Olivet Assembly (formerly Camp Sharapoon). The Preston Mountain Club owns 1,245 acres on East Mountain as a hunting preserve, the Ten Mile River Preserve manages nearly 2,000 acres as a hunting preserve, and the Chestnut Ridge Rod and Gun Club on West Mountain owns over 1,600 acres. Madava Farms operates

**A Bottle of  
Crown Maple  
Syrup  
Produced at  
Madava Farms.**

a maple syrup facility on 780 acres on West Mountain near Ridge Road. Several more thousand acres of land is owned by private individuals and groups who actively preserve the properties for outdoor activities.

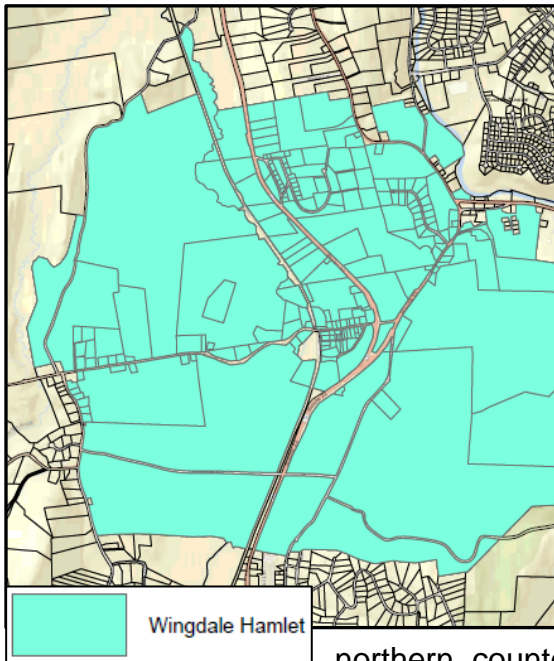
## Hamlet Preservation

As stated previously, smaller commercial businesses are primarily centered around the Town's two primary hamlets; the Dover Plains hamlet on the northern end of Town and the Wingdale hamlet on the southern end. Each of these hamlets serve as a focal point for development, with higher density zoning and pedestrian and public transit options available in both areas. In order for Dover's vision of a vibrant and prosperous community to be realized, special attention must be provided to its higher density hamlet areas, which are a source of community pride.

- ***Increased Pedestrian Access***
- ***Private Public Partnerships***
- ***Infill Development***

## ***Wingdale Hamlet***

The Wingdale hamlet center is primarily made up of the area around the intersection of NYS Route 22, running north to south, NYS Route 55, running west to east, and



County Route 21, running east to west. It supports a variety of commercial business, educational centers, the town's library, and several residential developments. One of the key factors of the hamlet's success is the presence of one of the Town's two Metro-North train stations, which provides a direct line to New York City and other southern communities. The hamlet also features two of the Town's scenic waterways, the Great Swamp and Ten Mile River. Boyce Park, the Town's largest recreational facility and the Appalachian Trail are also located within the hamlet.

For being one of the Town's more populous hamlets, Wingdale features significantly less pedestrian and public transit options than its

northern counterpart, with the vast majority of residences having no viable pedestrian or transit connections to the hamlet area. Additionally, while considered one of the Town's primary hamlets, businesses and residential communities are relatively spread out, failing to utilize the area's high-density zoning and access to transit options.

As Dover continues to grow, the Town should make enhancing the Wingdale hamlet areas one of their primary goals. The Town should focus on promoting *"infill development"* within the hamlet, encouraging higher density development between existing residential areas and commercial businesses. The Town should also focus on expanding existing pedestrian and public transit options between residential areas and the hamlet's commercial center, increasing connectivity by exploring the possibility of installing sidewalks, bike lanes, and other pedestrian transit options.

In order to incentivize these connections, development along the desired transit corridors should be enticed. One particular area that would benefit from these additional connections would be the Old Route 22 corridor between Reagans Mill Road and Thomas J. Boyce Park. This stretch of road, approximately a mile long, has seen a variety of businesses and uses over the years, including agricultural farm fields, restaurants/bars, multi and single-family residences, autobody shops, and churches, all while being directly adjacent to one of the Town's primary scenic waterways, the Ten Mile River. Now this formerly vibrant stretch of road lays between the numerous residential developments off of Reagans Mill Road and the Town's largest park. Currently no pedestrian connections are present to link these areas to the rest of the hamlet. In order to preserve the Wingdale hamlet and encourage

economic vibrancy, higher densities and a mix of uses, new pedestrian connections should be explored for this area to incentivize future connections to the rest of the Wingdale Hamlet. It is important to note that the committee feels that with the right balance this can be achieved for this area and that with enhanced stream corridor protection measures the watershed can also remain protected.

As stated above, the presence of the Harlem Valley train station provides another major benefit to the Wingdale hamlet. Built to serve the former Harlem Valley Psychiatric Center, the majority of the land is now owned by Olivet University. The Town should work with Olivet and other surrounding business to encourage economic development around the station, which would create a vibrant transit hub for commuters and residents alike. Ultimately the preservation and enhancement of the Wingdale hamlet will make Dover a more economically viable and pleasant place for residents and commercial businesses.

As the Wingdale hamlet continues to grow and develop, the Town should ensure that enhanced stream/waterbody protections are provided. As discussed above, the Wingdale hamlet area is adjacent to not only the Ten Mile River, but the Great Swamp. These two particular bodies of water are not only important to the Town's residents, who use them for recreational activities such as kayaking and fishing, but native species as well, providing essential habitat to numerous types of flora and fauna.

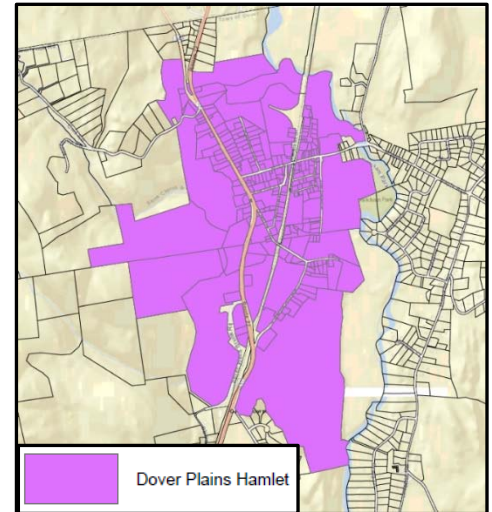
As is the case for all development in the Town, protective measures should be required to preserve and enhance the existing water quality. Each project should properly manage stormwater runoff, and any potential sources of pollution, ensuring the adequate stream health. The Town can explore requiring additional buffering or requiring enhanced runoff treatment techniques where development occurs near water courses. The Town should encourage the use of low impact development practices such as porous surfaces and green infrastructure practices. The primary objective of these measures should be to ensure the hamlet areas grow and thrive in a way that does not negatively affect existing resources.

### ***Dover Plains Hamlet***

While the Wingdale hamlet dominates the southern end of Dover, the Dover Plains hamlet occupies the northern end. The Dover Plains hamlet is primarily comprised of areas in

- ***Enhanced Pedestrian Infrastructure***
- ***Common Sewer***
- ***Transit Oriented Development***
- ***Public Grants/Funding***

and around Mill Street, which runs east-west through the center of the hamlet, as well as a small stretch of NYS Route 22, running north-south. Similar to the Wingdale hamlet, the Dover Plains hamlet is focused around the



train station, with a mix of high density residential and commercial businesses occupying its center, and suburban development occupying its perimeters. The hamlet contains the bulk of the Town's smaller commercial business and is also within close proximity to the Ten Mile River, J.H. Ketcham Memorial Park, and Dover Stone Church. A significant difference between this hamlet and its southern counterpart is that the Dover Plains hamlet contains significant pedestrian and transit infrastructure, giving it more of a down-town look and feel.

While the hamlet is the closest thing that Dover has to a town center, there are significant improvements that could be made to increase its viability as such. Existing pedestrian infrastructure, while present, could use significant improvements in the form of enhanced sidewalks and street lighting. Additionally, while zoned for mixed-use, the hamlet does not contain many commercial/retail storefronts, with the primary use for the area being residential. The area also has limitations on development due to the lack of a public sewer system, inherently reducing the level of development that can be accomplished with on-site wastewater systems.

In addition to making improvements to the hamlet center itself, the Town will need to work on promoting economic vibrancy along the edges of the hamlet. As a result of the 1999 zoning update, several of the areas directly along NYS Route 22, in particular the northern and southern most portions within the Town, were zoned for 2-acre residential use, despite many of the lots being only 0.5-1-acres and having always been used for commercial purposes. The intention of this may have been to cluster economic development within a tighter area, but in reality it has only hindered the existing economic corridor creating blighted unused buildings. Since this rezoning, many of these residentially zoned former commercial areas, have fallen in a state of disrepair and have become an "eyesore" for people entering the Town. In order to promote vibrancy within the hamlet areas, the areas which feed them, both as a transit corridor and as gateways for economic activity, will need to be allowed to develop so that blighted areas/structures can be improved.

While there are several hurdles the Dover Hamlet will need to overcome, the basis of a strong downtown area is there. The Town should leverage its higher density zoning to encourage increased amounts of residential and commercial development. Moving forward, the Town should work to encourage mixed-use development within the hamlet center, advertising its proximity to the Metro-North train station as an ideal candidate for transit-oriented development. The Town should explore options for providing a common sewage disposal system to the area, which will increase the viability of the areas low acreage lots. Overall, the Dover hamlet area is ripe with potential and should be one of the Town's top considerations when looking at grants and other sources of public improvement funding.

### ***Webatuck Village***

The Webatuck Village is a relatively small area located within the southeastern portion of Wingdale hamlet. The area begins at the intersection of Dog Tails Corners and NYS Route 55 and encompasses lands within 0.25-mile radius of that point, running along the banks of the Ten Mile River. While not technically a hamlet, the area has been a destination for shopping and community activities, for residents and tourist alike. Historically, this portion of Town has been known for Hunt Country Furniture factory, numerous crafts shops, accessibility to the Ten Mile River. The area also has several 0.5 to 2.0-acre single family residential lots within close proximity. In recent years, many of these uses are no longer active and the area has ceased being a destination for residents and tourist.

In order for this area to once again become a prominent attraction for the Town of Dover, special care should be made to provide adequate public access to the river and preserving its historic uses. Preservation and the expansion of craft shops and small storefronts mixed with an increase in residential density and a formalized access to the Ten Mile River would draw tourist and residents alike to the location. As discussed above, enhanced stream protection measures are appropriate for new development within the Webatuck Village, which straddles both sides of the Ten Mile River. The Webatuck Village should be able to leverage its proximity to the Ten Mile River and charming historic appeal to become a prominent destination within the Town.

## **Open Space**

Town-owned open space and recreational land includes approximately 432 acres of property located throughout town, most of which is undeveloped. Recreational land also includes playing fields located at Boyce Park and J.H. Ketcham Memorial Park.



<b>Property Name</b>	<b>Acres</b>
<i>Stone Church</i>	<i>329.57</i>
<i>J.H. Ketcham Memorial Park</i>	<i>11.1</i>
<i>Vacant Land - Palmer Field</i>	<i>2.5</i>
<i>Ten Mile River - Dover Plains</i>	<i>14.18</i>
<i>Boyce Park</i>	<i>198.89</i>
<i>Access to Ten Mile River - Route 55, Wingdale</i>	<i>1.02</i>
<i>Residential Vacant Land - Route 55, Wingdale</i>	<i>24</i>
<i>Vacant Land - Blackberry Hill</i>	<i>1.05</i>
<b>Total Open Space / Recreational Land</b>	<b>582.31</b>

A section of the Appalachian Trail crosses the southeast section of the Town from Duell Hollow Road to Hoyt Road into Connecticut. The federal government owns almost 450 acres of land along the trail and has purchased additional rights-of-way and easements to form a continuous route. One such easement and right-of-way is through a 262-acre preserve owned by The Nature Conservancy. The Nature Conservancy also owns the 120-acre Roger Perry Memorial Preserve located off Sand Hill Road. The 144-acre Nellie Hill Preserve just south of Dover Plains was recently donated by The Nature Conservancy for the establishment of the Great Thicket National Wildlife Refuge, the beachhead of the U.S. Fish & Wildlife six state effort to acquire and preserve grassland habitats.

There is active agricultural land in Dover. Substantial concentrations of farmlands can be found on top of Chestnut Ridge in the northwest corner of the Town, in the broad north-south valley of the Ten Mile and Swamp rivers east of Route 22, and, to a lesser degree, in the southern section along West Dover Road (CR 20). The majority of this farmland is devoted to hayfields and pastureland. Also of note is Madava Farms which produces Crown Maple Syrup, located on McCourt Road in Dover Plains.

Water resources include the Ten Mile, Mill, and Swamp Rivers, Lake Ellis, Cedar Lake, Depression Pond, Crane Pond, Sharparoon Pond, Lake Weil, and other lakes and ponds, including several smaller ponds created by mine reclamation, as well as numerous streams and brooks.



## Trends in Land Use

A review of the aerial photograph series for Dover from 1938 to 2017 reveals noteworthy changes in land use that appear to follow a slow track. The degree to which agricultural uses have been reduced in the Town over the last 80 years is noticeable. This is especially evident for former dairy farm sites and on marginal farmland, where the terrain is difficult. Residential uses have shown some increases

along the rural road network. Dover is still a rural town with development primarily in and around the hamlets of Dover Plains and Wingdale. Most of the modern commercial growth is located along the Route 22 corridor just outside the hamlets.



**Reagans Mill/Wood Winds Developments,  
Wingdale Hamlet - 1936**



**Reagans Mill/Wood Winds Developments,  
Wingdale Hamlet - 2016**

Dover still has significant amounts of open land. Most of the farms that have gone out of business are still vacant, having been purchased or inherited by single owners who often times will lease the farmland to other larger farm operations in order to keep the land open and to maintain agricultural value taxation. An increasing amount of this land is being protected through voluntary conservation easements. Other lands have been purchased by investors and lie fallow, awaiting some form of development.

Land use surveys were previously conducted in 1966 and in 1990. The most notable change between 1966 and 1990 was the decline in the amount of land classified as either agriculture or vacant, which decreased by 3,114 acres or 10% over that twenty-five-year period.

Based upon data obtained for the year 2016, the current land use for Dover is represented in the following table. Similar to the previous surveys, residential is the largest land use type in Dover. Commercial and Agriculture make up similar amounts of the overall land use in the Town.

Parcels by Land Use, Dover NY (2016)			
Land Uses	Number of Lots	Acreage	Percentage
Residential	2999	19,531	54.86 %
Commercial	109	6,055	17.01 %
Agricultural	57	5,278	14.83 %
Industrial	26	2,135	6.00 %
Parks/Recreation	39	1,391	3.91 %
Public Utilities	65	1,209	3.40 %
<b>TOTAL</b>	<b>3,295</b>	<b>35,599</b>	<b>100 %</b>

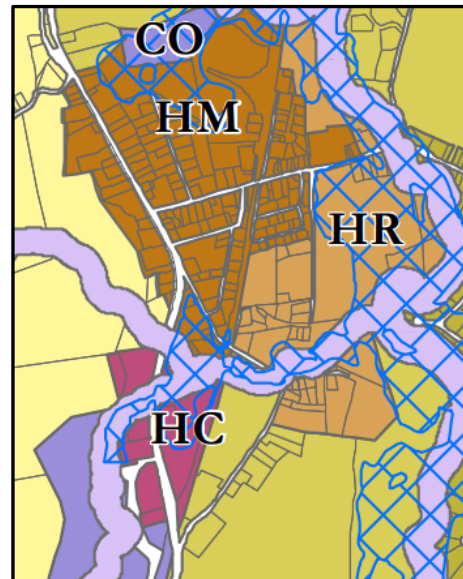
Through the 2010s, the town has seen stagnation in development. New commercial and residential projects are infrequent. Many residential subdivisions previously approved still remain unbuilt. The Town has suffered a loss in commercial retail development including the loss of its only grocery store. The Covid-19 pandemic of 2020 increased demand for many of these vacant residential properties and resulted in a more aggressive buildout. This can be attributed more to an unprecedented demand for available land in the area rather than overall uptick in the local economy.

## Land Use Implications

The Current Land Use Map (Appendix – Land Use Maps) illustrates the scattered mixture of land uses in Dover. Small pockets of development are located throughout the Town. Dover has many scenic qualities, natural features, and remaining rural character that can be harnessed to attract new ideas for land use.

The Zoning Code was amended following the 1993 Master Plan to concentrate medium and high-density residential uses within the immediate hamlet areas and lower density developments on the outskirts of the hamlets. Although the existing Zoning Code and subdivision regulations encourage cluster development, no large-scale projects have used the regulations to create cluster development. Therefore, cluster development should be further promoted with the use of incentives and bonuses that reward higher quality development.

Excerpts of  
Current  
Town of  
Dover Zoning  
Map (Right)



Small commercial/retail businesses and appropriate mixed uses should also be encouraged in the hamlet areas to assist in creating a central focus, thus reinforcing a sense of community. At the same time, further commercial development along key areas of Route 22 should be encouraged, especially within those highway

commercial districts that support the hamlets. Where commercial development already exists, effective zoning policies should be put in place to improve the appearance of the sites, granting incentives to restore rundown commercial areas. All commercial development should allow for good visibility from public roadways, minimize access points, and include high quality signage, landscaping, and clean architecture that promotes interest. The scattered existing non-conforming commercial uses should be encouraged for revitalization as appropriate. Light industrial and active mining sites should continue to maintain wide buffers and good access to state highways keeping them separate from residential areas as much as possible. Where commercial uses do occur in or near residential areas, they should be effectively screened and regulated to minimize negative impacts.

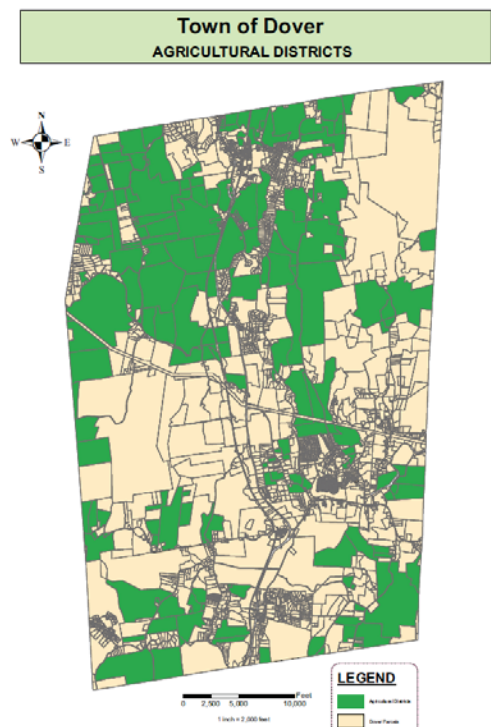
All development should be compatible with the natural limitations of the land. Care should be used in new developments to preserve the more rural features including forested ridges, waterbodies, wetlands, steep slopes, and rock outcroppings. Other natural features and traditional agricultural forms like hedgerows, farm roads, and stone walls should be preserved or replicated where possible.

## Agriculture

Dover's long-standing agriculture industry has seen a decline in recent decades. Dairy farming was once the primary agricultural activity in Dover. Currently farms account for about 5,278 acres of the land use in the Town. As dairy farming decreased many farms were sold. Factors contributing to the decline include: shrinking profit margins, increased competition from large operations, escalation in land values, popularity as an area for second homes from the New York City metropolitan area, and heirs not being interested in taking over the farm operation when their adult relatives retire. All of these factors have contributed to reducing traditional farming operations in Dover.

Agriculture in Dover appears to be in transition; therefore, the Town should review its existing zoning regulations and amend them to provide other incentives to farmers to maintain large tracts of land in agriculture. In order to remain in agriculture, farms need innovative ways to create economic growth. Seeing that there is a strong desire of residents in Dover to keep agriculture thriving, the Town should craft new policies that will improve the prospects of agriculture as the business it is.

The trend in agriculture over the last decade in Dutchess County is toward specialization into niche products that take advantage of local, regional, or New York



City markets. Organic beef, goat, sheep, organic vegetables, and pick-your-own are some of the other types of farming that can be developed as well as hay farming, Christmas tree farms, and nursery growers. Other ways for farms to produce new revenue streams is to allow farm restaurants to operate on these large tracts of land as well as to introduce “farm to glass” brewing, distilling, wineries, and cideries to easily operate on the large tracts of land as an accessory to the principal farm operation.

It is anticipated that the decline in traditional farming will continue, however some of it can be replaced by other agricultural uses discussed above as well the promotion of agri-tourism throughout the town. It should also be noted that due to the nature of agricultural uses, which are often times major producers of odors, noises, and other unforeseen negative externalities, they may not always mesh well with adjacent residential or commercial uses. When establishing provisions that would increase the economic viability of agricultural land with supplemental business operations (i.e.: retail business, event venues, recreation, etc.), additional buffering, limitations, and mitigations should be required for the non-agricultural development to limit disruption to existing agricultural uses.

## **Tourism/Lodging**

Dutchess County has always been a popular tourist destination for people visiting from out-of-state or from down state areas. In recent years tourism to the area has increased, with visitors expressing greater interest in visiting the numerous farms, parks, trails, and historic places scattered throughout Dutchess County. This renewed interest has only been exacerbated by the 2020 Covid-19 pandemic, as more and more people from downstate areas look to visit the seemingly vast outdoor space Dutchess County has to offer. This tourism is generally viewed as favorable by both the County and its residents, as visitors tend to utilize lodging facilities for their stays and provide additional revenues for local businesses.

Keeping this increased level of tourism in mind, Dover should focus on providing the facilities that out of area visitors are looking for; lodging facilities and activities. As far as lodging, people looking to visit and stay in Dutchess County for the weekend or longer will look elsewhere, as Dover does not have very many lodging facilities. In order for the Town to capitalize on the increased levels of tourism that the rest of the county is experiencing, it will need to actively work to expanding lodging facilities. Keeping in mind that there is not enough capacity to support traditional motels or hotels found in higher density tourism areas, the focus should be on providing facilities that are more appropriate for this low-density township, such as inns, bed and breakfasts, or lodges. Another option, and one that has been becoming more popular in recent years, is to offer a lodging component to an existing agricultural use or to develop campsite/glamping (glamorous camping) sites, which helps to preserve open space, while at the same time offering financial incentives for their continued preservation.



With lodging accommodations addressed, the second aspect in capturing the increasing levels of tourism in the area is to continue to provide tourist activities. While it sounds self-explanatory at first, bringing people into the Town will require promoting and developing the tourism that visitors are seeking. While places like New York City have their historic skylines, and the Adirondacks have their wilderness areas, Dutchess County, and in turn Dover, have their large agricultural tracts, abundance of parks and wildlife, and rich history. As such, when looking to develop future tourist attractions, the Town should look to attract projects that blend well with these unique characteristics, rather than trying to promote development that would be more appropriate elsewhere.

### ***Route 22 Opportunities Analysis***

In order to help the Town of Dover update its comprehensive plan and zoning regulations, the Pace Land Use Law Center in partnership with Kevin Dwarka LLC completed a comprehensive analysis of the local and regional context, socio-economic characteristics, real estate market trends, zoning regulations, and land use conditions. The analysis provided recommendations for optimizing sustainable development in accordance with market trends, land use regulations, and environmental conditions along NYS Route 22, paying particular attention to the Dover Plains hamlet. The provided report supports the recommendation for the two hamlet areas provided in the previous section.

*Due to the presence* of train stations in both Dover Plains and Wingdale, each could absorb transit-oriented development including new multifamily housing units and additional retail. The areas could be rezoned so that land use designations, urban design requirements, parking regulations, and site planning requirements support transit-oriented development. *Transit-Oriented Development (TOD)* is compact and pedestrian-friendly development that incorporates housing, retail, and commercial growth within walking distance of public transportation, including commuter rails. TOD has become an essential, sustainable, economic development strategy throughout the country that responds to changing demographics and the need to reduce greenhouse gas (GHG) emissions to mitigate climate change and reduce health-related impacts. TOD-supportive zoning sets specific development standards for the area surrounding transit, encouraging transit use by requiring higher densities, a mix of uses, and bicycle and pedestrian amenities, among other features.

The large, undeveloped areas alongside Route 22 could support both residential and commercial development sites. In order to not compromise the scenic qualities within the Route 22 corridor, the Town of Dover should provide a more flexible set of land uses for those parcels that are already contiguous to existing industrial sites and whose development would create the least impairment to view corridors and natural resources. A detail inventory of scenic resources is included in within the Natural Resource Inventory prepared for the Town of Dover. (Reference Documents)

Given the high opportunity for creating a dense, walkable, mixed-use district around the train stations, any review of Route 22 should focus on finding appropriate locations for light industrial, manufacturing, and warehousing uses outside the hamlet. Most retail, food & beverage, and community activity spaces should be channeled toward the underutilized areas within and around the hamlet centers so that the areas blossom into true town centers.



Select areas along Route 22 that are not adjacent to important natural resources or one of the hamlet areas should be further studied to determine the potential for and what the appropriate economic development might be, while not pulling retail/service uses out of the hamlet areas.

The study identified a number of non-conforming uses along Route 22 as a result of the 1999 rezoning of commercial uses to residential uses. Many of these non-conforming uses are located just outside the commercial cores of Dover Plains and Wingdale. As part of any future rezoning, a higher intensity and mix of uses could also be provided just outside of the hamlets in order to legalize these uses and ensure that the Town does not lose the economic values of these commercial spaces. The study also identified some non-conforming uses located a greater distance from the hamlets. These uses could become legalized through site-specific rezoning. A complete rezoning of Route 22 is not necessary for the purposes of resolving these non-conforming commercial properties adversely affected by the 1999 rezoning. The study recommends that the Town should exercise caution in rezoning areas along Route 22 when it involves retail or other commercial uses, as the Town should put more focus on attracting these types of uses to its hamlets to strengthen the centers. The Town should work with perspective developers to implement quality Transit Oriented Development (TOD), which often times provides greater business/residential diversity and is in greater alignment with the Towns hamlet development goals. In particular TOD development should be promoted within either of the Wingdale/Dover Plains' hamlets, which both contain active train stations and other forms of transit.



## Land Use Plan

Given the goals, background information, and planning principles outlined above, the land use plan for the Town of Dover continues the 1993 Master Plan's focus on a higher level of density and a wider variety of uses in and around the existing hamlet centers of Wingdale and Dover Plains. Except for the Route 22 corridor and targeted commercial / light industrial sites, the areas outside the community centers are projected for lower density development, agricultural, and residential uses consistent with the Town's existing rural character. The resulting plan is meant to help re-establish the traditional settlement pattern of Dover and the larger Harlem Valley region by reinforcing the main hamlets while preserving the natural beauty and non-suburban appearance of the outlying areas.

Use classifications, relative density recommendations, and boundary lines are primarily based on the wide variety of natural constraints of the land, transportation access availability, existing land use patterns, and the planning principles.

The plan does not propose any fundamental rearrangement of the land use system. Instead, it seeks to organize and consolidate existing patterns, while providing for additional growth areas that will be compatible with Dover's historic character, concerns for natural resource protection, promotion of agriculture, and economic development. The Proposed Land Use Map (Appendix – Land Use Maps) recognizes established settlement patterns, agricultural and open space resources, and natural features.

### ***Zoning Districts***

*Nine land use categories* appear on the proposed Land Use Plan Map, with the Gateway Commercial District being added to previously established zoning districts to promote increased economic activity adjacent to the hamlet areas, with enhanced aesthetic requirements such as architectural compatibility, landscape screening, and lighting standards. It is the intent of the proposed land use map to protect existing uses while encouraging growth in appropriate areas. The land use districts are as follows:

- *Rural District (RU)*
- *Resource Conservation District (RC)*
- *Hamlet Mixed-Use District (HM)*
- *Hamlet Residential District (HR)*
- *Suburban Residential (SR)*
- *Gateway Commercial District (GC)*
- *Highway Commercial District (HC)*
- *Commercial/Industry/Office Mixed-Use District (CO)*
- *Industrial/Manufacturing District (M)*

### *Rural District*

The purpose of this district is to promote agriculture and compatible open space and medium density residential uses. Small scale development and clustering of residential development should be encouraged in order to maintain a rural appearance. Agriculture, camps, ecotourism, forestry, recreation, and single-family residential are encouraged in this district. The Comprehensive Plan recommends the continuation of this designation.

### *Resource Conservation District*

These sections of the Town are recommended for the lowest residential density classification. The purpose of this district is to protect and encourage agriculture, forestry, recreation, land conservation, and very-low-density residential uses. Commercial and intensive residential development is undesirable in these areas. Agriculture, camps, ecotourism, forestry, recreation, and single-family residential are encouraged in this district. Clustering, conservation density development, and other open space preservation techniques should be strongly encouraged in this district. The Comprehensive Plan recommends the continuation of this designation.

### *Hamlet Mixed-Use District*

Dover contains two traditional hamlet areas: Dover Plains and Wingdale. They are developed around transportation hubs (Route 22 & Metro North rail line) and they serve as the focal points for high density commercial and residential development. The purpose of this district is to maintain the traditional scale, density, and mixed-use character of existing hamlet core areas and to allow them to expand and become more economically viable.

This plan recommends that the pattern of higher density commercial and residential development continue in the Hamlet areas. A key component to the plan's success will be these areas' ability to expand and absorb additional residential and commercial growth, thus relieving pressure on the more rural areas of the Town. The Comprehensive Plan recommends the continuation of this designation.

### *Hamlet Residential District*

The purpose of this district is to maintain the traditional scale, density, and character of hamlet residential neighborhoods surrounding the hamlet cores and to allow expansion into surrounding land areas that are within walking distance from the hamlet centers.

This plan recommends that the pattern of higher density residential development continue in the hamlets and in certain key locations where high density residential is appropriate. A key component to the plan's success will be these areas' ability to expand and absorb additional residential growth and relieve pressure on the more rural areas of the Town. The Comprehensive Plan recommends the continuation and expansion of this designation.

### *Suburban Residential*

These areas include many of the areas of Dover that already contain traditional and suburban style single-family home development. This land use category serves as a buffer for the less populated, more rural surrounding areas and helps maintain the focus of development in the hamlet centers by placing more residential areas closer to the Hamlet. The purpose of this district is to maintain the character of existing suburban-density residential developments and to allow a controlled extension of suburban growth patterns. Single-family and multi-family uses are encouraged in this district. The Comprehensive Plan recommends the continuation and expansion of this designation.

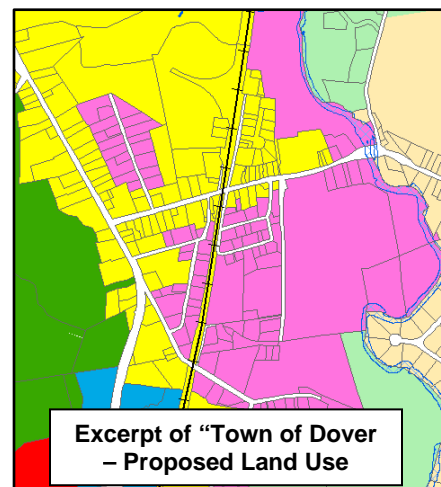
### *Gateway Commercial District*

The gateway commercial areas have been designated as locations which would provide opportunities for development along gateway corridors that enhance the community character of the town of Dover and frames the entrances to the hamlets and the Town. Development should not detract from the hamlets, nor should it negatively impact traffic flow. The purpose of the gateway district is to encourage the development of a compatible mix of commercial, office, light retail and residential uses along the main travel corridors in approach the existing town centers. Special attention to appearance and safety should be required in this district.

Generally, uses in this category will be more highway dependent and may include non-retail general commercial uses such as offices, lodging, restaurant, service business, and other appropriate commercial. An integrated site plan with buildings, parking areas and landscaping treatment all relating to and complementing each other will make these areas successful. A key to the success of these areas will be their sensitivity to the visual and natural environment that surrounds them. The Comprehensive Plan recommends the implementation of this designation.

### *Highway Commercial District*

The Highway Commercial areas have been designated as locations that will provide key retail opportunities that are much needed by the Town. Highway Commercial areas are to be located on major travel corridors. These areas are well suited for “big box” stores and other similar uses. The purpose of this district is to allow large commercial and retail uses that rely heavily on automobile and truck access. These uses include the sale of retail goods and services that are necessary to support the community but are generally not preferred within the smaller scale of a walking hamlet mixed-use area. The Comprehensive Plan recommends the continuation of this designation.



### *Commercial/Industry/Office Mixed-Use District*

These commercial districts have been laid out to create commercial growth along the Route 22 corridor. The purpose of this district is to allow areas for light industrial, light manufacturing, warehousing, service commercial, office, commercial recreation, and research facilities. Such districts may also include, where compatible, housing and limited retail commercial development intended to support the primary uses or to provide adaptive reuses for existing commercial or light industrial buildings. The Comprehensive Plan recommends the continuation of this designation.

### *Industrial/Manufacturing District*

The purpose of this district is to allow industrial, manufacturing, and related uses and adult entertainment; uses that are not compatible with most commercial, office, or residential uses, in isolated and well-buffered locations. These uses are recognized as necessary to having a well-rounded economic business base with the Town. The Comprehensive Plan recommends the continuation of this designation.

### *Land Use Map*

The purpose of establishing zoning districts is to create specific zones of activity where certain land uses are either permitted or prohibited. As shown above, different zones can promote a variety of activities, and can shape the way a town looks, feels, and runs. In order to better reflect the intent of the zoning districts discussed above and to try to rectify previous rezoning efforts which have caused instances of blight in some portions of the Town, numerous parcels identified in the Proposed Land Use Map (Appendix – Land Use Maps) have been modified. Some of the more prominent changes are discussed below:

*Implementation of the Gateway Commercial District:* As discussed above and identified within the Pace University - Route 22 Corridor Analysis, there is a significant amount of “retail leakage” within the hamlet areas, as many of the goods and services that create thriving downtown areas can only be obtained in other Towns. The Gateway Commercial district has been developed to try to eliminate some of this leakage, by providing general business space along NYS Route 22, which focuses on high quality design and accessibility to the highway. By creating space that acts as “gateway” to the hamlet areas, it allows previously blighted areas to be changed to beautified entries to the town. These gateway areas will encourage larger scale mixed-use space along the edges of hamlet areas, which will pull people and new residents into the town and funnel them towards the hamlet areas through a series of pedestrian pathways and accommodations.

*Expansion of Resource Conservation:* As discussed throughout this document, the Town of Dover has unparalleled levels of natural and scenic beauty, with an abundance of waterways, forested areas, and agricultural lands running through and along the edges of the Town. Many residences identified these natural qualities as something that should be preserved and as such, a natural starting point to their preservation would be the expansion of the Resources Conservation zoning district. Emphasizing large lot sizes and residential development the RC zoning district has been expanded

to include not only the scenic ridgelines to the west and eastern edges of the Town, but identified wildlife corridors within the valley itself.

By decreasing density within identified wildlife corridors and preserving open land in and around existing watercourses, wetland areas, and nature preserves it ensures that wildlife corridors are preserved for migratory animals. This preservation will help keep the scenic and environmentally sensitive areas safe, while pushing future commercial development towards the existing Wingdale and Dover Plains hamlets.

*Creating Stronger Hamlets:* A strong hamlet area is vital to thriving towns as they serve as the economic and cultural center of the community, often times connecting residences to local business through pedestrian infrastructure and their innate ability to create destinations. As discussed above the Town of Dover is different from many other towns in the fact that it has two primary hamlets, Dover Plains and Wingdale, as well as the former Webatuck Village, which served as more of a cultural hub. While each have excellent access to transit and commercial avenues, they fail to fulfill their role as community centers for a variety of reasons.

One of the reasons for this failure is their lack of connection to existing residential communities, especially for the Wingdale Hamlet. Another reason is a lack of a destination, with little to no commercial business or attractions drawing residents to these areas. The Land Use Plan expands hamlet zoning both towards existing residential lands and to attraction pieces such as the Ten Mile River. It also expands hamlet zoning around transit hubs such as the Harlem Valley Train station in Wingdale, and the Route 343-NYS Route 22 intersection in Dover. By expanding hamlet zoning to these areas, it offers incentives to connect existing residential areas to the more established hamlet areas, by permitting scenic areas and transit corridors to be utilized as a draw to bring in mixed-use development. By permitting a wider variety of uses in desirable areas it creates the possibility for a future connection to existing hamlets areas.

## Additional Land Use Plan Conventions and Assumptions

- In general, commercial districts have been laid out to emphasize growth in & around the hamlets and existing concentrations of commercial development.
- Smaller commercial areas are also recognized to be important to the community.
- The Wingdale commercial area is envisioned as two areas, both complementing each other: the traditional area around the intersection of Route 22, Route 55, and Pleasant Ridge Road, and a revitalized area centered around the former HVPC and Route 22 to the south.
- Commercial development provides important benefits to the Town. It gives residents a place to take care of daily needs, provides employment, improves the tax base, and helps give the community a focal point, a central place that residents can identify with. The most successful commercial districts are those that encourage the interaction of residents.
- The designated commercial districts will be supplemented by more scattered home occupations and farm stands that do not conflict with the rural character of the outlying areas.
- Future development of commercial areas should provide increased opportunities for Dover residents to shop, work, and meet.
- The concentration of commercial development around existing centers will ensure that roadway capacity does not get consumed by multiple entrances and exits.
- A well-planned place to drive and walk will attract not only Dover residents, but residents from other places that do not have Dover's convenience and ease of use.
- Wherever appropriate, low impact commercial uses should also mix with residential uses. The combination of commercial and residential uses creates a mutually supportive environment.
- Existing important natural resources should be protected and considered by any type of future development.
- High impact uses will provide required mitigation where necessary.
- All uses will be required to protect ground and surface waters using enhanced stormwater management techniques.

## Economic Development (ED) Floating Zone

This Comprehensive Plan also recommends the use of Flexible Zoning Techniques such as the creation of a floating Economic Development zoning district. A floating zone defines a use, such as an office complex, educational institution, research laboratory, mixed-use development, or residential development which the community would like at least the opportunity to consider. The floating zone can be affixed to a qualifying parcel of land, either upon the application of the parcel's owner or upon the initiative of the Town Board. Upon approval, the parcel is made part of a separate zoning district as an amendment to the official zoning map. The floating zone would be used to plan for future land uses that are desired by the community, but are not confirmed, such as affordable housing, business developments, planned-unit



developments, and urban development projects. It would provide flexibility for development, to obtain density bonuses, height extensions, setback reductions, etc., in exchange for meeting other requirements or goals the town desires, such as affordable housing, public infrastructure, open space conservation, protection of natural resources, protection of historical resources, etc.

The purpose of the *Economic Development (ED) Floating Zone* is to provide the Town an opportunity to consider new economic activity that may benefit the Town of Dover and its residents. The Floating Zone is created as a means of tailoring zoning regulation to the specific needs of a project plan and the unique characteristics of a site. A qualifying parcel, or assemblage of contiguous parcels under common ownership, would be required to meet certain dimensional requirements, including frontage on a State or County Road, and acreage. In addition, the proposed use shall not generate significant adverse noise, air quality, odor, or visual impacts, and shall be in keeping with the character of the Town of Dover. All development within the ED Floating Zone shall be subject to a site-specific Master Plan, the provisions of which would be identified in the Zoning Code. All project proposals would require a multi-step review and approval process involving both the Town Board and Planning Board.

## Implementation

To be effective, the Town's comprehensive plan must be a *working document*, continually consulted by various municipal boards, and especially the Planning Board in the exercise of assigned duties. It is not a static document; rather it should reflect changing conditions. The policies contained in the plan should be reviewed at least every 10-15 years by the Town Board, and the entire plan should be revised every twenty to twenty-five years depending on the rate of changing character of the Town.

The necessary first step in putting the plan to work is for the Town Board to evaluate its Code and Zoning Map, and to adopt amendments that reflect the recommendations of the Town's Comprehensive Plan. This and other strategies which the Town and its citizens can use to implement the plan are described below.

### *Zoning Code*

Zoning may be defined as the division of a municipality's land area into districts, and the establishment of regulations controlling the use, bulk, and intensity of what may be placed on the land within each district. The division of land into districts constitutes the zoning map; the establishment of regulations for each district is the text of the zoning code itself. The zoning code should be a clear guide that outlines design requirements, processes, and the development intent of the Town.

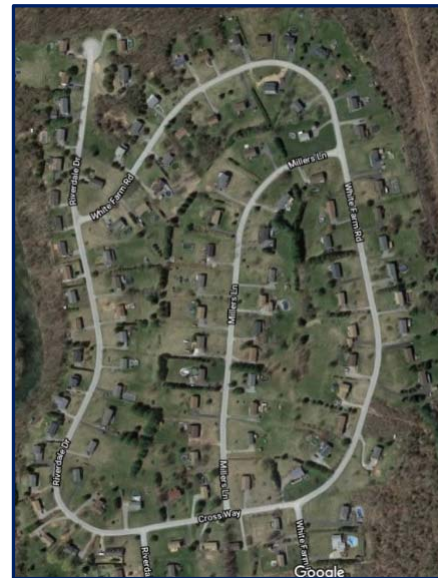
Zoning in New York State is established under New York State Town Law as an exercise of a municipality's legal authority. It is designed to protect the health, safety and general welfare of the public. Zoning is the most commonly used means of carrying out a community's master plan. The Town of Dover Zoning Code was last comprehensively revised following the adoption of the 1993 Master Plan. The Town

should review and update its law as soon as possible to be consistent with the recommendations of this Comprehensive Plan and various changes in state and federal laws.

### ***Subdivision Regulations***

When a tract of land is divided into smaller lots, the process is known as subdividing. The power and authority to control subdivisions has been delegated under state law to municipal governments. The purpose of such controls is to ensure that the conversion of land into building lots is done in an orderly manner, and that the necessary public facilities, such as streets, water and sewage facilities, are provided in accordance with municipal standards.

**The Town of Dover has several major subdivisions located throughout its numerous hamlets. (Right) Reagan Mill Subdivision,**



### ***The Town first adopted subdivision***

***regulations in 1986***, with review authority assigned to the Planning Board. Careful subdivision review is especially important to ensure the responsible development of the large lots in the more undeveloped areas of the Town so that these parcels, when developed, maintain the character of the Town as a whole. Subdivision regulations will also help ensure the proper subdivision of any of the lots within the community centers. The existing subdivision regulations should be reviewed for consistency with the recommendations of this plan and any subsequent revisions in the Zoning Code.

While subdivisions are not typically associated with land conservation, they can be implemented in ways that can preserve large tracts of land and wildlife habitat. The Zoning Code and subdivision regulations were amended following the 1993 Master Plan to permit standard conventional subdivisions as well as the clustering of development through “cluster subdivisions”.

Cluster subdivisions are excellent for land conservation, as they typically allow for an increase in residential density in exchange for smaller lots, shared infrastructure, and dedicated conservation/open space land, with a focus on protecting wildlife corridors and sensitive habitats. Cluster subdivisions could also be implemented to preserve scenic viewsheds, such as large tracts of agricultural fields/forest lands along NYS Route 22 and other state/county roadways, or historically significant tracts of land, in particular the lands associated with Asher B Durand, 1848 depiction of the Town entitled, “Dover Plains, Dutchess County”. When a cluster subdivision is properly implemented, large areas of land can be preserved, while also providing additional area for residential development.

Should the Town desire to further promote clustering the Town should review its existing subdivision and zoning regulations and amend to provide an incentive to

those who propose clustering. *Incentives such as density bonuses are recommended as clustering minimize negative impacts on wildlife corridors and habitat connectivity, while also offering flexibility in design and densities.*

Despite cluster subdivisions growing in popularity, there continues to be a trend towards single-family homes on large lots, as many people looking to live in Dover prefer to have more land, which is in keeping with the character of the Town. While cluster subdivisions are more often associated with land conservation; traditional conventional subdivisions can also be designed and implemented in ways which provides the same conservation benefits as a cluster. Land can be preserved using a variety of techniques, such as requiring building envelopes or conservation easements be placed on the proposed lots. Additional guidelines, ones that perpetuate and preserve the Towns rural/agricultural characteristics, could also be established for conventional subdivisions. These guidelines could provide recommendations for siting lots in ways that's would continue to preserve natural habitats and existing viewsheds. Such recommendations could include the continue preservation of stonewalls and hedgerows, minimizing development along crestlines and open fields, or constructing roadways to mirror existing agricultural paths. Regardless of what techniques are utilized, a well-designed conventional subdivision can provide similar, if not greater, conservation benefits as a cluster subdivision. The current minimum lot areas represented in the zoning code are sufficient to provide effective conventional style subdivisions.

When the Town is reviewing subdivision applications it should realize that it is important to maintain a good mixture of conventional and cluster subdivision lots. By providing a variety of lots, the Town can offer greater land ownership opportunities to a larger variety of people. Whether it be a quarter acre lot serviced by sidewalks, street lamps, and municipal water/sewer, or a larger ten-plus acre lot located off of a rural lane and surround by forest land with minimal neighbors; diversity in lot type provides better opportunities for the Towns existing and potential town residents. Different types of lots appeal to different demographics of peoples; by maintaining a diverse inventory of lots it ensures that the town remains attractive to a diverse demographic of people, rather than one particular cohort.

In order to ensure an adequate inventory of lots are available, the Town should explore ways to streamline the subdivision process, in particular, for small scale development. The Town should improve the subdivision and zoning regulations to clearly define that Lot Line changes and Subdivisions of 5 or less lots, which are currently reviewed under the same standards as a large lot subdivision, are minor actions and should be treated as such. The procedure for review of subdivisions should be assessed according to the magnitude of potential impacts, with large multi-lot subdivisions receiving greater levels of review than the aforementioned minor subdivisions.

### ***Site Plan Approval***

Site plan review is used to carefully assess certain types of building proposals. Site plans are a set of detailed drawings showing the location of principal and accessory structures, parking areas, access points, screening, drainage, utilities, landscaping

and other design features of a proposed building or development. The Zoning Code specifies the types of uses subject to site plan review. Planning Board approval then becomes a necessary prerequisite for the issuance of a building permit.

The site plan review process provides the opportunity to assure that the zoning provisions have been properly interpreted and applied. In many instances, it is the only means by which the Planning Board can ensure that major development proposals are well planned, with suitably landscaped grounds and parking areas, safe access points, and designs which are compatible with the existing character of the community centers and the Town as a whole. Many of this plan's policy recommendations, especially when integrated into a revised Zoning Code, can be specifically cited during the Planning Board's discretionary design decisions in the site plan review process.

Also, basic design guidelines should be developed that will help site owners and developers to identify critical design issues and create solutions so that the approval process can be streamlined as much as possible.

### **Architectural Design Standards**

In some instances, it may be appropriate for the architectural style of a proposed building or use be assessed. In these cases, particularly within the hamlet areas of the Town, architecture should blend with the surrounding uses and create a sense of place that is reflective of the area, its history and sense of tradition. Design standards should create a sense of consistency between structures so that the area will continue to feel uniquely "Dover". These standards should incorporate multifunctional design, regionally native building materials, vibrant pedestrian areas, and other design practices found in vibrant hamlet area, while at the same time not be overly burdensome for developers/designers in a way that makes construction economically infeasible.

For structures located outside of the hamlets, standards should be reflective of the surrounding area. Greater emphasis should be placed on building structures that blend in with the surrounding forest, agricultural, and resource rich landscapes. Standards for these areas should focus on functionality and on reducing disruption/visibility for neighboring uses. Again, these standards should avoid being overly restrictive, but should promote the rustic stylings of the surrounding area.

For structures located in retail business areas the standards should balance the architectural style with the size of the building and allow different building materials and architectural techniques to be used. This will help to attract business while at the same time providing a building that can be easily maintained over time. These standards should avoid being overly burdensome to the point where construction is made economically infeasible and ends up driving an important business such as a grocery store away altogether.

## Traditional Neighborhood Development

In the HM and HR districts it is preferred to implement the concept of Traditional Neighborhood Development (TND) when possible. TND includes the development of compact mixed-use communities that can include single-family homes, apartments, townhouses, workplaces, shops, restaurants, inns, or recreational facilities. Its goal is to create a walkable neighborhood in which residents minimize the use of automobiles. The TND can involve development of an undeveloped area or an existing vacant or underdeveloped (infill) area.

## Incentive-Based Zoning

In reviewing the zoning code, the Town should look into providing changes that would incentivize certain design decisions over others. Incentive-based zoning provisions offer more options for developers, and offer flexibility for a variety of projects. Providing an increase in units in exchange for a variety of housing types or less parking spaces or in exchange for additional pedestrian infrastructure are possible examples. Incentives should be clearly stated within the zoning code and offer increased flexibility in design and can be used as a tool to bring in higher quality levels of development. Overall, these incentive-based provisions do not have to be drastic, but should generally help to promote the Town's future development ambitions, such as increased housing availability, transit-oriented design, economically vibrant hamlet areas, and other goals stated in this document.

## Green Infrastructure

Since the original 1999 Comprehensive Plan was developed, the term "green infrastructure" has grown in popularity and is promoted by government and private organizations alike. Defined by the Environmental Protection Agency as a *"cost-effective, resilient approach to managing wet weather impacts that provides many community benefits"*, the term has grown to encompass a large array of low impact environmentally friendly land development practices that work to blend the natural environment with man-made infrastructure. When people hear about "green infrastructure" they tend to think of solar panels and permeable pavers. Both of which are excellent examples, but are only two of hundreds of practices that the term encompasses. Wetland wastewater treatment systems, pedestrian infrastructure, stormwater and erosion control measures, dark-sky compliant lighting, and native landscaping are other forms of green infrastructure that can be found in modern day land development.

As the need to incorporate the built environment into our natural environment grows, the Town should work to incentivize the implementation of green infrastructure practices. Incentives could be provided in a variety of ways, such as establishing a grant program for said practices. Zoning related density bonuses could also be established; for example, increasing overall lot coverage for a greater use of permeable pavers or stormwater planters. It is important that the Town promote this type of infrastructure on all projects to ensure protection of natural resources.



### ***Wastewater Management Infrastructure***

One of the greatest challenges in development, in particular medium-high density development, is the availability of wastewater infrastructure. Many rural Town's within Dutchess County, in particular Dover, lack the necessary wastewater management facilities required to accommodate/treat the flows associated with increased levels of development. Typically, these types of facilities are costly to construct and maintain and are either provided by municipality or are constructed as part of a high-density development prepared by a private developer. The areas that they serve are typically permitted a higher density, as wastewater would no longer have to be handled onsite, rather it is sent to an offsite wastewater treatment facility.

The development of these facilities is crucial for continued economic development, particularly within hamlet and transit-oriented areas, which often times contain small lots, high levels of impervious surfaces, and other limiting factors associated with the construction of traditional sewage disposal systems. To obtain the added benefits of a central sewage disposal system(s), the Town should encourage and incentivize developers, especially within hamlet areas, to incorporate a shared and expandable wastewater treatment system within their designs. Alternatively, the Town may also pursue development grants from County, State, and Federal government, or lobby said groups for the acceptance of alternative/green infrastructure disposal systems, which would be able to reduce the substantial cost associated with their construction and operation.

### ***Other Open Space Techniques***

A variety of innovative techniques could be used to help Dover retain its rural character. Selective open space protection, the purchase of development rights, or the negotiation of conservation easements on key parcels are among the most direct ways to protect important properties. Conservation easements are generally voluntary agreements filed with the deed for permanent protection that still maintain private ownership of the land. Deductions on state and federal taxes for any charitable donation or reduced property taxes are sometimes available as incentives to land-owners, depending on the particulars of the property.

Another conservation option that could be considered is a *Transfer or Purchase of Development Rights (TDR)* program. New York State law was amended in 1989 to authorize this process. A TDR system allows future development potential, usually expressed in dwelling units per acre, to be relocated from a sending property with subsequent development restrictions, to a receiving property with good access to roads and utilities, as well as sufficient development demand to make increased density attractive. A limited program involving the outlying areas of the Town and the existing community centers could transfer development rights from more rural areas to more developed areas.



### ***Solid Waste Management Facilities***

The current limitations on solid waste management facilities that exist within the town code should continue to prohibit solid waste management facilities and the use of solid waste material as fill. In support of ongoing agricultural operations composting of natural organics, yard waste, and food wastes should be addressed by any code updates so that they align with both NYSDEC and Agriculture and Markets regulations.

### ***Industrial Uses***

The Town recognizes that certain industrial uses are necessary to support the needs of the residents; however, the Town also recognizes that industry also has certain impacts that must be addressed. Protection of people and natural resources should be a primary goal for permitting any industrial user. The Town should look at specific industrial uses to determine which may or may not work within the landscape of the town and update the zoning code accordingly. Definitions related to industry and light industry should be made clear.

### ***Public Utilities and Power & Energy Production Facilities***

This document recognizes that both the country and NYS are undergoing a change in how power and energy is produced. The Town of Dover has involuntarily been thrust into the middle of this changing environment with the introduction of the Cricket Valley Energy Center project several years ago. With the presence of both the Iroquois natural gas pipeline and the Con Edison transmission corridor within the town it is noted that the Town of Dover may be seen on a regional basis as a potential location for more projects that affect the regional power grid. NYS is also seeing an influx of renewable energy projects which mostly involve solar. As NYS pushes for cleaner emissions it is expected that industry will develop any number of new technologies such as battery storage stations, hydrogen power, hydrogen blending in natural gas pipelines, etc. As this occurs the Town will need to ensure that its resources such as air, water, visual, etc. are protected. The Town zoning code must be updated to anticipate and plan for this type of change in the power and energy industry. The zoning code should include strong controls, standards, and permitting procedures to ensure the community and property values are protected.

## **Summary and Implications for Planning**

As the necessary first step, the Town Board must evaluate its Code and Zoning Map and adopt amendments that reflect the recommendations of the Town's Comprehensive Plan. The comprehensive plan has been updated to modernize its predecessor, which was last updated in 1993. Since then, much in the world has changed, especially in the way communities think about and use land. A major reason for the commencement of this comprehensive plan update was to review and update the Town's land use plan in order to better reflect the changing needs of the residents and to better job at defining the land uses the town desires.

One of the key items this comprehensive plan offers towards updating the Town's zoning code is the Proposed Land Use Map, which is a map that recognizes land use goals, established settlement patterns, agricultural and open space resources, and natural features. The Land Use Plan attempts to merge community goals for both conservation and development over the next several decades with existing land uses, zoning, and environmental constraints on development. The main purpose of the Land Use Map is to be used as a guide to strengthen and update the Town's official zoning map.

In addition to this tool, the Plan also provides the action items addressed in the previous section of this document. These action items were developed by the community in order to outline ways to further enhance the town of Dover and all its attributes. In particular, the Land Use and Zoning section outlines a clear path as to how particular zoning changes could be used to foster positive growth for Dover.

The need for additional residential areas and options clearly aligns with the towns goals for more quality housing options. The expansion of hamlet areas and an increase of allowed density within hamlet areas is an import part of the overall land use plan that will not only stimulate economic growth within the urban centers but will also act to preserve other import town resources located out side of the hamlets.

The Town is facing a crisis of sorts where it needs to provide a better climate for the creation of more jobs, better paying jobs, as well as more access to local services and shopping. The addition of more commercial and retail is a critical step in meeting these needs. However, these needs to not overshadow the need to protect the towns existing neighborhoods and natural resources.

The land use plan mitigates this increase of commercial areas by expanding the extent of the Resource Conservation district and by creating stronger Hamlets.

The land use plan supports the town's overall goal of finding balance between economic growth and protection of all the town's important resources. The land use plan further supports the welfare of town residents and the larger community by creating appropriate, beneficial, reasonable, and attractive environments that will be used by both present and future residents. The key to a good land use plan is "balance" and that balance must be implemented by a zoning code review and update.

## Natural Resources

Dover's character is shaped by the natural environment, the scenic beauty, and the biodiversity that is found within its borders. The beautiful hills and valleys of Dover hold open meadows, forests, lakes, and streams, which form a landscape that is important to Dover residents. The Town contains a wide variety of natural resources including lakes, wetlands, floodplains, large wooded tracts, rural settings, and several creek basins. These and other natural features are considered amenities that attract development, but can also place environmental constraints on construction. As Dover continues to grow, the natural limitations of the land and sensitive areas must be respected, not only for health and safety reasons, but also to preserve the high-quality environment that provided the original attraction to the area. This chapter will focus on the natural constraints of the land in order to identify critical environments, and to assess the suitability of land for future development. A more detailed inventory of the Town of Dover's natural resources can be found in reference documents "Significant Habitats in the Town of Dover" and the "Natural Resource Inventory" prepared by Hudsonia Ltd.

## Topography

Relief and slope are two topographic features that significantly affect land use. Relief refers to the pattern of elevations and irregularities on the land surface. The slope of an area is its degree of steepness. The presence of East and West Mountain ridgelines, divided by the Ten Mile River valley, creates numerous opportunities for scenic views as well as acting as natural buffers, contributing greatly to the beauty of Dover. However, relief and slope can represent varying degrees of restraints on development. For example, topographical location affects groundwater yields. Wells of the same depth penetrate a greater thickness of saturated materials in valleys than on hills, generally producing more water in low-lying areas. Also, land that has steep slopes is usually both expensive and difficult to develop in an environmentally sound way.

### *Relief*

The Town of Dover is located in the Harlem Valley portion of eastern Dutchess County, a geographic area generally characterized by a north-south valley running from Pawling to North East. The Ten Mile River and Swamp River basins essentially split Dover between East and West mountains. A number of smaller hills, streams, and wetlands exist within the broad valley. The Town's highest elevation is 1,425 feet on East Mountain. Many high elevation areas over 1,000 feet are located on both East and West mountains.

The lowest elevation in the Town is 350 feet along the Ten Mile River, east of Lake Ellis. The river runs north to south from the northern limits of Dover Plains through the center of the Town then takes an eastern turn into Connecticut.

## ***Slopes***

An important factor for gauging development potential in the corridor is the steepness of sloping ground. Steep slopes are associated with access problems, the potential for serious erosion, shallow soils, and difficulties in locating septic systems. Sensitive builders who recognize the constraints of steep slopes can use hillsides attractively without environmental harm, which should be encouraged by the Town in relevant areas. As a general rule, development of moderately steep slopes over 15 percent should be reviewed and slopes 30 percent and over should be discouraged when unnecessary.

Slopes of 30 percent or more cover large areas of both East and West mountains. Steep slopes are prevalent near the Town border with Pawling, specifically in the areas surrounding Jones Pond, Waldo Hill, Hammersly Ridge, and in the Duell Hollow area. Nellie Hill, south of Dover Plains, also contains steep slopes.

## **Geology**

The rock base of Dutchess County generally consists of younger unconsolidated materials (glacial and more recent deposits) overlying older consolidated bedrock. The geological features of the area influence drainage, topography, ground-water availability, and soil types. Each of these natural characteristics, in turn, has helped shape the patterns of development in the area and affects the potential for future growth.

A hydrogeologist mapped the county's surface and bedrock geology for the Dutchess County Department of Planning in 1982 using soil survey data and state geological reports, and prepared the Final Report: Water Resources Study for Dutchess County. In 2006, Dutchess County retained The Chazen Companies to update this report as the Dutchess County Aquifer Recharge Rates and Sustainable Septic System Density Recommendations, Groundwater Resources Report. The following descriptions of the corridor's surficial deposits and bedrock types draw on the Final Report: Water Resources Study of Dutchess County and the Dutchess County Aquifer Recharge Rates and Sustainable Septic System Density Recommendations, Groundwater Resources Report, as well as on maps prepared by the United State Geological Survey in 1961.

### ***Surficial Deposits***

Unconsolidated materials deposited by glaciers and glacial meltwaters cover much of the bedrock in the county. These deposits fall into three categories: till, sand and gravel, and lacustrine (clay-based) materials. There are no significant lacustrine deposits in Dover.

Till consists of a mixture of materials deposited directly by glaciers, ranging in size from microscopic silt to boulders. Its' permeability and porosity can vary widely. Most of the till deposits in Dutchess County have a high clay content and low permeability rates. Sand and gravel consist of large particles deposited in lowlands and river

valleys. These deposits are generally the county's most productive groundwater sources. They are the best water transmitters and, therefore, are the most reliable recharge areas for sand and gravel aquifers. However, sand and gravel layers are so porous that pollution from overcrowded septic systems, salt, waste disposal sites, chemical spills, or other sources spread through them easily, making them highly vulnerable to contamination. These deposits also provide important building and road construction materials, extracted from mines throughout the county.

*Thin glacial deposits of less than three feet* with exposed bedrock dominate both the East and West Mountain areas of Dover. Large deposits of thicker glacial till are also present in these areas. The largest thick till deposit is in the northwestern corner, or Chestnut Ridge area, of the Town. Till deposits tend to be thicker in low areas than in highlands, where they are more vulnerable to erosion. Scattered areas of till deposits are also present in the higher elevations within the valley, such as Nellie Hill, Church Hill, and Wingdale.

Sand and gravel deposits more than five feet thick are located along the river valleys. These areas of thick glacial outwash or ice-contact sand and gravel are present at the base of the steep slopes of East and West mountains and also extend from the Town's northern border south through Dover Plains and along the Ten Mile and Swamp rivers. Other significant sand and gravel deposits in the southern half of the Town are along Burton Brook and within the area surrounding the Great Swamp wetland complex. The large deposits of surficial sand and gravel have attracted many mining operations to Dover.

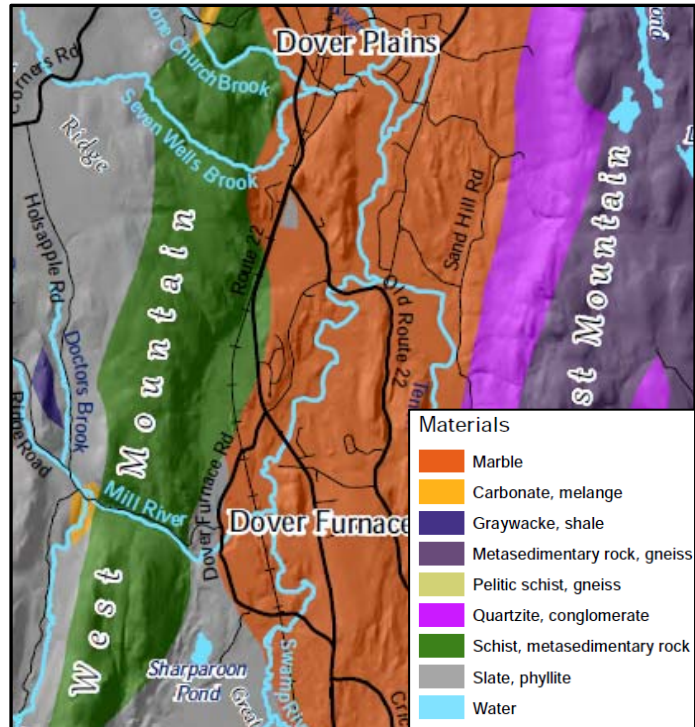
### ***Bedrock***

Bedrock types have distinct characteristics which affect land development, particularly in terms of water supply. Variations in bedrock type also affect the permeability, porosity, and chemical makeup of the soils, which can affect the type and density of development that is most appropriate in a given area.

The bedrock in Dover can be divided into three generalized types: schist-phyllite, quartzite-crystalline, and carbonate rock formations. Schist-phyllite rock underlies West Mountain and the majority of the Duell Hollow section of the Town. This type of bedrock forms the most extensive formations in Dutchess County, and is low in both porosity and permeability.



Consisting of mostly schists in the southeastern portion of the county, this bedrock formation has a mineral composition of quartz, mica, and feldspar. West Mountain contains a combination of Walloosac Phyllite, Schist and Meta-Graywacke, and Everett Schist and minor Meta-Graywacke. Manhattan Pelitic Schists are located in Duell Hollow. A narrow band of schist-phyllite rock at the base of West Mountain runs from north of Dover Furnace to the Pawling border.



Quartzite-Crystalline bedrock is located in the northeast sector of Dover. The majority of East Mountain is interlaid meta sedimentary rock and granitic gneiss, with large areas of Poughquag Quartzite at its base. The gneiss bedrock on East Mountain contains mostly light and dark-colored minerals, such as quartz, feldspar, white and black mica, and garnet, arranged in layers. It is usually banded, streaky, or speckled in appearance. The Poughquag Quartzite found at the base of East Mountain is a compact and very hard rock, made up almost totally of quartz.

Carbonate rock formations underlie the central valley of Dover, as well as the Webatuck area from Lake Ellis south to Wingdale and along the Ten Mile River into Connecticut. Carbonate rocks are very well-suited for agricultural use. These rocks also form the most productive bedrock aquifers in the county, with a range from 1 to 220 gallons per minute from drilled wells. This productivity is largely due to the fact that carbonate rocks dissolve easily, allowing water to flow into the channels and caverns that develop in rock. However, they also allow easy transmission of pollutants.

## Aquifers

Aquifers are natural groundwater reservoirs stored in surficial or bedrock deposits. As noted previously, sand and gravel layers are the best water transmitters, and therefore provide the most reliable surficial recharge areas. Carbonate rocks such as limestone form the best bedrock aquifers. Areas where sand and gravel overlie carbonate rocks are, therefore, the most productive as well as the most vulnerable aquifers in the Town.



The majority of the sand and gravel deposits located in the central river valley of Dover, which runs from Dover Plains south to Pawling, overlay carbonate rock. However, much of this area is also characterized by fast draining granular soils which can drain too fast without proper separation to ground water to allow for adequate filtering of pollutants.

Naturally occurring, aquifers are not only critical to the natural environment, but the built environment as well. These naturally occurring groundwater reservoirs provided a clean source of potable water to all residential, commercial, and industrial use located within the Town, and such are immensely important. To continue protecting this resource, new sewage systems should be designed in accordance with the regulations provided by the Dutchess County Department of Health for adequacy. All industrial areas should provide secondary containment for all chemicals and fuels that are stored onsite. Additionally, standards should be established that ensures that groundwater consumption does not exceed the natural recharge rate of the aquifer. In particular, large industrial and commercial uses that rely heavily on the aquifer groundwater for the production of goods and services, without demonstrating adequate recharging, should be reviewed and held to higher standard than business and uses that do provide sufficient recharging of the aquifer.

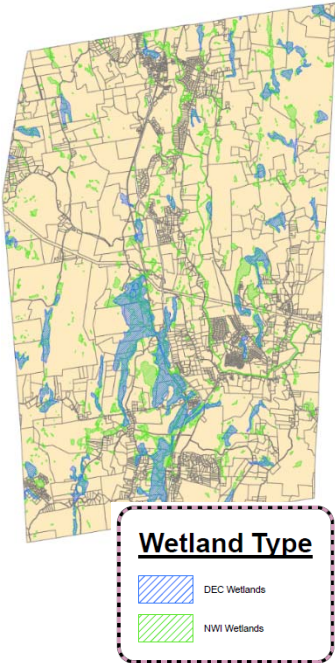
## Soils

The analysis of soils in this area is based upon the Soil Survey of Dutchess County, which was first prepared in 1939. The survey, which was updated in 1972 and is currently being reclassified, listed, described, and mapped, shows different soil types based on a variety of characteristics including color, texture, structure, consistency, derivation, acidity, depth to bedrock, quantity of gravel or rocks, slope and erosion loss. On the basis of these characteristics, areas that are alike in kind, thickness and arrangement of their layers are mapped as one soil type.

Soils found throughout the Town of Dover are comparable to those found within Dutchess County and Hudson and Harlem Valleys municipalities. Soil type throughout the Town varies depending on the factors mentioned above, but typically do not play a factor in overall site development as they are all generally good soils. Effort should be made to preserve prime soils for agriculture.

While some areas are subject to shallow soils and poor permeability, much of the land in the Town of Dover has been identified as prime agricultural soil, which are identified as soils containing dependable water supplies, favorable temperatures for growing, adequate acidity/alkalinity. With exception to the areas described above, much of the soils within the Town of Dover fit the definition provided for prime agricultural soils. As such, the Town should take advantage of this natural resource and continue to promote local agricultural businesses. Farms should be encouraged to expand to utilize the prime agricultural soil and reduce the overall development potential.





The other water bodies identified are Sharparoon Pond, which is almost 13 acres and located on the grounds of the Dover Furnace lodge (formerly Camp Sharparoon), and Crane and Depression ponds, both located on East Mountain and 6.42 and 19.27 acres, respectively. Pell Lake is north of Wingdale Road (CR 21) on the Union Vale border, and Jones Pond is just off of West Dover Road (CR 20). Both have 12.85 acres of water surface area.

### ***Floodplains***

Floodplains are low-lying areas, normally adjacent to streams, which are inundated in times of heavy rains or severe snow melts. They act as shock absorbers in a drainage system by providing space for excess runoff. Left undisturbed, floodplains can also serve as recharge areas for groundwater supplies. Floodplains place severe constraints on construction, but are extremely useful for recreational corridors and agriculture.

Floodplains that have a one percent chance of being completely inundated in a given year are called 100-year floodplains. Dover's floodplains were remapped in 2012 as part of the National Flood Insurance Program administered by the Federal Emergency Management Agency. Under this program, communities that adopt and enforce floodplain ordinances are eligible for federal disaster assistance. For the most part, the floodplains are located around the many waterways located throughout the Town, with the most significant one located along the Ten Mile River. The Town should continue to protect these waterways by implementing sustainable development and preserving the most sensitive areas.

## **Wetlands**

Freshwater wetlands occur where the water table is at or near the land surface for most of the year. They play an important role in regulating and purifying groundwater supplies and surface waters. They dampen floodwater impacts and often act as natural retention basins. Wetlands also provide valuable wildlife habitat and open space, and combine with stream channels and ponds to form green space corridors through the area. Under the New York State Freshwater Wetlands Act of 1975, the New York State Department of Environmental Conservation (DEC) maps and regulates wetlands covering at least 12.4 acres and smaller wetlands judged to be of unusual local importance. The law requires permits for all non-agricultural activities that could disturbance the quality of a wetland or adjacent area.

Included among the wetlands is the *Great Swamp* wetland complex which covers parts of Dover, Pawling and Patterson (Putnam County). The Great Swamp, which covers 4,174 acres (including 1,100 acres in Dover), is the largest and best example of a true wetland community in the region. The Great Swamp is home to many rare and

endangered species, such as the bog turtle. The Great Swamp also provides important habitat for migratory birds. It is classified as one of the few Class I wetlands in the state.

## Significant Areas

In 1983, after seven years of research by a committee of the Environmental Management Council, 33 sites in Dutchess County were designated Significant Areas. Significant Areas are natural places that are geologically, hydrologically, or biologically unique. They often provide habitat for rare, threatened, or endangered species, as well as supporting a wide range of wildlife. Efforts to protect the diversity of wildlife and vegetative types in these critical locations benefits the community as a whole in equally diverse and important ways, from enhancing the aesthetic environment, to cleansing the air, purifying water supplies, and providing recreational opportunities.

East and West mountains are listed among the original 33 Significant Areas. Both areas are considered significant because of their scenic beauty and abundant wildlife. East Mountain is a New York State designated Significant Habitat for species and also contains rare plant communities.

West Mountain provides habitat for fragile vegetation and also contains two unique geological formations, the Stone Church and Seven Wells.

### *Unique and Rare Habitats*

The carbonate rocks underlying the center portion of the Town of Dover support a number of rare plant communities, several of which contain plants that exist in fewer than six places in the State of New York. Since Dover is still largely a rural town, the limestone plant associations have flourished, often supported by farming practices. Development pressures in other parts of the state have resulted in the loss of limestone plant communities, especially since farmland is often sold for development.

The rare limestone plant communities along with the critical habitat areas on East and West Mountains and the extensive wetland habitats in the Town of Dover have helped to create more rare habitats in this town than in any other town in Dutchess County. As previously mentioned, both East and West Mountain contain significant plant and animal habitats. East Mountain is home to such species as the timber rattlesnake, which is rare to the county, and rare plant communities including the tamarack swamp and a virgin hemlock forest. West Mountain provides habitat for fragile vegetation, such as rare mosses and liverworts, as well as the pine barrens including pitch pine and scrub oak. West Mountain also contains rattlesnake habitats.

## Natural Resource Protection

The protection of natural resources and the environment is a major priority of this Comprehensive Plan Update. As development in the community increases over time so too does the need to protect the functioning of natural systems. In many ways we all depend on these resources and the functions that they provide. This following is a summary of elements that should be considered by the town when developing natural resource protection goals.

### *Land Conservation*

With the abundance of unique environmental features present within the Town of Dover, land conservation should serve as a prominent tool to protect resources. The Town contains numerous preserves, which are owned by various conservation groups and government entities, as well as private hunting/fishing preserves. These organizations are key to preserving the Town's natural resources and scenic vistas, as they hold and maintain large tracts of mostly undeveloped lands which serve as wildlife corridors for a variety of plant and animal species. As the Town continues to develop, these public/private conservation partnerships should be encouraged and promoted as an effective way to preserve the Town's scenic beauty and natural resources. When development is proposed to occur adjacent to one of these areas, the Town should encourage that stakeholders on both sides work together to create projects that are vibrant for the town and produce a positive impact for the land.

### *Preservation of Open Space*

Protection of undeveloped land as open space should be a primary goal within the Resource Conservation zoning district. This can be accomplished using a combination of techniques through zoning and subdivision regulations, as well as non-regulatory actions such as the voluntary donation of conservation easements and the purchase of open space land and development rights. Land in the RC district, where a major project is proposed, should have a conservation analysis prepared at the very beginning of project so that the land of greatest conservation value is identified and protected during the development review.

### *Protection and Enhancement of Agriculture*

Agriculture is an important feature that distinguishes Dover's physical landscape as a rural community. Changes in the nature of agriculture have been occurring for many years now. The traditional dairy farms for the most part have been replaced with horse farms, beef farms, organic chicken & sheep farms, raising other animals, hay & grain farming, vegetable & fruit farming, and crops for specialized niche markets such as distilled spirits, ciders, and wines. The retention of agriculture as a viable industry is very important to the Town. To help enable more farming the town should allow flexible land uses that enable farms to diversify and engage in economic activities in addition to farming. Allowing operation of a variety of small-scale low-impact business operations on farms can enable a farm family to stay on the land and continue to make a living by supplementing farm income derived from farming.



### ***Aquifer Protection***

The past master plan as well as this comprehensive plan update have identified groundwater as a key environmental resource requiring protection. The town aquifer map should be maintained and the current zoning section updated as necessary to ensure that adequate groundwater supplies are present and to ensure protection of the aquifer quality. The town should prevent the overconsumption of water especially by industrial users. The Town should continue to prevent and clean up point-source pollution such as old fuel tanks and raw sewage discharge.

### ***Surface Water Protection***

All streams, lakes, wetlands, and ponds in Dover shall be treated with special care especially when development is proposed nearby. The current stream corridor overlay district, and floodplain overlay district should be maintained to help protect the water quality of the towns surface water resources. The stream corridor map should be maintained and updated as needed and the zoning code reviewed and updated as needed.

### ***Soil Mining***

The Town should update its soil mining overlay district map and regulations to account for any changes in mines since the implementation of the last zoning code. The Town should ensure that soil mining occurs only in appropriate places and in a manner that is environmentally sound. The Town should include a provision that allows farms to supplement their income with a limited amount of soil mining each year.

### ***Timber Harvesting***

Logging and associated timber processing are important parts of the Towns renewable resource management. The town should support sustainable timber harvesting. Timber harvesting regulations should limit clearcutting and require erosion and sediment control. Timber harvesting should be done pursuant to a forest management plan prepared by a qualified forester. Timber harvesting and associated logging operations, wood cutting, etc. are well suited as uses in the RU, RC, CO, and M districts with some limitations to control sound and dust.

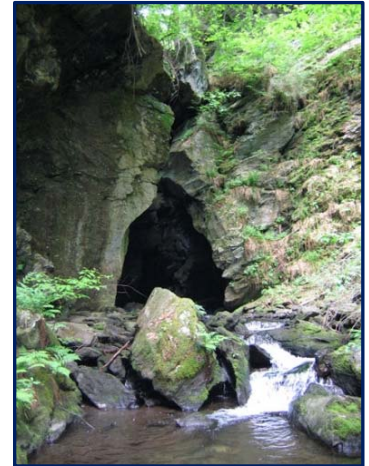


## Summary and Implications for Planning

Dover's abundance of natural resources has undoubtedly been one of the key factors in shaping it into the town it is today. The glaciers that had once covered the area in a thick sheet of ice have given way to create the rolling hillsides and soil deposits that are now a key feature in the Town's geography. The presence of a pristine aquifer and many natural waterways and features have created an abundance of drinking water, used for people and crops alike. Wetlands and mountains scattered throughout the Town have provided homes for rare species of birds and reptiles, which have been enjoyed by outdoor enthusiasts for generations.

### Stone Church, Dover Plains (Right)

An ancient cavern on the Stone Church Brook in Dover Plains hewn by time in the formation similar to a church's cathedral stained glass window.



It was these same environmental features that once drew the Pequot tribe to settle this area, as well as the settlers and farmers that came after. Today, many of the environmental features that made the area such a large draw for earlier settlers continue to enthrall outdoor enthusiasts and provide a source of livelihood for Town residents. The Town's large tracts of forest, prime agricultural soils, rolling hillsides, pristine wetlands, and waterways have resulted in the community being a prime outdoor enthusiast destination and have made the Town an ideal destination for families, farmers, and nature lovers alike.

Moving forward, the natural resources that have supported generations of residents should continue to be utilized to grow and expand the Town into a lively and productive community. The area's abundance in resources and natural beauty makes the area ideal for farming and ecotourism businesses, while also offering an ideal place for people to live in nature that is both unique and abundant. The Town should work to promote the area as a prime attraction for environmental base businesses, while continuing to preserve the natural beauty of the area that have been enjoyed by generations of residents.

# Community Resources

Community facilities are the physical components that give a town its' identity. While some services are basic necessities, such as fire and police protection, others fulfill social or educational needs. These cultural functions bring the population together in the Town of Dover and help create the sense of community. The demand for larger and more varied community facilities and services increases as population grows. With the increasing demands placed upon public budgets, intelligent planning of facilities is essential. This tends to raise the level of expected community services.

This chapter will examine Dover's community facilities and services in relation to current needs and projected demands, including discussion of public buildings, fire, police and rescue squad facilities, schools, the library, parks and recreation, and the post office.

## Town Hall

The Dover Town Hall is located on the south side of East Duncan Hill Road off of NYS Route 22. Built in 1985, the Town Hall contains 6,824 square feet of total floor space. Enclosed are two (2) of the three (3) expansion areas that were provided for

in the original plan. The building houses the Town offices including the office of the Supervisor, Town Clerk, Town Tax Collector/Assessor, Procurement, Payroll, Accounting, Building/Zoning Department, the Planning and Zoning Board of Appeals office, as well as the Justice Court. The Town Hall also includes the court room and an open meeting hall.



access channel (DTV22). The Town has also installed Novus Agenda, for quick access to all meeting agendas and live streaming of all meetings. The program allows for the public to quickly and easily review individual agenda items, by allowing users to jump to specific sections of the meeting as depicted on the agenda.

The Town maintains a website, which it actively updates. The Town also broadcasts all meetings of the Town Board, Planning Board, and Zoning Board of Appeals on its municipal

## Highway Department

The Highway Department facilities are located in an approximately 16,000 square foot building next to the Dover Town Hall on East Duncan Hill Road. This building provides storage for the highway equipment as well as the Highway Department offices.

The staff consists of the Highway Superintendent, an assistant, eight full-time positions, and three part-time drivers. The Town of Dover has nine constables, a dog control officer, and a refurbished kennel. The department is responsible for the maintenance of the Town's 64.67 center lane miles of road, such as snow removal and routine road repair, as well as various other jobs throughout the Town. At the present time, the Highway Department has a revolving inventory, with the replacement of equipment as needed.

## Emergency Services

### *Police*

Police protection is furnished at the county and state levels. The Dutchess County Sheriff's Department has an outpost just south of the hamlet of Amenia. The New York State Police have a substation located on Route 22 at the northern edge of Dover Plains and the Troop K station at Washington Hollow in the Town of Pleasant Valley.

### *Fire and Rescue*

The J.H. Ketcham Hose Company, an all-volunteer fire company, provides fire and rescue services under contract with the Town. The fire company maintains two fire stations, one on Route 22 in Dover Plains and a second at the intersection of Route 55 and Wingdale Road (CR 21) in Wingdale. The company is part of the county's mutual aid system which provides assistance to, and receives assistance from, neighboring towns in case of major emergencies. Emergency medical services in Dover are provided by Northern Dutchess Paramedics (NDP), providing 24-7 service to the residence of Dover, and the J.H. Ketcham Fire Company rescue squad provides services in an emergency. J.H. Ketcham Hose Company now offers LOSAP, a retirement program for their volunteers, which is an incentive to recruit new

volunteers. J.H. Ketcham Fire Company has added additional space to both of their facilities in the Town of Dover.



**J.H. Ketcham Hose Company Fire House with New Building Addition (Left)**

## School Facilities

All of the Town of Dover is served by the Dover Union Free School District. The District's three school buildings and other facilities are all located within the Town. The Wingdale Elementary School, built in 1974, contains kindergarten through grade 2. It is located on Route 55 across from Boyce Park. Dover Plains Elementary School is located in the center of the hamlet of Dover Plains. It was built in 1925, and houses grades 3 through 5. Dover Middle School and Dover High School were built in 1962 in one location on Route 22 near the southern intersection of Dover Furnace Road (CR 26), and house grades 6 through 8, and 9 through 12, respectively. The schools are often referred to as the Dover Middle-High School and share a majority of the site's facilities.



The existing school facilities offer a variety of public services to the Town, which supplement the existing recreational facilities. The Wingdale Elementary School offers several programs, including Before (BSP) and After (ASP) School Programs, which operate beyond normal school hours. The Dover Elementary School also provides additional facilities for community member use. This includes a rentable cafeteria and gymnasium space, as well as a public playground and yard. The school's outdoor playground space can be reserved for major events, such as J.H. Ketcham Fire Company's annual carnival or the Town's farmer's market. The Dover Middle-High School also offers several amenities open for public use. Inside the school, members of the public can rent out the cafeteria spaces for events, including food preparation facilities. Additionally, the school features a large Auditorium/Theater Hall, which features stadium seating, a stage, and a production booth, that can be rented to provide high-quality interior events. The school also features several outdoor facilities, including a full athletic track with bleacher seating and recreational fields. The track, which is 8 lanes and has been improved with sports lighting and a complete production package, is readily available for members of the public and can be reserved for special events.

### ***School Resources***

1. Dover Union Free School District: <http://www.doverschools.org>
2. "Dover Free Union School District Report Card". New York State Department of Education. March 2013
3. "The Empty Classroom Syndrome – A Discussion Brief on the State of School Enrollment Projections in the Hudson Valley" Hudson Valley Pattern for Progress. May 2013.
4. "Home and Group Home Daycare in Dover Plains, NY". Retrieved from [http://childcarecenter.us/new\\_york\\_homecare/dover\\_plains\\_ny\\_city](http://childcarecenter.us/new_york_homecare/dover_plains_ny_city)

## **Library**

The Dover Library is located at 1797 Route 22 in Wingdale, in the American Legion Building. The library was formerly on the first floor of the historic Tabor-Wing House, and was moved to this location in 2001. The library is open Monday through Friday from 10 am to 8 pm, and Saturday from 10 am to 4 pm, and offers children and adult programs. The Library is also a member of the Mid-Hudson Library System, and as such provides Dover residents with all the resources and facilities offered by the organization, which includes children's programs, educational opportunities, and other related services.

The library also features the American Legion Hall in its lower level, which can be rented out for public and private events. The space features a meeting area, bathroom facilities, storage closets, and a full kitchen that can be used to prepare and serve food.

## **Post Offices**

The Town of Dover is served by two post offices. One of the existing post offices is located in the hamlet of Wingdale and serves the 12594 postal code. The second post office is located in Dover Plains and serves the 12522 postal code.

## **Parks and Recreation**

As is the case with many communities in the surrounding area, the majority of the Towns' recreational facilities, parks, and major community events are managed by the Town's Department of Recreation. The Town of Dover's Recreational Department maintains a small staff that are charged with maintaining the Town's existing recreational facilities and parks, as well as organizing community programs and annual events.



## ***Parks and Facilities***

The Town owns multiple properties throughout the area, many of which are used as public recreation facilities or reserved for hiking trails and other outdoor activities. Total town public recreation space amounts to 327.5 acres, much of it administered by the Parks and Recreation Department in the form of public parks. Public school facilities and a section of the Appalachian Trail also help supplement town-owned park land. Several major recreational facilities include (See Appendix A):



1. ***Boyce Park*** A town recreation area of approximately 199 acres off of Route 55, north of the intersection with Route 22 in Wingdale. This park includes a pavilion, playground, basketball courts, two ballfields, a horse ring, and playground equipment.
2. ***J.H. Ketcham Memorial Park*** Under the ThinkDIFFERENTLY Initiative this 11-acre parcel in the Dover Plains hamlet adjacent to the Ten Mile River is within walking distance of the nearby neighborhoods within the town. The park contains a children's playground, regulation-size baseball field, a ¼ mile walking track, community meeting space with kitchen facilities and an open-air pavilion, outdoor fitness equipment and a sensory garden at the children's playground. Access to this land-locked parcel is through a parcel of land to the north. The park is in the process of being restored which will complement existing facilities and programs that are presently being offered.
3. ***Stone Church*** A geological formation of metamorphic rock on the Stone Church Brook, a tributary of the Ten Mile River, located on the Taconic Ridge in the northwest corner of the Town of Dover. The formation, similar in size and shape to a church's cathedral stained glass window, has drawn tourists and naturalists to this Dover site for more than one hundred years. The property is 108.5 acres, including a 50-acre conservation easement.

The Town of Dover, has over 200 acres of park property, more than meeting the National Recreation and Park Association's recommendations.

For a complete list of municipal owned properties, including all park and facilities parcels, see the table entitled "Town of Dover – Municipal Properties".



### ***Town of Dover – Municipal Properties***

<b>Name</b>	<b>Address</b>	<b>Acres</b>	<b>Square Ft</b>	<b>Parcel Number</b>
Town of Dover Town Hall	126 E Duncan Hill Rd	0.54	6,824 sq. ft	7061-02-619920
Town of Dover Town Hall Parking Lot	132 E Duncan Hill Rd	0.523		7061-02-632917
Town of Dover Highway Garage	136 E Duncan Hill Rd	3.213	7,000 sq. ft.	7061-02-638877
Stone Church – Entrance	Cart Rd	58.45		7063-00-293474
Stone Church	Route 22	51		7063-00-377243
Stone Church	Route 22	62.92		7063-00-390362
Stone Church (Near CVS Plaza)	Route 22	2		7063-00-484300
Stone Church (Seven Wells)	Route 22 Rear	20.155		7063-00-221240
Stone Church (Seven Wells)	Route 22 Rear	24.410		7063-00-107214
Stone Church (Seven Wells)	Route 22 Rear	44.245		7063-00-240111
Stone Church (Seven Wells)	Seven Wells Brook Rd	35.551		7063-00-350090
Stone Church (Seven Wells)	Cart Rd Rear	30.834		7063-00-160349
Town of Dover- JH Ketcham Memorial Park	1PVT 2-4Ln	5.3	1,610 sq. ft.	7063-00-813415
Town of Dover – Recreation and Entertainment Outdoor Sports Facilities	46 Ketcham Park	5.8	1,056 sq. ft.	7063-00-853428
Town of Dover – Palmer Field	Mill Street	2.546		7063-11-605548
Tabor Wing House	3128 Route 22	.689	1,837 sq. ft.	7063-15-570420
Town of Dover- Recreational and Cultural Facilities	136 Limekiln Rd	7.2		7063-20-885175
Town of Dover - Ten Mile River - Vacant Land	140 Ten Mile River Rd	6.7		7063-20-905222
Town of Dover - Ten Mile River - Entrance to 140 Ten Mile River Rd	138 Ten Mile River Rd	0.28		7063-20-931246
Town of Dover -Boyce Park	6420 Route 55	198.89	1,296 sq. ft	7160-00-335093
Town of Dover - Access to Ten Mile River	Route 55	1.02		7160-00-444379
Town of Dover- Steeply Sloped Property	Route 55	24		7160-00-499255
Town of Dover-Library	1797 Route 22	1.375	6,916 sq. ft.	7160-03-031126
Town of Dover-Vacant Land- Blackberry Hill (in use by Town of Dover Highway Department	Dugway Drive	1.05		6959-00-477055
<b>Total Approximate Acreage</b>				<b>588.691</b>

## ***Recreation Programs***

In addition to the numerous facilities under the Dover Recreation Department's care, the department also offers a large number of adult and youth programs. These programs offer a variety of activities for Dover residents, including recreational sports leagues, fitness classes, and activities for the community. These include a pre-school play group, Saturday youth basketball program, adult basketball, the Fifty-Five and Up group, as well as adult Zumba. The Recreation Department also organizes and administer many of the Town's community trips and events.

## ***Community Events***

The Town Recreation Department also plans and organizes annual community events, which promote local business and community pride. The Department regularly reaches out to community organizations and businesses to garner support for these annual events. Included in these events are Dover Day, as well as the Christmas Tree Lighting Ceremony. Dover Day is a gathering of community businesses and residents to celebrate the founding of the Town and regularly features community activities, concession stands, and a parade. The Christmas Tree Lighting Ceremony is used to mark the beginning of the holiday season and provides an outlet for local organizations to promote themselves.



**Members of Dover High School Band  
Performing at the St. Patrick's Day Parade**

## **Utilities**

### ***Water Supply***

The majority of residents of the Town of Dover rely upon individual on lot wells for their water supply. There are four small water systems in Dover: Schrieber Waterworks, Reagan's Mill Water Company, the Dover Plains Water Company, and the system at the former Harlem Valley Psychiatric Center. The largest of the water systems is the Dover Plains Water Company which supplies water to the hamlet of Dover Plains. This system serves approximately 1,000 people within the hamlet.

### ***Sewage Disposal***

There are six private sewage treatment plants listed in the Town of Dover. They include one mobile home park, two camp properties, the Reagan's Mill subdivisions, the Wingdale Elementary School, and Dover Greens/Olivet University. The majority of development in Dover relies on individual on-site septic systems. Septic tank sewage disposal systems function adequately for many years if properly installed and maintained.

### ***Solid Waste and Recycling***

Solid waste disposal for the Town of Dover is primarily handled by private carters. Much of the solid waste disposal and recycling for residential communities is collected using automated carts, with the private collection service implementing weekly routes. Additionally, solid waste and recycling disposal services are provided by the Harlem Valley Transfer Station, where residents can deliver garbage to the site for a small fee.

### ***Telecommunications***

Telecommunications service options within the Town of Dover, as with many of the other towns within Dutchess County, are fairly limited. The lack of available providers is attributable to outside telecommunication companies having to remove and replace existing infrastructure in order to service customers. Given the generally rural nature of Dover and the volume of lines that would need to be replaced, it is generally considered infeasible for outside cable-based providers to offer their services. As such, the majority of residents receive their phone, internet, and television services from Optimum.

While Optimum provides the bulk of telecommunication services, other providers such as Verizon and satellite-based companies have begun providing telecommunication services to residents. Moving forward, the Town should work to increase the availability of other providers and explore ways to increase residents' options.

Additionally, in lieu of traditional telecommunication providers, the Town should explore expanding the availability of providing 5G broadband to the area. While older versions of broadband networks are currently readily accessible, 5G broadband would offer new possibilities for the Town. The significantly faster speeds provided by 5G not only allow for greater mobile access, but could also work to begin replacing traditional providers in providing telecommunication services that would typically be provided with a wired connection.

## **Summary and Implications for Planning**

The Town should continue to identify desired recreational improvements, as well as funding mechanisms. Park land should be geographically balanced and conveniently located to all townspeople. Redeveloping the JHK Memorial Park in Dover Plains could serve as a focal point for the hamlet and provide park space within walking distance of the hamlet. The more rural, low-density residential areas of the Town of Dover will continue to use individual wells and septic systems. Where feasible, connections to centralized sewer and water should be expanded and encouraged. In addition, private utility systems built in conjunction with clustered development should also be considered. The Town should also continue its goals of being more accessible to the community through its website, televised Town meetings, and Novus Agenda.

# Transportation

The transportation network is an essential component of the community, connecting people's homes with the places where they work, shop, go to school, and participate in everyday activities. For the Town of Dover and many other communities in Dutchess County, the predominant mode of travel is the private automobile, traversing an extensive network of roads and highways. Although Dover is a rural community, there are a number of connections to the New York metropolitan area. NYS Route 22 connects to Interstates 84 and 684 south of Dover, as well as the Harlem Line of Metro-North Railroad, all of which provide direct access to New York City. Transportation systems have a direct impact on growth within the Town by supporting economic activities that provide employment opportunities for residents of Dover.

## County Transportation Systems

### *Airports*

The 1993 Master Plan identified the Hudson Valley Regional Airport, located on Route 376 in the Town of Wappinger, as the only airport in the county with regularly scheduled commercial flights, providing direct service to Burlington, Vermont, White Plains and JFK airport in New York. However, with the growth of Stewart Airport, which is located approximately one hour from Dover in Newburgh, NY, the use of the Hudson Valley Regional Airport declined, and commercial flights ended in 2001. Now the airport is primarily used to provide corporate and other general aviation transportation services.

### *Passenger Rail*

Metro-North provides passenger rail transportation to Grand Central Station in New York City. The Town of Dover is unique in the fact that it contains two Metro-North train stations along the Harlem Line for each of its hamlets. The Harlem Line, which runs directly through the center of Town, stops at the Harlem Valley train station in Wingdale and then again in the center of the Dover Plains hamlet before continuing to its point of terminus in Wassaic. As of 2022, there are currently 13 trains on weekdays, four of which are through trains, and ten trains on weekends, one of which is a through train. For non-through trains, passengers must transfer at the Southeast station.

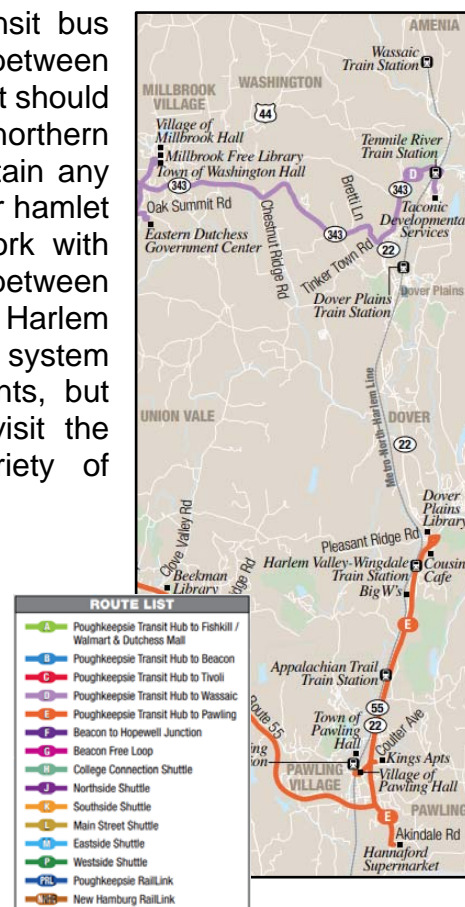
In addition to providing direct access to New York City and other downstate areas, each train station is centrally located within the two hamlet areas and maintain significantly sized parking areas. These parking areas are typically used for commuters transiting down to the City, but could also be used for free weekend parking or converted to offer ride-sharing service for nonresidents traveling up to visit Dover and the surrounding area. As weekend ridership continues to increase, the Town should work with Metro-North to explore this dynamic and work to develop a system that supports commuters traveling south, as well as tourists traveling north.

## Bus System

Dover is served by the Dutchess County Public Transit bus system, which as of 2022 provides public transit service between the hamlet of Wingdale and Poughkeepsie via Route E. It should be noted that another route, Route D, runs along the northern border of the Dover Plains hamlets, but does not contain any stops within the Town itself. As the Wingdale and Dover hamlet areas become more developed, the Town should work with Dutchess County to increase the availability of services between hamlets. In particular, the linking of the Dover Plains and Harlem Valley train stations to the Dutchess County Transit system would not only offer greater access to Town residents, but provide opportunities for tourist using the lines to visit the surrounding area, the result being a greater variety of transportation options for tourist.

## Ride Sharing

A fairly new concept in the transportation world, ride-sharing offers new opportunities for residents and visitors alike. Typically accessed through an app such as with Lyft or Uber, ride sharing allows people to directly call for a vehicle to bring them to a specific location. Differing from a typical taxi service, for which Dover has several, this particular sort of car hailing service is typically provided by local residents using their own personal vehicles.



Currently, Dover has very limited ride sharing options, as current ridership does not demand it. As the Town continues to grow and the hamlet areas become more developed, ride sharing will gradually become more feasible. This will not only expand transportation options for residents and tourist, but will also allow additional sources of revenue for local residents as they would be the most likely candidates to provide this service.

## Dial-A Ride

The Dial-A-Ride system is administered by the Dutchess County Division of Public Transit and their partners, North East Community Center (NECC), and provides special curb to curb transportation for persons unable to use the regular Dutchess County Public Transit bus service. Registration and reservations are required, with reduced fare for senior citizens. In order to use the Dial-A-Ride system, the rider must be a resident of Dover, Amenia, North East, Pine Plains, Millbrook and Stanford.



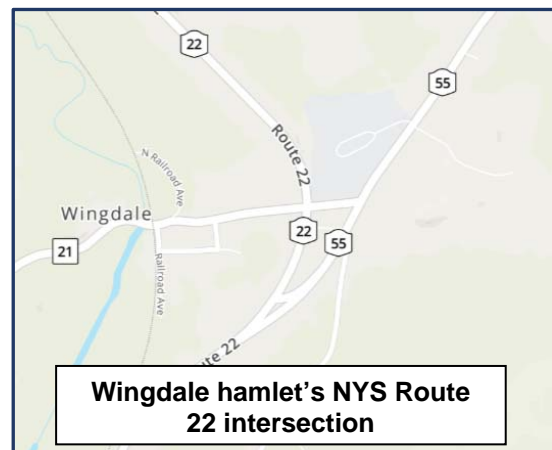
## Local Road and Highway Network

As previously mentioned, the primary mode of transportation within the Town and surrounding county is by private vehicles on public roads. These public roads are provided by various levels of government and perform different functions for their users. According to the 2017 Highway Mileage Report for New York State, the Town of Dover owns and maintains 63 center lane miles of roads. Dutchess County owns and maintains 23.32 miles of road in the Town. New York State has responsibility for the regional highway network, including 13.66 miles of road in Dover.

### *Function*

The functional classification of roads is related to their level of use and type of service they provide. An ideal system would separate the various functions so that regional needs do not conflict with local uses. Although roads may be designed for multiple functions, most can be included in one of three general categories: thoroughfares, collectors, and local roads. Thoroughfares are roads which provide for through traffic to areas outside the municipality and outside the county. They carry large volumes of traffic and are usually maintained by the state. Industrial or large-scale commercial activities with a limited number of access points are best suited to this type of road.

In Wingdale, there are two thoroughfares. NYS Route 22 runs north-south through the center of the Town, Route 21 and Route 55 split from Route 22 in Wingdale and heads east over the state border into Connecticut. Collector roads function to link areas in the municipality to one another and to major highways. They should serve to collect traffic from local roads and channel it to the larger highways. These roads typically provide the most appropriate locations for community facilities and larger residential developments. Roads that are used as collector roads



include Old Route 22 (CR 6), West Dover Road (CR 20), Wingdale Road (CR 21), Dog Tail Corners Road (CR 22), Chestnut Ridge Road (CR 24), Cricket Hill Road, and Dover Furnace Road (CR 26).

Local roads provide access to individual properties from the collectors and thoroughfares. They are not meant to carry through traffic, heavy truck usage, or large volumes of local traffic. Local roads serve detached single-family residential uses almost exclusively. These roads are generally maintained by the Town.

Generally, the Town should look into providing additional traffic improvements to main traffic arteries in the Town. In particular, the Town should work with the Department of Transportation to improve traffic patterns along NYS Route 22. This could be done by providing additional turning lanes or by providing additional signage. The Town



should also work with the County to provide improvements that not only help vehicle traffic along these routes, but pedestrian traffic as well. Enhanced sidewalks and pedestrian infrastructure could be provided in conjunction with road improvements. Studies should also be conducted regarding the installation of bicycle lanes within hamlet and residential areas.

### ***Traffic Volumes***

The amount or volume of traffic that a road carries is a good indicator of the importance of that road in the municipal or regional network. In Dutchess County, traffic counts are taken by the New York State Department of Transportation (NYSDOT) and the Dutchess County Transportation Council (DCTC) for the state and county roads, respectively. In addition, these agencies may also undertake special counts on local roads if requested by the municipality.

NYSDOT traffic volume information is expressed as average annual daily traffic (AADT), or the average (arithmetic mean) 24-hour traffic volume during the year. The Dutchess County Transportation Council (DCTC) maintains two-way traffic counts for all county roads.

### ***Town of Dover, New York Traffic Volumes State and County Roads***

Road	Study Location	Traffic Count (1)		Traffic Count (2)		Traffic Count (3)		Traffic Count (4)		Traffic Count (5)	
		Year	#	Year	#	Year	#	Year	#	Year	#
NYS Route 22	Rt. 343 to Rt. 55	2019	8,042	2015	6,957	2009	6,894	2002	7,644	2000	7,601
Country Route 6	NYS Rt. 55 to CR 26	2019	4,220	2016	4,492	2013	4,268	2010	4,386	2007	5,206
NYS Route 343	CR 6 CR 26 to Lime Kiln Rd.	2019	1,656	2017	1,799	2014	1,781	2011	1,596	2001	1,523
County Route 22	Rt. 55 to Berkshire Rd.	2019	2,251	2017	2,221	2014	2,206	2011	2,197	2007	2,564
County Route 22	Berkshire to Lake Ellis Rd.	2019	1,423	2017	1,717	2014	1,532	2011	1,906	2007	1,882
County Route 22	Lake Ellis Rd. to Connecticut Line	2019	978	2017	1,200	2014	1,053	2011	1,162	2007	1,165

Source: NYS Department of Transportation–Traffic Data View, Dutchess County Transportation Council–Traffic Data

Review of traffic counts listed above showed decreased or stable trends in traffic counts from 2000 to 2019. However, NYS Route 22 has seen an increase in traffic over the years. This is consistent with the current state of economy where residents of Dover work outside of the Town.

## Road Conditions and Improvement Plans

### *State and County Roads*

State roads and bridges in the Town are maintained according to federal standards adhered to by the New York State Department of Transportation. County roads are maintained by the Dutchess County Department of Public Works. Snow removal and road repair for State and County roads are performed by the NYSDOT and Dutchess County Department of Public Works, respectively.

### *Town Roads*

The Dover Highway Department is responsible for the maintenance of the Town's 63 center lane miles of road. Roadways tend to vary in size and conditions and require regular maintenance, such as snow removal, routine road repair, regular vegetation trimming, drainage improvements, bridge inspections, and various other jobs related to their sustained use.

In addition to their regular maintenance activities, the Town should explore new methods that would provide greater flexibility in assessing, repairing and improving roads within their jurisdiction. One example would be the development of an *Annual Conditions Survey* for all roadways in the Town of Dover. This document would provide an updatable database for all roadways and can be used to assess existing conditions, speed limits, date of previous improvements/maintenance, and any additional information that could contribute to roadway improvements.

Another recommendation would be the implementation of road maintenance districts, which could be used in future and existing subdivisions to help mitigate the cost of sustained use of a roadway. In these circumstances, residents can have a certain portion of their taxes set aside specifically for the maintenance of their serving roadway. Not only would this create a pool of funds for a specific project, but would also be favorably viewed by residents, as taxes can be directly linked to improvements.

These are two of a variety of methods that could be implemented to enhance Dover's existing and future roadways. While the majority of roads within the Town are in good condition, it is important for the Town to continue maintaining and working to improve all available infrastructure.

### *NYS Route 22*

NYS Route 22 is the primary north-south highway in Eastern Dutchess and is the predominant road in the Town of Dover. The route starts at the southernmost boundary of the Town and continues to its northernmost boundary. The road connects Dover's Wingdale and Dover Plains hamlets and provides an efficient avenue of transportation for the Town. Not only are the traffic volumes well above any other roadway in the Town, but Route 22 also carries a considerable amount of heavy truck traffic directly through the two hamlets. When providing improvements to existing

roadways, special consideration should be made in regards to NYS Route 22, as it provides the bulk of commercial traffic through the Town and is the primary roadway that residents use for their commutes.

### ***Pedestrian Connection***

As stated in earlier sections, transportation as referred to in this chapter does not only pertain to cars and trains, but pedestrian infrastructure as well. While road infrastructure will always remain important, it is equally important for the Town to continue to improve and expand pedestrian access, especially within its Dover Plains and Wingdale hamlets. *Sidewalks, bike paths, crosswalks, street lighting, public parking, opens spaces, signage, etc.*, are all important components in developing accessible pedestrian areas.

Emphasizing the presence of not one, but two separate train stations, Dover should work to provide better pedestrian infrastructure in and around these areas. In general, these areas should seamlessly tie into the hamlet areas, which are traditionally viewed as the heart of any township and also the location of the bulk of business activities. By continuing to provide updates and expand pedestrian infrastructure in these areas, the Town would actively be promoting greater commercial foot traffic in the areas most appropriately suited for it. One example of a hamlet area that would benefit from pedestrian infrastructure is the Dover Stone Church.

*Dover Stone Church* is one of the busiest attractions in the Town, and is also centrally located within the Dover Plains hamlet. The attraction brings scores of walkers and hikers from around the county and other regions to view its historic cave and falls. The site is readily accessible by people who are aware of where it is, but can be a difficult attraction to promote, due to inadequate signage, poorly defined public parking, and aging sidewalks, which connect the site to parking areas and, most notably, the Dover Plains train station.

Outside of the hamlet areas, the towns numerous suburbs would also greatly benefit from enhanced pedestrian infrastructure. Greater connectivity to open spaces, such as Boyce Park or JH Ketcham Memorial Park, could be explored which would allow residence access to these areas without motor vehicles, such as by walking trails or bike paths. This would not only make the areas more accessible to a larger range of people, but also promote a healthier lifestyle. The same can be said for providing street lighting and walking areas in residential areas. Or installing signage and parking for little know/used open space, like the Great Thicket. While not all areas require the same level of pedestrian infrastructure, it is important that it be promoted and improved in order to continue providing opportunities for as many people.

### ***Alternative Fuel/Electric Vehicles***

As traditional gasoline gives way to alternative forms of fuel, the Town should ensure that provisions are made so that the transition is seamless. While design and zoning provisions for traditional fuel stations, such as gas and diesel engines, are well

documented, the contrary can be said for alternative fuels. It is important for the Town to ensure that its transportation corridors can easily accommodate these new forms of fueling, or be prepared for the gradual transition of existing stations.

The ability to adapt to the rapidly changing forms of fuel is important for ensuring that all forms of transportation within the Town remain viable, but also to promote the idea that the Town is open and supportive of these new technologies. As alternative and electrically fueled vehicles grow in popularity, so do the number of support industries. Manufacturing facilities for these vehicles will be located in areas that support these industries. As will repair shops, dealerships, and other related facilities. Additionally, the people who own these types of vehicles will only visit the areas that can accommodate them, as not all areas and townships are supportive of this change.

### ***Moving Dutchess Forward***

In addition to enacting their own initiatives, The Town of Dover should look work with Dutchess County Transportation Council (DCTC) to Implement Moving Dutchess Forward”, which is a long term plan developed by DCTC to improve the areas existing transportation system. Developed in 2020, the plan provides a 25-year strategic vision for improving all aspects of the County’s transportation system as it pertains to driving, walking, bicycling, public transit, and all methods people use to get from Point A to Point B.

As outlined in the plan, which can be found on [MovingDutchessForward.com](https://MovingDutchessForward.com), the plan includes recommendations to make the existing transportation system safer, more reliable, resilient, and equitable. The plan also outlines four goals which it hopes to achieve as it gets implemented, which include:

- 1. Prepare a transportation system that can anticipate and adapt to changes in the population, economy, technology, climate, and travel behavior.*
- 2. Provide safe and convenient access for all people to housing, jobs, goods, services, and recreational amenities, regardless of age, ability, race, income, or mode of transportation.*
- 3. Promote smart transportation and land use policies and practices to remove barriers to access and support economic opportunity, environmental preservation, and improved quality of life.*
- 4. Make transformative investments in our regional transportation system while maintaining fiscal constraint and leveraging private investment.*

As the Town makes its own improvements to their transportation infrastructure, they should regular refer to the Moving Dutchess Forward Plan and representatives of DCTC, to ensure each other’s goals align with one another.

## Summary and Implications for Planning

Due to its rural nature, especially when compared to more urban towns, such as Poughkeepsie and Fishkill, the personal automobile remains the most efficient and direct way of travel for Dover residents. While this is the standard for the majority of communities within Dutchess County, Dover residents also have the unique privilege of having a variety of transportation options to choose from.

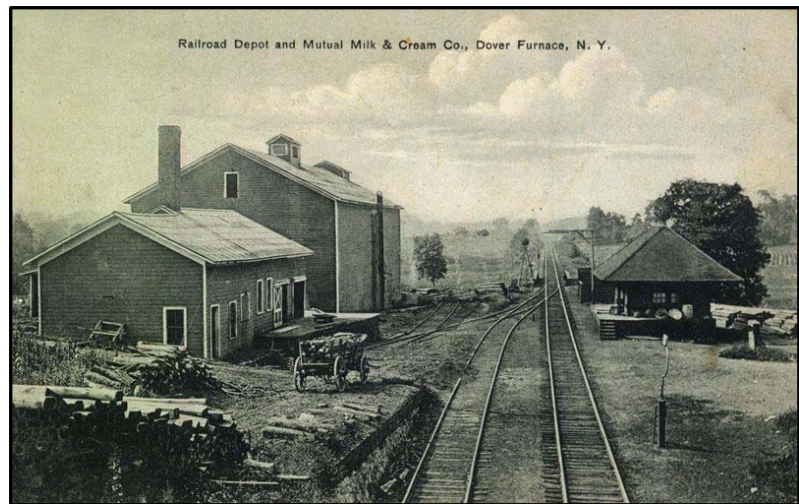
Dover remains a predominantly rural town, especially when compared to some of Dutchess County's more urban areas. As such, the primary mode of transportation of Dover residents is the use of personal vehicles, such as cars and trucks. While personal vehicles are the predominant source of transportation, Dover is also different when compared to other towns in Dutchess County as it boasts many alternatives to the personal vehicle by offering an abundance of travel options and opportunities that cater to a variety of people and their needs. The presence of public transit options, such as the existing train stations and bus routes, offer a variety of transportation options for the Town's residents. When the Town begins planning for improvements, they should continue to improve for the predominant form of transportation, personal vehicles, but also look into expanding on the abundance of other forms of transportation that are present in the area.



## Historic Preservation

Dutchess was established as a county in 1683. The Beekman Patent, granted in 1703, covered most of the present towns of Pawling and Dover, all of present Union Vale and Beekman, and half of present La Grange.<sup>1</sup> In 1731, the “Treaty of Dover” was signed at Richard Sackett’s, settling a dispute between New York and Connecticut over land at the mouth of the Byram River. That land was given to Connecticut, while “Equivalent Lands” were ceded to New York along the border, a strip of land roughly 1.8 miles wide, known by its shape as the Oblong Patent.<sup>2</sup> In 1719 the county was divided into three wards: North, Middle, and South, with what is presently Dover falling in the Middle Ward. Precincts were formed in 1737, with the Beekman Patent and the adjacent part of the Oblong becoming Beekman Precinct. In 1768 Beekman was divided, with the area that now comprises the towns of Pawling and Dover taken off to form Pawling Precinct. In 1788 towns were formed, with Pawling Precinct becoming the Town of Pawling. In 1807 Dover was taken off from Pawling to become a new town.<sup>3 4</sup> This last piece of the formation is the part most familiar to current residents. Today the town has two hamlets that grew up around the two surviving post offices: Dover Plains, formerly called Pawlingstown or Paulingstown, and Wingdale, formerly Wing Station.<sup>5</sup>

Richard Sackett resided north of the town line in Wassaic.<sup>6</sup> He was the first to use the name Dover. It had been theorized that this was due to the lime deposits reminding him of the White Cliffs of Dover near his home in England.<sup>7</sup> <sup>8</sup> While it may be true that the name alluded to Dover in England, the Sackett family was more recently from Connecticut. Richard



Richard Sackett’s great grandfather was John Sackett the Colonist and founder of the New Haven branch of the Sackett family. He came to New England, from Bristol, England, with his brother Simon, on the ship Lyon, in the winter of 1630-31. He brought with him his son, John Sackett, Jr., who at the time was about three years of age.<sup>9</sup>

Over the decades, Dover has seen many economic drivers come and go: wheat farming, marble and limestone quarries, iron furnaces, dairy farming, cattle droving, tourism, and hospitality with many inns and taverns. One could say that the defining quality of Dover’s economic history is not any one thing, but rather the ability to reinvent itself anew in response to changing needs.



## Historic Preservation

The 1993 Master Plan identified the importance of preserving and enhancing local historic resources. Safeguarding the Town's historic, aesthetic, and cultural heritage promotes the use of landmarks and historic sites for education and pleasure of townspeople, fostering civic pride. Attracting tourists and visitors will stimulate business, industry, and strengthens local economy.

Historic preservation is often regarded as that of preserving or restoring an architectural structure or making rigid guidelines for historic districts. This approach fails to recognize other forms of preservation, such as recognition of the contextual relationships between surrounding buildings or intact commercial streetscapes and clusters of older buildings that can be designated historic districts. Equally important are scenic or culturally significant features like stone walls, outbuildings, dams and mill ponds, mature stands of trees, and historic landscapes, especially when these elements form a continuous pattern, they can be incorporated into districts or designated scenic road corridors. Historic preservation also means the sensitive design of new or rehabilitated buildings in areas of historical or architectural significance.

## Protection Measures

Currently, Dover's historic sites have little formal protection. The 1993 Master Plan had recommended the formation of a Landmarks Preservation Committee, but one was never established. Nomination to the National Register primarily provides honorary recognition, but it can also perceptually change attitudes toward significant structures and districts and give credibility to preservation efforts. There are several other significant advantages attached to a National Register property, including:

- 1. Registered properties and properties determined to be eligible for the Register receive a measure of protection from federal and/or state sponsored or assisted projects. For example, National Register properties that may be affected by state or federally funded road widening projects are subject to an extra level of review to avoid negative impacts.*
- 2. Projects involving registered properties often receive higher priority ratings for state and federal grants.*
- 3. Tax incentives for preservation, established by the Tax Reform Act of 1986 (PL 99-514; Internal Revenue Code Section 47 [formerly Section 48(g)]), are available for qualifying rehabilitation projects on commercial, industrial, or rental National Register properties.*

A listing does not place control on registered properties. Owners may sell, alter, or dispose of their property as they wish, although there are a few instances in which restrictions may be attached to National Register properties. For example, if an owner applies for a state or federal grant, the project funding is subject to review for consistency with the historic character of the property. This in no way limits what may be done with or to the property, only whether or not government funding of the project is appropriate. Also, under the *State Environmental Quality Review Act (SEQR)*, proposed actions on or adjacent to National Register-eligible properties that are subject to agency or local board approvals are considered Type I actions and require a more comprehensive review for significant impacts. This generally is viewed as an additional layer of protection for investments made to preserve that property, rather than a limitation on the use of the property.

There are other historic preservation techniques, ranging from the power of persuasion through educational campaigns to the outright purchase of critical important historic sites by not-for-profit groups, such as the purchase of the Tabor-Wing House by the Dover Historical Society, and later sale to the town of Dover. Such purchased property can be adapted for public use or restored and resold with protective deed restrictions through a revolving preservation fund. The most comprehensive protection measures are regulatory in nature. These can only be implemented by local governments, during site plan review by the Planning Board, or often through the creation of a landmark provision or overlay zone in the town zoning law. Specific ordinance language should be based on a thorough field study and designation process. Due to the diversity of Dover's historic properties and the town's historic sites not being geographically condensed, most of these regulatory protections are not appropriate for Dover.

Since the register nomination process can take years and offers only limited protection from state and federal actions, the Town should consider local measures to protect and preserve its historic resources. Challenges exist with this approach, as many property owners do not have the necessary resources to preserve or restore their buildings with a strict adherence to historic preservation.

The Town should also explore the creation of local design guidelines, and encourage architectural consulting for building permits in the hamlet areas on properties that are visible from defined streets in order to preserve the diverse styles found throughout the Town. This is not meant as a full Planning Board Review process, but an incentivized analysis to provide guidelines to encourage compatibility with nearby historical architectural styles.

### ***Dutchess County Historic Survey***

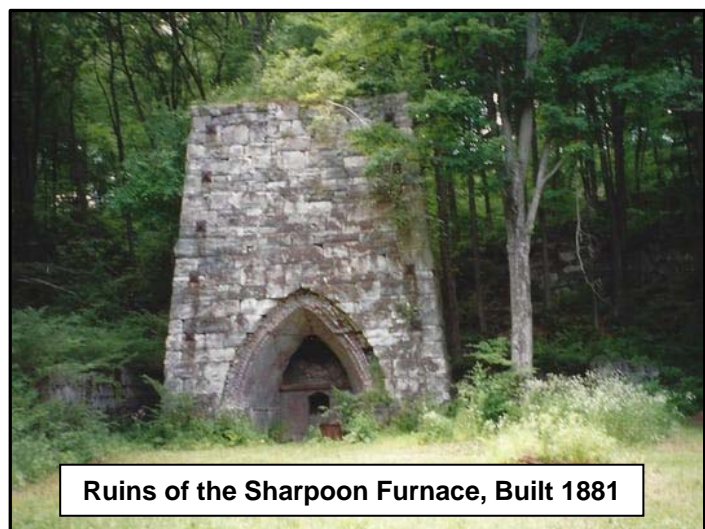
In 1986 the Dutchess County Department of Planning commissioned the Dutchess County Historical Society to conduct a countywide historic survey. The primary purpose was to identify and document all areas of the county that had not yet been comprehensively surveyed, using *New York State Historic Preservation Office (SHPO)* inventory forms, photographs, and maps.

The guidelines used standards for nomination to the National Register of Historic Places, although intact structures or sites of specifically local historic interest were also considered to meet the inventory criteria. Historic resources such as buildings, stone walls, bridges, cemeteries, historic landscapes, scenic views, and potential archeological sites were coded and mapped. All principal structures over 50 years old were color-coded according to architectural integrity and significance. Those that were considered sufficiently intact and distinctive in terms of architectural style or known historical importance to the community were documented with inventory forms and photographs. These structures are not necessarily eligible for the National Register but warrant further historic research to determine if they merit nomination.

The Town of Dover's preliminary survey was completed in 1988 and field checked in 1990. Over 120 sites were identified as potentially significant and worthy of serious consideration during any future planning review process. Further review should still be undertaken; moreover, since it has been more than twenty-five years since the original survey was conducted, the current status of the identified structures needs updating. In addition, some structures that may not have been previously considered because of their age may now be eligible.

Many of the sites identified by the Dutchess County survey relate to Dover's history of commerce and industry. During the early 1800s, the Harlem Valley was a major route for drovers who brought livestock from Vermont and other northern states through Dutchess County on route to the slaughterhouses in New York City. Because this practice brought a constant flow of people and animals through Dover, inns began to be established along the route. One such business, Old Drover's Inn, originally called John Preston's Inn, still stands at the intersection of Duncan Hill Road and Route 6. Old Drover's Inn was built in 1750, with a major addition added in 1805.<sup>10</sup> The inn has been beautifully restored and now operates as a restaurant, bed and breakfast inn, and event venue.

The iron industry, which flourished in the Town during the nineteenth century, was one of the most important industries in Dover. Two of the very few remaining furnaces in Dutchess County are in Dover. Perhaps the most well-known and certainly the best preserved of these furnaces is the Sharparoon furnace, located on Ore Bed Road. This furnace was built in 1881, using marble mined in the Harlem Valley, by the South Boston Iron Company, which was



located in the nearby hamlet of Dover Furnace.<sup>11</sup> White's furnace is also located in the Dover Furnace area, on the south side of Ridge Road, 4/5 mile east of Cooperstown Road. White's furnace was part of the Dutchess County Iron Works.<sup>12</sup>

Other early industrial sites with local historic significance include abandoned quarry and mill sites, such as the Marble Works in Dover Plains, Ketcham's Marble Mill, Platt Quarry, Preston Quarry, the Burton Brook saw mill site, Reagan's Mill in South Dover, Preston's Mill in Webatuck, and the Bridgeport Iron Works and saw mill. Six additional sites around Dover have also been identified for potential archeological research.

In addition, the survey identified concentrations of intact historic structures on Mill, Market, and Railroad streets in Dover Plains, as well as the Harlem Valley Psychiatric Center, as potential candidates for historic district nominations. As part of the State Environmental Quality Review Act (SEQRA) review of the Knolls of Dover project, the Harlem Valley Psychiatric Center (HVPC) was evaluated for eligibility for listing on the National Register of Historic Places. This review found that several buildings met the requirements for listing, including two of the I-buildings, the Administration building, the Storehouse, the Power Plant, the U-building north of Wheeler Road, the Director's Residence, Smith Hall, and some of the smaller staff residences. In addition, the large campus buildings are clustered along the Route 22 frontage, maintaining the site's historic presence along this roadway and preserving the key public historic visual component of the former HVPC facility.

In 2011, Dutchess County integrated the 1986 survey into its internet map viewer, GeoAccess. This online tool allows the public to examine the Historic Resource Survey and view the original maps and detailed notes. It also allows the public to view specific information about a property or landscape feature.

## Summary and Implications for Planning

The 1993 Master Plan identified as the main goal of Dover's future the enhancement of the Town through planning, preservation of architecture, planting of trees and shrubs, and improving the economic and cultural needs of the community. Since that time, the Town has preserved and enhanced numerous significant sites such as, the Tabor Wing House, the Dover Stone Church, and the First Baptist Church. These sites will continue to endure and provide important cultural landmarks for Dover. The Town will continue working to preserve other significant cultural and community sites, ensuring that the Town's historical past continues to influence its future.

As the Town continues to grow, so does the importance of its history in shaping its growth. The Town should look to its historic structures and cultural sites to influence the design and intent of future projects, both public and private. Dover's history and culture of agriculture and resource-based land use should be recognized and promoted. Today, farms are one of our top attractors as we position Dover as a destination and as such every effort should be made to support their economic viability as an industry.

While the Town's historic and rural land uses should be preserved and enhanced, so too should its two hamlet areas. The Dover and Wingdale hamlets contain the majority of the Town's historic and culturally significant structures. These areas also contain the infrastructure that would further promote the hamlets historic use and character. As the Town continues to evolve, these areas should continue to be promoted and serve as the Town's historical center.

---

<sup>1</sup> Hasbrouck, Frank. *The History of Dutchess County New York*, hereinafter referred to as Hasbrouck. Poughkeepsie, NY: S. A. Matthiew, 1909. 34

<sup>2</sup> Doherty, Frank J., *The Settlers of the Beekman Patent, Dutchess County, New York, An Historical and Genealogical Study of All the 18<sup>th</sup> Century Settlers in the Patent*. Pub. by Frank J. Doherty, Pleasant Valley, NY. 14 Volumes, ongoing, 1990+ Vol 1, 54-57

<sup>3</sup> Hasbrouck, 43, 60, 64

<sup>4</sup> Koehler, Linda. *Dutchess County, NY Churches & Their Records, An Historical Directory*. Rhinebeck, NY: Kinship, 1994. 11-12, 29-30, 75, 137.

<sup>5</sup> Ibid 75, 137

<sup>6</sup> Charles H. Weygant, *THE SACKETTS OF AMERICA: Their Ancestors and Descendants 1630-1907* (Newburgh, NY; 1907), Hereinafter referred to as Sacketts of America. 58.

<sup>7</sup> Hearn, Donna P. *Images of America: Dover*. Arcadia Publishing, 2008. 9

<sup>8</sup> Ghee, Joyce C. & Spence, Joan. *Images of America: Harlem Valley Pathways Through Pawling, Dover, Amenia, North East, and Pine Plains*. Arcadia Publishing, 1998. 31

<sup>9</sup> Sackets of America. 14, 19, 29, 55

<sup>10</sup> Town of Dover Historical Society. *A History of Dover Township, Second Edition*. Millerton, NY: Moore & More Printing. 2019. 30-31

<sup>11</sup> Ibid. 54

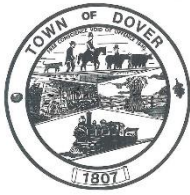
<sup>12</sup> Dutchess County Historical Survey of 1986, Dover pdf site #74A

# **SUPPORTING DOCUMENTATION**

- **Fall 2017 Community Survey: Your Voice in the Future of Dover, by Town of Dover, dated November 2017**
- **Implementation Matrix**







## Report on Town of Dover Comprehensive Plan Update

### Fall 2017 Community Survey: “Your Voice in the Future of Dover”

#### Survey Conducted from September to November 2017

<b>Survey development and data entry</b>	CPU Committee review with assistance of SUNY Albany summer intern (graduate student in Masters of Regional Planning Program)	
	Print-based survey data entered by Maplebrook School student intern	
	On-line survey participants responded to 8 Likert Scale questions, one open-end response question and 4 optional demographic questions	
<b>In-person outreach to:</b>	Town of Dover employees Town of Dover Senior Recreation Program participants Dover Community Day Distributed at Town-hosted “DC Government on the Road” meeting printed copies available at Dover Town Hall throughout survey period Distributed at Dover School District	
<b>Web-based outreach:</b>	email outreach with weblink to town-related boards/committees publicized on Town of Dover FB page and Town website weblink posted on Dover Plains-Wingdale Community FB page	
<b>Response Data:</b>	421 Respondents (print and online) 7 minutes completion (typical time spent for online completion)	
<b>Respondents’ Residence:</b>	Dover Plains 49%; Wingdale 48%; Other: 3%	
<b>Age Ranges:</b>	Under 21 yrs.: 19% 21-39 yrs.: 20% 40-49 yrs.: 19% 50-59 yrs.: 24% 60 yrs. and above: 18%	
<b>Length of Residency:</b>	15+ yrs.: 70%; less than 15 yrs.: 30%	
<b>Employment Information: (multiple choices available)</b>	Work in Dover:	20%
	Work outside Dover:	45%
	Student:	20%
	Dover Business Owner:	4%
	Retired:	14%
	Employed Full-time:	38%
	Employed Part-time:	8%
	Unemployed/Other:	14%

### Initial Demographic findings:

- US Census Quick Facts Dover 2016 population: 8424  
(24% of population under age 18; 3510)- full respondent sample is approximately 4,914

**Survey respondent rate: 8.5%**    **421** respondents of 4,914

**Response rate:** less than optimal but above level to reliable findings)

According to SurveyMonkey calculations, a minimum of **357** respondents provides sufficient data for a sample of 4,914 with 95% confidence rate and 5% margin of error (that **results are reliable to represent statistical significance at this response rate level**)

- Data from **Dover Plains and Wingdale residents are evenly represented** in the data.
- **Diversity in responses based on residents' age ranges are represented across the data** (approx. 20% in each range except for 50-59 yrs. at 24%).
- **Perceptions of current Dover business owners are NOT well represented in these data** (suggest a focus group of business owners be conducted to address this)
- **Dover residents with residency less than 15 years are NOT well represented in these data** (suggest a focus group be conducted to address this).

### Question 1: How Important are these Issues to Future Growth and Development? (9 choices)

- # 1: 80% (337 responses): Development of vacant and abandoned properties
- # 2: 72% (301 responses): Quick approvals for commercial development
- # 3: 72% (296 responses): Incentives for new commercial development

Other issues: Open Space, Recreation and Tourism (67%); Historic preservation (66%); Recreational facilities (62%); Hamlet sidewalks (61%); Social Services (55%); Green Technology (55%).

### Question 2: How Important Are the Following Housing Issues for Residents? (5 choices)

- # 1: 78% (315 responses): Reduce vacant and abandoned properties
- # 2 51% (207 responses): Single family housing

Other issues: Adult/Active senior living (47%); Apartments (35%); Condos (29%)

**Question 3: How Important are These Transportation Improvements?  
(5 choices)**

- # 1: 55% (229 responses): Building or upgrade Dover Plains and Wingdale hamlet sidewalks**
- # 2: 44% (181 responses): Promote use of Town's Dial-A-Ride Services**

Other choices: Car rental/zip cars (30%); Park 'n Ride (28%); Workforce Ride Share (27%).

**Question 4: Which of the Following Actions Would Help Increase Local Business Development?  
(5 choices)**

- #1: 53% (218 responses): Business/hamlet district redevelopment incentives**
- #2: 52% (213 responses): Zoning with expedited reviews for permitted uses**

Other choices: Town-hosted social media and promotional events (45%); Town business directory (34%); Chamber of Commerce (34%)

**Question 5: What Types of Businesses Would You Like to See More of in Dover?  
(12 choices; multiple choices accepted)**

- # 1: 95% (396 responses): Grocery Store**
- # 2: 70% (292 responses): Entertainment Venue (Theatre, Art Gallery)**
- # 3: 58% (244 responses): Health care/Medical Care/ Urgent Care**

Other choices: Professional Office (Medical/Dental/Legal) (50%); Hospitality (B&B; Brewery) (50%); Specialty Retail (43%); Light Industrial/Manufacturing (36%); Renewable Energy (36%); Service Businesses (35%); Farm-related (33%); Tourism-based Business (31%); Home-based Businesses (23%)

**Question 6: Which Community Resources Would Improve Overall Quality of Life?  
(6 choices)**

- # 1: 70% (283 Responses): Community Center**
- # 2: 67% (271 responses): Town Sports/Recreational Facility**

Other Choices: Veterans' Services (49%); Home Health Services (41%); Senior Citizen Housing (40%); Social Service Program (37%)

**Question 7: Reasons Why You Choose to Live in Dover?**  
**(6 choices)**

**# 1: 61% (248 responses): Natural Beauty**

**# 2: 60% (234 responses): Housing Cost**

Other Choices: Sense of Community (53%); Rural Character (48%); Businesses (43%); Town size (36%)

**Question 8: Preference of Where to Get Community News/Events**  
**(6 choices)**

**#1: 66% (270 responses): Town Facebook page**

**#2: 63% (257 responses): Town website**

Other choices: Harlem Valley/Dover online news (50%); Town printed newsletter (47%); Town-hosted email list serv (25%); Dover TV (23%)

**Question 9: (Open-ended question)- Enjoy Most and Wish Were Different About Living in Dover**

**Enjoy Most-** 322 responses

- 103 Natural Beauty/Rural Character
- 94 Sense of Community
- 14 Schools

Other comments (not in order of preference): low taxes; light traffic; town history; Recreation programs; housing costs; people/neighborhoods; affordability.

**Wish Were Different-** 350 responses

- 150 Grocery store/ More shopping and retail
- 60 “More things to do” locally (entertainment, recreation, diversions for youth, teens, seniors)

Other comments (not in order of preference): better overall town appearance and regional perception; less racism and public discord; concerns about certain land use developments; more jobs.

## Goals and Action Items

### Implementation Matrix

**1.0 Community Values and Character:** Enhance the character of Dover, improve the sense of community among its residents, and encourage interaction between different age and interest groups in the decision-making process.

Action Item (AI)	Last Assessed	Completion Date	Description	Priority	Responsible Party	Comments
AI 1.1:	2/10/2022	-	Make changes in policy or to specific planning related documents using input gathered from Town residents. Surveys and other polling tools should be utilized prior to making community changes.	High	Town Board	
AI 1.2:	2/10/2022	-	Work to increase a sense of community throughout the different hamlets of Dover.	Medium	Planning Board, Community Committees	
AI 1.3:	2/10/2022	-	Focus on increasing the quality of life for its residents based on the wants and needs of community members.	Medium	Town Board	
AI 1.4:	2/10/2022	-	4. Develop a uniform method of receiving and responding to community comments and concerns including newsletters, email lists, website, Dover TV, and other technology formats.	Medium	Town Board, Information Tech.	
AI 1.5:	2/10/2022	-	Develop new events and programs that would increase pride and participation within the community, as well as further enhance the Town's character.	High	Town Board	
AI 1.6:	2/10/2022	-	Work to increase community involvement at community functions, such as Town meetings, community events, and other public functions.	High	Town Board, Community Committees	
AI 1.7:	2/10/2022	-	Explore increasing residential access to community functions through a variety of methods, including televised/internet-based broadcasting and other similar forms of telecommunication.	Medium	Town Board, Information Tech.	
AI 1.8:	2/10/2022	-	Work to develop outreach programs, with the focus of engaging the communities' more vulnerable populations.	Medium	Town Board	

## Implementation Matrix



## Goals and Action Items

**1.0 Community Values and Character:** Enhance the character of Dover, improve the sense of community among its residents, and encourage interaction between different age and interest groups in the decision-making process.

AI 1.9:	2/10/2022	-	Develop a Community Stakeholder List	Low	Town Board, Recreational Dept.	
AI 1.10:	2/10/2022	-	Develop and maintain a local inventory of protected sites.	Low	Town Board, Recreational Dept.	
AI 1.11:	2/10/2022	-	Develop and maintain a local inventory of publicly accessible sites (Boyce Park, Dover Stone Church, Appalachian Trail, NYSDEC Fish Access, various Preserves, etc.)	Medium	Town Board, Recreational Dept.	
AI 1.11:	6/29/2022	-	Foster economic growth for local residents and community support for locally owned business.	Low	Town Board, Recreational Dept.	
AI 1.12:	6/29/2022	-	Support projects that provide the goods and services needed by residents on a normal basis.	High	Town Board, Planning Board	
AI 1.13:	6/29/2022	-	Develop physical marketplaces within the Hamlets where the community can meet, shop, and exchange ideas.	High	Town Board, Planning Board	

## Implementation Matrix

### Goals and Action Items

**2.0 Demographics & Economic Development:** Promote population and economic growth, pursue initiatives to retain the younger (20-44) age group, prepare for an increase in elderly residents in the near future, work to increase education attainment levels, increase the viability of existing business while attracting new forms of employment to the area, especially along the Route 22 corridor, and preserve the natural beauty outside of the Route 22 corridor for resource and agricultural industries.

Encourage economic opportunities that provide a stronger employment base such as a supermarket, general retail, and an office park to meet the needs of the residents, while remaining consistent with the rural character of the Town.

Action Item (AI)	Last Assessed	Completion Date	Description	Priority	Completion Status	Comments
AI 2.1:	2/10/2022	-	Explore ways to retain the younger age groups (18-30 yrs.) by including outreach programs to attract industries appealing to this demographic such as tech and medical fields. This may include increasing the availability of housing to help retain a younger generation of residents and local workforce.	High	Town Board, Planning Board	
AI 2.2:	2/10/2022	-	Give special consideration to developing housing opportunities for the 65+ population of the community, whose numbers have been steadily increasing.	High	Planning Board	
AI 2.3:	2/10/2022	-	Promote local businesses to reduce unemployment rates and raise income levels to match surrounding municipalities.	High	Town Board, Chamber of Commerce	
AI 2.4:	2/10/2022	-	Streamline zoning regulations and approval process to attract new business, including those specifically needed by the residents, such as a supermarket and general retail.	High	Planning Board	
AI 2.5:	2/10/2022	-	Work to increase amenities and opportunities for the existing 65+ population. This could involve the expansion of senior living centers, an increase in elderly-friendly activities, and a reevaluation of emergency services.	Medium	Planning Board	
AI 2.6:	2/10/2022	-	Encourage development of active adult (55+) communities.	Medium	Planning Board	

### Implementation Matrix

## Goals and Action Items

**2.0 Demographics & Economic Development:** Promote population and economic growth, pursue initiatives to retain the younger (20-44) age group, prepare for an increase in elderly residents in the near future, work to increase education attainment levels, increase the viability of existing business while attracting new forms of employment to the area, especially along the Route 22 corridor, and preserve the natural beauty outside of the Route 22 corridor for resource and agricultural industries.

Encourage economic opportunities that provide a stronger employment base such as a supermarket, general retail, and an office park to meet the needs of the residents, while remaining consistent with the rural character of the Town.

AI 2.7:	2/10/2022	-	Support the diversity of people within the town to ensure equal social and economic opportunities for all groups.	Medium	Town Board, Chamber of Commerce, Community Committees	
AI 2.8:	2/10/2022	-	Focus development along Route 22 and within the hamlets especially areas surrounding the two existing Metro-North train stations. The Town should refer to the Route 22 Opportunities Analysis, completed by Pace University's Land Use & Law Center and Kevin Dwarka LLC.	High	Planning Board	
AI 2.9:	2/10/2022	-	Preserve existing natural resources while allowing flexible business models that increase the viability of agricultural and tourism practices.	Medium	Planning Board	
AI 2.10:	2/10/2022	-	Promote outdoor and cultural heritage tourism.	Medium	Community Committees, Planning Board	
AI 2.11:	2/10/2022	-	Improve the viability of businesses to attract higher paying industries ultimately increasing the median income for the town residents.	Medium	Chamber of Commerce	
AI 2.12:	2/10/2022	-	Encourage the reorganization of a Chamber of Commerce to give local business a voice within the Town, ensuring that local business concerns are heard and addressed.	Low	Chamber of Commerce	
AI 2.13:	2/10/2022	-	Market the Town's location as a destination for people commuting to downstate areas for work.	Medium	Town Board, Planning Board	
AI 2.14:	2/10/2022	-	Explore utilizing a marketing specialist to highlight the Town as tourist/travel destination.	Medium	Town Board	
AI 2.15:	2/10/2022	-	Track and plan for future population growth and develop services as a result.	Low	Assessor	

## Implementation Matrix

## Goals and Action Items

**2.0 Demographics & Economic Development:** Promote population and economic growth, pursue initiatives to retain the younger (20-44) age group, prepare for an increase in elderly residents in the near future, work to increase education attainment levels, increase the viability of existing business while attracting new forms of employment to the area, especially along the Route 22 corridor, and preserve the natural beauty outside of the Route 22 corridor for resource and agricultural industries.

Encourage economic opportunities that provide a stronger employment base such as a supermarket, general retail, and an office park to meet the needs of the residents, while remaining consistent with the rural character of the Town.

AI 2.16:	2/10/2022	-	Support economic growth within the Town's hamlet areas, which will help preserve the historic character of the town while increasing the economic viability for local storefronts and businesses	Medium	Planning Board, Chamber of Commerce	
AI 2.17:	2/10/2022	-	Encourage higher density development within the Town's Wingdale and Dover hamlets, to cater to a wide variety of residents.	High	Planning Board	
AI 2.18:	2/10/2022	-	Promote a diversity of educational opportunities such as trade school initiatives, postsecondary education degrees, and apprenticeship programs to support local business.	Low	DUFSD	
AI 2.19:	2/10/2022	-	Develop strategies to attract new residents to the area while working to retain current residents.	Low	Town Board, Chamber of Commerce, Community Committees	
AI 2.20:	6/29/2022	-	Develop strategies to encourage new business development and entrepreneurship among local residents.	Low	Town Board, Chamber of Commerce, Community Committees	

## Implementation Matrix

### Goals and Action Items

**3.0 Housing:** Provide a broad range of housing options for all present and future town residents, including young people, families with children, the elderly, upper income residents, and households who earn less than the median income.

Action Item (AI)	Last Assessed	Completion Date	Description	Priority	Responsible Party	Comments
AI 3.1:	11/10/21	-	Focus on developing mixed-use housing initiatives and encourage walkable residential neighborhoods by providing quality walkways, sidewalks, and increase ADA accessibility.	High	Town Board, Planning Board	
AI 3.2:	11/10/21	-	Promote homeownership, explore alternative housing options, and provide improved rental opportunities for residents.	Medium	Town Board, Planning Board	
AI 3.3:	11/10/21	-	Expand the availability of multi-family residential structures to provide additional choice.	Medium	Planning Board	
AI 3.4:	11/10/21	-	Promote mixed use development and walk up apartments in existing and proposed developed areas by increasing housing density within hamlets areas to help attract new walkable residential projects.	High	Planning Board	
AI 3.5:	11/10/21	-	Explore initiatives to increase housing options for senior citizens and young adults. The predominance of single-family homes limits housing options for these two groups, which are less likely to have the means or mobility to maintain single-family homes.	Low	Town Board, Planning Board	
AI 3.6:	11/10/21	-	Create initiatives that would allow the town to revitalize blighted and decaying residential structures and work to establish policies that will promote their restoration and re-occupancy.	Low	Town Board	
AI 3.7:	11/10/21	-	Develop a comprehensive set of home-business standards that can be used to administer and promote small in-house businesses.	Medium	Planning Board, Comp. Plan Committee	
AI 3.8:	11/10/21	-	Evaluate zoning and update it regularly in order to remain current when faced with new housing trends.	High	Planning Board, Comp. Plan Committee	

### Implementation Matrix

### Goals and Action Items

**3.0 Housing:** Provide a broad range of housing options for all present and future town residents, including young people, families with children, the elderly, upper income residents, and households who earn less than the median income.

AI 3.9:	11/10/21	-	Develop new legislation to regulate and foster the growth of Airbnb and other housing sharing services. The new legislation should allow people to utilize these services, but also make sure they are used responsibly and legally.	Medium	Planning Board, Comp. Plan Committee	
AI 3.10:	11/10/21	-	Create guidelines to govern the increasingly popular trend of tiny or mini housing. The guidelines should ensure local property values are not lowered as are a result of their construction.	Medium	Planning Board, Comp. Plan Committee	
AI 3.11:	11/10/21	-	Prepare/update the Town's inventory of existing housing stock present throughout Dover	Medium	Town Board, Comp. Plan Committee	

### Implementation Matrix



### Goals and Action Items

**4.0 Land Use and Zoning:** Create a pattern of land use to reinforce the Dover Plains and Wingdale Hamlets, preserve the Town's natural resources, and enhance the Town's overall rural character, while promoting appropriate areas for developing economic opportunities. Develop and implement a new zoning district entitled "Gateway Commercial" along areas of Routes 22 and 55 to encourage commercial development at Hamlet gateways and further incentivize economic growth in those areas. Craft new policies to improve the future prospects of agriculture and outdoor recreation thriving in the Town.

Action Item (AI)	Last Assessed	Completion Date	Description	Priority	Responsible Party	Comments
AI 4.1:	2/10/2022	-	Prepare a revised Town Land Use Map and evaluate for consistency with the comprehensive plan goals and objectives.	High	Comp. Plan Committee	
AI 4.2:	2/10/2022	-	Amend the Town Code to include incentives for businesses, with special focus on the Dover Plains and Wingdale Hamlets.	High	Comp. Plan Committee	
AI 4.3:	2/10/2022	-	Provide zoning incentives for new Transit Oriented Development in and around the primary Hamlet areas of Dover Plains and Wingdale.	Medium	Comp. Plan Committee	
AI 4.4:	2/10/2022	-	Develop architectural design standards and incorporate into zoning code.	Low	Comp. Plan Committee	
AI 4.5:	2/10/2022	-	Create incentives to develop alternative housing options including cluster or high density developments that utilize green infrastructure practices.	Medium	Comp. Plan Committee	
AI 4.6:	2/10/2022	-	Revise the zoning regulations to include a new "Gateway Commercial" zoning district.	Medium	Comp. Plan Committee	
AI 4.7:	2/10/2022	-	Encourage Development of a central sewer in the Dover Plains and Wingdale Hamlets.	Low	Planning Board, Town Board	
AI 4.8:	2/10/2022	-	Revise the zoning regulations to provide incentives to farmers so that they can maintain large tracts of land.	Medium	Comp. Plan Committee	
AI 4.9:	2/10/2022	-	Promote tourism by allowing restaurants, breweries, distilleries, wineries, etc., on large agricultural parcels under special permit. These uses must respect existing adjacent residential parcels, not overburden local roads, and require additional buffers.	Medium	Comp. Plan Committee, Chamber of Commerce	
AI 4.10:	2/10/2022	-	Encourage natural resource open space and prime agricultural soil protection including Transfer of Development Rights (TDR) and Conservation easements.	Low	Planning Board	

### Implementation Matrix

### Goals and Action Items

**4.0 Land Use and Zoning:** Create a pattern of land use to reinforce the Dover Plains and Wingdale Hamlets, preserve the Town's natural resources, and enhance the Town's overall rural character, while promoting appropriate areas for developing economic opportunities. Develop and implement a new zoning district entitled "Gateway Commercial" along areas of Routes 22 and 55 to encourage commercial development at Hamlet gateways and further incentivize economic growth in those areas. Craft new policies to improve the future prospects of agriculture and outdoor recreation thriving in the Town.

AI 4.11:	2/10/2022	-	Amend Bed and Breakfast/Lodging facilities regulations to promote tourism while protecting neighborhood character.	Low	Comp. Plan Committee	
AI 4.12:	2/10/2022	-	Amend zoning code from time to time to address current land use trends. Update land use table and definitions as needed.	High	Comp. Plan Committee	
AI 4.13:	2/10/2022	-	Amend zoning code to include solar and other renewable/alternative energy use.	High	Comp. Plan Committee	
AI 4.14:	2/10/2022	-	Explore providing adaptive-reuse incentives to increase the viability of existing and historic structures.	High	Dover Historical Society Planning Board, Comp. Plan Committee	
AI 4.15:	2/10/2022	-	Explore development of an Economic Development Floating Zone that would allow the Town the option to consider future projects or land use that may benefit the Town.	Medium	Comp. Plan Committee	
AI 4.16:	2/10/2022	-	Revitalize the Webatuck Craft Village to support of variety of brick and mortar commercial storefronts, craft workshops, and outdoor tourism uses.	Medium	Planning Board	
AI 4.17:	2/10/2022	-	Promote redevelopment of the Old Route 22 corridor between Reagans Mill Road and NYS Route 55.	Medium	Planning Board	
AI 4.18:	2/10/2022	-	Develop pedestrian connections within the Wingdale hamlet to Boyce Park.	Medium	Planning Board	
AI 4.19:	2/10/2022	-	Encourage open space within the Resource Conservation zoning district and preserve large parcels.	Medium	Planning Board	
AI 4.20	2/10/2022	-	Encourage the construction of centralized wastewater treatmentplants as part of medium-high desnity development, especially within the hamlet areas.	High	Planning Board	
AI 4.21:	2/10/2022	-	Infill development should be encouraged within hamlets, as well as medium-high density residential areas.	Medium	Planning Board	
AI 4.21	4/18/2022	-	Dark Sky Compliant lighting should be implemented, when possible, into new and existing commercial, industrial and residential development.	Low	Planning Board	
AI 4.23	4/19/2022	-	Explore the viability of a walking / biking path connecting south to Pawling and north to Amentia as part of a larger effort to connect the Harlem Valley Rail Trail and the Empire State Trail.	Low	Town Board, Planning Board	

### Implementation Matrix

### Goals and Action Items

**5.0 Natural Resources:** Protect and provide proper stewardship for the continued utilization of natural resources to ensure supply for future generations, preserve the quality of the environment, and generate attraction to the area.

Action Item (AI)	Last Assessed	Completion Date	Description	Priority	Responsible Party	Comments
AI 5.1:	2/10/2022	-	Inventory existing wetlands and steep slopes and review protection ordinances.	Low	NYSDEC, CAC	
AI 5.2:	2/10/2022	-	Support existing flood protection ordinances and discourage development in flood prone areas.	Low	FEMA, Building Dept.	
AI 5.3:	2/10/2022	-	Encourage limited development in designated 100-year floodplains and the creation of additional floodplain areas where possible.	Low	Planning Board, Building Dept.	
AI 5.4:	2/10/2022	-	Preserve large tracts of forested, agricultural, and mountainous land along the resource areas while working to increase density and use within Town centers.	Medium	Planning Board, CAC	
AI 5.5:	2/10/2022	-	Protect and promote the natural buffers that harbor rare plants and animals and distinguish Dover as a scenic oasis.	Medium	Planning Board	
AI 5.6:	2/10/2022	-	Continue to protect primary aquifers and recharge areas.	Low	Planning Board	
AI 5.7:	2/10/2022	-	Review existing Groundwater Protection Plan, particularly regulations for salt storage and other hazardous materials.	Low	CAC	
AI 5.8:	2/10/2022	-	Update the existing Erosion and Sediment Control regulations (Chapter 65) to include the use of "Green Infrastructure" techniques.	Medium	Comp. Plan Committee	
AI 5.9:	2/10/2022	-	Promote environmental tourism and industries that responsibly utilize the abundance of natural resources located within the Town to provide jobs for local residents and generate revenue to further expand the tax base.	High	Community Committees,	
AI 5.10:	2/10/2022	-	Utilize agriculturally based industries to preserve large tracts of land from development by promoting the abundance of prime agricultural soil.	High	Planning Board	

### Implementation Matrix

### Goals and Action Items

**5.0 Natural Resources:** Protect and provide proper stewardship for the continued utilization of natural resources to ensure supply for future generations, preserve the quality of the environment, and generate attraction to the area.

AI 5.11:	2/10/2022	-	Encourage access to public waterways and develop recommendations to make them more accessible for canoes, kayaks, and other similar non-motorized watercraft.	High	Planning Board, Recreational Dept.	
AI 5.12:	2/10/2022	-	Continue to maintain the pristine waterways throughout the town, most notably the Ten Mile and Swamp Rivers, and promote them as tourist attractions for outdoor enthusiast and nature lovers.	High	Town Board, CAC	
AI 5.13:	2/10/2022	-	Support projects that restore and enhance our waterways, floodplains, and wetlands.	Medium	Planning Board, NYSDEC	
AI 5.14:	2/10/2022	-	Prepare mapping of all local natural and wildlife resources in	Low	CAC	
AI 5.15:	2/10/2022	-	Develop a list of all naturally significant resources and attractions and compile them into a comprehensible map. The inventory can then be used to promote ecotourism and environmentally based businesses.	Medium	CAC	
AI 5.16:	2/10/2022	-	Create a Natural Mineral Resource Inventory.	Low	CAC	
AI 5.17:	2/10/2022	-	Review and Revise Soil Mining Overlay Map to follow property lines and natural contours of the land.	Low	Comp. Plan Committee	
AI 5.18:	2/10/2022	-	Add protections for Ridgelines and Scenic Vistas.	Medium	Comp. Plan Committee	
AI 5.19:	2/10/2022	-	Review and update the Towns Steep Slope Protection Ordinance.	Medium	Comp. Plan Committee	
AI 5.20:	2/10/2022	-	Promote the use of renewable energy as an alternative form of energy to add to the natural aspect of the Town.	High	Town Board, Planning Board	
AI 5.21	2/10/2022	-	Encourage habitat connectivity between large tracts of land.	Medium	Planning Board, CAC	

### Implementation Matrix

## Goals and Action Items

**5.0 Natural Resources:** Protect and provide proper stewardship for the continued utilization of natural resources to ensure supply for future generations, preserve the quality of the environment, and generate attraction to the area.

AI 5.22	2/10/2022	-	Evaluate options for participating in carbon credit programs as a potential source of conservation funding.	Low	Town Board	
AI 5.23	2/10/2022	-	The Town should continue to leverage its participation in the Ten Mile River Watershed Coalition to increase its resources for preserving and enhancing conservation lands, particularly those that protect the watershed.	Low	Town Board, CAC	
AI 5.24	2/10/2022	-	Enhance the Aquifer Overlay District (AQ) to establish thresholds for groundwater withdrawal and provide additional setback/use limitations to provide enhanced protections for the aquifer from overconsumption and pollution.	Medium	Planning Board, CAC	
AI 5.25	4/19/2022	-	Native plantings should be encouraged for new development in order to reduce the necessity of pesticides and develop more resilient local ecosystems.	Medium	Planning Board, CAC	
AI 5.26	4/19/2022	-	Establish additional stormwater treatment measures for new industrial and commercial uses that are typically prone to generating pollutants that could affect the aquifer and watercourse (i.e.: VOCs)	Medium	Planning Board, CAC	
AI 5.27	4/19/2022	-	Encourage developers, owners, and local community organizations to work with local conservation groups (i.e. Oblong Land Conservancy, Dutchess Land Conservancy, Friends of the Great Swamp, etc.) to continue preserving pristine habitat and local wildlife corridors.	Medium	Planning Board, CAC	

## Implementation Matrix

### Goals and Action Items

**6.0 Community Resources:** Provide municipal facilities and services that will meet the residents' common needs and improve opportunities for community activities. The Town should focus on improving existing community facilities, while also exploring adding new resources, which would further enhance the Town's ability to serve its residents.

Action Item (AI)	Last Assessed	Completion Date	Description	Priority	Responsible Party	Comments
AI 6.1:	2/10/2022	-	Promote existing annual community events, such as Dover Day, Tree Lighting Ceremony, etc. by involving new participants and organizations.	High	Town Board	
AI 6.2:	2/10/2022		Develop new community events to attract a renewed interest in our community by our residents and visitors alike.			
AI 6.3:	2/10/2022	-	Develop a community Garden that will provide Dover residents a shared space to plant vegetables & flowers and provide a shared harvest. The community Garden can also offer community service opportunities for local school students.	Low	Community Committees, Town Board	
AI 6.4:	2/10/2022	-	Expand Recreation Department programs to increase participation by all ages including the addition of virtual programs on the town website.	High	Recreational Dept.	
AI 6.5:	2/10/2022	-	Review inventory of existing Town of Dover lands and develop potential uses for the parcels that the community would benefit from.	Medium	Town Board	
AI 6.6:	2/10/2022	-	Identify and Promote Town owned land along the Ten Mile River that could serve as launch points for kayaks, canoes, tubing, and fishing.	Medium	Town Board, Recreational Dept.	
AI 6.7:	2/10/2022	-	Develop a Community Center	Low	Town Board	
AI 6.8:	2/10/2022	-	Increase and strengthen public use of existing town recreational facilities such as Boyce and J.H. Ketcham Memorial Parks. This would include upgrading or expanding facilities and expanding programs.	Medium	Recreational Dept.	
AI 6.9:	2/10/2022	-	Expand the use of Town facilities by local clubs and community groups.	Medium	Recreational Dept.	

### Implementation Matrix



### Goals and Action Items

**6.0 Community Resources:** Provide municipal facilities and services that will meet the residents' common needs and improve opportunities for community activities. The Town should focus on improving existing community facilities, while also exploring adding new resources, which would further enhance the Town's ability to serve its residents.

AI 6.10:	2/10/2022	-	Conduct a periodic review of the needs and goals of the Town Highway Department including facilities, equipment, personnel, and risk management for the protection and storage of equipment.	Medium	Highway Dept. Town Board	
AI 6.11:	2/10/2022	-	Promote stewardship of the Dover Stone Church property by training volunteers and adding signage.	Medium	NYSOPRHP, DLC, Friends of Dover Stone Church	
AI 6.12:	2/10/2022	-	Promote the community use of the Tabor-Wing House and ensure the property is well maintained.	Low	Dover Historical Society	
AI 6.13:	2/10/2022	-	Develop marketing strategies to advertise community resources and infrastructure.	Low	Chamber of Commerce	
AI 6.14:	2/10/2022	-	Create a town newsletter to provide local news, local information, Town Programs & Events; highlight a local business or community member in order to foster a sense of community and promote local businesses.	Low	Chamber of Commerce, Town Board, Community Committee	
AI 6.15:	2/10/2022	-	Provide up-to-date information available in digital and print; including meeting agendas, planning board documents, community program information, and other services provided by the Town. Make available in Town Hall, Dover Plains Memorial Library, and the schools.	Low	Information Technology, Planning Dept.	
AI 6.16:	2/10/2022	-	Apply for grants promoting accessibility throughout the town utilizing programs such as the ThinkDIFFERENTLY Initiative.	Medium	Town Clerk, Think DIFFERENTLY	
AI 6.17:	2/10/2022	-	The Town Board should assess required staffing levels on a regular basis to ensure all town facilities are well maintained and offer sufficient programming.	Medium	Town Board	
AI 6.18:	2/10/2022	-	Establish and maintain a Capital Improvement Fund as part of a ten-year Capital Improvement Plan to support the expansion and maintenance of community assets including Highway, Recreation, and other municipal facilities.	High	Town Board	
AI 6.19:	2/10/2022	-	Develop a strategy to increase availability of broadband internet access.	High	Town Board	

### Implementation Matrix

### Goals and Action Items

**7.0 Transportation:** To provide a safe and efficient transportation system, while preserving the Towns scenic and roadside features. The Town should look at emerging technologies and transportation trends to expand its existing transportation options and provide a variety of methods for its residents.

Action Item (AI)	Last Assessed	Completion Date	Description	Priority	Responsible Party	Comments
AI 7.1:	2/10/2022	-	Continue annual condition surveys of existing public roadways, bridges, and culverts.	Medium	Highway Dept.	
AI 7.2:	2/10/2022	-	Evaluate existing local road speed limits for safety and work with the Town Board & NYSDOT to adjust speed limits as necessary.	Medium	Highway Dept., Town Board	
AI 7.3:	2/10/2022	-	Work with local, state, and other agencies to pursue outside funding sources that could be used to improve local roads, sidewalks, specialized transit services, and other forms of transportation infrastructure.	High	Highway Dept.	
AI 7.4:	2/10/2022	-	Work with the Dover Plains Pedestrian Task Force and the Dutchess County Transportation Council (DCTC) to develop a plan to restore and expand sidewalks within the Dover Plains Hamlet. Including an extension along the east side of Route 22 south of School Street	High	Highway Dept., Community Committees	
AI 7.5:	2/10/2022	-	Develop a sidewalk plan for the Hamlet of Wingdale along Route 22 south of the train station.	Medium	Highway Dept., Community Committees	
AI 7.6:	2/10/2022	-	Promote the use of our existing Train Stations in the Dover Plains and Wingdale Hamlets as assets for the Town.	High	Planning Board, Community Committees, MetroNorth	
AI 7.7:	2/10/2022	-	Explore increasing the availability of ride sharing services, such as Lyft, Uber, or Zipcar, which allow increased mobility for residents and tourists alike.	Medium	Planning Board, Chamber of Commerce	
AI 7.8:	2/10/2022	-	Expand the availability of Public Transit such as Dial-A-Ride transportation systems or similar services.	Low	DCCDOT	

### Implementation Matrix

### Goals and Action Items

**7.0 Transportation:** To provide a safe and efficient transportation system, while preserving the Towns scenic and roadside features. The Town should look at emerging technologies and transportation trends to expand its existing transportation options and provide a variety of methods for its residents.

AI 7.9:	2/10/2022	-	Request that NYSDOT add turning lanes, center two way left turn lanes, or other improvements as deemed necessary to alleviate congestion in business zones and to entice new businesses to these business zones	Medium	Highway Dept. NYSDOT	
AI 7.10:	2/10/2022	-	Encourage the development of a network of electric vehicle charging stations along NYS Route 22.	Low	Planning Board	
AI 7.11:	2/10/2022	-	Review and implement the recommendations provided in the "Route 22 Opportunities Analysis" study.	Low	Comp. Plan Committee	
AI 7.12:	2/10/2022	-	The Town Board should consider accepting new town roads and creating road maintenance districts to pay for future repair costs.	Low	Town Board, Highway Dept.	
AI 7.13:	2/10/2022		Develop public use parking within the hamlet areas as they develop.	Medium	Planning Board, Highway Dept.	
AI 7.14	4/19/2022		Work to reduce the overutilization of excessive road salt on town, county and state roadways and explore alternative methods of treating roadways for inclement weather events.	Medium	Highway Dept., NYSDOT, DCDPW	
AI 7.15	4/19/2022		The Town should consider adopting a Complete Streets policy so that future public and private projects consider the transportation needs for people of all ages and abilities, using all forms of transportation.	Medium	Highway Dept., NYSDOT, DCDPW	

### Implementation Matrix

### Goals and Action Items

**8.0 Historic Preservation:** Identify, protect, and promote restoration of Dover's historic buildings, sites and roadside cultural features and ensure that new development respects historic traditions. Engage our citizens to enthusiastically share our cultural heritage.

Action Item (AI)	Last Assessed	Completion Date	Description	Priority	Responsible Party	Comments
AI 8.1:	2/10/2022	-	Update the 1986 Historic Resources Survey to include the status of identified sites and identify any newly eligible sites.	Low	DC GIS	
AI 8.2:	2/10/2022	-	Encourage property owners to seek historic recognition status.	Low	Dover Historical Society	
AI 8.3:	2/10/2022	-	Review hamlet design guidelines currently used and update as necessary.	Medium	Comp. Plan Committee, Planning Board	
AI 8.4:	2/10/2022	-	Provide incentives for remodeling and developing according to desired architectural styles compatible with the hamlet design guidelines.	Medium	Planning Board	
AI 8.5:	2/10/2022	-	Incentivize restoring and repairing at risk buildings of historic significance.	Medium	Planning Board	
AI 8.6:	2/10/2022	-	Identify cultural features such as stone walls, furnaces, cellar depressions and develop a methodology to document these features.	Low	Dover Historical Society	
AI 8.7:	2/10/2022	-	Promote local history education, events and presentations to preserve and share the Town's historic legacy.	Medium	Dover Historical Society, Town Board	
AI 8.8:	2/10/2022	-	Encourage Town collaboration with the Dover Union Free School District to develop a Dover Heritage Day, where local guides, businesses, and other Town of Dover enthusiast are invited into the schools to speak to students about Dover's rich history.	High	Dover Historical Society, DUFSD, Town Board	
AI 8.9:	2/10/2022	-	Promote Dover's section of The Old Upper Road, (Hartford to Fishkill), including pre-history use as an indigenous pathway, exploration during the Colonial Period and importance as a Revolutionary War supply and troop transportation route.	Low	Dover Historical Society	

### Implementation Matrix

### Goals and Action Items

**8.0 Historic Preservation:** Identify, protect, and promote restoration of Dover's historic buildings, sites and roadside cultural features and ensure that new development respects historic traditions. Engage our citizens to enthusiastically share our cultural heritage.

AI 8.10:	2/10/2022	-	Create art and local history exhibits in Town Hall, Tabor-Wing House and the Town Library.	Low	Community Committee, Dover Historical	
AI 8.11:	2/10/2022	-	Adopt a "Statement of Inclusion" that recognizes all the various cultures that make up our story, both in the past and in our ongoing history, and commits to telling the stories of these cultures faithfully and truthfully.	Medium	Town Board	
AI 8.12:	2/10/2022	-	Compile historical town maps, landmarks, and features into a readily accessible format for public viewing.	Medium	Information Tech., DC GIS	

### Implementation Matrix

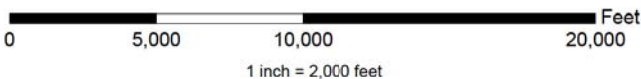
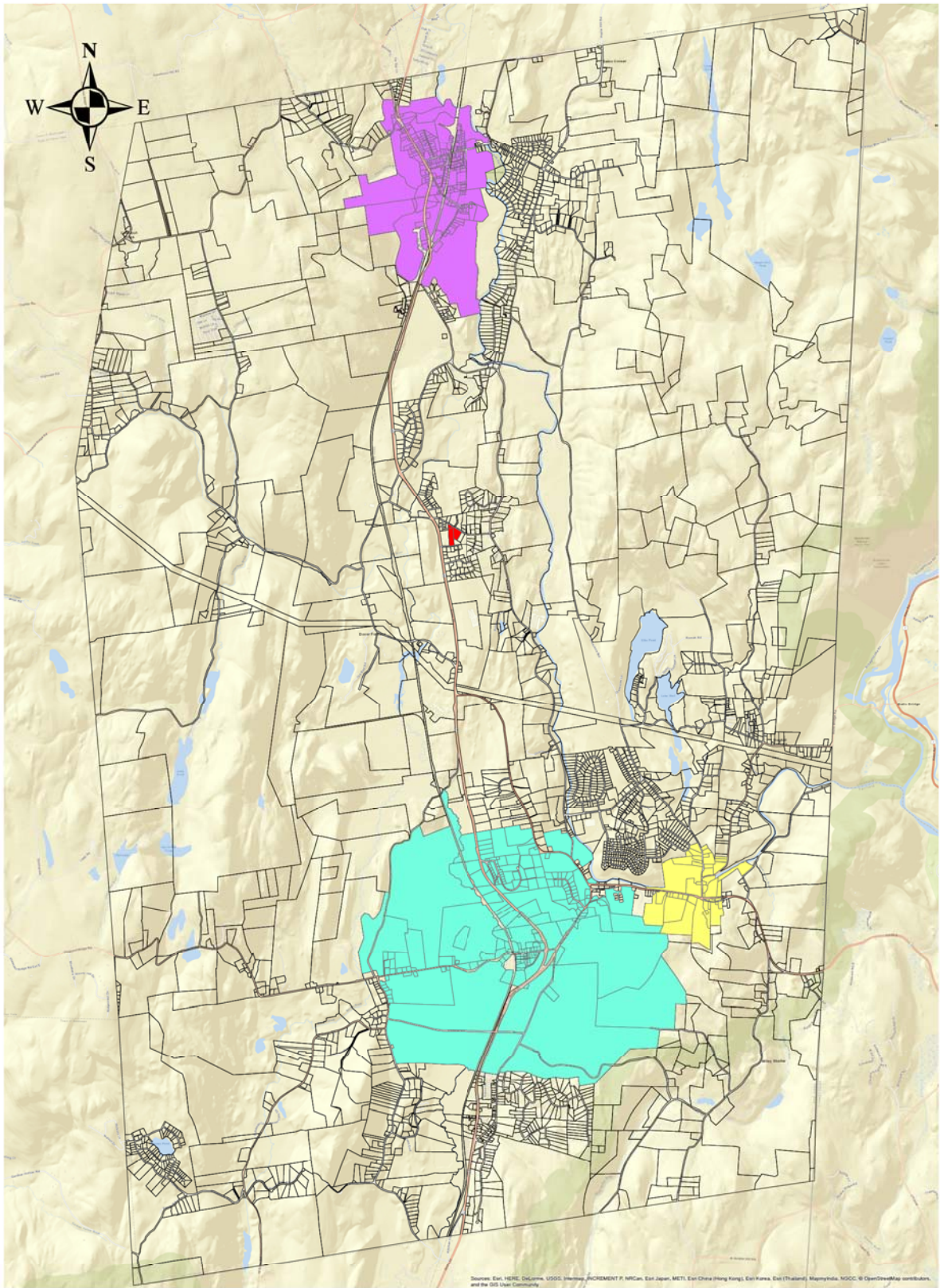
# **Resource Maps**

- **General Area Map**
- **Significant Habitats in the Town of Dover**
- **Hydrology Map**
- **Wetlands Map**
- **Topography Map**
- **Watersheds**
- **Bedrock Geology**
- **Contiguous Habitats**
- **Contiguous Forest Patches**
- **Crest/Ledge/Talus and Oak-Heath Barrens**
- **Calcareous Habitats**
- **Meadows**
- **Acid Bogs and Cool Ravines**
- **Woodland Pools**
- **Wetlands**
- **Streams**
- **Conservation Areas**



# Town of Dover

## GENERAL AREA MAP



### LEGEND

-  Wingdale Hamlet
-  Webatuck Village
-  Dover Town Hall
-  Dover Plains Hamlet



# SIGNIFICANT HABITATS IN THE TOWN OF DOVER, DUTCHESS COUNTY, NY

(See sheets 1 - 3 for greater detail.)



- Town boundary
- Tax parcel (2020)
- Road
- Railroad
- Appalachian Trail
- ? Question
- Developed area or non-significant habitat

## Upland habitats

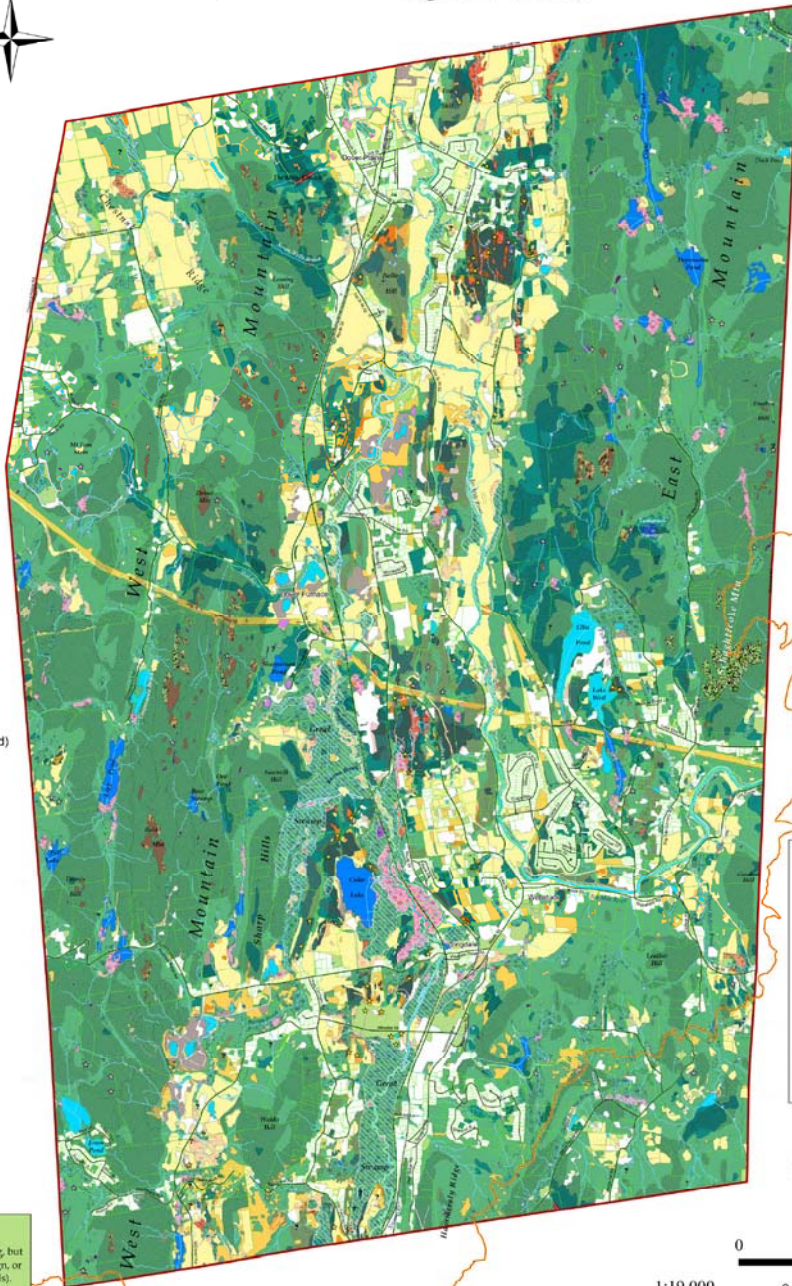
- ★ Marble knoll
- ★ Cinquefoil shrubland
- ★ Crest hickory woodland
- Calcareous crest, ledge, talus
- Crest, ledge, talus
- Gravel/cobble shore
- Cultural
- Waste ground
- Orchard/plantation
- Upland meadow
- Upland shrubland
- Oak heath barren/rocky barren
- Crest oak woodland
- Red cedar barren
- Red cedar woodland
- Talus slope woodland
- Upland hardwood forest
- Upland mixed forest
- Upland conifer forest
- Floodplain forest (upland or wetland)
- Cool ravine

## Wetland habitats

- Stream
- Spring
- ★ Pool-like swamp
- ★ Seep
- Wet meadow
- Calcareous wet meadow
- Fen
- Marsh
- Hardwood & shrub swamp
- Mixed forest swamp
- Conifer swamp
- Intermittent woodland pool
- Acidic bog
- Buttonbush pool
- Kettle shrub pool
- Open water
- Constructed pond/stream

### An important caution:

This map is suitable for general land-use planning, but is not suitable for detailed planning and site design, or for jurisdictional determinations (e.g., for wetlands). Boundaries of wetlands and other habitats depicted here are only approximate.



Habitats were identified through map analysis and aerial photograph interpretation, and no more than one or two field verifications. Mapping and field work were done primarily by Hudsonia Biologists. The USGS NAPP series, taken in spring 1994 and 1995 (scale 1:60,000), were used for stream-type identification. Habitat maps were digitized from aerial color infrared photographs taken in spring 2004, 2009, 2011, and 2014, obtained from the New York State GIS Clearinghouse. The report prepared in conjunction with these maps (Graham et al. 2020) explains the habitat identification and mapping methods, describes the ecological significance of each habitat type, and offers conservation recommendations. Road locations and names were obtained from the New York State GIS Clearinghouse website and modified by us where necessary.

Some habitat types can only be identified in the field. Question marks on the map indicate unverified areas where such habitats may occur or other ambiguous areas that we were unable to visit.

This map was created using ArcGIS Desktop 9.2 (10.4, 10.5, and 10.7 software on a Dell laptop computer and printed on a Hewlett-Packard DesignJet 5000 plotter).

Funds for this project were provided by the Midbrook Village (through the Dutchess Land Conservancy (DLCL)), the Dutchess County Office of Planning, the Town of Dover, and numerous donors (through the DLCL), and many other individual donors.

For more information, contact Chris Graham or Gretchen Steiner, Hudsonia Ltd., 845-778-7873.

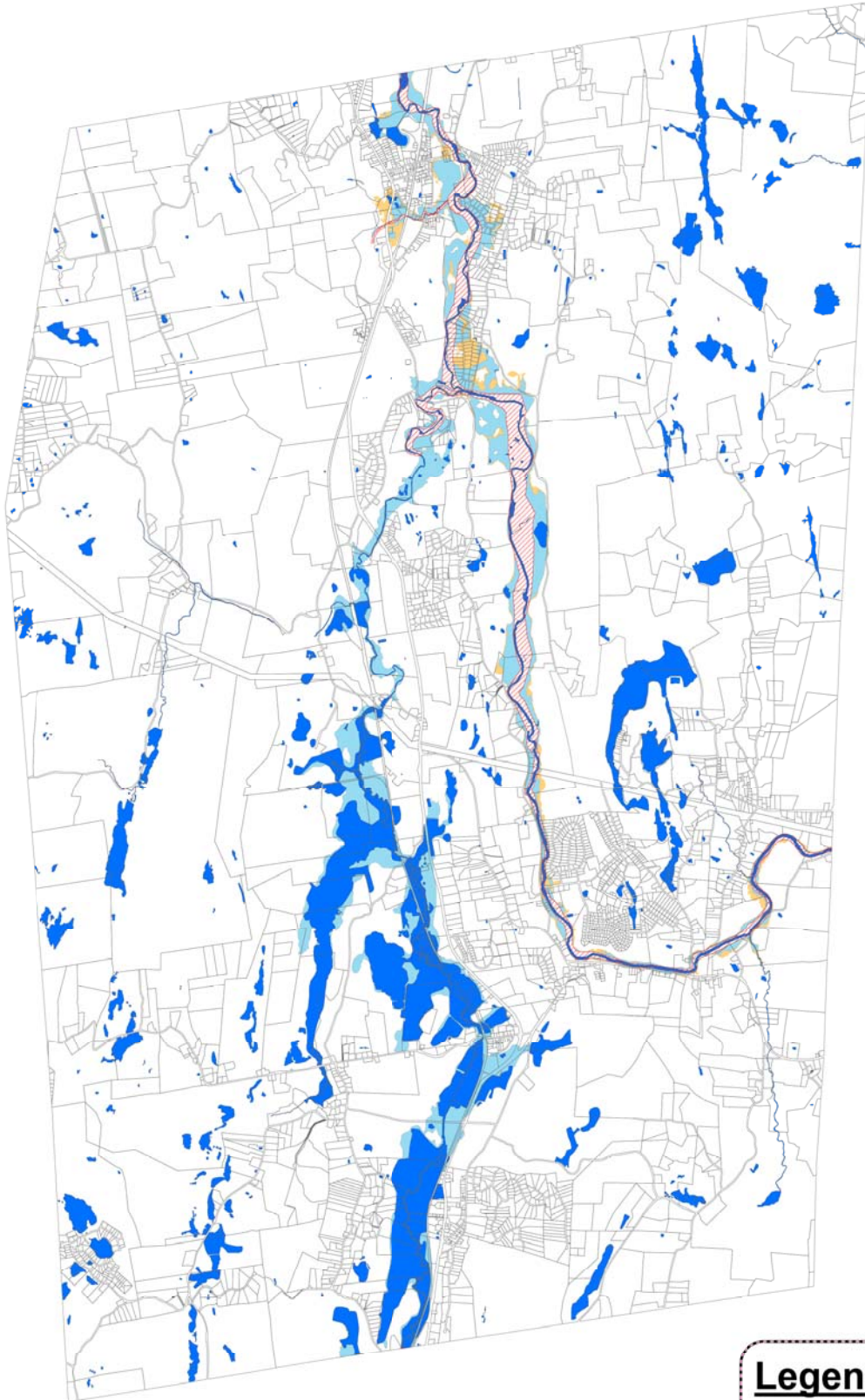


Hudsonia Ltd.  
P.O. Box 5000  
Amsterdam, NY 12504  
[www.hudsonia.org](http://www.hudsonia.org)







# Town of Dover

## Hydrology Map



0 2,500 5,000 10,000 Feet  
1 inch = 2,000 feet

### Legend

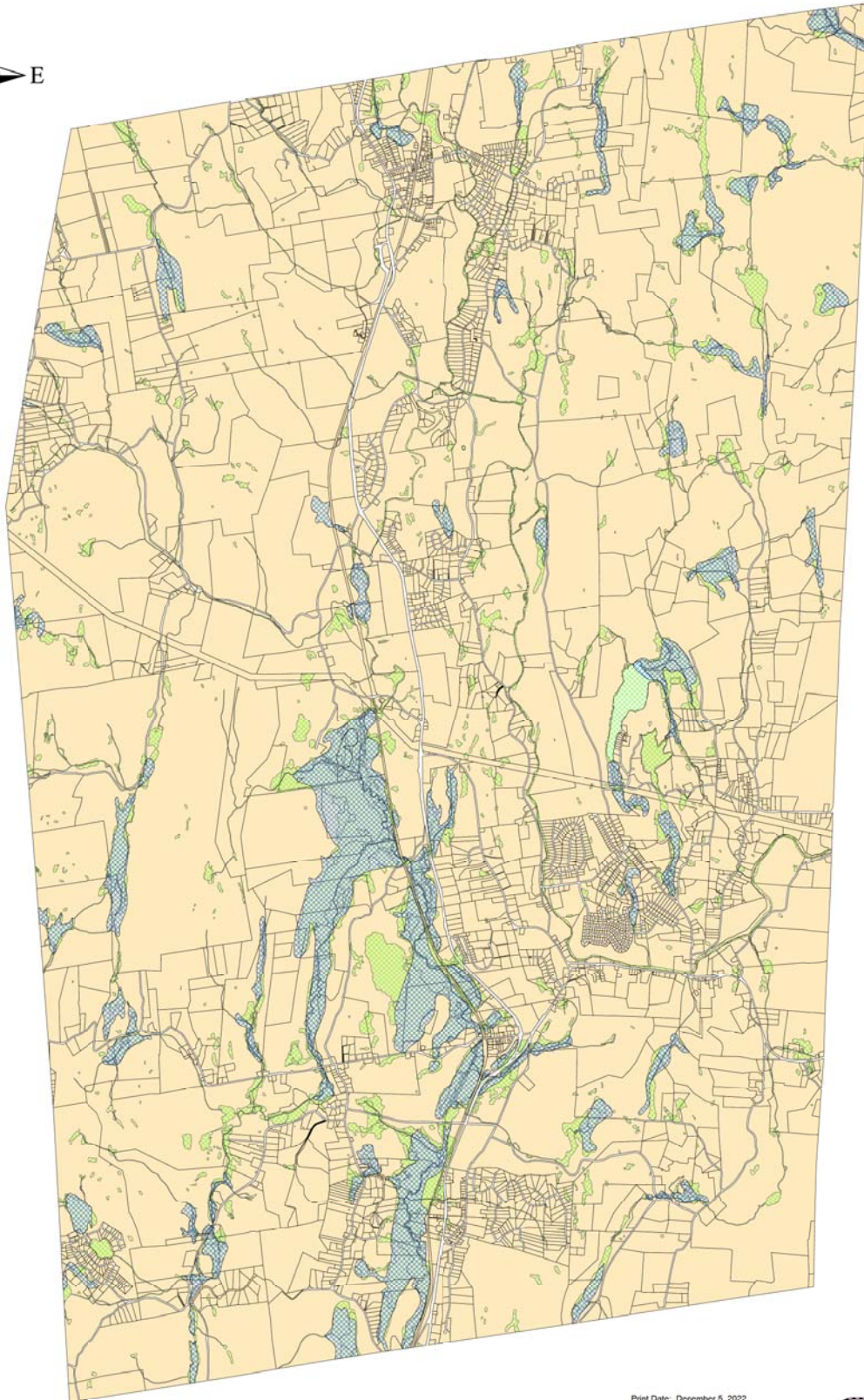
-  Floodway
-  Water Bodies
-  100-Year Floodplain
-  500-Year Floodplain

Projected Coordinate System: State Plane, NY East Zone, FIPS 3101 Feet  
Datum: North American Datum 1983  
Geographic Coordinate System: GCS North American 1983  
Data Source:  
- Tax Parcels: Dutchess Co. Real Property Tax Service, 2021  
- Municipal Boundaries: Dutchess Co. Real Property Tax Service, 2021  
- Flood Hazard Areas: Federal Emergency Management Agency (FEMA)  
Flood Insurance Rate Map (FIRM) - National Flood Hazard Layer



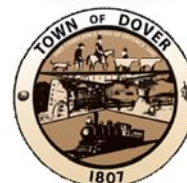
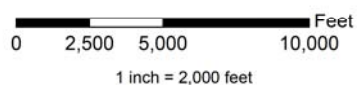
# Town of Dover

## WETLANDS MAP



Print Date: December 5, 2022

Projected Coordinate System: State Plane, NY East Zone, FIPS 3101 Feet  
 Datum: North American Datum 1983  
 Geographic Coordinate System: GCS North American 1983  
 Data Source:  
 - Tax Parcels: Dutchess Co. Real Property Tax Service, 2021  
 - Municipal Boundaries: Dutchess Co. Real Property Tax Service, 2021  
 - Wetland Areas: U.S. Fish & Wildlife Service - National Wetland  
 - NYSDEC - Regulatory Freshwater Wetlands for Dutchess County, 2006



### Wetland Type





# Town of Dover

## Topography



0 2,500 5,000 10,000 Feet

1 inch = 2,000 feet

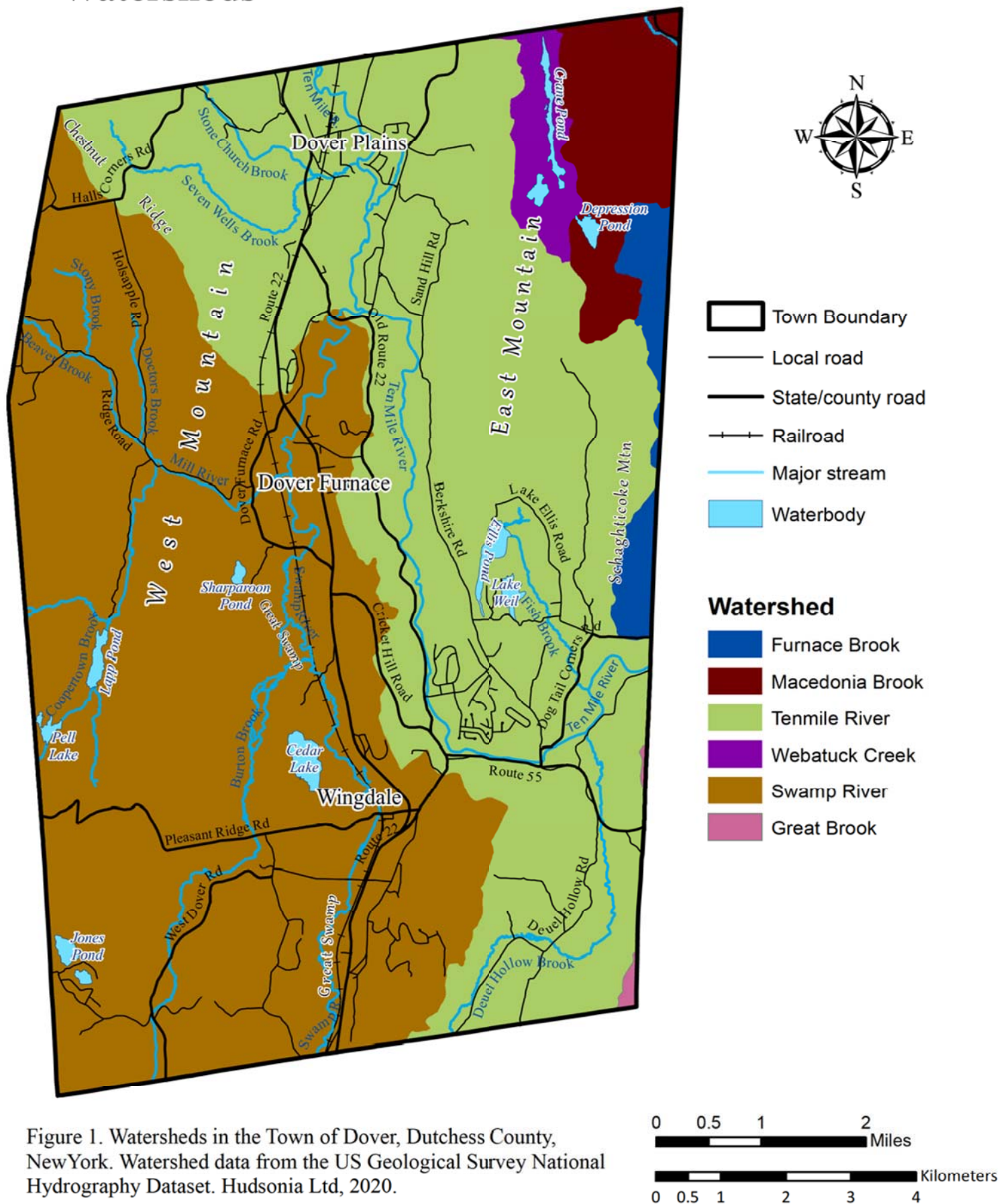
Projected Coordinate System: State Plane, NY East Zone, FIPS 3101 Feet  
Datum: North American Datum 1983  
Geographic Coordinate System: GCS North American 1983  
Data Source:  
- Tax Parcels: Dutchess Co. Real Property Tax Service, 2021  
- Municipal Boundaries: Dutchess Co. Real Property Tax Service, 2021  
- Topography: 2' Dutchess Countours - USGS 3 County 2014 LIDAR Collection

### Legend

- 10' Contours
- Parcels



# Watersheds





# Bedrock geology

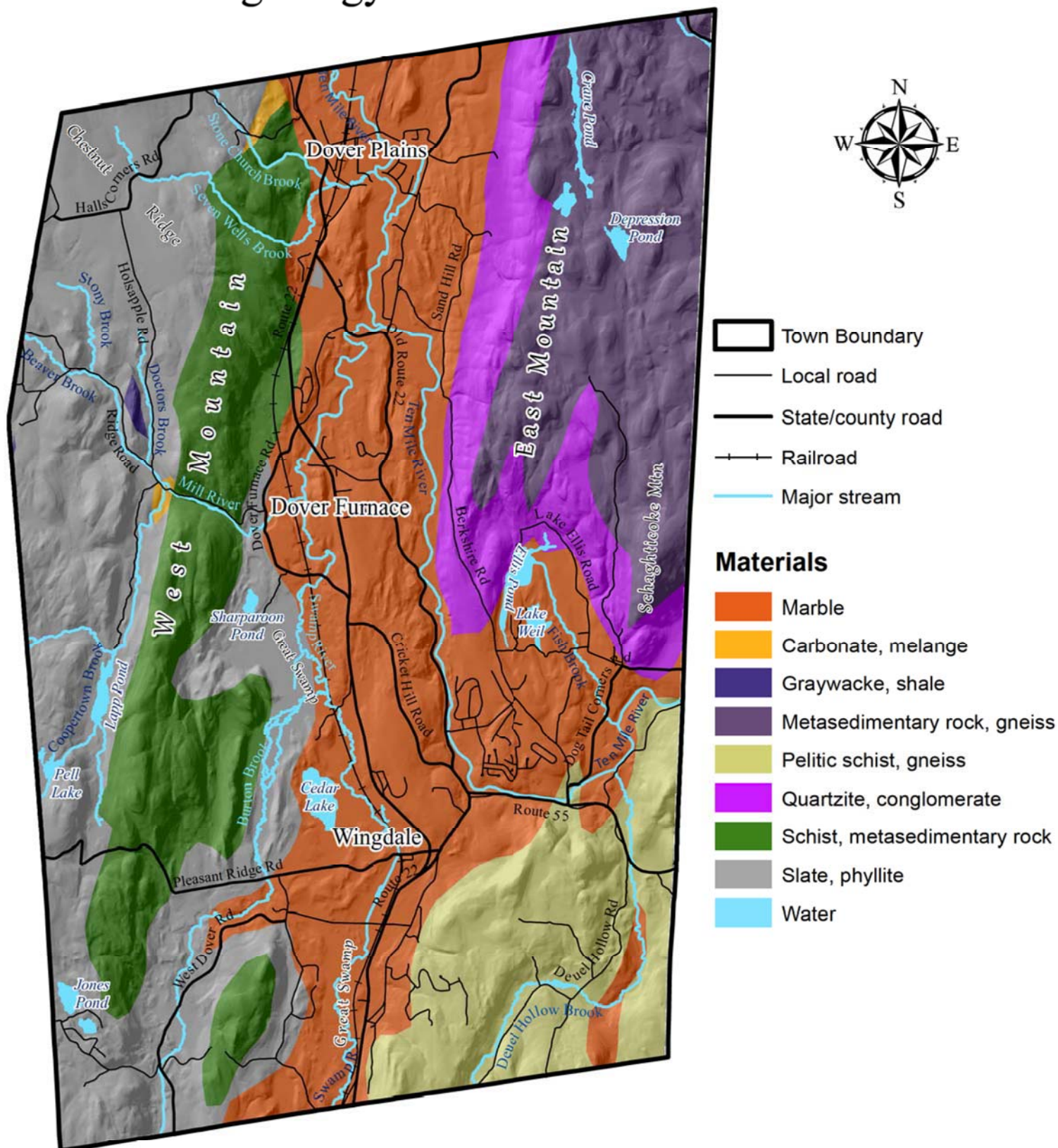


Figure 2. Generalized bedrock geology in the Town of Dover, Dutchess County, New York. Geology data from Fisher et al. (1970) and downloaded from the NYS Museum. Hudsonia Ltd, 2020.



# Contiguous habitat patches

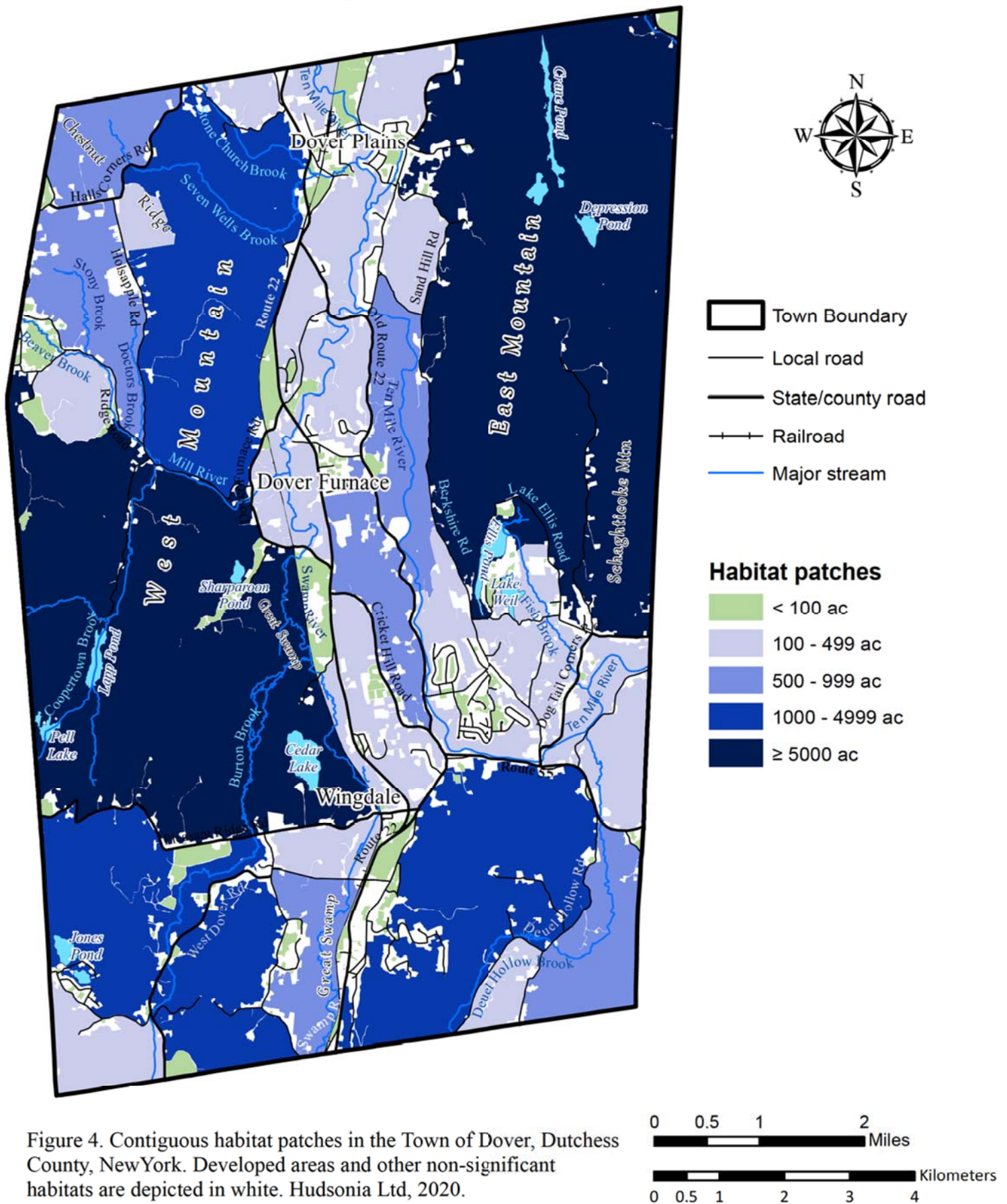


Figure 4. Contiguous habitat patches in the Town of Dover, Dutchess County, New York. Developed areas and other non-significant habitats are depicted in white. Hudsonia Ltd, 2020.



# Contiguous forest patches

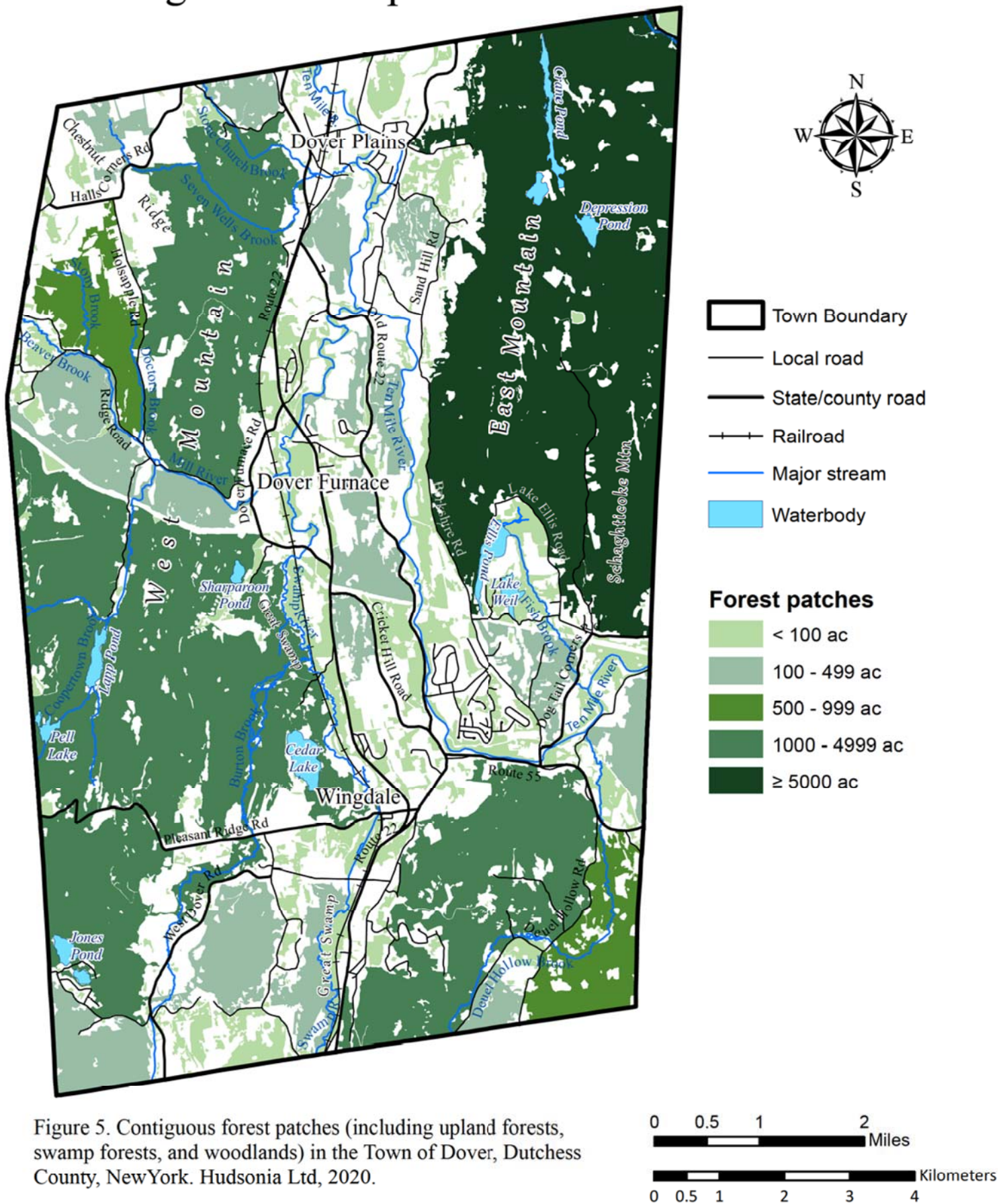


Figure 5. Contiguous forest patches (including upland forests, swamp forests, and woodlands) in the Town of Dover, Dutchess County, New York. Hudsonia Ltd, 2020.



# Crest/ledge/talus and oak-heath barrens

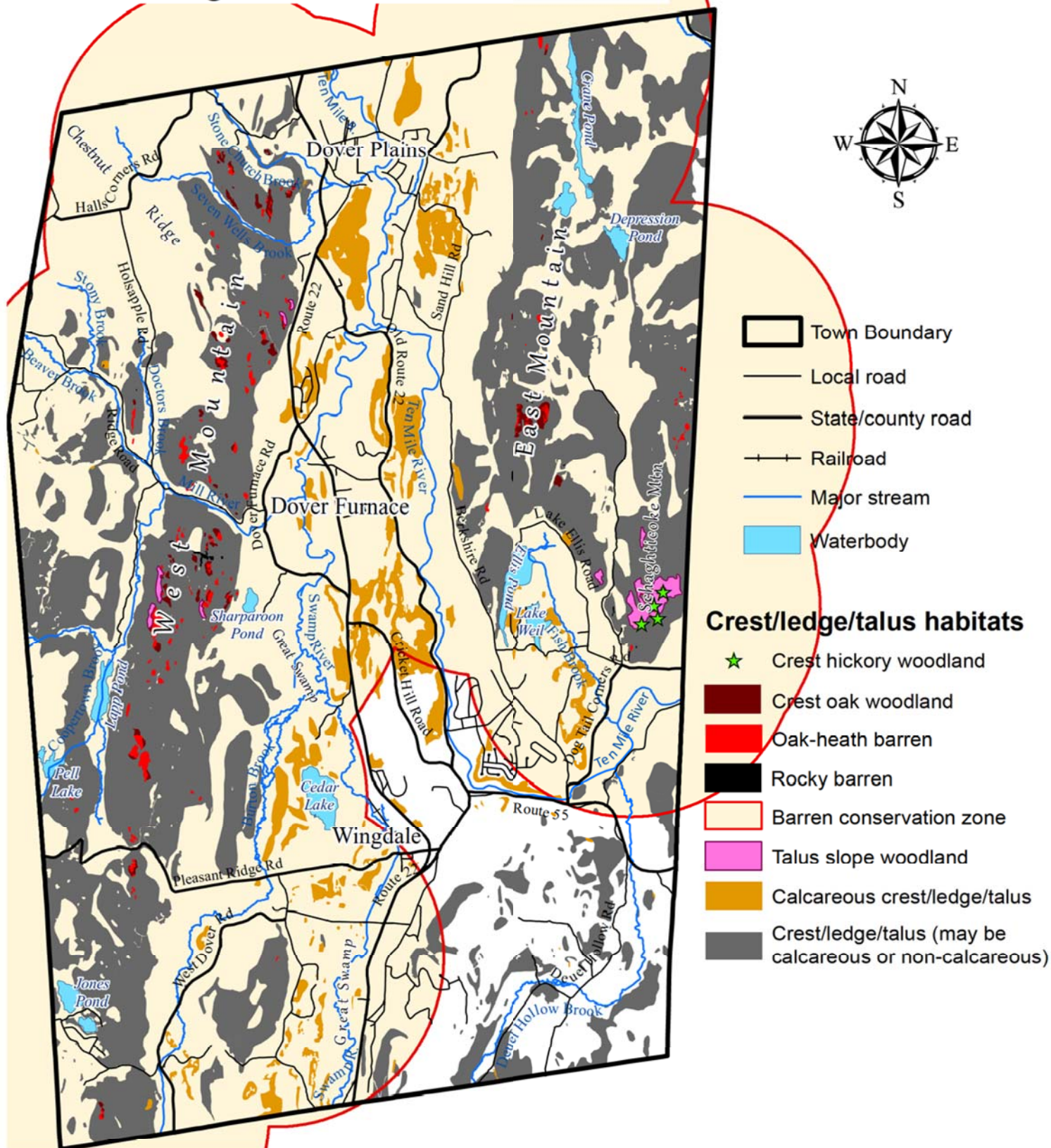
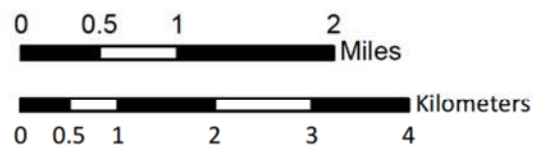
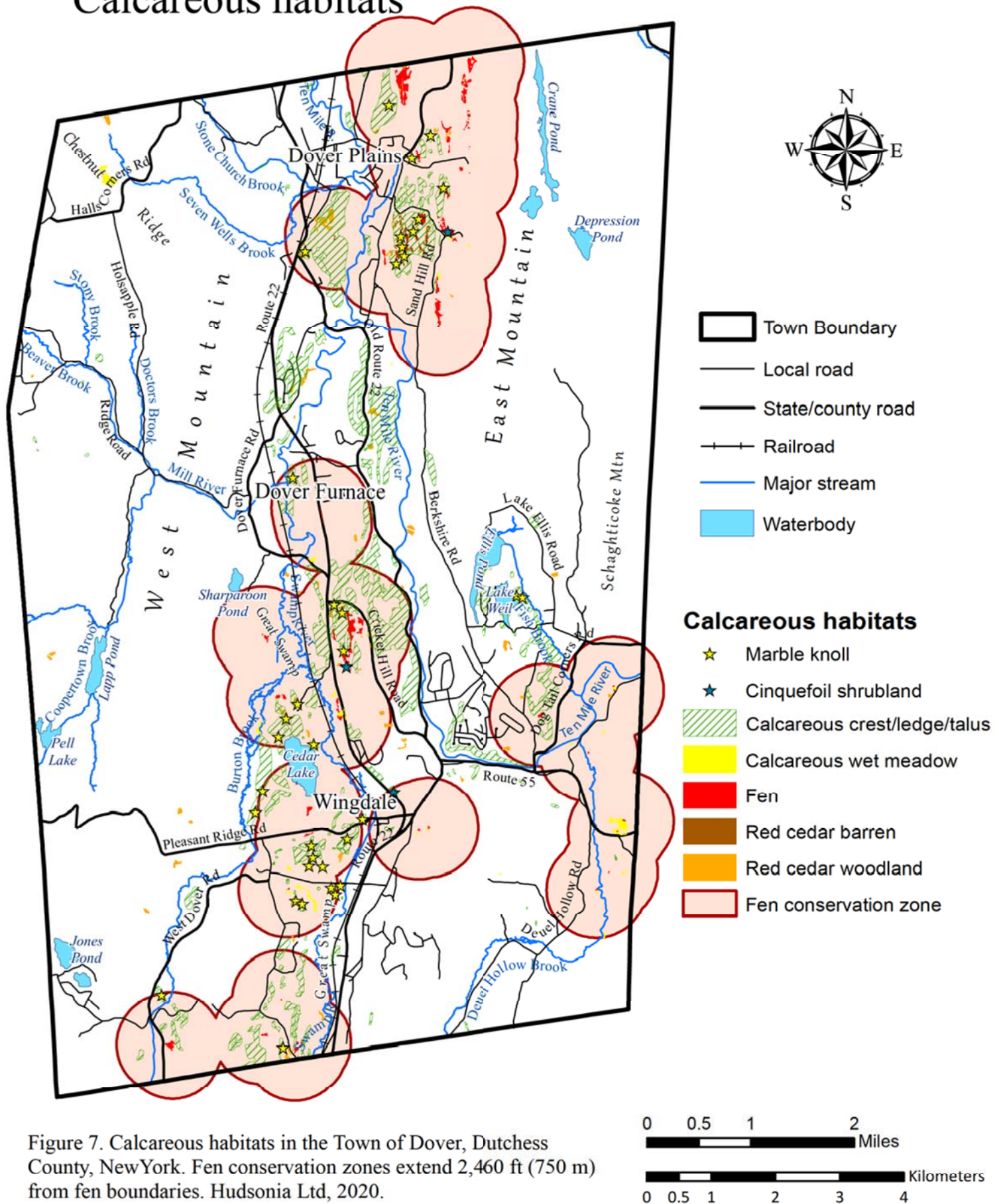


Figure 6. Generalized distribution of crest, ledge, and talus habitats, with locations of oak-heath barrens and other rocky habitats, in the Town of Dover, Dutchess County, New York. Barren conservation zones extend 1.5 mi (2.4 km) from boundaries of rocky and oak-heath barrens. Hudsonia Ltd, 2020.





# Calcareous habitats



# Meadows

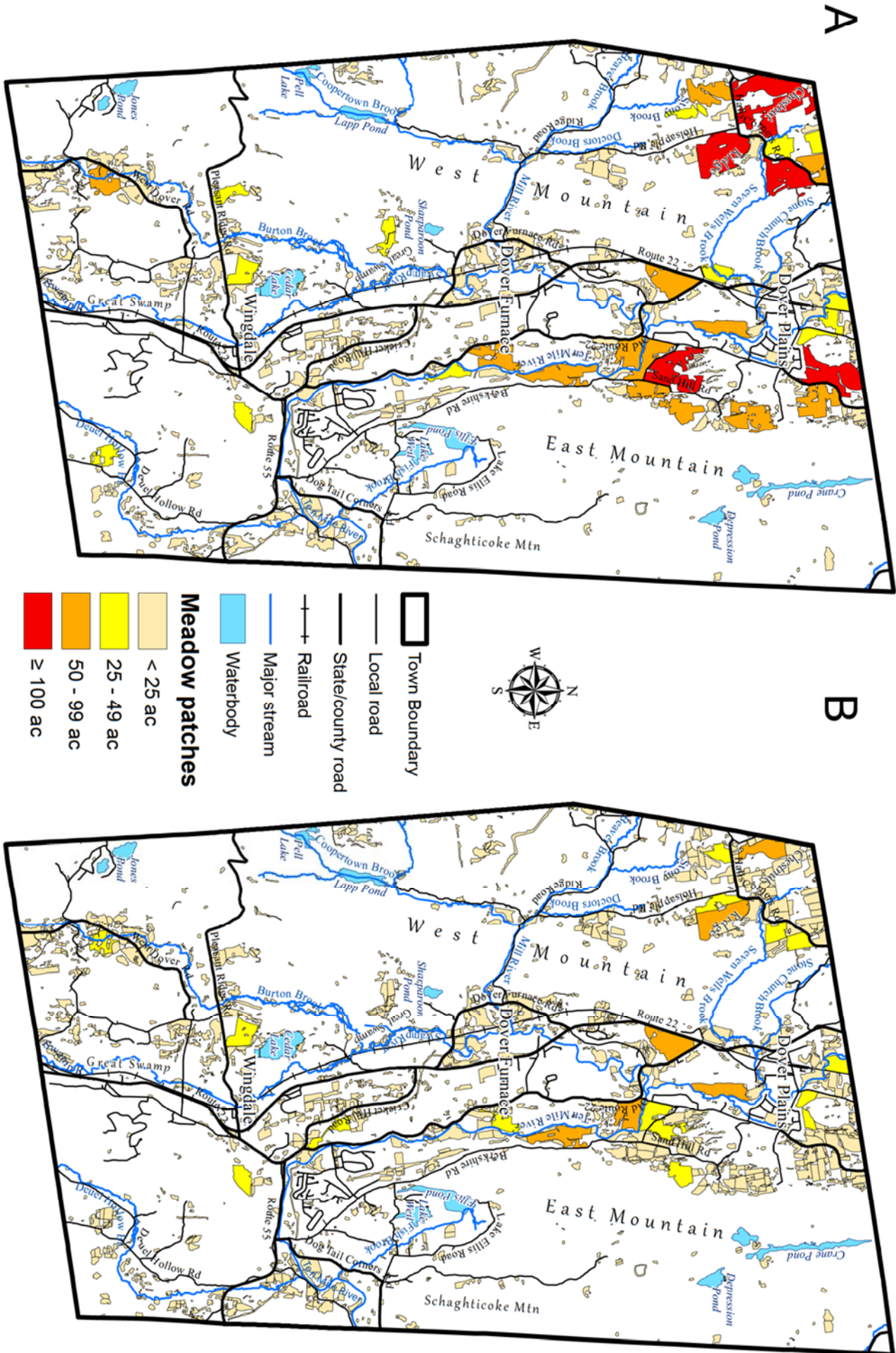


Figure 8. Contiguous meadow patches (including upland meadows, wet meadows, and fens) in the Town of Dover, Dutchess County, New York. A) Meadow patches without consideration of fences or hedgerows; B) meadow patches with fences and hedgerows shown as fragmenting features. Hudsonia Ltd, 2020.



# Acidic bogs and cool ravines

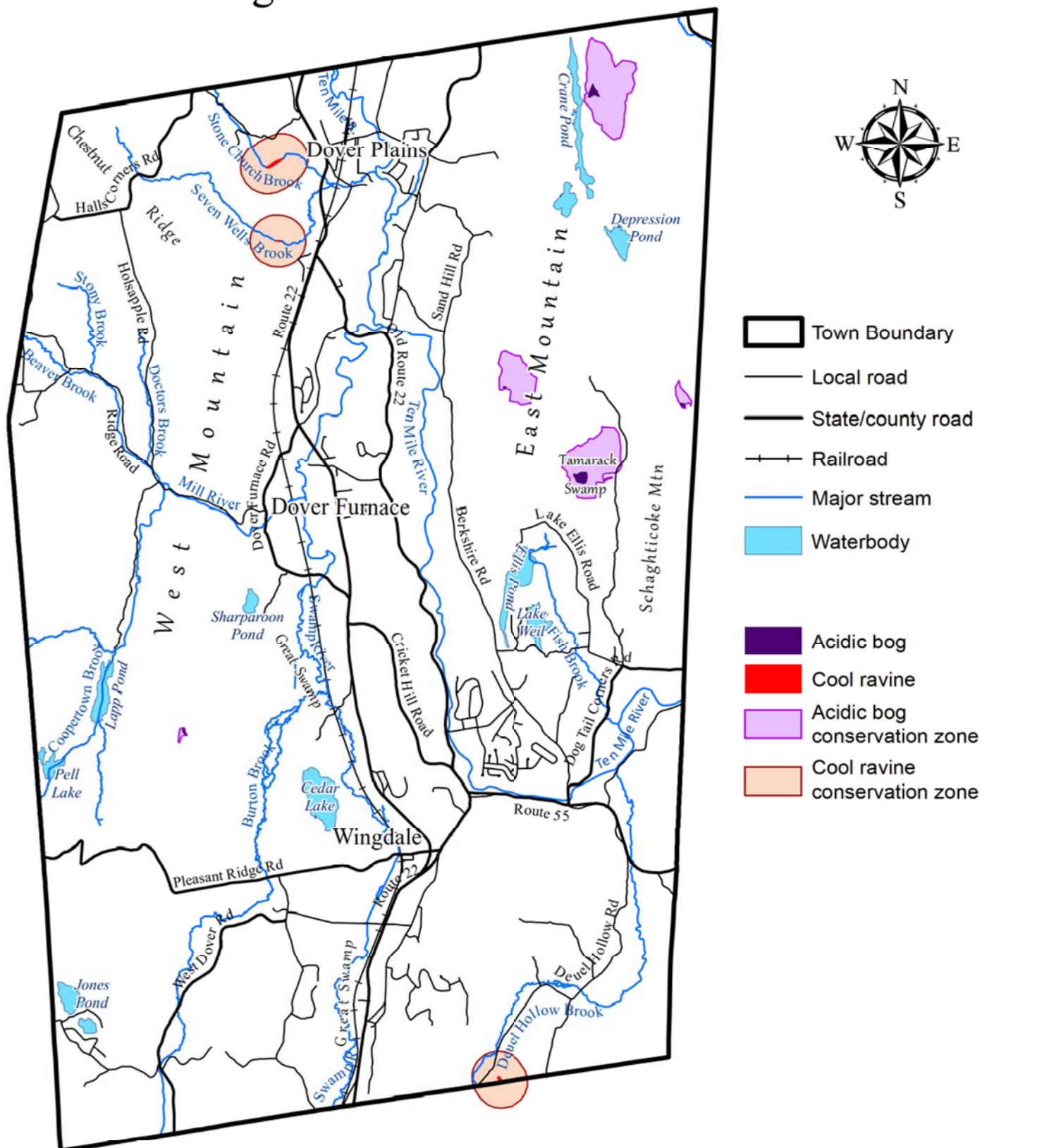


Figure 9. Acidic bogs and cool ravines with associated conservation zones in the Town of Dover, Dutchess County, New York. Acidic bog conservation zones consist of the entire bog watershed. Cool ravine conservation zones measure 1,200 ft (366 m) from the ravine edge. Hudsonia Ltd, 2020.

# Woodland pools

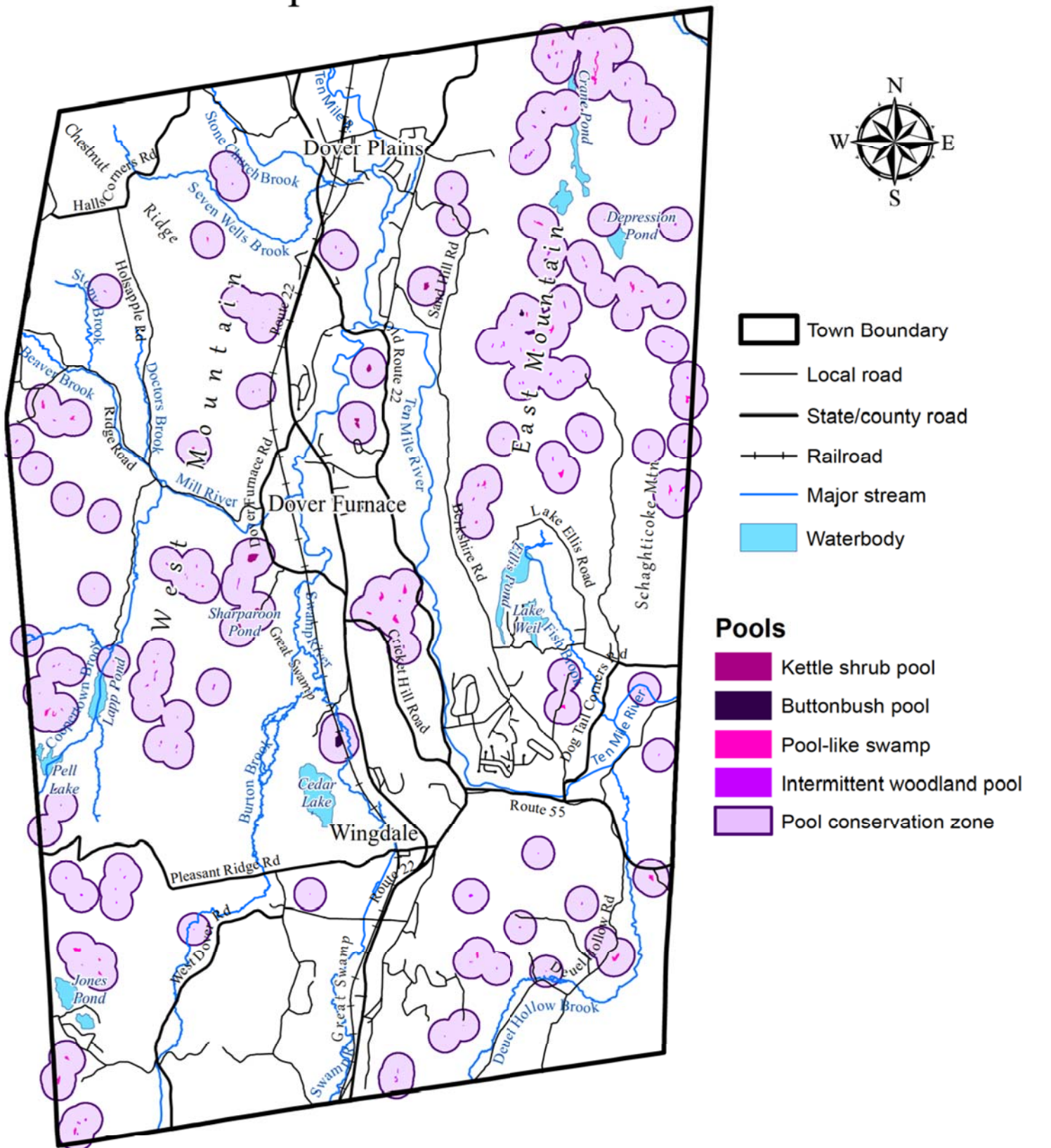


Figure 10. Woodland pools, including intermittent woodland pools, pool-like-swamps, kettle shrub pools, and buttonbush pools, in the Town of Dover, Dutchess County, New York. Pool conservation zones extend 750 ft (229 m) from pool boundaries. Hudsonia Ltd, 2020.



# Wetlands

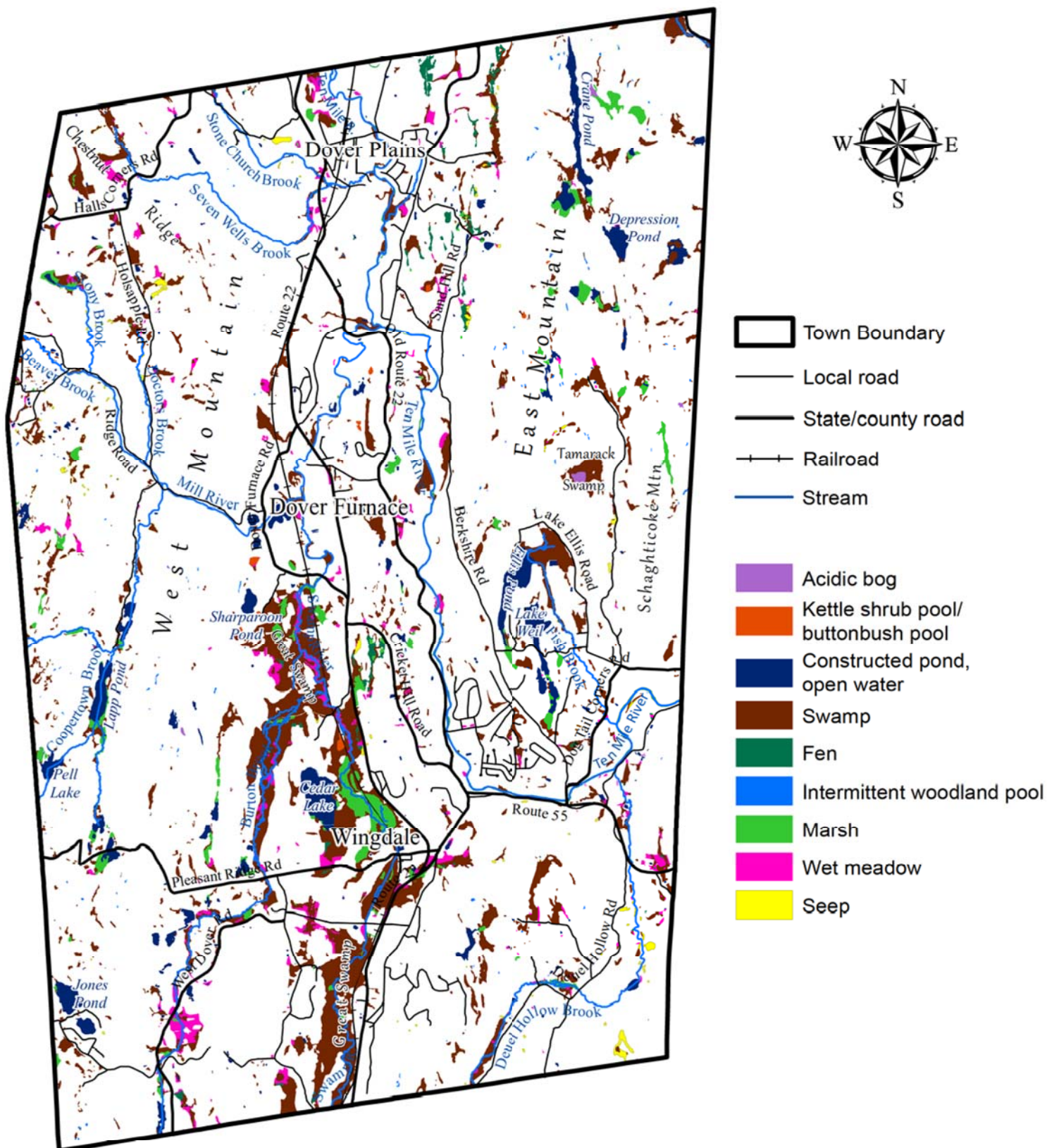
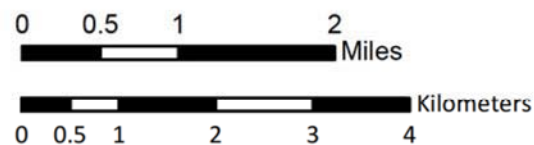


Figure 11. Wetland habitats in the Town of Dover, Dutchess County, New York. Wetlands were identified and mapped by Hudsonia via remote sensing and field observations. Hudsonia Ltd, 2020.





# Streams

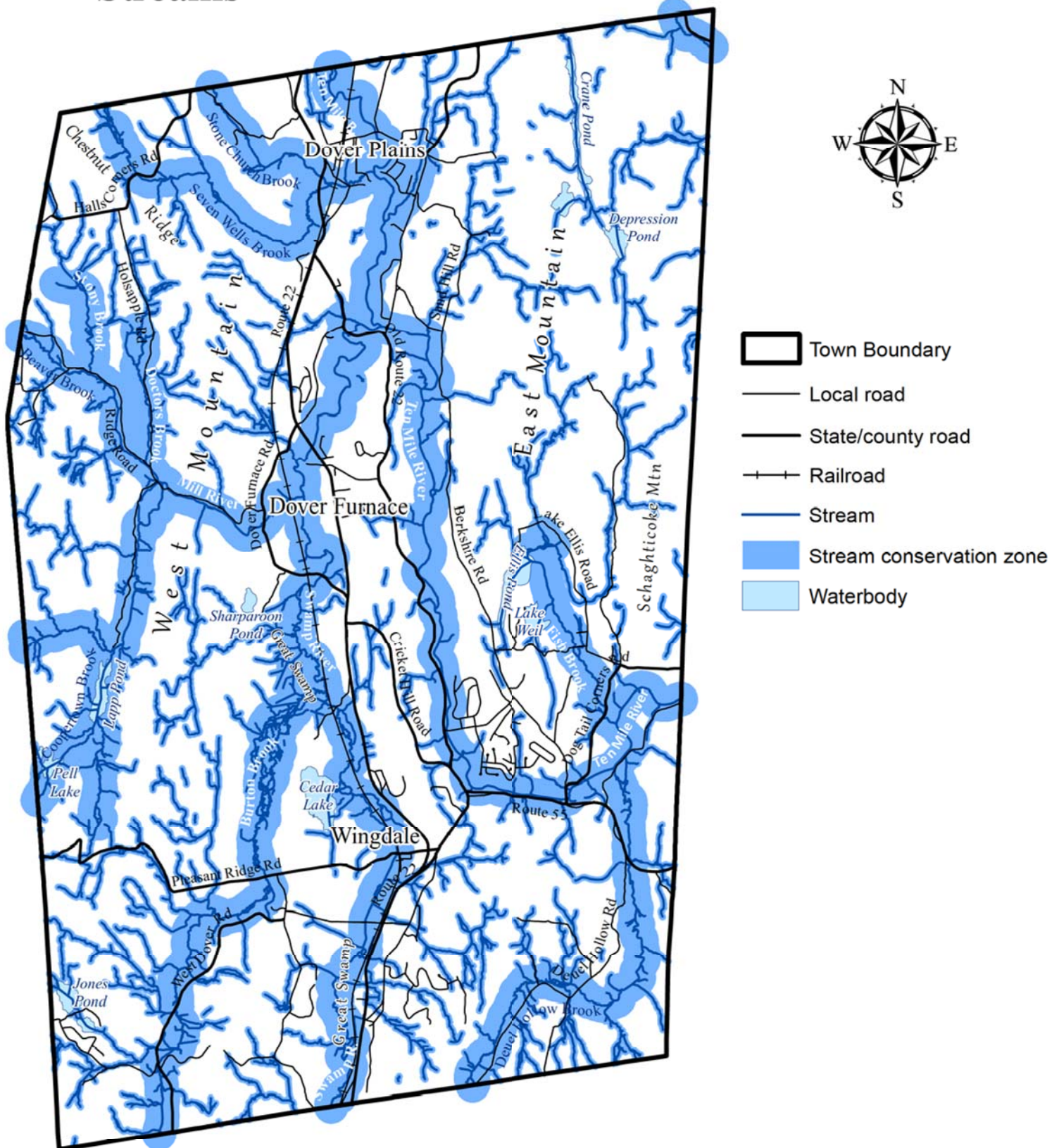
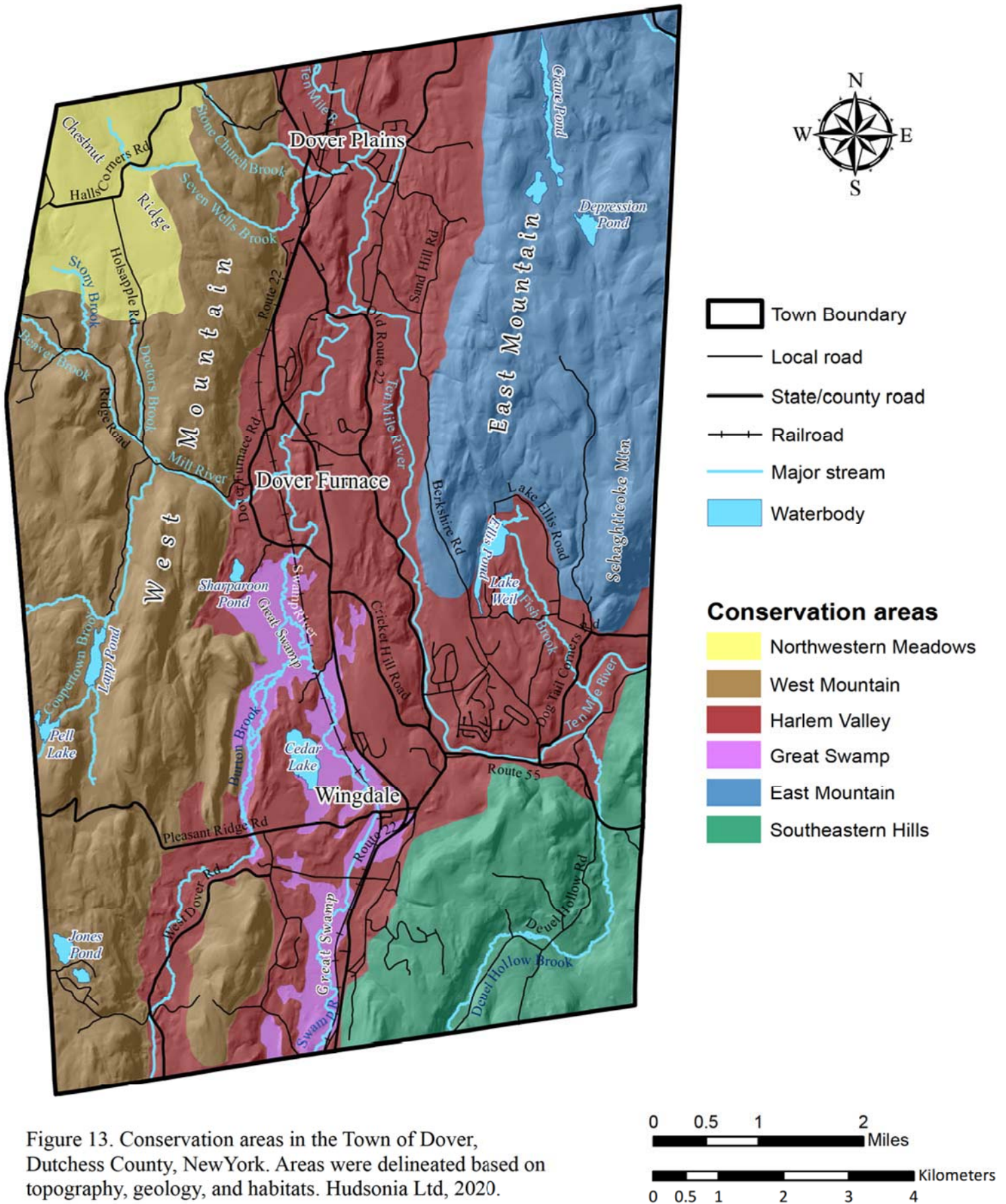


Figure 12. Streams and associated conservation zones in the Town of Dover, Dutchess County, New York. Conservation zones extend 820 ft (250 m) from perennial stream edges and 164 ft (50 m) from other stream edges. Hudsonia Ltd, 2020.



# Conservation areas



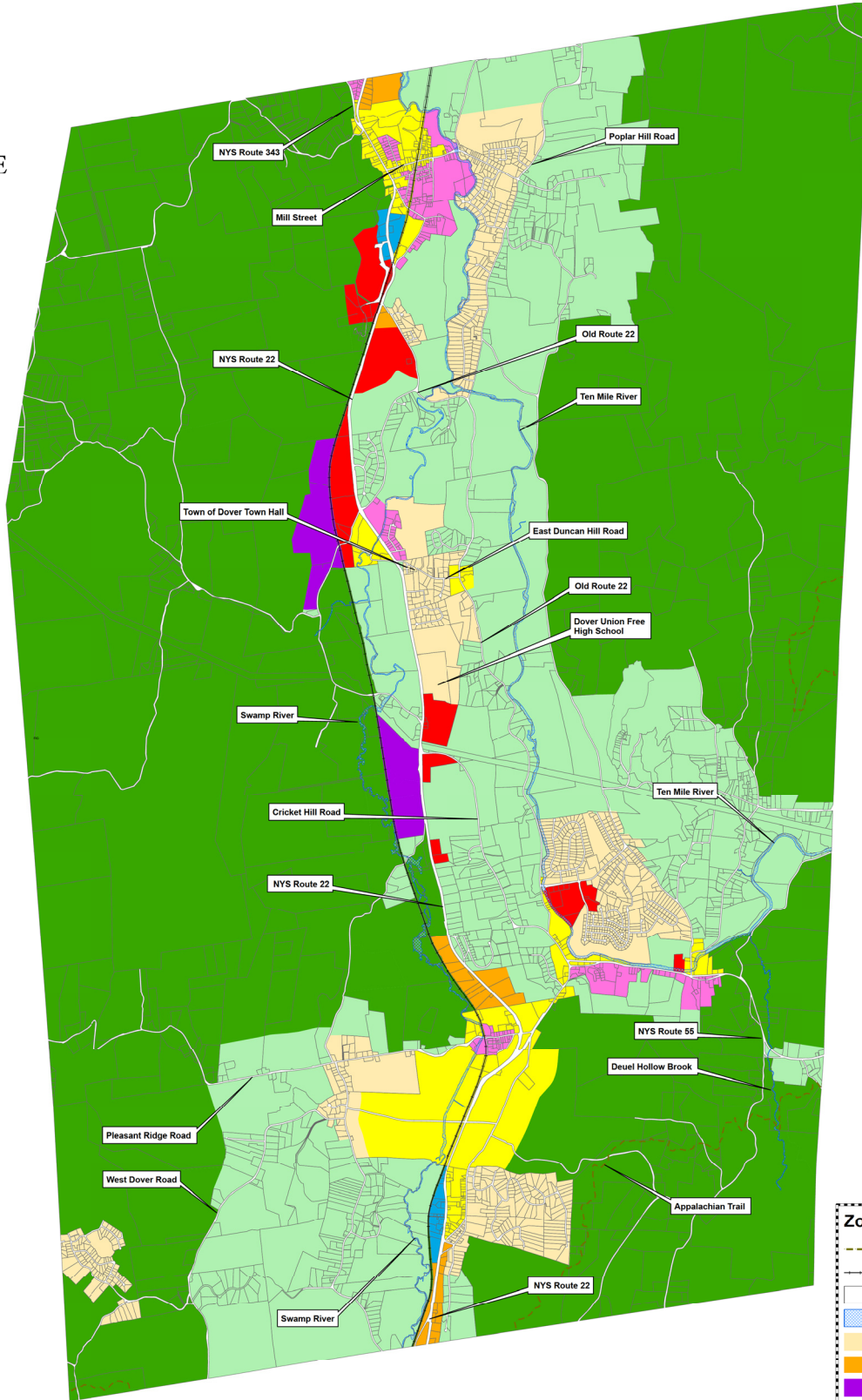
# **LAND USE MAPS**

- **2022 Town of Dover - Proposed Land Use Map**
- **Town of Dover Zoning [existing] Zoning Map**
- **2022 Town of Dover - Zoning District Modification Map**
- **Agricultural District Map**
- **Vacant Land Map**



# 2022 TOWN OF DOVER

## COMPREHENSIVE PLAN UPDATE - PROPOSED LAND USE MAP



### Zoning District Legend

- Appalachian Trail
- Metro-North Railroad
- Dover Parcels
- Water Course
- SR, Suburban Residential
- GC, Gateway Commercial
- M, Industrial Manufacturing
- HM, Hamlet Mixed Use
- HC, Highway Commercial
- CO, Commercial
- RU, Resource Conservation
- RC, Rural District
- HR, Hamlet Residential

**Rural District (RU):** The purpose of this district is to promote agriculture and compatible open space and medium density residential uses. Clustering of residential development is encouraged in order to maintain a rural appearance.

**Resource Conservation District (RC):** The purpose of this district is to protect and encourage agriculture, forestry, recreation, land conservation, and very-low-density residential uses. Commercial and intensive residential development is undesirable.

**Hamlet Mixed Use District (HM):** The purpose of this district is to maintain the traditional scale, density, and mixed-use character of existing hamlet core areas and to allow them to expand and become more economically viable.

**Hamlet Residential District (HR):** The purpose of this district is to maintain the traditional scale, density, and character of hamlet residential neighborhoods surrounding the hamlet cores and to allow expansion into surrounding land areas that are within walking distance from the hamlet centers.

**Suburban Residential (SR):** The purpose of this district is to maintain the character of existing suburban-density residential developments and to allow a controlled extension of suburban growth patterns. Single-family and multi-family uses are encouraged in this district.

**Gateway Commercial District (GC):** The purpose of the gateway district is to encourage the development of a compatible mix of commercial, office, light retail and residential uses along the main travel corridors in approach to existing Town Centers. Special attention to appearance and safety is required in this district.

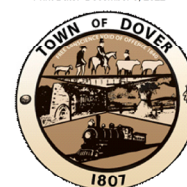
**Highway Commercial District (HC):** The purpose of this district is to allow large commercial and retail uses that rely heavily on automobile and truck access. These uses include the sale of retail goods and services that are necessary to support the community but are generally not preferred within the smaller scale of a walking hamlet mixed-use area.

**Commercial/Industry/Office Mixed-Use District (CO):** The purpose of this district is to allow areas for light industrial, light manufacturing, warehousing, service commercial, office, commercial recreation, and research facilities. Such districts may also include, where compatible, housing and limited retail commercial development intended to support the primary uses or to provide adaptive reuses for existing commercial or industrial buildings.

**Industrial/Manufacturing District (M):** The purpose of this district is to allow industrial, manufacturing, and related uses and adult entertainment, uses that are not compatible with most commercial, office, or residential uses, in isolated and well-served locations.

**REDUCED SIZE**

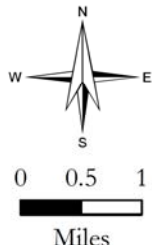
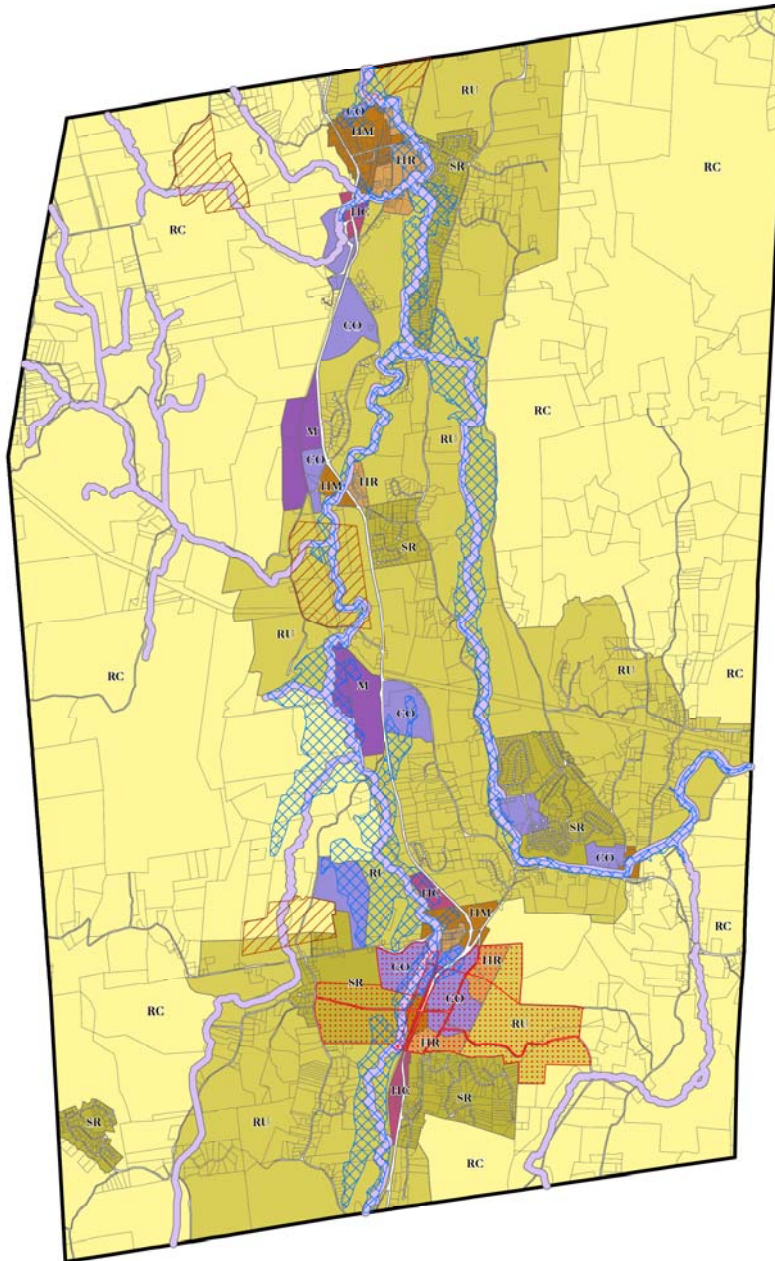
Print Date: December 5, 2022



Projected Coordinate System: State Plane, NY East Zone,  
FIPS 3101 Feet  
Datum: North American Datum 1983  
Geographic Coordinate System: GCS North American 1983

Data Source:  
Tax Parcels: Dutchess Co. Real Property Tax Service, 2021  
Municipal Boundaries: Dutchess Co. Real Property Tax Service, 2021

# Town of Dover Zoning Map



## Legend

- PARCEL BOUNDARIES
- MUNICIPAL BOUNDARIES

## Zoning Districts

- CO, COMMERCIAL/INDUSTRY/OFFICE
- HC, HIGHWAY COMMERCIAL DISTRICT
- HM, HAMLET MIXED USE DISTRICT
- HR, HAMLET RESIDENTIAL DISTRICT
- M, INDUSTRIAL/MANUFACTURING
- RC, RESOURCE CONSERVATION DISTRICT
- RU, RURAL DISTRICT
- SR, SUBURBAN RESIDENTIAL
- MIXED USE INSTITUTIONAL CONVERSION OVERLAY
- FLOOD PLAIN OVERLAY DISTRICT
- SOIL MINING OVERLAY DISTRICT
- STREAM CORRIDOR BUFFER OVERLAY



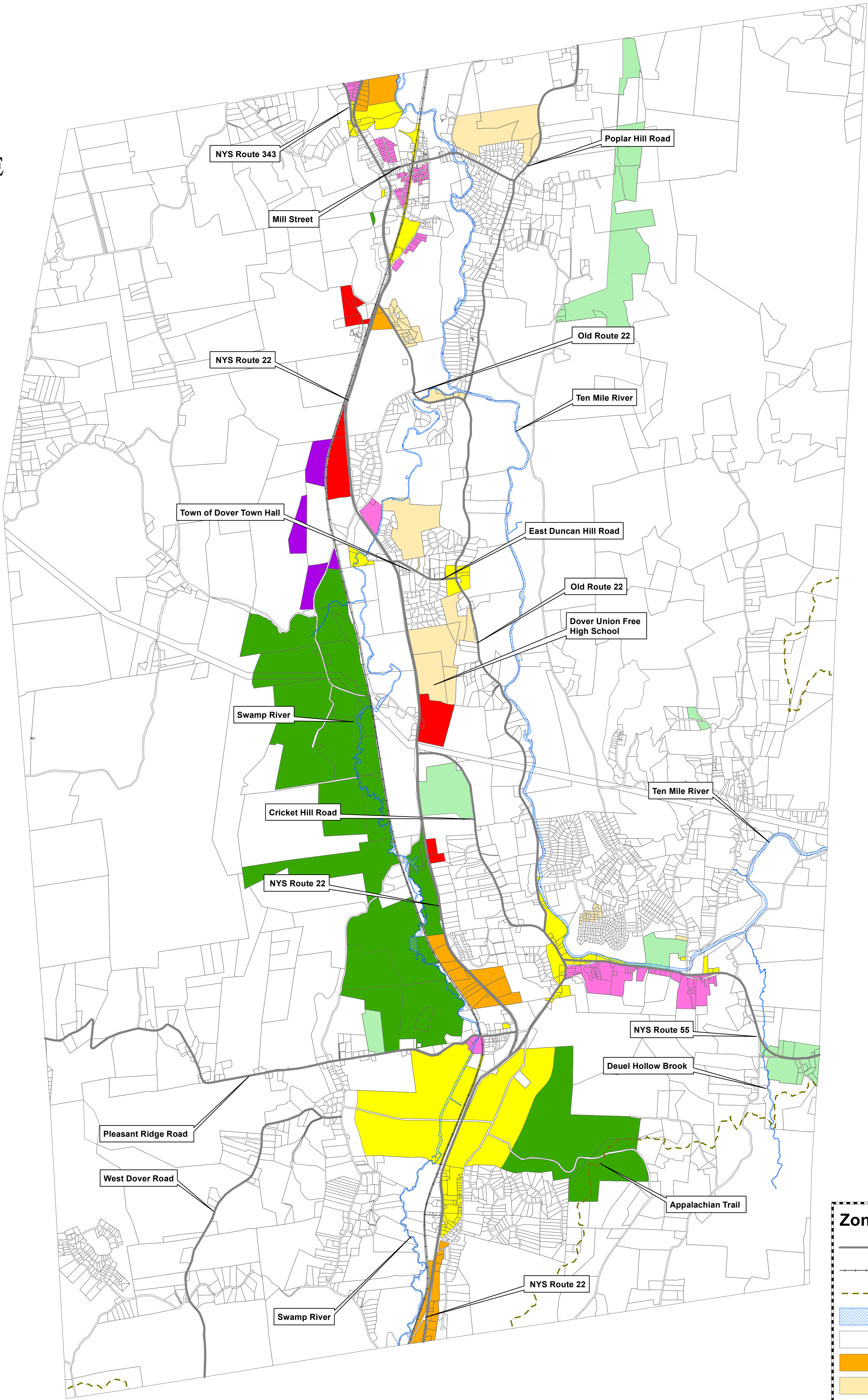
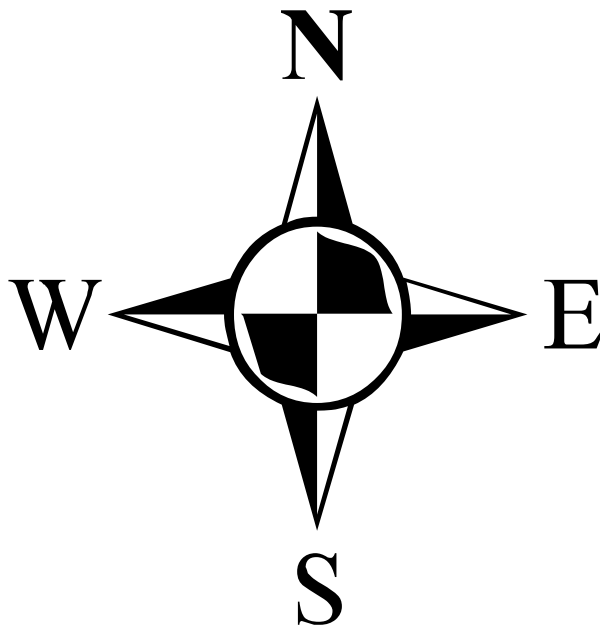
Map Prepared By Dutchess County  
Department of Planning and Development  
Issued: February 2016

Zoning District boundaries are enacted by the Municipalities. These maps are based on information supplied by the Municipalities, per agreement with Dutchess County Department of Planning and Development. Zoning district lines are updated at the pleasure of the Municipality. Check with local municipal officials for most recent boundary delineations.



# 2022 TOWN OF DOVER

## ZONING DISTRICT MODIFICATIONS



Zoning District Legend	
	Major Roadway
	Metro-North Railroad
	Appalachian Trail
	Water Course
	Dover Parcels
	GC_mod
	SR_mod
	M_mod
	HM_mod
	CO_mod
	RC_mod
	HR_mod
	RU_mod

0 4,000 8,000

1 inch = 2,000 feet

Print Date: December 6, 2022

**Rural District (RU):** The purpose of this district is to promote agriculture and compatible open space and medium density residential uses. Clustering of residential development is encouraged in order to maintain a rural appearance.

**Resource Conservation District (RC):** The purpose of this district is to protect and encourage agriculture, forestry, recreation, land conservation, and very-low-density residential uses. Commercial and intensive residential development is undesirable.

**Hamlet Mixed-Use District (HM):** The purpose of this district is to maintain the traditional scale, density, and mixed-use character of existing hamlet core areas and to allow them to expand and become more economically viable.

**Hamlet Residential District (HR):** The purpose of this district is to maintain the traditional scale, density, and character of hamlet residential neighborhoods surrounding the hamlet cores and to allow expansion into surrounding land areas that are within walking distance from the hamlet centers.

**Suburban Residential (SR):** The purpose of this district is to maintain the character of existing suburban-density residential developments and to allow a controlled extension of suburban growth patterns. Single-family and multi-family uses are encouraged in this district.

**Gateway Commercial District (GC):** The purpose of the gateway district is to encourage the development of a compatible mix of commercial, office, light retail and residential uses along the main travel corridors in approach to existing Town Centers. Special attention to appearance and safety is required in this district.

**Highway Commercial District (HC):** The purpose of this district is to allow large commercial and retail uses that rely heavily on automobile and truck access. These uses include the sale of retail goods and services that are necessary to support the community but are generally not preferred within the smaller scale of a walking hamlet mixed-use area.

**Commercial/Industry/Office Mixed-Use District (CO):** The purpose of this district is to allow areas for light industrial, light manufacturing, warehousing, service commercial, office, commercial recreation, and research facilities. Such districts may also include, where compatible, housing and limited retail commercial development intended to support the primary uses or to provide adaptive reuses for existing commercial or industrial buildings.

**Industrial/Manufacturing District (M):** The purpose of this district is to allow industrial, manufacturing, and related uses and adult entertainment, uses that are not compatible with most commercial, office, or residential uses, in isolated and well-buffered locations.

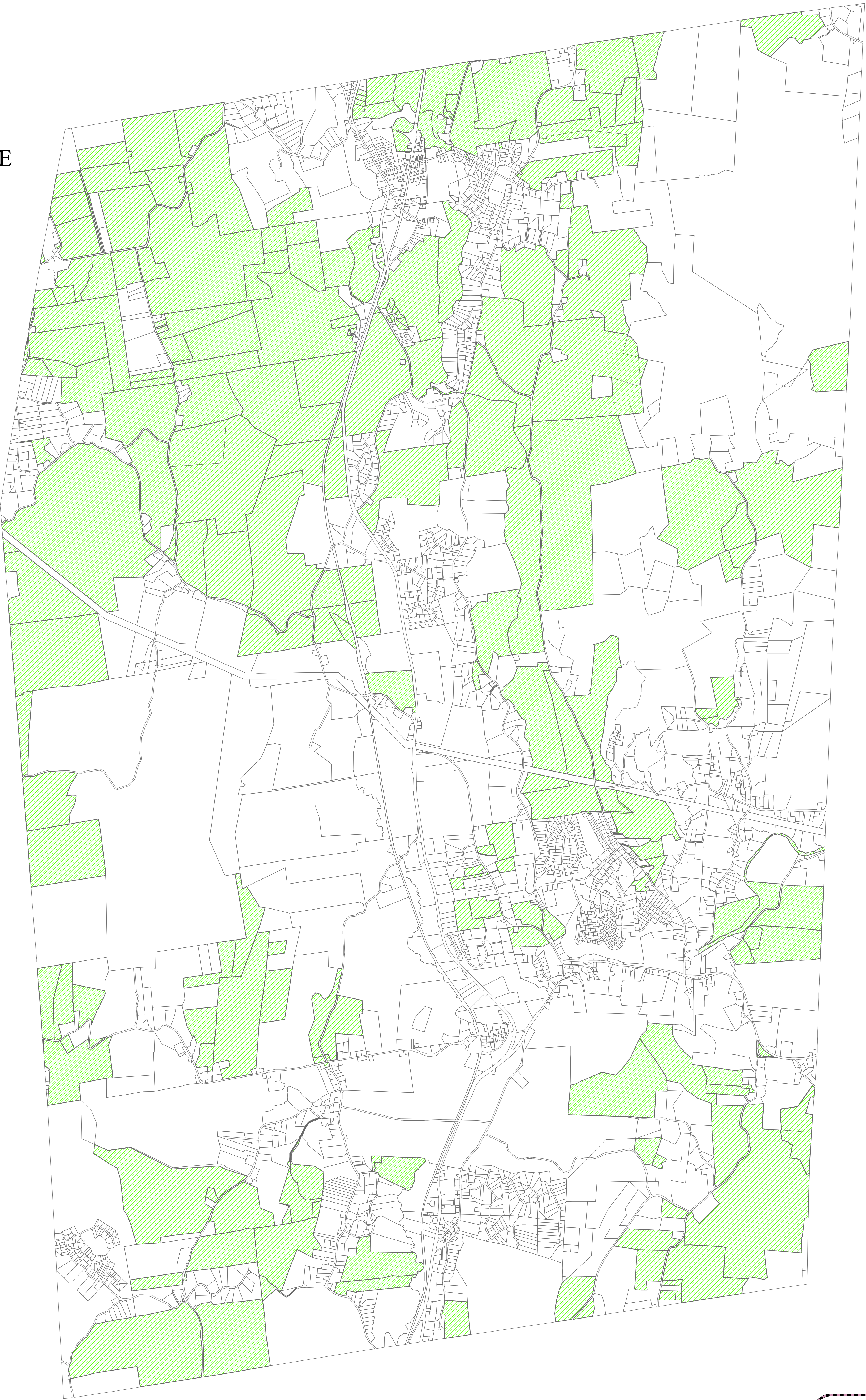
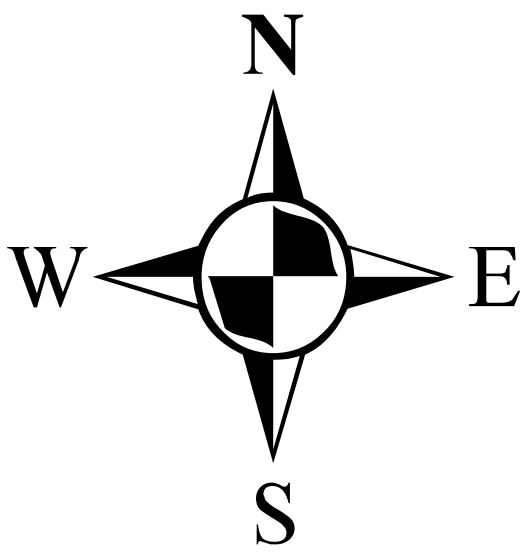
**Projected Coordinate System:** State Plane, NY East Zone, FIPS 3101 Feet  
**Datum:** North American Datum 1983  
**Geographic Coordinate System:** GCS North American 1983

**Data Source:**  
Tax Parcels: Dutchess Co. Real Property Tax Service, 2021  
Municipal Boundaries: Dutchess Co. Real Property Tax Service, 2021



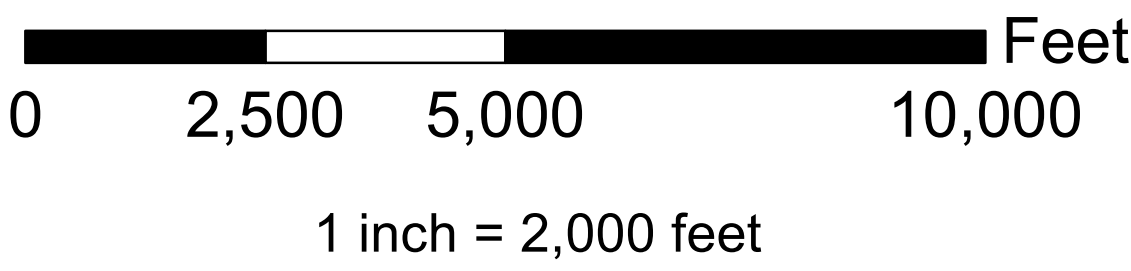
# Town of Dover

## AGRICULTURAL DISTRICTS

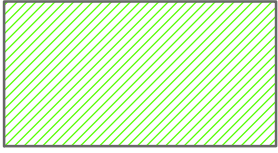



Print Date: December 6, 2022

**Projected Coordinate System:** State Plane, NY East Zone,  
FIPS 3101 Feet  
**Datum:** North American Datum 1983  
**Geographic Coordinate System:** GCS North American 1983  
  
**Data Source:**  
Tax Parcels: Dutchess Co. Real Property Tax Service, 2021  
Agricultural Areas: Agricultral District Boundaries, August 2022  
Municipal Boundaries: Dutchess Co. Real Property Tax Service, 2021



**LEGEND**

Agricultural Districts

Dover Parcels



# Town of Dover

## VACANT LAND (2016)

