

A COMPREHENSIVE PLAN FOR THE

Town of Lloyd

Prepared for:

Town Board of the Town of Lloyd

Robert Shepard, Supervisor

Robert Gruner, Councilman

Nancy Hammond, Councilwoman

Robert Hansut, Councilman

Mark Elia, Councilman

Prepared by:

Town of Lloyd Comprehensive Plan Study Committee

Louis DuBois, Chair

Joseph Nucci, Vice Chair

Benjamin Bragg

Carl DiLorenzo

David Gordon

Lawrence Hammond

John Jacobs

Dominick Martorana

Thomas Ryan

With Technical Assistance from

GREENPLAN Inc.

302 Pells Road • Rhinebeck, NY 12572

Phone 845.876.5775 • www.greenplan.org

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Town of Lloyd Community
Town of Lloyd Town Board
Town of Lloyd Zoning Board of Appeals
Town of Lloyd Highway Department
Town of Lloyd Building Department
Town of Lloyd Water and Sewer Departments
Town of Lloyd Economic Development Committee
Town of Lloyd Environmental Conservation Council
Town of Lloyd Recreation Commission
Town of Lloyd Waterfront Revitalization Committee
Highland Central School District
Lewis Di Stasi, Attorney for the Town of Lloyd
Ann Feo, Town of Lloyd Assessor and GIS Coordinator
Theresa Scott, Town of Lloyd Historian
Sandy Avampato, Secretary and Administrative Assistant to the Planning Board and Zoning Board of Appeals, and Staff Planner
Ulster County Planning Board
Ulster County Real Property Tax Service Agency

The *Comprehensive Plan* was prepared with technical assistance provided by Lloyd's Town Planners, J. Theodore Fink, AICP and Michèle Robinson Greig, PhD, GREENPLAN, Inc. A number of other consultants have also contributed to the *Plan*. These include:

Matthew D. Rudikoff Associates
New York Planning Federation
Rohde, Soyka and Andrews
Brinnier and Larios
Morris Associates
Chazen Companies
Wildlife Conservation Society's Metropolitan Conservation Alliance



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Plan Summary

The Town of Lloyd offers a distinct sense of community and a high quality of life. The Town's rural character, its sense of openness, safety and simplicity, is coupled with the benefit of accessibility to larger urban areas. Community assets in the Town include the traditional neighborhood of Highland, proximity to the Hudson River, scenic vistas of working landscapes, a good school system, and a diversity of people with strong community pride. However, there is also concern that the quality of life residents have come to expect is under challenge.

Lloyd's proximity to urban areas such as Poughkeepsie and New Paltz is a double-edged sword. The benefit of accessibility to cultural and commercial amenities in these more urbanized areas is coupled with land use challenges that must be recognized and addressed. The danger of becoming a regional bedroom community with commercial activity lining the main highways is a clear concern to Lloyd residents. Of equal concern is the lack of opportunities for youth to work or live in Lloyd. The planning process that resulted in preparation of this *Comprehensive Plan* revealed that Lloyd is home to many individuals who are proud of their community and have a strong desire to improve its quality of life. However, the low expectation of local high school students that they will stay in the Town after graduation is an indication that Lloyd's future as a quality community must be carefully planned.

This *Comprehensive Plan* involved a 15 year planning process resulting in consensus on the Town's future direction. This process resulted in the following vision statement:

Vision Statement:

Preserve the rural, residential and agricultural character of the community and the Town's rich tapestry of environmental resources while keeping a watchful eye on commercial development so as to protect and enhance the tax base without detracting from the Town's historic settlement pattern and quality of life.

1.1 NEED FOR A NEW COMPREHENSIVE PLAN

The current *Town of Lloyd Comprehensive Plan* was adopted in 1981. That plan was itself an update of a previous *Development Plan* prepared by Frederick P. Clark Associates in 1966. In the late 1980's, the Town recognized a need to update the *Comprehensive Plan*. Since the adoption of the previous plan, innovative new planning techniques have emerged, and recent amendments to the New York State Town and other enabling laws affecting planning and zoning have been enacted that provide greater flexibility in the way land use is controlled. These changes can help Lloyd accommodate new growth while retaining the rural character that provides a high quality of life.

From 1988 to 1990, Matthew D. Rudikoff Associates, as consultants to the Town Planning Board, developed a set of goals that became the prelude to the current *Comprehensive Plan* update. Other recent innovative planning projects in the Town include:

- The Local Waterfront Revitalization Plan, conducted over a 10-year study period, was formally adopted as part of the Town of Lloyd Code in 1994, together with a zoning overlay entitled Waterfront Bluff Overlay District.
- A Waterfront Feasibility Study, conducted in 1996-1997, resulted in the Historic Highland Landing plan for obtaining Hudson River frontage for the Town and developing a public park and river access.
- A Highland Hamlet Plan, conducted in 1997, included a façade study and plans to make the hamlet more walkable.

The 2005 *Comprehensive Plan* has evaluated the recommendations of these previous planning efforts to ensure that they are complementary, and has incorporated them into a single document.

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1.2 THE LLOYD COMPREHENSIVE PLAN PROCESS

In recent years, Town of Lloyd officials have been interested in taking a fresh look at the Town's land use planning goals with an eye towards gaining public consensus on how these goals could be updated and implemented. In 1996, the Town Board designated the Planning Board as the Comprehensive Plan Study Committee¹ to spearhead this effort. The Study Committee recognized that the *Comprehensive Plan* belongs to the community, and that it was essential to involve the community from the very beginning in the planning process. Toward this end, from 1997 to 1998, the Study Committee, assisted by the New York Planning Federation and with additional funding from the Hudson River Valley Greenway, designed and completed a series of outreach efforts to gather public opinion on planning, zoning and land use issues. More than just conventional public hearings and comment periods, this multi-month process included a variety of interviews, community planning workshops, meetings with constituents, and a public opinion survey to ensure that everyone who wanted to comment on land use issues in the Town could do so.

Two broadly promoted community planning meetings were held at the American Legion Hall in Highland on April 12 and April 17, 1997. At these meetings, Town officials and New York Planning Federation staff explained the status of planning work in Lloyd and outlined some progressive planning techniques used in other communities in New York and nearby states. Over 100 residents attended these meetings and offered questions and comments during open discussion periods with representative Town officials. Additional public meetings were held on April 11, 1997 (focusing on the needs and interests of agricultural land owners) and May 1, 1997 (focusing on environmental issues with the Town's Environmental Conservation Council). Follow-up sessions focused on special interest groups expressing a desire to be heard on their particular issues. These included meetings with the farming community, local businesses, and the school district. During a series of meetings in April and May of 1997, some 43 high school students at Highland High School were also interviewed and surveyed about the qualities of the Town that they liked and disliked the most. The information gathered during these public participation sessions became the basis for the goals, objectives and actions outlined in this *Comprehensive Plan*.

Preparation of the *Comprehensive Plan* also included a review of numerous planning reports, socio-economic studies, background studies of population and housing, historic preservation, natural resources, community facilities, transportation, land use, and regional plans, which contained information pertinent to the Town and other Southern Ulster municipalities. These include the Town's 1981 *Comprehensive Plan*, the *Community Planning Report: An Amendment to the Town of Lloyd Comprehensive Plan*, prepared for the Town of

¹ A special board under § 272 of NYS Town Law.

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Lloyd Planning Board by the New York Planning Federation in 1998, the *Town of Lloyd Local Waterfront Revitalization Plan*, adopted in 1994, the *Master Plan for the Historic Highland Landing*, prepared for the Town by The Cavendish Partnership in 1997, the Ulster County Plan, and many others.

New York State Town Law states that:

“Among the most important powers and duties granted by the [State] legislature to a town government is the authority and responsibility to undertake town comprehensive planning and to regulate land use for the purpose of protecting the public health, safety and general welfare of its citizens.” [Section 272-a]

This *Comprehensive Plan* assumes that responsibility by providing a guide to the development and redevelopment of the Town in the near future. The *Plan* provides a basis for land use and policy decisions based on the community’s expressed goals.

1.3 GOALS, OBJECTIVES, AND ACTIONS

The success of any municipal planning process depends upon reaching a consensus on community goals. Objectives bring the community closer to achieving its goals, while actions assist in implementing objectives. Their interrelationships can be expressed as follows:

- A Goal is a broad policy description of community desires for the future. It is a long-term end toward which programs or activities are directed.
- An Objective is a specific intermediate end that is achievable in the short-term and progresses towards a goal.
- An Action is a specific program or project designed to implement an objective and ultimately achieve a goal.

The relationship between goals, objectives, and actions can be seen in the following illustration:

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The goals presented below and discussed throughout the *Town of Lloyd Comprehensive Plan* were developed over a period of four years by the Comprehensive Plan Study Committee. These goals were developed through a planning process that considered the responses to a public opinion survey, through committee meetings and other public input, and through various planning studies. During the planning process, these goals were periodically revised to provide continuous guidance in developing the *Comprehensive Plan*. The overall goals for the Town of Lloyd are:

1. **Preserve rural character and enhance quality of life.** Lloyd has a unique sense of community provided by its rural places coupled with easy accessibility to commercial and cultural amenities, and a diversity of housing choices. These aspects of Lloyd are of prime importance to its residents and must be protected and enhanced.
2. **Maintain the hamlet of Highland as center of the Town.** The historic role of Highland as the center of commercial, institutional and cultural activities in the Town should be maintained as a preferred alternative to scattered highway development.
3. **Maintain agriculture as an important economic activity that contributes to the community's character.** The Town should reaffirm and establish policies and regulations to encourage farming as a positive and valued land use reflected in existing "right-to-farm" legislation.
4. **Enhance the efficiency and safety of the Town's transportation networks, and preserve the scenic quality of rural roads.** Efficient and safe accessibility within Lloyd and to locations outside the Town is important. Along residential neighborhoods and corridors in the small hamlets and in Highland, improvements should be made for pedestrians and bicyclists, not just cars and trucks. In addition, rural roads offer important scenic qualities that should be maintained.
5. **Protect and enhance the quality of the Town's natural, cultural, historic, and scenic resources.** Town of Lloyd policies, including zoning, planning and regulation of development, should ensure the protection of the Town's unique natural resources, especially water, scenic resources, and open space. The Town should identify and protect such resources and adopt effective land use regulations to ensure that development complements their importance.

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6. **Encourage economic development, consistent with Lloyd's small town character, to stabilize the tax base.** The public believes in a mix of land uses that, when well designed, can contribute to the quality of life and stabilization of the tax base. A variety of commercial pursuits is desirable if consistent with the other goals outlined here.
7. **Develop a comprehensive water and sewer expansion plan.** The Town should continue to develop and expand the central water and sewer system, incorporating innovative conservation and re-use strategies, and facilitating commercial mixed use expansion and redevelopment of the hamlet area.
8. **Protect the visual quality and aesthetic character of the Town.** A high standard of development quality should be demanded in order to assure that visual and aesthetic characteristics of the Town are achieved and maintained.
9. **Encourage implementation of the most recent Town recreation plan to address the growing demand for services and facilities.** The Town of Lloyd should utilize its resources to provide year-round, high quality active and passive recreation programs and improve the quality of life for individuals of all ages.

Objectives and actions were added to these goals as they were recommended by committee members, residents, business people, planners, and other interested parties. The objectives and actions to implement the goals for the Town of Lloyd appear in Table 1.1 at the end of this chapter. The underlying themes embodied in the goals and objectives resulted in the Vision Statement for the Town.

1.4 VISION STATEMENT

A vision statement is a formal expression of the overall image of how a community wishes to present itself in the future. The goals and objectives formulated during the planning process provide the basis from which the vision statement emerges. The Town's vision statement appears at the beginning of this chapter.

1.5 ORGANIZATION OF THE PLAN

The *Comprehensive Plan* begins in Chapter 2 with a description of existing conditions, including the historic background of the Town, its regional setting, and its socio-economic, demographic, and housing conditions. Chapters 3 to

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11 present the *Comprehensive Plan* elements, which correspond to each of the community's nine major goals. These chapters describe existing problems and challenges and present specific recommendations to achieve the goals. Chapter 12 recommends implementation strategies and priorities. The Proposed Zoning Map appears as Figure 39 at the end of the *Comprehensive Plan*, along with other maps referenced in the *Plan*. An illustrated Guide to Cluster Subdivision Design appears in the back pocket of the *Comprehensive Plan*.

The Metropolitan Conservation Alliance (MCA), a program of the Bronx-Zoo based Wildlife Conservation Society (WCS), is currently conducting a biodiversity study for the Town of Lloyd. The forthcoming report on the study will constitute an addendum to *Comprehensive Plan* once it has been reviewed by the Town Board.

TABLE 1.1: TOWN OF LLOYD: GOALS, OBJECTIVES, AND ACTIONS

RURAL CHARACTER AND QUALITY OF LIFE		
Goal	Objectives	Actions
Preserve rural character and enhance quality of life.	Preserve the Town's rural atmosphere.	<ul style="list-style-type: none"> • Reduce rural densities, where appropriate, in relation to environmental constraints throughout various portions of the Town. • Amend the Town's cluster subdivision regulations to promote conservation subdivision design, streamline the cluster review process, and include a list of environmental resources whose protection is required or recommended. • Protect open space by providing incentives for clustering, such as increased allowable densities. • Establish a standard of at least 60 percent protected open space in new clustered rural subdivisions as a precondition for achieving full density. • Adopt a GEIS with thresholds to streamline the environmental review process for cluster subdivisions and other "smart growth" techniques. • Amend the Zoning to include provisions for establishing Homeowners Associations. • Amend the Zoning to recognize secondary conservation areas and recommended management practices for these areas. • Consider amending the Zoning to permit conservation density subdivisions, limited development subdivision design, and average density zoning as alternatives to conventional subdivisions. • Adopt guidelines for siting single-family homes, particularly on ridgelines, near open fields, and in forested areas, to integrate them into the rural and agricultural landscape.
	Ensure continuance of existing housing diversity and increase the stock of affordable homes.	<ul style="list-style-type: none"> • Encourage development of two-family homes within the water and sewer district. • Permit apartments above commercial structures in the hamlet. • Adopt incentive zoning that would grant a density bonus to developers in exchange for providing affordable housing. • Coordinate housing policies and develop a statement of housing objectives with Ulster County Planning Department. • Adopt Senior Citizen housing districts, and encourage the location of senior citizen housing in the hamlet.
	Encourage compatible uses	<ul style="list-style-type: none"> • Amend the PRD regulations to permit small-scale retail businesses that provide local conveniences. • Amend the PUD and PRD regulations to deduct environmental constraints prior to calculating permitted density, to regulate building height, and to include smart growth guidelines and protection of natural resources and scenic vistas. • Amend the Zoning to allow for walkable compact mixed-use developments (such as PUDs and PRDs) in appropriate areas. • Amend the Zoning to eliminate the TR-1 District in the northeast section of the Town and replace it with a single-family district.
	Encourage regional coordination with adjacent communities to address issues that cross municipal boundaries.	<ul style="list-style-type: none"> • Maintain membership in: Southern Ulster Alliance, Association of Towns, New York Planning Federation, American Planning Association, Hudson River Valley Greenway. • Encourage participation in the Community Leadership Alliance Program.

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HAMLET OF HIGHLAND		
Goal	Objectives	Actions
Maintain the hamlet of Highland as the commercial, institutional and cultural center of the Town.	Keep civic institutions, expand community services, and promote commercial growth in the hamlet.	<ul style="list-style-type: none"> Retain civic institutions in the hamlet, such as the Library, Town Hall, and Police Department, in the hamlet. Expand the hamlet's Commercial Business District. Encourage the location and development of community services in the hamlet, such as a community center for youth and senior citizens, and a day care center. Identify vacant buildings and parcels for new or adaptive reuse and market these sites to prospective businesses and entrepreneurs. Amend the Zoning to permit civic uses, professional services and small-scale retail in the hamlet only.
	Beautyify the hamlet.	<ul style="list-style-type: none"> Continue to display the façade improvement recommendations in Town Hall, and encourage new businesses to improve existing façades during the site plan review process. Assist businesses in securing financing for façade improvements. Encourage restoration of historic properties in the hamlet. Expand Planning Board responsibilities to include architectural reviews of historic structures and new commercial development. Establish design standards for architectural review of new development and for renovation of existing commercial buildings in the hamlet. Develop a comprehensive beautification plan for the hamlet, and continue to support the efforts of the Beautification Committee. Implement the landscaping recommendations of the Plan to Make Highland More Walkable. Develop improved signage, lighting and landscaping standards in Zoning. Develop a plan to phase burial of utility lines in the hamlet area. Encourage the Economic Development Committee to partner with the Downtown Business Association to hire a downtown manager.
	Improve transportation flow and parking availability in the hamlet.	<ul style="list-style-type: none"> Encourage the State to re-route trucks from Route 44/55 to Chapel Hill Road. Expand the existing parking lot near Village Field. Install signs directing drivers to municipal parking lots. Encourage businesses to direct employee to park in public lots rather than on the street. Ensure that parking lots are appropriately screened and/or landscaped. Improve existing parking areas with attractive human scale lighting, paving and striping. Encourage existing and new development to provide off-street parking available to the public. Encourage sharing of lots by businesses with different hours of operation. Delineate parking spaces on main roads with curb markings.
	Improve pedestrian and bicycle accessibility in the hamlet.	<ul style="list-style-type: none"> Implement the recommendations of the Plan to Make Highland More Walkable. Apply for TEA-21 funding for sidewalk improvements. Require sidewalks in areas of concentrated residential development and in proximity to educational facilities and other major activity centers. Require that new commercial development install or repair sidewalks. Consider installing sidewalks on North Road to connect the hamlet with the Post Office.

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Maintain the hamlet of Highland as the commercial, institutional and cultural center of the Town.	Improve pedestrian and bicycle accessibility in the hamlet.	<ul style="list-style-type: none">• Place "Yield to Pedestrian" signs at all major intersections.• Place benches and other pedestrian amenities on sidewalks.• Place and maintain bike racks in designated areas.• Continue to pursue traffic calming measures in the hamlet to further encourage pedestrian movements.
	Increase allowable density in certain residential areas adjacent to the hamlet.	<ul style="list-style-type: none">• Permit transfer of development rights from farmland and other important open spaces to areas designated for increased residential density.• Adopt a Traditional Neighborhood Overlay District with illustrated design standards for areas of the hamlet served by public water and sewer and immediately adjacent areas where mixed-use is feasible.
	Coordinate use of school and community facilities with targeted community needs.	<ul style="list-style-type: none">• Continue to coordinate use of the schools, churches and firehouses for after-hours community programs and meetings.• Continue to fund the program establishing law enforcement presence in the schools.
AGRICULTURE		
Goal	Objectives	Actions
	Seek input from local farmers on agricultural issues.	<ul style="list-style-type: none">• Appoint a Farmland Protection Committee to advise the Town on agricultural issues and to prepare a Town Agricultural and Farmland Protection Plan.

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<p>Maintain agriculture as an important economic activity that contributes to community character.</p>	<p>Purchase or transfer development rights from farms to permanently protect agricultural land and compensate landowners for the equity in their land.</p>	<ul style="list-style-type: none"> Secure State and Federal funds to purchase development rights from participating farmers. Conduct a fiscal impact study of the cost of community services associated with different land uses in the Town, and consider establishment of Town-based purchase of development rights programs. Amend the Zoning to permit a voluntary transfer and possibly leasing of development rights from farmland to areas of the Town where greater density is desired. Amend the Zoning to permit incentive zoning. Establish a "resource bank" for funds derived from incentive zoning to be allocated to purchase development rights from farmland. Adopt density standards of 4 acres per unit for conventional subdivisions and calculated at 2 acres per unit for clustering.
	<p>Encourage the economic viability of local agriculture by promoting agriculture as an industry.</p>	<ul style="list-style-type: none"> Review Zoning to ensure the laws regulating agriculture are "farm-friendly." Amend the Zoning to permit accessory retail businesses and recreational uses on farms. Amend the Zoning to provide farmers greater flexibility in the use of accessory farm buildings such as cold storage facilities, historic barns, and other farm structures. Encourage owners of historic barns to take advantage of the NYS barn restoration tax credit and OPRHP's Barns Restoration and Preservation Program. Promote "agri-tourism" and support continued production of an Ulster County map listing farm stands, farm products, wineries, pick-your-own farms, and other farms available for visits.
	<p>Reduce land use conflicts between farms and residential development.</p>	<ul style="list-style-type: none"> Adopt a local "right-to-farm" law. Require new development adjacent to farmland to be clustered, and provide adequate buffer strips and windbreaks to minimize the potential for conflicts between agricultural and adjacent non-agricultural land uses. Require a disclosure notice and a legally binding disclaimer for homebuyers adjacent to farms and agricultural uses; require this notice on subdivision maps and in deeds of new subdivisions in proximity to agricultural areas. Require the removal of abandoned orchards to reduce the possibility of infestation. Prevent extension of municipal services into prime and statewide significant agricultural soil areas.
	<p>Promote community awareness of the importance of agriculture in the Town.</p>	<ul style="list-style-type: none"> Encourage the School District to incorporate "ag in the classroom" in the elementary school and to develop an Agricultural Education Program for the higher grades. Encourage community awareness of the economic and tax benefits of preserving farms and farmland in the Town.
TRANSPORTATION		
Goal	Objectives	Actions
<p>Minimize the traffic impact of commercial and industrial</p>	<ul style="list-style-type: none"> Coordinate and limit curb cuts on major roads. Encourage development of interior access and service roads in new and existing commercial and industrial development. Create pedestrian access to commercial areas from nearby residential areas. 	

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<p>Enhance the efficiency and safety of the Town's transportation networks, and preserve the scenic quality of rural roads.</p>	development on major roads.	<ul style="list-style-type: none"> Require developers along Routes 9W and 299 analyze potential impacts of their projects on L-O-S for a design year horizon (3-5 years) beyond the project completion date. Ensure that offsite improvements or developer contributions are proportionate to development proposals when those proposals affect current transportation flow. Work with DOT and adjacent communities to conduct corridor studies of Routes 9W and 299 to address long term transportation needs and design issues.
	Reduce traffic congestion by encouraging alternative modes of transportation	<ul style="list-style-type: none"> Authorize the Transportation Safety Committee to encourage alternatives to the automobile, such as walking, bicycling, public transportation, car-pooling, and telecommuting, to reduce vehicular traffic congestion. Ensure that bicycling and walking are integrated into the Town transportation system, and provide safe circulation for these alternative modes of transportation throughout the Town. Require sidewalks in all new major subdivisions. Seek TEA-21 funding for streets needing new or repaired sidewalks. Require roadway connections to existing streets and discourage cul-de-sacs. Include the Rail Trail in all future trans-Lloyd transportation reviews and studies. Enforce speed limits on secondary roads and promote these as scenic byways. Work with DOT to install the paved shared use trailway setback within the Rt. 299 R-O-W. Provide a 3' to 5' wide shoulder for pedestrians and bicyclists on the Town's main roads when repaved.
	Improve transportation efficiency in the Town.	<ul style="list-style-type: none"> Create off-street walking and bike paths, as opportunities arise, to link new subdivisions to each other and to the hamlet of Highland. Install "Bikes Share the Road" signs along bike routes. Consider requesting bike racks in the review of site plans. Identify bike and pedestrian routes in a Pedestrian and Bicycle Master Plan Brochure. Coordinate with Ulster County Rural Transportation (UCRT) and other bus companies to increase the number of bus stops in the Town.
	Minimize road lengths	<ul style="list-style-type: none"> Adopt an Official Town Map showing the location of all existing and proposed streets, highways, bike paths and trails, including the Rail Trail and the proposed Ridge Trail. Develop a new north/south connector road by requiring the development of Hilltop Lane during all pertinent site plan and/or subdivision reviews, and design the road as a boulevard with street trees.
	Preserve and enhance the scenic quality of rural roads.	<ul style="list-style-type: none"> Petition DOT to permit crossing Rt. 9W north from North Road. Require clustering in outlying areas of the Town where appropriate.
NATURAL AND CULTURAL RESOURCES		
Goal	Objectives	Actions
Protect all areas with significant natural and cultural resources in the Town.	Maintain the Hudson River Shoreline as an important scenic	<ul style="list-style-type: none"> Adopt Conservation Overlay Districts for areas with identified significant natural and cultural resources. Continue to support the Hudson River Valley Greenway's goals consistent with the Town's LWRP and WBOD.

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Protect and enhance the quality of the Town's natural, cultural, historic, and scenic resources.	resource, and develop and protect riverfront access and activities.	<ul style="list-style-type: none"> • Create an inventory of all cultural and historic resources along the river. • Promote pedestrian access to riverfront parks. • Continue to participate with neighboring municipalities to develop the Ridge Trail.
	Develop a preservation plan for Illinois Mountain.	<ul style="list-style-type: none"> • Designate Illinois Mountain a Critical Environmental Area (CEA). • Amend the Zoning Map to include an Illinois Mountain District. • Adopt a telecommunications law to protect scenic resources of the ridge. • Encourage conservation easements to protect open spaces, steep slopes, and sensitive mountain resources. • Target land acquisitions and work with local land trusts to seek easements or purchase properties. • Secure funding from the Hudson River Valley Greenway to develop a Greenway Trail on Illinois Mountain.
	Preserve and protect groundwater for current and future needs.	<ul style="list-style-type: none"> • Develop an aquifer overlay zone to protect aquifers and recharge areas. • Require innovative stormwater management techniques for new developments. • Monitor the cleanup of the Inactive Hazardous Waste Disposal site on the Mead Property.
	Protect wetlands, surface waters, floodplains, the watershed and other environmentally sensitive areas.	<ul style="list-style-type: none"> • Adopt a local wetlands law, and protect all wetlands with a 100 foot buffer area or greater (if justified). • Amend the Zoning to require site plan approval for all development within 100' of wetlands, surface waters, and other environmentally sensitive areas. • Reduce density in environmentally sensitive areas, particularly in the northwest area of the Town where substantial wetlands are located. • Work with neighboring municipalities to develop an intermunicipal corridor management plan for the Swate Kill, Black Creek, and Twaalfskill, and their designated wetlands and tributaries. • Continue to support the ECC's efforts to develop a watertail on the Black Creek. • Recommend designation of the Black Creek to the NYS Wild, Scenic and Recreational Rivers system. • Amend the Zoning to establish appropriate setbacks for new development and other techniques to maintain and improve water quality of Chodkee and Lily Lakes. • Allow the Planning Board to require conservation subdivision design (clustering) in and adjacent to environmentally sensitive areas. • Establish a Town-wide tree protection law that is cognizant of individual property and environmental concerns, and create a replacement, supplementation, and management plan for street trees and trees on Town property.
Protect and enhance the	Maintain biodiversity by striking a balance between economic growth and ecological health.	<ul style="list-style-type: none"> • Adopt WCS/MCA's forthcoming report on biodiversity in Lloyd as an addendum to the Comprehensive Plan, subject to Town Board review. • Adopt Biodiversity Assessment Guidelines. • Adopt conservation area overlay zones in portions of the Town identified by WCS/MCA as ecologically important or sensitive. • Integrate biodiversity issues into the recommended Open Space Plan. • Consider forming an inter-municipal council with Esopus and New Paltz to plan for the protection of resources that cross municipal boundaries. • Adopt a GEIS for ecologically important and sensitive areas. • Encourage land use decision makers to attend training workshops on biodiversity. • Revise density yield calculations to exclude environmental constraints before calculating density. • Require use of native species for projects reviewed by the Planning Board.

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quality of the Town's natural, cultural, historic, and scenic resources.		
	Maintain biodiversity by striking a balance between economic growth and ecological health.	<ul style="list-style-type: none"> • Make information about native and invasive plant species available at Town Hall and on the Town's website. • Require use of natural landscaping that enhances the Town's rural character for new plantings and stormwater treatment features. • Refer to WCS/MCA publications during review of development proposals.
	Strengthen the Town's sense of place by preserving and commemorating significant historic and archaeological structures and sites.	<ul style="list-style-type: none"> • Verify OPRHP's database of historic properties and cultural resources in the Town, and supplement if necessary. • Identify structures built prior to 1850 that are of historic significance. • Establish an Historic Preservation Committee to review development proposals that involve historically significant structures built prior to 1850. • Encourage historically sensitive rehabilitation of historic properties. • Permit a wider variety of uses in historic structures, including agricultural buildings, to encourage adaptive reuse of these structures and maintain the Town's cultural heritage. • Carefully consider information on potential archaeological sites in the Town during SEQR reviews of proposed developments. • File newly discovered archaeological sites with the State archaeological survey for inclusion in their database.
	Protect scenic resources such as open space, ridgelines, and scenic viewsheds.	<ul style="list-style-type: none"> • Inventory the Town's natural, cultural and scenic resources and map the visual qualities that residents most value. • Prepare an Open Space Plan as an element of the Town's <i>Comprehensive Plan</i>. • Encourage cluster development, conservation subdivision design, and other "smart growth" techniques.
	Preserve topsoil and existing topography.	<ul style="list-style-type: none"> • Adopt regulations on tree and topsoil removal, grading and excavating.
ECONOMIC DEVELOPMENT		
Goal	Objectives	Actions
Encourage economic	Encourage development of small-scale retail and service businesses and light industry in character with the Town's largely rural environment.	<ul style="list-style-type: none"> • Encourage alternatives to typical modern highway oriented commercial development. • Amend the Zoning to include a maximum impervious surface coverage requirement in the commercial districts. • Extend water and sewer mains north on Route 9W to permit light industry to locate here. • Adopt special use permit provisions and design standards for light industry to ensure it does not have adverse impacts on natural resources or community character. • Actively market properties in the LI District to attract viable light industries. • Adopt a GEIS for commercial and light industrial development to streamline the review process. • Set a size limit threshold of 50,000 square feet in the GEIS for new retail development to

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development consistent with Lloyd's small town character to stabilize the tax base.			<ul style="list-style-type: none">discourage "big box" retail establishments and encourage small-scale businesses.Encourage use of geothermal heating and cooling in the GEIS.Amend the Zoning to include a Land Use Mediation section to provide an alternative method to conflict resolution than costly and time-consuming litigation.
	Encourage development of small-scale retail and service businesses and light industry in character with the Town's largely rural environment.		
	Encourage a wide variety of home occupations to promote economic vitality and diversity in the community.	<ul style="list-style-type: none">Amend the Zoning to a two-tier structure that distinguishes between home occupations that require a special permit (Class 2) and those that do not (Class 1), based on impact not use.Adopt performance standards for Class 2 home occupations to protect the residential quality of neighborhoods in which they are established.	
	Promote agriculture and tourism	<ul style="list-style-type: none">Include agri-business and tourism in all future economic development plans in the Town.Promote farmers markets and pick-your-own operations.Amend the Zoning to encourage development of inns, bed-and-breakfasts and other facilities serving tourists.	
WATER AND SEWER			
Goal	Objectives	Actions	
Develop a comprehensive water and sewer expansion plan.	Expand water and sewer services in appropriate areas with minimal expense to taxpayers and users.	<ul style="list-style-type: none">Expand municipal water and sewer mains north on Route 9W from the hamlet to the Town's border to permit light industry in this area.Coordinate district expansion plans with private development plans to minimize costs incurred to the district, and require that private developments assist in additional infrastructure costs created by their proposals.Permit only light industry, not commercial strip development, along Route 9W north.	
	Continue to maintain and upgrade existing systems.	<ul style="list-style-type: none">Enlarge mains within the district in areas where extensive development is to occur.Promote water conservation measures and require that new developments use water saving fixtures.Continue to use reed beds, where feasible, to treat wastewater.Secure a State grant to acquire an ultra-violet system to replace chlorination at the sewage treatment plant.Secure grants to purchase properties to expand the sewage treatment plant and to upgrade the digesters.Reduce inflow and infiltration from leaky pipes and individual house drains.	
VISUAL AND AESTHETIC CHARACTER			
Goal	Objectives	Actions	

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Protect the visual quality and aesthetic character of the Town.	Provide standards for new and renovated development to encourage development that is compatible with the Town's rural and historic character.	<ul style="list-style-type: none">• Expand the Planning Board's responsibilities to include architectural reviews.• Adopt illustrated design standards for planning, siting and construction of all new development, including such features as architecture, landscaping and buffering, signage, parking and lighting, to encourage innovations in design that reflect vernacular site layout and architectural styles.• Amend the Zoning to include more detailed requirements for signage, and include these in a separate section of the Code.• Amend the Zoning to include lighting regulations based on the Illuminating Engineering Society and International Dark Sky Association recommendations.• Amend the parking standards in the Zoning based on recommendations from the National Parking Association.• Increase buffer requirements for commercial and industrial uses when adjacent to residential uses outside the hamlet.• Establish generous landscaping or retain natural buffers as setbacks from highway right-of-ways in areas not slated for compact mixed use development.
	Improve the existing visual character of the Town	<ul style="list-style-type: none">• Eliminate billboards in the Town by amortizing them over a 5 to 10 year period, at which time the billboard must be removed.• Continue strong enforcement of the existing regulations to ensure Lloyd remains an attractive locality.• Actively seek to attract occupants to abandoned or underutilized properties to encourage adaptive reuse of these buildings and improve their visual appearance.
	RECREATION	
Goal	Objectives	Actions

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<p>Encourage implementation of the most recent Town recreation plan to address the growing demand for services and facilities.</p>	<p>Encourage greater utilization of existing recreational facilities.</p>	<ul style="list-style-type: none"> Secure funding to rebuild the dismantled bridge over Vineyard Avenue, and work with the DOT to create an underpass through Route 9W to Haviland Road to connect trails in the Town. Expand parks and recreation programs as recommended by the Town Recreation Commission's Strategic Recreation Plan. Improve directional signs to parks and playing fields. Coordinate School and Town recreational facilities.
	<p>Expand recreational facilities and programs to meet demand as the Town grows.</p>	<ul style="list-style-type: none"> Develop a recreation center for seniors. Work with DOT to install a paved trailway along the R-O-W of Route 299, set back from the highway. Coordinate with the Dutchess County Department of Public Works and the Hudson Valley Greenway to ensure that the Rail Trail eventually links with planned trails in Dutchess County. Continue to seek funding to develop the Highland Landing waterfront park. Keep the Town Recreation Commission updated on the progress of the Highland Landing waterfront park. Continue to support development of the Black Creek Water Trail. Support development of a waterfront trail on Franny Reese Preserve, and encourage extension of this trail southward along the Hudson River bluffs during review of development proposals in this area. Develop a Greenway Trail on Illinois Mountain. Encourage the Recreation Commission to work closely with the Planning Board when it drafts its recreation survey to ensure that the survey can be used as the basis for a Recreation Needs Analysis that will allow the Town to adjust its recreation fee. Review the Town's recreation fee schedule and update it to mitigate the impacts of new residential development on the Town's recreational facilities. Require open space preservation linkages in the design of new subdivisions wherever potential linkages are possible. Establish a dedicated fund for recreation fees for trail and new park development. Utilize conservation easements for hiking and walking trails and adopt a local law so the Town can be a recipient of conservation easements.

Town of Lloyd Today

The Town of Lloyd is located in the historic Hudson River Valley on the west bank of the Hudson River in Ulster County, New York. The Town is situated midway between New York State's capital in Albany and New York City, approximately 75 miles from each metropolis. Eight miles of magnificent Hudson River shoreline border the Town, and the visual prominence of Illinois Mountain provides a scenic backdrop.

Originally part of the Town of New Paltz, Lloyd was incorporated by an act of

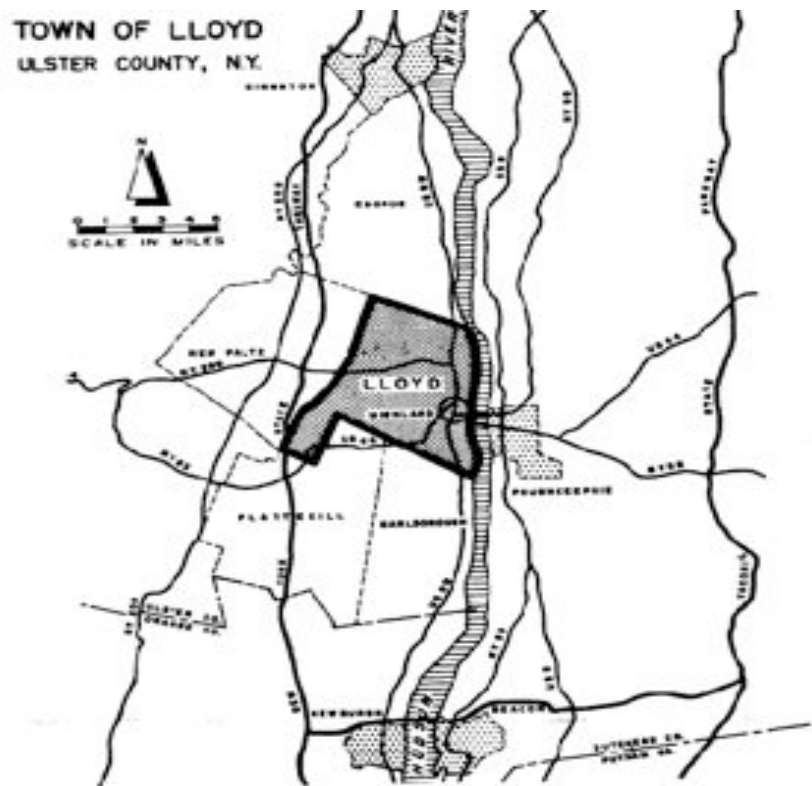


Figure 1: Town of Lloyd: Regional Location



Figure 2: Hamlet of Highland Showing Highland Census Tract

CHAPTER 2: TOWN OF LLOYD TODAY

the State Legislature on April 15, 1845. The earliest settlers arrived in the area in the 1700's, attracted by the general fertility of the soils and accessibility to major means of transportation. Proximity to the Hudson River and to the cities of Kingston, Newburgh and Poughkeepsie, in addition to its strategic location midway between Albany and New York City, made the Highland area a popular stopping point. As a result, the hamlet gradually developed as a center for social, civic, and business activity. Today, many of these functions remain. The Highland area has also had an historic position in providing for east-west access to Ulster County, and is still called the "Gateway to Ulster County." Early east-west bound transportation used the ferry at Highland Landing and the New Paltz Turnpike. Today, the Mid-Hudson Bridge provides for such movement.

Today, much of Lloyd is still woodlands and orchards, as it has been for its 250-year history. Covering 31.7 square miles, the Town's quality and pace of life more closely reflect its agrarian roots than its central place as a hub for transportation and small business growth. However, in recent years, residents have become increasingly concerned about the impact of new development on the Town's rural character and quality of life. A sharp increase in the number of residential subdivisions has reduced farmland and resulted in rising property taxes, and strip commercial growth has threatened the rural character of the Town's scenic corridors.

2.1 DEVELOPMENT PRESSURES

2.1.1 Historic Trends

Development in Lloyd has traditionally been influenced by transportation routes. The Town began as a waterfront community, with shipping docks or "landings" and storage warehouses lining the Hudson River coastline in the eighteenth and nineteenth centuries. Goods were shipped south to New York City and, following the opening of the Erie Canal in 1824, to the Mohawk River and points west. This commercial activity kept the Lloyd waterfront community thriving until construction of the west shore railroad in the 1800's severed the connection to the River.

In 1888, construction of the Poughkeepsie Railroad Bridge was completed, creating the most direct link between the cities of the Northeast and the Midwest. At the time of its construction, the bridge was one of the world's most impressive structures, and it remained the only river crossing south of Albany until construction of the Bear



CHAPTER 2: TOWN OF LLOYD TODAY

Mountain Bridge in 1924. The bridge connected the Central New England and Western Railroads and was later owned by Penn Central. The New Paltz and Poughkeepsie Traction Company also ran rapid service across the bridge between Poughkeepsie, Highland, New Paltz and the Walkill Valley, promoting tourism in the region. The Poughkeepsie Railroad Bridge had a profound influence on development in the area, connecting Lloyd to major cities to the east. The Central New England Railroad line made stops in Highland, Lloyd and Clintondale. Service was suspended in 1974 when the bridge burned beyond repair.

Automobile travel to Lloyd was made easier by the construction of the Mid-Hudson Bridge in 1930 and the New York State Thruway in the 1950s.¹ The Bridge, which replaced ferry travel, created more efficient access between Lloyd and Poughkeepsie, the largest city in Dutchess County. Development of the Thruway had a major impact on municipalities along the corridor. Industrial and commercial enterprises were quick to take advantage of swift travel along the Thruway, which also promoted tourism throughout the region. Today, more than 80 percent of the State's population is located within the Thruway corridor.²

The impact of the Thruway was strongly felt in Lloyd. Between 1950 and 1960, the Town experienced a 30 percent increase in population, the largest in its history. The Thruway's impact continues today. Running through the southwestern corner of the Town, and easily accessed via the interchange in neighboring New Paltz, the Thruway provides direct access to large employment centers in Albany and New York City, both of which can be reached in less than two hours.

2.1.2 Current Growth Pressure

The pressures for growth in Lloyd today come primarily from the South. Since World War II, growth has steadily moved outward from New York City, initially in Westchester, Bergen and Nassau Counties. In the 1960s, as land in those counties was developed and property values skyrocketed, growth moved on to available land in Rockland and Suffolk Counties. Now, growth has moved on to a new ring of suburbs, located 45 to 75 miles away from Manhattan. Ulster County, as well as Orange, Putnam, Dutchess and eastern Suffolk Counties, are situated within this ring, and these are the areas that experienced most of the region's growth during the 1980s and 1990s. While population in the core counties surrounding New York City has either

¹ The Westmoreland to Newburgh section of the Thruway was officially opened in 1954, connecting Lloyd to Albany. Thruway sections between Newburgh and New York City were opened between 1954 and 1956.

² According to "Thruway Facts" on www.thruway.state.ny.us, which states that "A majority of New York State's cities, including the nine largest, are located within the Thruway corridor, which contains more than 80 percent of the state's population and registered motor vehicles."

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declined or remained substantially unchanged in recent decades, in the counties making up the “outer ring” of the metropolis, population has expanded.

Semi-rural settlements such as Lloyd have experienced market pressure for residential growth from people who work within commuting distance of New York City and wish to live where open space is still the norm. This trend is expected to continue as people seek a quieter lifestyle and safer environment. Property values are also driving residential growth, particularly for residents who are moving to Ulster County from neighboring communities across the Hudson River. The price differential in land and housing values between Ulster County and Dutchess County (where values are higher) is encouraging an influx of residents lured by rural atmosphere and cheaper housing prices. Lloyd’s proximity to the Mid-Hudson Bridge makes it the “first stop” for homebuyers seeking an easy commute and better value in Ulster County. Lloyd should anticipate and plan for an increasing amount of residential growth as a result of these trends.

2.2 DEMOGRAPHICS

2.2.1 Population Growth

The greatest population growth in Lloyd’s recent history occurred between 1980 and 1990, when the population increased 17 percent from 7,875 persons to 9,231 persons.³ During this time, Lloyd was one of the fastest growing Towns in the County, behind only Shawangunk, which saw a 23 percent increase, and Gardiner and Plattenkill, which each increased 20 percent. In contrast, six other Ulster County municipalities lost population in the 1980s.⁴

Since 1990, the rate of population growth in Lloyd has subsided. According to the 2000 Census, the Town’s population is currently 9,941 persons, a 7.7 percent increase over the 1990 population of 9,231. Most of this growth is the result of natural increase. Between 1990 and 2000, natural change (births minus deaths) in the Town accounted for 600 additional persons, yielding a total of only 110 persons, or 15 percent, accounted for by migration.⁵

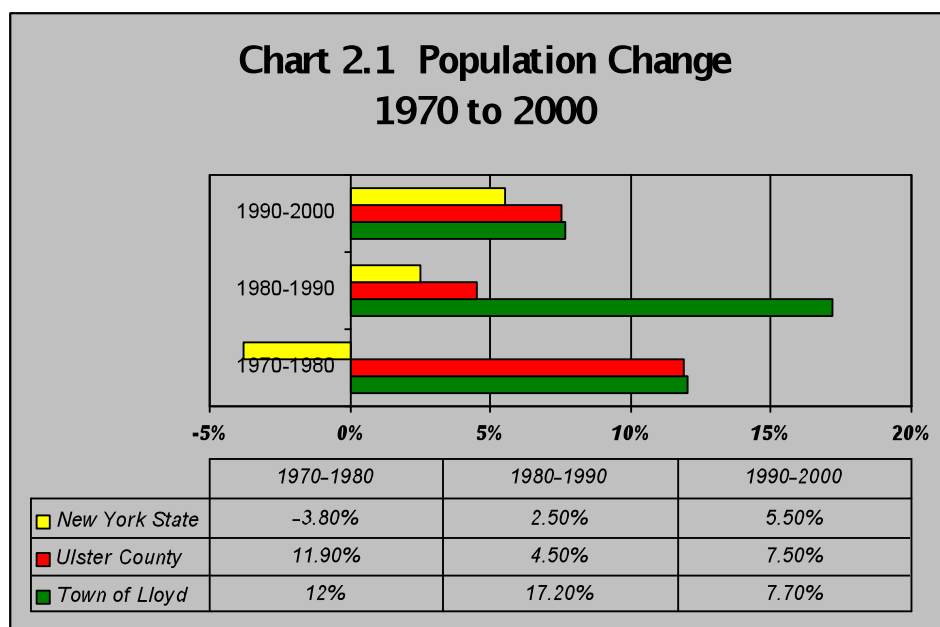
³ The greatest population increase in Lloyd’s history occurred between 1950 and 1960, when population swelled from 4,503 persons to 5,842 persons, a 30 percent increase. As discussed above, this population surge likely resulted from the development of the NYS Thruway.

⁴ Population loss in the 1980s ranged from a decline of 5 percent in the Town and City of Kingston to a loss of 27 percent in Hardenburg. Other Ulster County towns that lost population in the 1980s include Hurley (-4 percent), Warwasing (-5 percent), and Woodstock (-7.5 percent).

⁵ Source: NYS Department of Health, as cited by the Ulster County Planning Board in *Ulster County Data Book 2001*. Between 1970 and 1980, when the previous *Comprehensive Plan* was written, migration accounted for 37 percent of new residents in Lloyd.

CHAPTER 2: TOWN OF LLOYD TODAY

Lloyd's population growth should be understood in the context of the County and the State. New York State's population declined 3.8 percent between 1970 and 1980, and it increased only 2.5 percent and 5.5 percent during the 1980s and 1990s respectively. In contrast, Ulster County's population grew 11.9 percent between 1970 and 1980, 4.5 percent between 1980 and 1990, and 7.5 percent between 1990 and 2000. Population growth in the County has consistently outstripped growth in the State as a whole, and Lloyd has seen a greater percent increase than the County.



Much of Ulster County's growth can be attributed to its relative proximity to the expanding employment centers in New York City's metropolitan area and Albany. However, while the County is influenced by these large employment centers, functionally it is most closely tied to the economy of the Mid-Hudson area, with centers at Kingston and Poughkeepsie. Lloyd's proximity to both these centers may account for its greater percentage of population increase. Kingston, the largest municipality in Ulster County, is located just a short distance to the north of Lloyd, while Poughkeepsie, the largest municipality in Dutchess County, is located directly across the river and is connected to Lloyd by the Mid-Hudson Bridge. The presence of IBM in Poughkeepsie provides demand for housing in Lloyd. The slower rate of population growth and of population migration in Lloyd during the 1990s may reflect IBM's massive layoffs in the early part of that decade. Population can be expected to increase in Lloyd with IBM's proposed expansion in East Fishkill, as well as through

natural increase. This growth must be carefully planned if the Town is to maintain its rural character.

Most of Lloyd's growth in the past three decades has occurred in the hamlet of Highland.⁶ In 1970, 2,200 persons, or roughly 31 percent of the Town's population, resided in the Highland area. By 2000, 5,060 persons lived in Highland, approximately half the Town's population. Between 1970 and 2000, Highland's population increased 130 percent. During the same time period, population in the remainder of the Town increased only one percent. The concentration of new growth in the Highland area has been a major factor in maintaining the Town's historic settlement pattern, characterized by greater residential density in the hamlet surrounded by large expanses of open space. Contributing factors to this pattern of population growth are the availability of water and sewer in Highland and the prevalence of environmental constraints in the remainder of the Town. However, it should be noted that the Highland census tract encompasses an area much larger than the actual hamlet, as shown on Figure 2. This area includes Vineyard Avenue, which in the last decade has seen a sharp increase in residential subdivisions on lands that were formerly orchards.

2.2.2 Population Density

Population density provides a measure of the number of people per area of land. It is also a means that New York State uses to determine whether a community can be classified as rural, suburban or urban. In 1970, roughly a third (31 percent) of the Town's population resided in Highland. The 4.6 square mile hamlet had a population density of 478 persons per square mile. The remainder of the Town had a density of only 178 persons per square mile, just slightly above the New York State Legislative Commission on Rural Resources' designation of 150 persons per square mile threshold for a "rural" town.

Most of Lloyd's population growth over the last three decades has occurred in Highland. By 2000, density in the hamlet had risen to 1,100 persons per square mile. In the remainder of the Town, density has remained relatively stable, rising to only 180 persons per square mile in the year 2000. Lloyd's population density in the remainder of the Town is slightly higher than Ulster County's as a whole, and is comparable with some of its rural towns such as the outlying areas of the Town of Saugerties (excluding its Villages).⁷

⁶ As defined by the Highland Census Designated Place (CDP).

⁷ The most densely populated municipality in the County is the Village of New Paltz, with 3,549 persons per square mile, followed by the City of Kingston, with 3,170 persons per square mile. The Village of Saugerties is third, with 2,607 persons per square mile, followed by Hurley (2,374 persons per square mile), Port Ewen (1,825 persons per square mile), and Highland. The Town of Hardenburgh has the lowest density of any

2.2.3 Demographic Characteristics

National trends for smaller household size and higher median age are generally reflected in Lloyd as well as the rest of Ulster County. There has also been an increase in the number of elderly and middle aged adults and a decrease in the number of children. These trends are expected to be long term and will be reflected in the housing market. Table 2.1 compares median age and median household size for Lloyd from 1970 to 2000.

Table 2.1: Demographic Characteristics Town of Lloyd, 1970–2000				
	1970	1980	1990	2000
Median Age	No data	No data	33.3	37.5
Average Household Size	3.23	2.75	2.68	2.54

The distribution of population by age groups in Lloyd is important to determine which services will be needed in the future. Consistent with the national and statewide trend, the number of elderly residents in the Town is increasing as a percentage of total population.⁸ In 1970, 7.9 percent of Lloyd residents were 65 and over. By 2000, this percentage had nearly doubled to 14.5 percent.⁹ Also consistent with the statewide demographic pattern is the decrease in the percentage of young people. In 1970, persons 35 and under comprised 61.6 percent of the total population in Lloyd. By 2000 this percentage had declined dramatically to only 45.6 percent. Within this group, the number of school age children declined from 31.4 percent in 1970 to 22.1 percent in 2000. Children under 5 years of age declined from 8.5 percent in 1970 to 5.5 percent in 2000. The decline in the number of young people reflects the nationwide trend toward smaller families.¹⁰

Table 2.2: Changing Age Profile Town of Lloyd, 1970–2000	
	Percentage of Total Population

municipality in the County, with only 3 persons per square mile. It should be noted that, while Highland is not a separate municipality, it has its own census data as a Census Designated Place (CDP).

⁸ According to the 2000 Census, one in five Americans is currently older than 55.

⁹ A 2000 Census Bureau report notes that, with baby boomers approaching retirement, the 65-and-over population in the US could increase nearly 80 percent by the year 2050.

¹⁰ While young people have decreased as a percentage of the total population, the increase in the number of persons in the Town has been accompanied by a greater number of children.

Age Group	1970	2000
35 and under	61.6	45.6
under 5	8.5	5.5
5-19 (school age)	31.4	22.1
35-54 (baby boomers)	22.9	31.6
65 and over	7.9	14.5
Total Population	7,032 persons	9,941 persons

On the other hand, the number of “baby boomers” born between 1946 and 1964 increased from 22.9 percent of the total population in 1970 to 31.6 percent in 2000. As the baby boom generation enters retirement in the next 10 years, it will create additional needs for services for senior citizens, such as affordable housing, access to community services, and public transportation. The aging of Lloyd’s population is reflected in the median age of Lloyd residents, which has risen from 33.3 years in 1990 to 37.5 years in 2000.

Reflecting the County trend, population has become slightly more diverse in Lloyd since 1980, with a 6 percent decline in the number of whites, a 2 percent increase in the number of blacks, a 1 percent increase in the number of Asians and Pacific Islanders, a 1 percent increase in those of “other race,” and a 2 percent increase in persons of two or more races. The percentage of persons of Hispanic origin has increased from 1.5 percent in 1980 to 5 percent in 2000.

2.2.4 Socioeconomic Characteristics

In 1990, the last year for which data is available, the median household value in Lloyd was \$130,900, significantly higher than the median of \$114,300 in Ulster County.¹¹ The higher median value is reflected in the percentage of higher valued housing units in Lloyd. Over 70 percent of Lloyd’s owner-occupied units are valued between \$100,000 and \$300,000, in comparison with only 53 percent in the County. At the other end of the market, only 21.5 percent of Lloyd’s units are valued less than \$100,000, in comparison with 39.5 percent in the County. Contract rent in Lloyd was also higher than in the County, at \$501 per month as compared with \$450. Table 2.3 compares the financial characteristics for owner-occupied units, median household value, and contract rent in Lloyd and Ulster County in 1990.

**Table 2.3: Financial Characteristics
Town of Lloyd and Ulster County, 1990**

¹¹ Since median household value and contract rent have not yet been compiled from the 2000 Census, this discussion relies on 1990 data. The *Comprehensive Plan* should be amended once the 2000 Census data is made available.

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	Owner-Occupied Units (Percentages have been rounded)					Median Household Value	Contract Rent
	Less than \$50,000	\$50,000 to \$99,999	\$100,000 to \$149,999	\$200,000 to \$299,999	\$300,000 or more		
Lloyd	4%	17.5%	48%	22.5%	8%	\$130,900	\$501
Ulster County	6.5%	33%	37%	16%	7.5%	\$114,300	\$450

The median household income in Lloyd in 2000 was \$52,686, which was above the countywide median of \$42,551, and considerably higher than the State's median of \$36,369. Lloyd's population is well educated, with 28 percent of persons holding a Bachelor's degree or higher, 10 percent holding an Associate's degree, and an additional 18 percent having at least some college. The highest percentage of Lloyd residents is employed in management, professional, and related occupations (approximately 39 percent), followed by 27 percent in sales and office occupations, and 14 percent in service occupations (see Table 2.4). The percentage of individuals living below the poverty level in 1999 was 7.3 percent (124 families), which is significantly below the County level of 11.4 percent.¹² The mean travel time to work for Lloyd residents is 27 minutes.

**Table 2.4: Employed Population 16 Years and Older
Town of Lloyd, 2000**

Occupation	Percent
Management, professional, and related occupations	38.8
Sales and office occupations	27.3
Service occupations	13.7
Production, transportation, and material moving occupations	9.8
Construction, extraction, and maintenance occupations	9.7
Farming, fishing and forestry occupations ¹³	0.6

While Lloyd is generally more affluent than other communities in the County, it is still affected by regional trends. These trends indicate a declining economy. Although Ulster County is expected to continue to attract new economic development because of its proximity to New York City, its economic base is undergoing changes. Since 1990, Ulster County has experienced a 49 percent decrease in jobs in the higher paid manufacturing

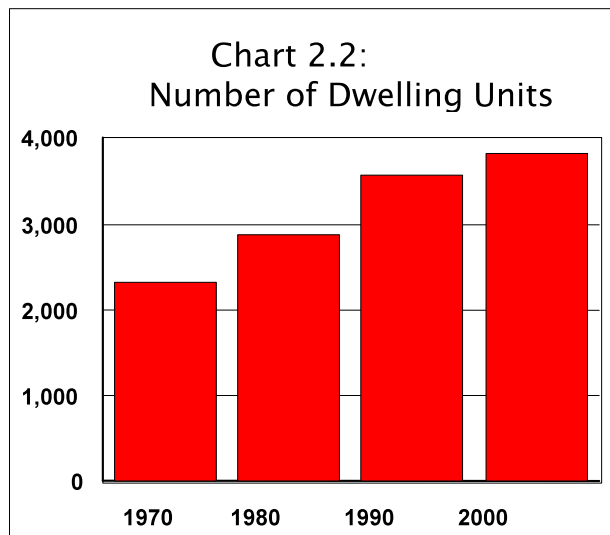
¹² The poverty rate in the nation in 2001 was 11.7 percent, up from 11.3 percent in 2000.

¹³ In the 2000 Census, 0.6 percent of the population identified farming, fishing and forestry as their "occupation." However, when asked what "industry" they are employed in, 1.7 percent identified "agriculture, forestry, fishing and hunting, and mining."

sector, the greatest loss in any single employment category. These jobs were replaced with increases in lower paying service and retail sector jobs. The result has been a decrease in average weekly earnings during the mid-1990s, and a very slow rate of increase during the remainder of the decade.¹⁴ This trend is expected to continue. The greatest number of projected job openings for the region is for those in the \$10/hour or less category. Projected openings of higher paying jobs are much fewer and diminish as the pay scale rises.¹⁵ While unemployment in the County is relatively low, at 3.6 percent, many of those jobs are at very low pay. As discussed in the next section, the changing economy in the County has created a crisis in affordable housing.

2.2.5 Housing

The peak building boom in Lloyd occurred during the 1980s. Between 1980 and 1990, the Town housing stock increased from 2,868 units to 3,578 units, a 24.8 percent increase. This increase reflects the high rate of population growth that occurred in Lloyd during the 1980s. However, it is important to note that the housing stock increased at a greater rate (24.8 percent) than population (17 percent). This occurred, in part, because of the trend toward smaller sized households. Between 1990 and 2000, the number of housing units increased only 6.7 percent to 3,818 units.



While Lloyd is dominated by single-family homes, it also has a high percentage of multi-family units. In 1990, Lloyd's housing was comprised of 2,091 single-family detached units, 330 single-family attached, 933 multi-family, and 224 mobile homes, trailers, or those designated as other.¹⁶ Most (68 percent) of the multi-family units are located in Highland. The number of mobile homes is roughly comparable with surrounding towns like Gardiner, Esopus, and Rosendale, but is less than found elsewhere in Ulster County,

¹⁴ In 1990, average weekly earnings in Ulster County were 79 percent of New York State's. By 1998, they had declined to only 61 percent of the State's.

¹⁵ Source: Ulster County Planning Board, *Ulster County SnapShot 2000*.

¹⁶ 2000 Census data not yet available.

especially Plattekill and Rochester. Sixty-five percent of total occupied housing units in Lloyd are owner-occupied and 35 percent are rental-occupied.

While Lloyd has a variety of housing types and a high proportion of rental units, an extremely low vacancy rate has driven up housing costs and reduced the supply of affordable housing. The tight supply of affordable housing has reached a crisis point in Lloyd, as in Ulster County as a whole, particularly in the rental sector. According to the *Ulster County Rental Housing Survey 2001*,¹⁷ between 1997 and 2001, average rents in the County increased 4.8 percent for a studio apartment, 11.2 percent for a one-bedroom apartment, 12.3 percent for a two-bedroom apartment, and 5.1 percent for a three-bedroom apartment.¹⁸ Tenants in a two-bedroom apartment had the largest increase, and had to earn an additional \$2,840 annually to keep pace with 1997 rental levels. However, according to the U.S. Department of Housing and Urban Development, HUD-Adjusted Median Family Income (HAMFI) in Ulster County remained flat between 1999 and 2000 at \$44,500. This is the only area in the State that did not see an increase, and it is well below the State's HAMFI of \$56,100 and the nations of \$50,200.¹⁹ In other words, the increased cost of rentals was not offset by an increase in income, forcing many tenants to devote a greater percentage of their income to the payment of rent. HUD estimates that 55 percent of renters in Ulster County cannot afford a two-bedroom apartment at Fair Market Rents. It is clear that a significant portion of renters in the County are rent burdened, defined as spending 30 percent or more of income for housing. While owner-occupied households fared better, they are still struggling, with 20 percent being cost burdened.

Moreover, the number of available rental units declined dramatically during this same period. The overall vacancy rate for non-subsidized apartment complexes in the County declined from 6.1 percent in 1997 to 1.7 percent in 2001.²⁰ While the Town of Lloyd had a vacancy rate of 2.7 percent, this is still well below the 5 percent vacancy rate that housing professionals recognize as the benchmark of an optimally functioning housing market. Coupled with the obligation to devote a greater percentage of income to housing costs, the scarcity of available rental units has created a severe crisis in affordable housing. Given current conditions, low-income wage earners, single-earner

¹⁷ *Ulster County Rental Housing Survey 2001*, published by the Ulster County Planning Board, December 2001.

¹⁸ Percentages are for non-subsidized apartments. Data for subsidized apartments have not been cited since Lloyd does not have any subsidized apartments. Average rents for multi-family units also increased: 7.6 percent for a studio, 6.6 percent for a one-bedroom unit, 0.2 percent for a two-bedroom unit, and 1.8 percent for a three-bedroom unit.

¹⁹ Between 1999 and 2000, the HAMFI increased by 18.9 percent in New York State and by 20.7 percent in the United States.

²⁰ These percentages conflict with the 2000 Census data that gives a countywide rental vacancy rate of 5.6 percent. The County's figures are more accurate.

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households, the elderly, and entry-level workers will have difficulty finding affordable housing or remaining in their current housing situation.

Yet despite the pressure of the rental market, the increases in average rents have not been sufficient to initiate new construction of apartments. The demand for rental units has, however, triggered conversions of single-family residences into multi-family apartments. This has been clearly felt in Lloyd, which has seen a dramatic increase in recent years in requests to convert single family to two-family dwellings. Conversion, if not planned properly, can bring to the fore a whole host of other issues, such as parking problems, increased population density, noise, demographic change, and sometimes, detrimental effects on single-family neighborhoods.

2.3 LAND USE AND ZONING

2.3.1 Land Use Pattern

Most of Lloyd is characterized by severe or very severe limitations for development. Large portions of the Town are constrained by steep slopes greater than 15 percent gradient, and Lloyd has the greatest concentration of wetlands of any municipality in Ulster County. Approximately 28 percent of the Town's land area has extremely severe limitations to development. These include steep slopes of over 25 percent gradient, State and federal wetlands, and water bodies, as shown on Figure 32 at the end of this *Plan*. The bulk of the Town's undeveloped area is characterized by shallow, rocky soils and upland wetlands. Two north-south ridgelines shape the overall topography, the eastern one being dominated by Illinois Mountain, with another smaller ridge to the west. These areas are generally forested. Elsewhere, along the major stream valley, are major chains of wetlands. These environmental conditions have, to a great extent, determined the pattern of land use in the Town.

A few areas located in scattered pockets offer moderate or slight constraints. Many of these lands are now used for orchards, including the Clintondale area and Pancake Hollow. Significant orchards were historically located in the Vineyard Avenue area south of Highland, although much of this area has undergone conversion to residential subdivisions in recent years. While much of the land in the Town's Agricultural District is still in production, a recent application for a 42 lot subdivision on a former orchard in this district may herald a trend.

Since 1981 when the previous *Development Plan* was adopted, the Town has seen significant growth. Between 1980 and 1990, when the peak building boom occurred, the Town issued 661 building permits for single-family homes, and another 257 building permits were issued during the next decade.

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Between 2000 and 2003, 44 new lots were approved for subdivision, and a total of 58 lots are currently undergoing subdivision review. New commercial developments in the Town include a hotel and a fitness center on Route 9W. In addition, a large grocery store on Route 299 was recently approved.

2.3.2 Zoning

Zoning is the primary means of implementing this *Comprehensive Plan*. The intent of zoning is to accommodate development in a way that is best suited to the environment and the existing community. The current Zoning was adopted in 1975 and is based on the 1966 *Comprehensive Plan*, with a few amendments made subsequent to the 1981 Plan, most notably the Planned Unit Development District adopted in 1982, the Waterfront Bluff Overlay District adopted in 1994, and the adoption of an Adult Use Law in 1998. The remainder of the amendments have been minor in nature. Thus a major overhaul of the Town's Zoning has not been conducted in over 25 years. Since then, innovative new planning techniques have emerged, and recent amendments to New York State Town and other enabling laws affecting planning and zoning have been enacted that provide greater flexibility in the way land use is controlled. These changes can help Lloyd accommodate new development while retaining the rural character that provides a high quality of life.

There are currently nineteen zoning districts in the Town: nine for residential use (including one for planned residential development and three for trailer residence), one agricultural zone, five for commercial uses, two for industrial purposes (both light and heavy industry), a planned unit development district, and two overlay districts (for the Waterfront Bluff and Adult Uses). Current zoning in the Town is shown on Figure 36 at the end of the *Comprehensive Plan*.

The largest zoning districts in the Town are the R-1 (One Family Residence) and A (Agricultural). These districts cover the bulk of the Town outside the hamlet of Highland, excluding land lining Route 9W and Route 299. Density in both districts is at one unit per one acre. However, such density is unlikely to occur in the R-1 District, given the topography and soil conditions covering much of the area. For example, most of Illinois Mountain is zoned for one acre per dwelling. If density in the R-1 District were to occur as currently zoned, it would likely result in a number of adverse environmental impacts. These include increased rates of soil erosion, stream and groundwater pollution stemming from septic field failures, and road maintenance difficulties based upon road distance between residences and difficult terrain. The current permitted density in these districts would also significantly worsen traffic congestion, which is emerging as a problem on several of the Town's roads and intersections. Problems of this sort frequently result in demands upon the Town to solve them, at taxpayer expense. To address these concerns, the

previous *Comprehensive Plan* recommended that density in the R-1 District be lowered and clustering be encouraged to reduce road lengths and environmental impacts, although these recommendations have never been enacted in the Zoning. One-acre density in the A District was adopted in 1980; previously this district had been zoned four-acre.

The R-2 (One Family Residence) District, which stretches along the Hudson River, has a density of one unit per two acres. The lower density of this district is intended to preserve the environmental integrity of the Hudson River bluffs. In 1994, the Town adopted a Waterfront Bluff Overlay District (WBOD) with further restrictions in this area to protect and enhance the Hudson River waterfront's natural, scenic and cultural resources. The WBOD requires site plan approval for construction of new residential and nonresidential structures, including additions to, or modification of, existing structures. It also includes additional landscaping requirements and restrictions on grading and clearing of trees and vegetation to protect scenic qualities and reduce erosion, sedimentation and slope failure. Clustering of buildings and structures in the WBOD is required to save open space and preserve public views of the Hudson River.

Medium to high density residential districts include the one-half and one-quarter acre districts as well as the multi-family districts. Each of these is designed to encourage concentrated, hamlet-type development in carefully selected areas, primarily in and around the hamlet of Highland, and at the junction of Route 299 and North Eltings Corners where the previous *Comprehensive Plan* recommended the provision of central water and sewer.

The five commercial business zones include Local Business (LB), General Business (GB), Central Business (CB), Designed Business (DB), and Waterfront Business (WB). The primary difference between the DB zone and the other business zones is the requirement that retail and personal service establishments in the DB zone be part of a planned shopping complex on a site with a minimum acreage of 5 acres; minimum lot area in the CB, LB, and WB zones is 5,000 square feet, and in the GB it is 15,000 square feet. The two industrial zones, the Light Industry (LI) and Heavy Industry (HI) are also primarily distinguished by minimum lot size, the LI having a minimum of 1 acre and the HI having no minimum.

The current Zoning designates most of Route 9W and Route 299 for commercial development. At full buildout, this could result in commercial strips spread out along the highway corridors that would undermine the Town's rural character and create traffic congestion. A strong consensus of Lloyd residents do not desire this pattern. Downzoning and commercial transfer of development rights might remedy this problem. If these techniques are not feasible, adopting design standards for highway commercial

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development would minimize the impacts of the current strip commercial zoning.

2.4 ENVIRONMENTAL CONDITIONS

2.4.1 Topography and Soils

The terrain in Lloyd is extremely varied. An abrupt rise in topography occurs in the central-southerly portions of the Town, with a small range of hills capped by Illinois Mountain, a quartzite ridge rising from about 300 feet above sea level to a little more than 1,100 feet. The northeast part of the Town has a smaller series of hills generally attaining heights of not more than 800 feet. In the northwest, a scattering of still smaller hills rises to about 600 to 700 feet, while in the southeast there is a varied and erratic terrain with rocky eminences of up to 500 feet. A few hills rise to heights of about 700 feet north of the Clintondale area.

Another major geologic feature in Lloyd is the series of abrupt bluffs that rise from the Hudson River to a varied height of 100 to 300 feet. These bedrock escarpments run the length of the waterfront. Land access to the river is limited to two deep ravines formed by the erosion of streams over tens of thousands of years.

The three main valley areas located in Lloyd have a north-south orientation. One of these, the Route 9W corridor, has been the major area for development. The Pancake Hollow Road corridor and the area roughly defined by the South Street-North Eltings Corners Road have been mostly devoted to agricultural use. The central portions of Lloyd, in the general area of New Paltz Road and Route 299, have permitted east-west movements, though there are substantial areas of wetlands in this sector. The southernmost part of the Town, both to the east and west, has a more moderate terrain with rolling hills and some higher knolls.

Soils are extremely varied in the Town, reflecting the drainage patterns and recent glacial depositions. Well-drained areas can be intermixed with wetlands. In general, soil types vary from deep alluvial valley types to exposed rock in the mountainous areas. The valley areas and the rolling hill areas have deep residual soils and have been mostly devoted to fruit culture, although other types of crops can be raised, particularly in the valley soils.

2.4.2 Surface Water and Wetlands

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Lloyd has three major drainage systems, the Swartekill, the Black Creek, and the Twaalfskill. Drainage of storm waters is primarily to the Hudson River from the eastern part of the Town, and to the Black Creek from the central and western portions, except in the northwest where some storm waters are intercepted by the Swartekill.

The Swartekill, which stretches approximately 8 miles along Lloyd's western border, is characterized by a major wetland chain. Despite considerable development along North Elting Corners Road on its eastern shore, it remains largely untouched by development. Preliminary studies suggest that a productive aquifer may lie beneath the wetlands. The wetlands serve filtration and flood control functions. It is imperative to protect this water resource from intrusion by development.

Like the Swartekill, the Black Creek, which drains the central area of the Town west of Illinois Mountain, is characterized by extensive, largely untouched, wetland areas. It is different, however, in that it also has extensive chains of tributary wetlands whose relationship to the overall drainage system may not be as immediately apparent as with the Swartekill. The Black Creek is the Town's largest stream, providing recreation and scenic beauty as it traverses the Town from its source near Clintondale until it exists the Town just north of Chodikee Lake on its way to the Hudson River. The Black Creek is classified as a "B" stream signifying its best usages are primary contact recreation, fishing, and any other uses except as a source of water supply.

The north and south branches of the Twaalfskill drain the Town east of Illinois Mountain, including the Highland area, the Route 9W corridor to the north of Highland, and the valley associated with Vineyard Avenue. The Vineyard Avenue Valley is characterized by mostly well-drained soils, with comparatively few wetlands, although two are present immediately south of Chapel Hill Road. The northern branch of the Twaalfskill flows through a comparatively undeveloped rocky landscape associated with high runoff volumes. Wetlands within this northern branch act to check the flow of stormwater runoff within this drainage area. The southern branch of the Twaalfskill and its tributaries flow through wetland areas before the creek discharges to the Hudson River at Highland Landing.

2.4.3 Biodiversity in the Town of Lloyd

The term biological diversity, often shortened to "biodiversity," includes all living things. It encompasses individual species, variability within species, and the habitats they require. The term biodiversity also refers to the interactions of all of these factors, which combine to form ecosystems.

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The Town of Lloyd is home to exceptional biodiversity, due to a unique convergence of factors:

1. The diverse geological variation within the Town of Lloyd serves as a foundation for a wide variety of habitats. Features such as ridgelines, glacial till, and glacial outwash all give rise to distinctive habitat types, which in turn support many unique and rare species.
2. The geographic position of Lloyd has functioned as an ecological crossroads for millennia. At the close of the Wisconsin glaciation (ca. 15,000 years ago) plants and animals moved into and repopulated southern New York from a variety of routes, including the Wallkill Valley, the Atlantic Coastal Plain, and from the Midwest via the Mohawk Valley. These routes converged in southeastern New York's lower Hudson Valley.
3. Historical development patterns have preserved many of the ecological treasures of Lloyd. The pattern of small rural communities with intervening open space has fostered both scenic and biodiversity values. Although the *status quo* is changing rapidly in some areas, large tracts of relatively pristine habitat remain in many areas of the Town.
4. The presence of active agriculture has maintained many of the important grassland habitats within Lloyd. The importance of farmland to biodiversity has only recently been recognized. Preservation of working landscapes is not only an issue of community character and economic diversity; it can also have tremendous value for wildlife.
5. The Town of Lloyd shares with the Towns of Esopus and New Paltz one of the last remaining large blocks of intact forest in the region, as shown in data created by The Nature Conservancy (see Figure 7 at the end of this chapter). This forest is exceptional relative to other forests of the region due to its connectivity and size--features that sustain biodiversity.
6. Other important areas for biodiversity in Lloyd include the Black Creek/Swarte Kill drainage and Illinois Mountain, among others. These areas are described in detail in Sections 2.4.5 and 2.4.6 below.

The Metropolitan Conservation Alliance (MCA), a program of the Bronx-Zoo based Wildlife Conservation Society (WCS), is working with Lloyd to identify areas within the Town that are rich in biodiversity and to distinguish these from areas that are more suitable for economic growth and development. This involves field surveys by WCS/MCA biologists and analysis of existing

information, such as recent data from the New York Natural Heritage Program and the Nature Conservancy (Figure 7). All available biodiversity information will be combined in a forthcoming WCS/MCA report that can be used to enhance the Town's planning process and help to strike a balance between ecological integrity and economic health.

2.4.4 Hudson River Shoreline

Natural features of significant visibility that characterize Lloyd are the Hudson River shoreline and Illinois Mountain. The Town of Lloyd has 8.6 miles of Hudson River frontage extending from Crum Elbow at the northern Town border to Jeffrous Hook at the southern Town border. Due to the straightness of the river channel at this location, Lloyd's waterfront was known as "long reach" by the Esopus Indians and the explorer Henry Hudson. The Hudson River shoreline provides Lloyd with a striking scenic resource.

In 1994, the Town adopted a Local Waterfront Revitalization Program (LWRP) and a Waterfront Bluff Overlay District (WBOD) to protect the Hudson River shoreline. The purpose of the LWRP is to promote economic development and revitalization of the waterfront while assuring the protection and beneficial use of coastal resources. The Town's waterfront boundary stretches inland from the Town's easternmost boundary (which is the centerline of the Hudson River) and includes all land east of Route 9W. The WBOD provides further restrictions in this area to protect and enhance the Hudson River waterfront's natural, scenic and cultural resources. The boundaries of the WBOD are shown on 36 at the end of the *Comprehensive Plan*.

The most notable characteristics of this waterfront area are the dramatic bluffs and the very small areas of lower shoreline. The bluffs rise 100 to 300 feet from the River's edge to the upland area, which is sparsely developed with single-family residences, orchards and vineyards. The bluffs are an environmentally sensitive area for development, and are visually dominant from the River and the opposite shore. These features make this area worthy of protection from future development.

The limited land area along the lower shoreline at the base of the bluffs and in direct contact with the River has historically been intensively used. Located here are a petroleum storage facility, a private marina and restaurant, the site of the former Columbia Boathouse (once used by the Columbia University rowing crews, and now in private ownership), and public water and sewer treatment plants. Very little usable, vacant land is available for further development for either public or private use. The existing developments are the only sites with River access that are served by a public road. Moreover, a 100-foot wide strip of land owned by CSX runs the length of the Town along the river and imposes a significant barrier to river access. The railroad tracks

block public access to the River from all but about 1,000 feet of shoreline in the vicinity of Highland Landing, where there are two at-grade crossings on Oaks Road, protected by signal lights and crossing gates. Because of these constraints, little of the lower shoreline affords visual or physical access to the public.

2.4.5 Illinois Mountain

Illinois Mountain, the northernmost peak in the Marlboro Mountain Range, is an important scenic and environmental resource. Rising to about 1,100 feet above sea level, the mountain provides the Town with an important visual focus. The major ecological significance of Illinois Mountain is its provision of a great variety of habitats in a small geographic range. These areas include wetlands, streams, hemlock stands, deciduous forest, meadows, apple orchards, rock outcroppings, and the reservoirs. Old logging roads indicate that extensive logging occurred on the mountain in the past, and consequently most of the forest is second growth. The forest understory contains a diversity of plants and many types of protected native species, such as ferns, trillium, ginseng, and bloodroot. In addition, Illinois Mountain drains into significant habitats and wetlands on all sides, and is therefore important to preserve as a watershed area. The Town reservoirs, which supply drinking water to the hamlet of Highland, are also located here.

Views towards Illinois Mountain provide Lloyd with a spectacular natural setting that is one of the Town's most critical and dominant visual resources. However, the scenic value of these views has been diminished by four large antennas that are located on the ridgeline and are highly visible throughout the Town. Extreme care must be taken so that these high points are not further impacted by radio or telecommunications towers that might alter the view of the mountain from the valley.

Although it is less likely that large developments will occur on the mountain because of slope constraints, the mountain's greater elevation would make homes, roads, and other improvements highly visible from the valleys and surrounding areas



Figure 3: Pancake Hollow Road Looking East to Illinois Mountain

should such development occur. Design guidelines or standards for siting and other aspects of new residential construction, would give the Planning Board a greater ability to maintain the visual appearance of the ridgelines.

2.4.6 Ecologically Sensitive Areas and Threatened/Endangered Species

The New York State Natural Heritage Program, a joint effort of the DEC and The Nature Conservancy, has mapped significant habitat areas both on Illinois Mountain and along its western/northwestern watershed. Illinois Mountain has been identified by the Lloyd Environmental Conservation Council as an area to be preserved, based on its ecological significance and value as open space. Illinois Mountain is host to hawks and warblers during migration periods, contains many rock outcroppings supportive of snakes (and possibly the timber rattlesnake, a New York State “threatened species,” at the highest elevations), and has both coniferous and deciduous forest for deer. The DEC has designated a “Deer Concentration Area” (DC56-103) on top of Illinois Mountain in the southern and central portion.²¹ This designation indicates an area that supplies overwintering populations of deer with sufficient and desirable browse, such as red and striped maple, flowering and red osier dogwood, hemlock, elderberry, and blueberry. Hunting is a popular sport in the area and controls overpopulation of deer in the fall. Areas where hunting is greatest include the Deer Concentration Area on Illinois Mountain, as well as Bellevue Road (location of the Rod and Gun Club) and sections along Route 299. State protected native plant species, including ginseng, trillium and ferns, have been found in the forest understory.

The Black Creek drainage contains two significant habitat areas designated by the DEC—Riverside Bog and Chodikee Lake. Riverside Bog, located at the northern base of Illinois Mountain, is considered significant for wildlife and plants. Chodikee Lake, located near the northern border of Lloyd to the east of Chodikee Lake Road, is considered potentially significant for wildlife. These areas are part of the Plutarch/Black Creek Wetlands Complex, which the New York State Open Space Plan has identified as a priority project. According to the Open Space Plan, *“these wetlands provide habitat for numerous wetland-dependent wildlife species, including critical habitat for the threatened Northern Cricket Frog. The area is important for breeding and migrating waterfowl and river otters. It includes significant and rare ecological communities, including one of the largest dwarf shrub bog forests in the Hudson River Valley.”* The WCS/MCA, a regional leader in harmonizing ecological resources and land development, is conducting a field biodiversity survey of the Black Creek, Swartekill and other corridors between the Towns of New Paltz, Lloyd, and Esopus. The Natural

²¹ *Ecology of Illinois Mountain* (The Illinois Mountain Committee of The Environmental Conservation Committee, Town of Lloyd, 1986), page 1.

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Heritage Program has also identified significant areas of Hemlock-Northern Hardwood Forest, Appalachian Oak-Hickory Forest, and Dwarf Shrub Bog in Lloyd, as shown on Figure 7.

In addition to significant habitats, the Natural Heritage Program has identified rare species in Lloyd. Precise locations are kept confidential for the purpose of protection, but general areas in Lloyd are: (1) any freshwater wetland along the Hudson River; (2) the intertidal zones of the Hudson River; and (3) the entire Black Creek drainage. State “engendered” animal species in the Natural Heritage databases for Lloyd are the Northern Cricket Frog (*Acris crepitans*) and Bog Turtle (*Clemmys muhlenbergii*). Rare plants have also been found.

The wooded bluffs of the Hudson River shoreline are known to be roosting sites for the “endangered” bald eagle and the “threatened” osprey. The “endangered” peregrine falcon formerly nested on rocky bluffs along the Hudson. Reintroduced birds may now be using the bluffs for roosting and migration. In addition, the Hudson River corridor is located on the Atlantic Flyway and is therefore host to major spring and fall bird migrations. The famous hawk and warbler migrations, which include many unusual species, take place from the Shawangunk range to the Hudson Valley. The bluffs also provide habitat and den sites for several snake species, including Copperheads and black racers.

2.4.7 Poughkeepsie Deepwater Habitat

The Poughkeepsie Deepwater Habitat has been designated by the NYS Department of State as a Fish and Wildlife Habitat of Statewide Significance under NYS’s Coastal Management Program. It is considered important for three reasons: (1) deepwater estuaries are rare in the eastern U.S., and the Hudson River is the only ecosystem of this type in New York; (2) it is a major wintering habitat and migratory route for the shortnose sturgeon, an “endangered” species on the federal and New York State lists; and (3) it supports populations of other estuarine species unusual in New York, including striped bass, bay anchovy, Atlantic sturgeon, shad, tomcod, and herring.

The Poughkeepsie Deepwater Habitat encompasses a fourteen-mile stretch of the Hudson River extending from the village of West Park to the hamlet of Marlborough. The important fish and wildlife habitat is a nearly continuous river bottom trench, from 30 feet deep to the bottom. Most of this area has water depths of 50 feet or greater, including a small area in the Crum Elbow section of the river (at the northern edge of Lloyd) which exceeds 125 feet in depth.

Potential impacts on this habitat relate to the intermittent and perennial streams draining into the river. Erosion from construction activities in Lloyd, either from public works improvements or residential development projects, could affect water quality.

2.4.8 Cultural Resources

The Town of Lloyd, particularly its sheltered shoreline coves, is rich in archaeological resources. Unfortunately, no thorough survey of these resources has been undertaken. Although archaeological exploration in the Town has been minimal, archaeological discoveries in the region, particularly along the nearby Wallkill River, indicate early human occupation. In 1973 a 12,000 year old clovis point of flint (a projectile point) was found near Wallkill Village, indicating humans lived in the area shortly after the last glacier receded from the Hudson Valley. These early humans, called Paleo-Indians, hunted big game such as mastodon, mammoths and caribou. At least three mastodon skeletons were discovered in the region (two near Newburgh and one in Wawarsing) between 1799 and 1845. More recently, a mastodon was discovered in Hyde Park in 2000.

Archaic Indians and transitional people succeeded the Paleo-Indians in this area. These early people lived in caves along the mountains of Lloyd, and ceremonial ashes indicating their presence have been discovered in a cave near Riverside Road. Extensively reddened and cracked rocks on top of the cave indicated that this may have been a signal fire spot, used to make signals from Crum Elbow and relay them to Mohonk.

The Esopus Indians who lived in the Lloyd area were of the Algonquian nation. The Esopus called themselves “Esepu” from “Sippu” meaning river, and the Dutch latinized the name to Esopus. The Indians were farmers as well as hunters. Mortars and pestles used for grinding foodstuffs have been found in various parts of the waterfront area, and wild rice grows in the cove near the old Columbia boathouse property.

The State Inventory of known archaeological sites compiled by the NYS Office of Parks, Recreation, and Historic Preservation indicates one prehistoric site (in the waterfront area in the vicinity of Blue Point) in the Town. The exact location of known archaeological sites is kept confidential to protect them from vandalism.

Lloyd was settled by Europeans in the mid 18th century and a number of structures in the Town are remnants of this past. The Yelverton House, located at 39 Maple Avenue, is the oldest frame house in Ulster County, dating to 1754. The house was built by Anthony Yelverton, an early entrepreneur who established a sawmill in Lloyd when he saw that a town was forming in the Highland area. Yelverton also operated the first river ferry (beginning in

1777) at this location, which was sculled by slaves, and for a time this lower part of Highland was known as “Yelvertons Landing.”

Other settlements and docks (or “landings”) began to spring up along the narrow shoreline of the Hudson River in Lloyd. Scattered development extended south through the Lewisburg settlement (the area now under the railroad bridge, named after one of its residents, Leonard Lewis) to Blue Point and north to Crum Elbow, where docks on the river served the small bluestone quarrying activities in the immediate vicinity. By 1793, there was so much economic activity at the landing that Noah Elting was running a ferry from the base of River Road across the Hudson to Poughkeepsie. This area became known as Eltings Landing, and was later called Highland Landing following the formation of the hamlet. It was a thriving waterfront community. Away from the commercial settlements, wealthy families built spacious homes set in landscaped estates of lawns, farmland and orchards, contributing to the scenic quality of the area.

The development of the West Shore Railroad reduced river traffic and promoted inland development. Fruit growing became the main economic activity in the Town. Apple orchards, which were first established in the Perkinsville area and southern Vineyard Avenue area around 1774, spread throughout the Town. This part of the Hudson Valley became world famous for its agriculture, reaping natural benefits of soil, situation and climate. The railroad offered fast distribution of produce to a wider market, and replaced the Hudson River as the main distribution route.

The Yelverton House is the only historic site in the Town listed on the State and National Register of Historic Places.²² However, the Town abounds in other sites of historic interest. The Cristina House at 24 River Road, the Mid-Hudson Hotel at the junction of River Road, Willow Dock Road, and Maple Avenue, and the Palmateer House at 26 River Road were determined by the Department of the Interior to be eligible for inclusion on the National Register of Historic Places. A number of additional sites may be eligible for listing, and others are worth preserving as reminders of the Town’s rich heritage. These sites have been documented by the Town’s Beautification Committee, and are shown on Figure 8 at the end of this Chapter. Points of historical interest also appear in Map No. 6 (Cultural Resources) of the Town’s Local Waterfront Revitalization Program. It should also be noted that many of Lloyd’s road names reflect the Town’s early history, such as Pancake Hollow Road, named for the buckwheat mills along the stream, and Basket Street, which derived its name from the baskets made by Native Americans in the nearby village.

2.4.9 Scenic Resources

²² The Poughkeepsie Railroad Bridge is also listed on the National Register, but is included as a site in Poughkeepsie.

Lloyd abounds in scenic resources. The scenic quality of the Town's waterfront has been recognized by inclusion in the Esopus/Lloyd Scenic Area of Statewide Significance (SASS), as designated by the Department of State on July 22, 1993. The Esopus/Lloyd SASS encompasses a seventeen-mile stretch of the Hudson River and its shorelands, extending from Riverview Cemetery (south of the hamlet of Port Ewen) to Church Road in the hamlet of Milton.

The Esopus/Lloyd SASS is of statewide aesthetic significance by virtue of the combined aesthetic values of landscape character, uniqueness, public accessibility, and public recognition. It is a highly scenic and valued region of the Hudson River Valley, rich in natural beauty, cultural and historical features. Land use in the area reflects the historic pattern based around large estates that developed along the Hudson River. These structures, located at the top of the bluffs, provide an historic architectural accent to the natural landscape and a symbolic link to the region's past. A rural pattern of development prevails with a mixture of orchards, fields, historic estates, religious institutions and seasonal resorts occupying large parcels of land. The stately lawns of the estates sweep toward the Hudson River. Views afforded from these vantage points are extensive. The rolling upland hills beyond the bluffs are a patchwork of open spaces, largely maintained as woodlands and farmlands. The contrast between the wooded bluffs and the open cultivated landscape of the historic estates, vineyards and orchards contributes to the area's unusual variety and striking beauty. Two large parcels in this area retain these remarkable qualities: the Hudson Valley Winery, which was one of the most historic Estate Wineries in North America, and the 249-acre parcel recently purchased by Scenic Hudson and known as the Franny Reese Preserve. These parcels may also contain significant cultural resources since part of the Lewisburg settlement was once located here. Care should be exercised in developing these parcels to preserve significant archaeological resources and to ensure they retain their aesthetic qualities. Most of the recent development in this area has been carefully sited out of the major viewshed of the river, leaving the large historic estates as focal points. However, prior to the enactment of the Town's Waterfront Bluff Overlay District some residential development on the ridgeline of the bluffs, and even on the bluffs themselves, was accompanied by clear cutting. This type of development has a negative impact on the scenic quality and is now discouraged.

The Town of Lloyd also lies within view of the Estates District SASS, a 27-mile long area that extends from Cheviot Landing in the Town of Germantown to the Franklin D. Roosevelt Home in Hyde Park. The collection of large estates set in designed landscapes, the many undisturbed natural features, and the nationally significant historic sites render the Estates District SASS a unique area in the nation.

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Beyond the shoreline, much of Lloyd is a combination of rolling hills and ridges (which are either orchards or forested) and low areas filled with creeks and wetlands. While the topography, working landscape, and natural features afford many attractive vistas, the Town has not officially designated any significant scenic views. These inland viewsheds provide the Town's rural character, and represent a significant resource. In particular, many of the Town's secondary and local roads offer sweeping rural vistas, including farms, woods and orchards, often with the ridges as a backdrop.



Figure 4: New Paltz Road, Town of Lloyd

2.5 TRANSPORTATION

2.5.1 Existing Road System

The road system is the most important means of transportation in Lloyd. The major road connections in or near the Town are:

- The New York State Thruway, which provides the major north-south transportation link and can be accessed at the junction of Route 299 in New Paltz.
- Route 9W, the Town's primary north-south transportation corridor which runs parallel to the Hudson River and provides access to the City of Kingston to the north and the City of Newburgh and Route I-84 to the south.

CHAPTER 2: TOWN OF LLOYD TODAY

- The Mid-Hudson Bridge, which connects Highland to Poughkeepsie and links Ulster and Dutchess Counties.
- Route 299, the Town's major east-west corridor, which links Route 9W and the Town of Lloyd to the New York State Thruway and New Paltz to the west and the Mid-Hudson Bridge and Poughkeepsie to the east.
- Route 44/55, a secondary east-west corridor.

Excluding the Thruway, the Mid-Hudson Bridge is the most heavily used route, with an average of 35,200 vehicles crossing it each day in the year 2000.²³ Within Lloyd itself in 1999, 15,500 vehicles per day traveled along Route 299 between Highland and New Paltz,²⁴ 14,000 vehicles traveled between Highland and Marlborough via Route 9W, 12,000 per day traveled on Route 9W between Highland and Esopus, and 4,400 per day traveled between Lloyd and Plattekill over Route 44/55.²⁵ The stretch of Route 9W within the Town is also heavily trafficked, particularly the section between Route 44/55 and the bridge approach, which averaged 25,600 vehicles per day in 1998. In 2000, the New York State Thruway between the Orange County line and the New Paltz interchange at Route 299 saw an average of 39,600 vehicles per day.

Traffic volumes on all roads have increased considerably since 1973, the year recorded in the Town's previous *Comprehensive Plan*. Figure 9 at the end of this Chapter compares traffic volumes for 1973 and the present.

The existing road pattern has been determined by the Town's physical landforms. The rugged terrain and wetlands have defined the logical roadway corridors and roads have been established in these corridors. Illinois Mountain and the second ridgeline to the west have created a north-south orientation with only a few breaks for east-west traffic flow. Route 9W, Pancake Hollow Road, Vineyard Avenue, and South Street-North Eltings Corners Road lie in the three main north-south oriented valleys. Route 44/55, Route 299, New Paltz Road, and Hawleys Corners Road provide east-west cross routes. The basic road network pattern has been established.

²³ Traffic counts are derived from the New York State DOT Traffic Volume Report for Ulster County, and have been rounded to the nearest hundred. These counts are the Annual Average of Daily Traffic (AADT) and record the total traffic volume in both directions. On roads where traffic counts are divided into road sections, the higher count has been cited.

²⁴ Traffic count for the western section of Route 299 is 15,489, while for the eastern section it is 14,201.

²⁵ The Route 44/55 figure is for the year 2000.

CHAPTER 2: TOWN OF LLOYD TODAY

Within the Highland area, the constraints to the road network are both natural and man-made. In addition to narrow travel ways, there are steep slopes, lateral obstructions and poorly designed intersections. Again, the basic network is established and rigidly constrained unless major redevelopment is undertaken. The narrowness, changing grade and tight curves contribute to the rustic character of the secondary, two lane roads.



Figure 5: South Street, Town of Lloyd

2.5.2 Issues Concerning Roads

The Town recognizes a need to provide a new Town road running parallel to Vineyard Avenue along the eastern base of Illinois Mountain. A small portion of this road, called Hilltop Lane, has already been constructed between Brescia Road and Reservoir Road, and the Planning Board requires the extension of this road on new subdivision proposals in the area. Hilltop Lane will serve as an alternative to Vineyard Avenue and will provide access to future residential development in the vicinity of Vineyard Avenue without the need for a multitude of dead end roads. Construction of Hilltop Lane will provide for local traffic and will reduce congestion and safety issues associated with multiple road cuts along Vineyard Avenue.

The Department of Transportation (DOT) plans to add an internal left turn lane to Route 9W, which will widen the arterial from four lanes to five lanes between Macks Lane and Woodside Place. The road widening and improvements to the bridge over Lower Grand Street will occur in three

phases between 2003 and 2008. There are no plans for additional lanes along Route 299, although the potential exists for new signals and intersection improvements, particularly at the junction of Route 299 and Eltings Corners Road where a large commercial development has been approved but not yet built. While the DOT owns the right-of-way along Route 299 and could expand it to four lanes at some time in the future if needed, this route is currently classified as requiring only changes of “local concern” in the next twenty-five years.

The addition of a new bridge crossing the Hudson at Route 299 in Lloyd has been discussed for many years, and Mid-Hudson Pattern for Progress’s 2003 *Strategy for Transportation and Quality of Life in the Hudson Valley Region* also recommends it. While no specific plans are in place, the development of a new bridge would have profound impacts on traffic flow in Lloyd.

Due to increased residential and commercial development, levels of service have decreased in Lloyd at a number of intersections, most notably Tillson and Toc Drive at Route 44/55, and the intersection of Old New Paltz Road and Route 299.²⁶ Future inadequacies within the road network are most likely to occur where a small section of the Town is faced with a large development proposal resulting in a sizeable increase in traffic volume. In addition, Census data indicate that people are commuting further to work, which also increases traffic. Increased traffic results in congestion and the need for expensive road improvements and maintenance.

The major problems associated with the collector and local roads in the Town are due primarily to the rugged terrain. A number of roads have extremely narrow paved surfaces, combined with steep gradients and sharp curves. In the steeper sections of the Town, any realignment or widening sufficient to provide for adequate paved width and shoulders would require extensive excavation. On these roads, the concern is not primarily a matter of road capacity, but rather one of safety.

With these exceptions, no fundamental changes in the road system appear necessary. As future development occurs, new local roads and, in some areas, minor collector roads will be required, but there does not appear to be any pressing need for additional major collectors and arterial roads at the present time.

2.5.3 Public Transportation

²⁶ “Level of service” refers to the quality of traffic operating conditions at an intersection, as designated in a range from “A” to “F.” Level of service “A” represents free traffic flow and little or no delay. Level of service “F” represents intersection failure resulting from traffic volumes exceeding the amount that can be handled by the facility.

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The only public mass transit in Lloyd is by bus. The Arrow Transportation Corporation presently operates a bus route between Poughkeepsie and New Paltz, and makes stops in Lloyd. Ulster County Rural Transportation (UCRT) makes stops along Old New Paltz Road and connects Lloyd to destinations throughout Ulster County. UCRT, through the Ulster County Office for the Aging, also runs jitney service once a week from Lloyd for shopping trips to New Paltz.

2.5.4 Railroad Service

Railroad service in Lloyd was suspended in 1974 when the Poughkeepsie Railroad Bridge burned and the Penn Central Rail Line was permanently abandoned. While rail service is not available in Lloyd, Metro-North and Amtrak make stops in Dutchess County. Both lines run to New York City, and Amtrak runs north as well, to Albany and points beyond.

CSX owns and operates the rail line that runs the length of the Town along the Hudson River. These tracks accommodate the transportation of freight between New York City and the Port of Albany. There is no passenger service and no railyard facilities in the Town.

2.5.5 Pedestrians and Bicyclists

The Town has recently made a number of improvements in the hamlet of Highland to enhance pedestrian safety and create a more hospitable environment for those traveling on foot. Streetscape amenities that encourage walking, such as street trees, benches, and human scale lighting, have been added. Textured crosswalks were installed at the Main Street/Vineyard Avenue intersection, which was narrowed to shorten the crossing distance for pedestrians. Similar intersection improvements are recommended for the junction of Vineyard Avenue with Milton Avenue and Church Street. These intersections are currently poorly marked and lack pedestrian signage.

In 1998, the Town's Transportation Safety Committee analyzed the condition of sidewalks in the Town and made recommendations for improvements. The inventory and recommendations were updated in 2003. Sidewalks were listed in either good condition or in need of replacement. Streets in need of sidewalks were also inventoried. Table 2.5 summarizes the results of the study. The Committee recommended that existing sidewalks in poor condition be repaired first, with the installation of new sidewalks as the next priority. The cost estimate for the repair and installation of the sidewalks was estimated to be \$45,000 per year over a five-year period.

**Table 2.5: Sidewalk Conditions
Town of Lloyd, 2003**

Existing Sidewalks in Good Condition	Existing Sidewalks in Need of Replacement	Streets in Need of Sidewalks
<ul style="list-style-type: none"> ✓ Main St. from Vineyard Ave. to the Middle School ✓ Church St. ✓ Milton Ave. ✓ Vineyard Ave. from Tillson Ave. to Lower Grand St. ✓ Van Wagner Ave. from Vineyard Ave. to Hasbrouck Ave. 	<ul style="list-style-type: none"> ✗ Lower Grand St. from Vineyard Ave. to Thorns Lane ✗ Washington Ave. ✗ Woodside Place from Vineyard Ave. extending 500' ✗ Grove St. from Church St. to the Village View for Seniors ✗ Tillson Ave. 	<ul style="list-style-type: none"> ▶ Wilcox Ave. ▶ Grove St. from Village View to Phillips Ave. ▶ Commercial Ave. from Vineyard Ave. to Phillips Ave. ▶ Phillips Ave. from Commercial Ave. to New Paltz Rd. ▶ Elting Place ▶ New Paltz Rd. from Main St. to Phillips Ave. ▶ North Road from the Middle School to Grand St. ▶ Woodside Pl. from the Middle School to Rt. 9W ▶ Van Wagner Ave. from Hasbrouck to Rt. 9W

In recent years bicycling has grown in popularity nationwide both for transportation and recreation. However, there are few dedicated bicycle facilities in Lloyd, other than the Rail Trail (discussed below). Inexperienced bicyclists and children are generally limited to the Rail Trail and small streets in residential neighborhoods. The Route 299 right-of-way includes a bikeway provision that has not yet been implemented. The secondary roads provide a scenic bikeway with limited traffic for moderately skilled cyclists.

2.5.6 Telecommuting

A discussion of transportation would not be complete without mention of the most recent means of transportation—telecommuting. Here, of course, it is not people but information that is being transported, and the transportation mode is electronic. But telecommuting affects more traditional forms of transportation because it may have the beneficial effect of reducing vehicular traffic on the road by allowing people to work and shop at home. Telecommuting also provides a daytime presence in neighborhoods where people work at home that can help to reduce crime rates. Internet access in the

Town is currently provided through cable TV, digital subscriber lines, or dial up service over the phone.

2.6 PUBLIC FACILITIES AND SERVICES

2.6.1 Water and Sewer Facilities

The hamlet of Highland is served by central water and sewer. The Highland sewage treatment plant, which was constructed in 1939 and updated in 1980, has a design flow of 1.25 million gallons per day and capacity for 6,300 people. The facility currently serves approximately 4,000 people, and can be expanded to serve up to 10,500. It is anticipated that the treatment plant will be at full capacity by the year 2007 and expansion will be required at that time. The Town recognizes this need, and is already evaluating solutions.

The new Highland water treatment plant was built in 1989. The facility has a design capacity of 4 million gallons per day (gpd) and a pumping capacity of 2 million gpd. The District currently has 1,400 service connections serving approximately 4,000 people. Water is supplied from the Town reservoirs on Illinois Mountain (on first call) and the Hudson River. Average daily consumption is 750,000 gpd, well below capacity. In 1995, the Highland Water District was awarded the Ulster County "Best Tasting Water Award."

The Highland Water and Sewer District is illustrated on Figure 35 at the end of the *Comprehensive Plan*. Private wells and septic fields serve development outside the hamlet.

2.6.2 School Facilities

Lloyd children attend the Highland Central School District, which is comprised of an Elementary School, a Middle School, and a High School. The Elementary and Middle Schools are located in the hamlet of Highland, and the High School is located on Pancake Hollow Road. Also located in Highland is St. Augustine Elementary, a private school for grades one to eight. Many private preschool facilities are available throughout the Town.

Enrollment in the Central School District has increased from 1,700 students in 1980 to 1,895 in 2002.²⁷ The District is currently completing a four-year capital project involving major structural renovations. In 2000-2001, the Elementary and Middle Schools were enlarged to create more classroom space. A new wing was added to the Elementary School, which is now divided into Primary (grades K-3) and Intermediary (grades 4-5) schools, and a new gym was constructed in the Middle School. Work is now underway renovating the

²⁷ The annual budget has increased from \$5,780,000 in 1980 to \$25,464,000 in 2002.

High School, including structural improvements and construction of a new auditorium and a library/media center. Modern technology resources and expanded recreational facilities are being provided district-wide as part of the current improvements. No additional improvements will be required in the foreseeable future.

2.6.3 Recreation Sites and Programs

The Town of Lloyd currently has five recreation parks, including a linear park known as the Rail Trail. A waterfront park is being pursued as a new addition to recreation in the Town. In addition, three public schools and a large firehouse present options for a variety of program opportunities. Untapped recreation sites include Illinois Mountain where a potential Hudson River Valley Greenway Trail is being considered. In 2003 the Town became a participating member of the Hudson River Valley Greenway.

Tony Williams Park, the largest Town Park, has ball fields, tennis and basketball courts, and a pavilion. Berean Park provides swimming, fishing, hiking, roller-skating, picnicking, a playground and a concession stand. Johnson-Iorio Park is a scenic overlook of the Hudson River that permits picnicking. The Village Field, the most under-utilized site in the Town, includes playing fields.

A three-mile section of the old Maybrook Corridor has been turned into a Rail Trail for use by pedestrians, bicyclists and other non-motorized forms of transportation. Opened in 1997, the Hudson Valley Rail Trail links downtown Highland and Tony Williams Park. Access to the trail is gained at three sites: Tony Williams Park, the Rail Trail homesite at New Paltz Road, and downtown Highland. Parking is provided at all three trailheads. The Town has negotiated a fiber-optic right-of-way down the trail's length to pay for the trail's upgrade and maintenance. A map of the Hudson Valley Rail Trail is included as Figure 10 at the end of this Chapter.

The Town's Recreation Commission runs year-round recreational programs for children and adults, including baseball, basketball, football, roller hockey, soccer, tennis, volleyball, and summer fun programs for children. Annually, approximately 1,000 people participate in these programs. In addition, the Town's tennis courts, ball fields and playgrounds provide weekend and after work or school outlets for Lloyd residents.



Figure 6: The Hudson Valley Rail Trail, Town of Lloyd

2.6.7 Library

The Highland Public Library has been an integral part of the community since 1921. In addition to books, the library has audiocassettes, musical CD's, periodicals, local newspapers, and a collection of over 1,000 videocassettes. Recent additions include computers with online databases and Internet access. The library runs many programs for children, young adults and adults, including invitations to local authors and illustrators to read from their books. The library is located in the hamlet of Highland where it is easily accessible to Town patrons.

2.6.8 Police and Fire Protection

Police protection in the Town of Lloyd is provided by the Sheriff's Department, the State Troopers, and a local department, which has a station located on the second floor of the Town Hall.

Two fire districts serve the Town. The Highland Fire District serves the bulk of the Town and is comprised of two firehouses, the new Firehouse #1 located in the former Grand Union building on Route 9W, and Firehouse #2 located on

Old New Paltz Road. The Clintondale Fire District serves the southwestern corner of the Town, with a Firehouse located in the hamlet of Clintondale.

2.6.9 Town Garage

The Town Garage is located on Old New Paltz Road next to Tony Williams Park. The Garage was constructed in the 1980s.

2.6.10 Electronic Support Capabilities

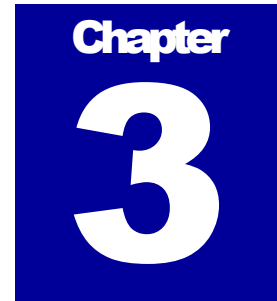
In 1997, the Towns of Lloyd, Esopus, Plattekill and Marlborough received a grant from the State Archives and Records Administration (SARA) to conduct a cooperative Geographic Information Systems (GIS) needs assessment. The needs assessment included recommendations and cost estimates to establish GIS capabilities in these towns.

This intermunicipal approach to establishing GIS capabilities has few precedents. In New York State, most GIS mapping is conducted at the County level. A few New England towns have approached GIS singly, though they are now beginning to consider regionally based programs. The four Ulster County towns involved in the cooperative project are unusual in developing four stand alone systems, with cost sharing among the towns.

The GIS is being phased in over a three-year period. To date, Lloyd has developed base mapping for streets, parcels, zoning districts, voting districts, floodplains, DEC wetlands, topography, and water resources. In addition, the Town recently mapped the municipal water and sewer infrastructure and available commercial properties along Route 299 and Route 9W. Future plans include mapping of federal jurisdictional wetlands, soils, fire hydrants, water meter information, and locations of drains and catch basins.

GIS data capabilities will have a significant positive impact on planning in the Town. For instance, applicants for conservation subdivision design (discussed in Chapter 3) will be able to use the GIS database to map significant primary conservation areas on their properties. GIS gives Lloyd a unique advantage in promoting environmentally sensitive planning, and will assist the Town in preserving its rural character. The Town used its GIS program to develop the maps in this *Comprehensive Plan*

CHAPTER 2: TOWN OF LLOYD TODAY



Quality of Life

Community Goal:

Preserve rural character and enhance quality of life.

Objectives:

- Preserve the Town's rural atmosphere.
- Ensure continuance of existing housing diversity and increase the stock of affordable homes.
- Encourage compatible uses.
- Encourage regional coordination with adjacent communities to address issues that cross municipal boundaries.

Like the 1981 *Comprehensive Plan*, the current *Plan* proposes that the Town of Lloyd remain primarily a rural residential and agricultural community. Preserving Lloyd's rural atmosphere is the defining goal of the *Comprehensive Plan*. This goal is to be implemented by concentrating growth around existing development centers, primarily the hamlet of Highland. In areas outside the hamlet, the use of innovative planning techniques can provide for development while preserving open space and the scenic and cultural resources that define Lloyd's rural atmosphere and enhance the quality of life. These techniques will also ensure that the Town maintains its existing housing diversity and increases the stock of affordable homes, which is necessary to protect the quality of life for all Lloyd residents.

3.1 PRESERVE RURAL ATMOSPHERE

Conventional zoning determines the number of residential units allowed on a parcel by setting minimum lot sizes. This results in suburban-style subdivisions with uniform lots that permanently alter the landscape and the Town's rural character. Most portions of the Town outside the hamlet of Highland need to maintain low densities (particularly in areas constrained by steep slopes and wetlands) to preserve rural atmosphere and avoid additional traffic congestion. However, large lot zoning by itself can consume open space rapidly and often leads to sprawl-type development unless it is paired with

other conservation planning techniques that produce what is known as “smart growth.”

The National Association of Home Builders (NAHB), an affiliation of more than 800 state and local home builder associations, recently issued a publication on “smart growth,” which it defines as *“meeting the housing demand in ‘smarter’ ways by planning for and building to higher densities, preserving meaningful open space, and protecting environmentally sensitive areas.”* According to the NAHB, smart growth *“has exploded onto the national consciousness as one of the most critical issues confronting America today.”* A principal goal of smart growth is to use land more efficiently by encouraging compact development and channeling growth to areas where infrastructure exists or where it would be appropriately developed.

Smart growth can be achieved by using innovative planning techniques for residential subdivisions, such as “cluster development” and “conservation subdivision design.” These techniques separate density from lot size, permitting developers to build the allowable density on very small lots in exchange for permanently protecting the remainder of the parcel as open space. Well planned high-density developments with dedicated open space fit better with a town’s rural character than low-density, uniform sprawl development.

A number of studies have shown that compact development with proximity to permanently protected open space also enhances property values. One study, conducted by the University of Massachusetts/Amherst, found that the market appreciation rates for clustered housing with associated open space occurred at a higher percentage rate than conventional subdivisions.¹ The data showed that cluster development with protected open space had an appreciation rate 12 to 14 percent greater than conventional subdivisions with significantly larger private yards, but without associated open space. This was the case even though the average lot size for the conventionally developed properties was significantly greater than the lot size in the clustered development.² Another measure of the demand for open space among homebuyers is the fact that *“nearly 40 percent of people living in golf course developments do not even play the game. According to published reports, these people are buying ‘the park like view of open space, views that can command a premium in a home’s initial sale price and its resale value.’”*³ These studies indicate that

¹ Jeff Lacey, “An Examination of Market Appreciation for Clustered Housing with Permanent Open Space,” 1990. See also Mark R. Correll, Jane H. Lillydahl, and Larry D. Singell, “The Effects of Greenbelts on Residential Property Values: Some Findings on the Political Economy of Open Space,” *Land Economics* 54:2 (May, 1978): 207-217.

² In one case the average lot size of the conventional subdivision was five times greater than that of the clustered subdivision.

³ Pennsylvania Department of Conservation and Natural Resources, *Growing Greener: A Conservation Planning Workbook for Municipal Officials in Pennsylvania*, prepared by the Natural Lands Trust (June 1997), pages 3-4.

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homeowners are willing to pay a premium for the assurance that adjacent open land will never be developed.

Clustered subdivisions are also cost effective for developers because they are less expensive to build. By locating homes closer together on a parcel, infrastructure costs are reduced. Streets and utility runs can be shortened, a reduction that becomes greater as the development pattern becomes more compact. Since infrastructure constitutes approximately half the cost of residential subdivision construction (road construction alone costs an average of \$100 per linear foot), considerable savings result from development that is more compact. Moreover, to the extent that street pavement is reduced, the cost of stormwater management facilities is also lessened.

Many studies have compared the costs associated with conventional and clustered subdivision designs. For instance, the South Carolina Coastal Conservation League (SCCCL), assisted by the Westvaco Development Corporation, compared the costs of developing a 96-acre parcel in a conventional pattern to the costs of developing the parcel using a compact cluster development pattern.⁴ The study found that the costs of developing the conventional plan would be \$26,000 per lot, compared with \$16,000 per lot for the clustered plan. The cost savings in the cluster development are primarily attributed to savings in per lot land costs and site preparation costs, such as excavating, landscaping, grading and paving. These cost-savings can be passed on to buyers. A homebuyer looking to purchase a 1,500 square-foot home in the conventional development of the SCCCL case study would pay \$95,000, while a home of the same size and quality would cost only \$82,000 in the cluster plan, a savings of 14 percent. Thus compact development can result in more affordable housing. A portion of the cost-savings can also be allocated to provide amenities, such as bike paths, to enhance the community's quality of life.

⁴ Cited in *The Benefits of Green Development*² www.smartgrowth.org. A 1997 study of *The Cost of Current Development Versus Compact Growth* conducted by the Southeast Michigan Council of Governments (SEMCOG) found that compact development would save Michigan communities 12 percent on local road construction, 15 to 18 percent on utility costs (water and sewer), and 6 percent on housing costs. The cost revenue impacts to municipalities and school districts would decline about 3 percent annually. The SEMCOG study compared eighteen Michigan communities of various types and sizes and in different geographic settings. The study cited ten other nationwide studies that reached similar conclusions. In some areas of the country the savings were even higher. Studies undertaken in California, Florida, Minnesota and New Jersey indicate average savings resulting from compact development of approximately 25 percent for roads, 5 percent for schools and 15 percent for utilities. Nationwide, compact development is estimated to save 43 percent of overall land consumed by development over a twenty-year growth horizon. The studies showed that, in compact communities, the consumption of agricultural land was reduced by 18 to 29 percent, and 20 to 27 percent more fragile environmental lands were protected. Clustered, compact development saves farmland, preserves fragile environmental lands, increases the amount of open space available for recreation, reduces commercial strip development, reduces traffic congestion, and minimizes costs to communities. In sum, compact development occasions noticeable savings over current suburban-style development trends, while protecting rural character and quality of life.

Finally, clustered subdivisions are more cost effective for municipalities. The shorter street and utility systems resulting from more compact development reduces the municipality's long-term infrastructure maintenance costs. And by providing natural and recreational areas in each development, clustering reduces the demand for public open space, parkland and other areas for active and passive recreation.

The *Comprehensive Plan* recommends that, in addition to reducing overall density in the Town's outlying areas, Lloyd use clustering and other design techniques to create a more attractive and livable community, and to reduce development and maintenance costs for infrastructure. The *Plan* also recommends that the Town Zoning Code strengthen subdivision and site plan requirements to assure that these regulations enhance the Town's rural character and maximize environmental protection, particularly of significant natural resources. The following recommendations for residential development will achieve those goals.

3.1.1 Cluster Subdivision

Clustering refers to residential developments where half or more of the buildable land area is designated as undivided, permanent open space. This is achieved in a density neutral manner by allowing a developer to cluster new residential units in a designated area of the development parcel on smaller lots than would be allowed without clustering, leaving the remaining area of the parcel intact. For example, if zoning allows two acres per unit, a typical parcel with 50 buildable acres would permit 25 homes on two-acre lots spread evenly over the landscape. With clustering, homes would be built on one acre or smaller lots (with favorable soils), leaving at least 25 acres of permanently protected open space. The developer or owner agrees to legally protect the undeveloped area of the parcel from future development. A permanent conservation easement, which runs with the chain of title in perpetuity and specifies the various conservation uses that may occur on the property, is placed on the open space area. This area can be used for agriculture, recreation, or other conservation purposes. Public use is not normally allowed, but the residents of the subdivision usually have the benefits of the land available to them. Of course, public use would be permissible if the ownership arrangements made as a condition of subdivision approval by the Planning Board allow for this.



Figure 11: Conventional Sprawl Development
Conventional development spreads houses uniformly over the landscape, is expensive to build and maintain, and erodes rural character.



Figure 12: Cluster Development
Cluster development locates the same number of homes on smaller lots and permanently protects the remaining open space.

Cluster subdivisions are encouraged under Section 278 of the New York State Town Law, and clustering has been a component of planning in Lloyd for many years. However, the Town of Lloyd does not have effective clustering regulations. Under the current Zoning, for instance, the Planning Board has no authority to mandate clustering when certain environmental resources are present on a site. This authority is standard practice in most of the towns where clustering is used. The *Comprehensive Plan* recommends that Lloyd should be allowed to mandate clustering when the site involves important environmental resources, such as:

- Slopes of 15 percent or greater on 25 percent or more of the property.
- Wetlands, aquifer and aquifer recharge areas, flood-prone areas, and New York State protected streams.
- Active farmland within a New York State certified Agricultural District.
- Soils classified in groups 1 to 4 of the New York State Soil Classification System (prime agricultural soils).
- Lands within or contiguous to a Critical Environmental Area.
- Sites where community sewer, community water, or community water and sewer are available or are proposed.
- Sites bordering designated State, County or local Scenic Roads or identified scenic viewsheds.
- Publicly owned or designated open space areas or privately owned, designated natural areas.
- Historic structures or areas of national, state or local importance.

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- Areas with rare vegetation, significant habitats, or habitats of endangered, threatened or special concern species.
- Mature forests over 100 years old.
- Unique natural or geological formations.
- Existing and potential trails, bikeways, and pedestrian routes of Town, State or County significance.
- Lakes, ponds or other significant recreational areas.

Clustering cannot provide more units than a conventional lot layout would allow. The conventional lot layout should include demonstrations of buildability in accordance with the current Town, County, State and Federal requirements, including environmental constraints. This would include a demonstration that viable septic systems could be provided for each lot in the conventional layout, road layouts and drainage are attainable given the presence of steep slopes and natural constraints such as wetlands and other important resources, and are economically viable considering regrading that would be necessary to construct Town roads. Although clustering would not change the density that is allowed on the property under regulations for the conventional lot layout, the size of the individual lots would be reduced, thereby preserving open space.

There should be no restriction on the minimum lot size to be used under the clustering concept. For example, assuming a 10 acre parcel in an environmentally sensitive area requiring two acres per unit, it could be possible to have a five unit attached dwelling with a common septic system sited on one acre of the 10 acre parcel, or five detached units sited on two acres of the 10 acre parcel.⁵ This would have a minimum visual impact and would preserve more open areas. If soil conditions are such that a cluster subdivision would be impracticable, other creative engineering and legal techniques can be used to assure that clustering can be employed. This could include the siting of septic systems on the common open space areas of the cluster subdivision so that the required minimum separation distances between a well and septic system can be achieved on small lots. Another technique is the use of a community septic system on the common open space areas.

Cluster development can also be used as a tool to preserve farmland by allowing the working fields to be considered the “open space” of the development. Such subdivisions should be designed to have the least impact on farmed lands. Using this technique creates an economic benefit to farmers who are able to gain a return on the development potential of their land while still farming the remaining open space areas. Proposed subdivisions should also be placed behind wooded areas to keep the natural settings of roadsides.

⁵ For the sake of argument, natural constraints such as wetlands and steep slopes, which would be deducted from the allowable development area, have not been considered in this example.

Illustrated examples of cluster versus conventional subdivision of a figurative site are shown below:

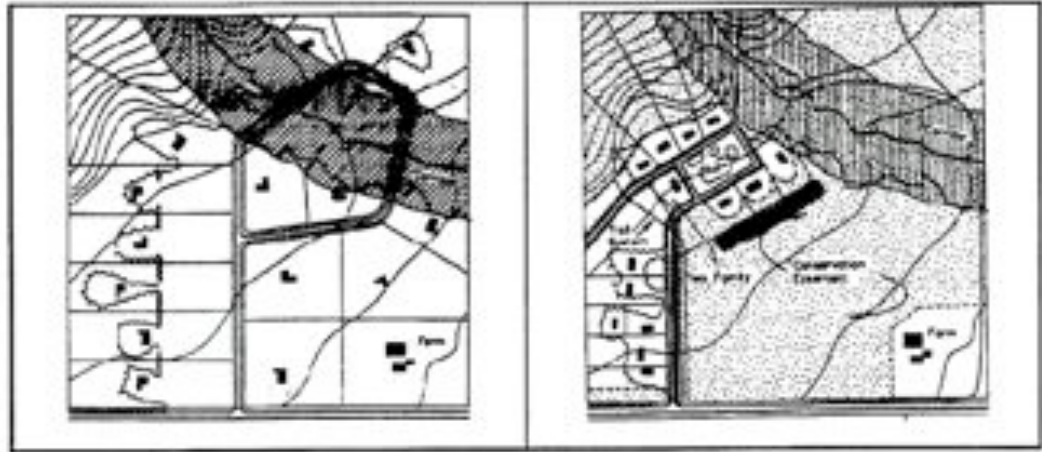


Figure 13: Conventional Sub. Plan

On the 15-acre site, a conventional subdivision plan is prepared with one-acre lots. Based upon Zoning, each lot has the minimum requirements for a lot count. No conservation lands are protected and previous farming activity is eliminated. This plan currently requires Planning Board approval; the current Zoning does not permit the Board to mandate clustering if environmental resources are present.

Figure 14: Cluster Subdivision Plan

In a cluster plan (based upon the conventional plan lot count), houses are clustered around a short road, reducing infrastructure costs. A trail system and a “village green” have been added. The road follows a stonewall, and nearly 80 percent of the land is protected. The small lot sizes require that septic systems be sited on the conservation easement lands.

Where cluster subdivision is not mandated, conventional subdivision could be allowed. However, to effectively encourage clustering, the *Comprehensive Plan* recommends that the Town set a community standard of 60 percent protected open space and the Town will grant a density bonus for the use of clustering. In addition, the *Plan* recommends that the Town identify and assess the environmental impacts of cluster subdivision in a Generic Environmental Impact Statement (GEIS), and establish thresholds and conditions for future cluster subdivision proposals in that document. Proposals for cluster subdivisions that do not exceed the thresholds established in the GEIS would have a streamlined environmental review process. This is based on the assumption that clustering preserves important open space and environmental resources and thus is more likely to have fewer environmental impacts than a conventional subdivision. Conventional subdivisions, on the other hand, would require a full environmental review. This would create incentives for developers to follow cluster subdivision recommendations.

3.1.2 Conservation Subdivision Design

Conservation subdivisions are a more environmentally sensitive form of clustering. Conservation subdivision design protects prime agricultural soils, scenic views and other sensitive resources by requiring that the residential clusters be located outside these areas. This form of development is well established by our nation's rural heritage. Traditionally, farm buildings were clustered on the edges of fields or on poorer soils to preserve the remaining land for cultivation. Conservation subdivision design is modeled on these conservation practices of farmers, and is now frequently used to protect open space and rural character in towns across the country. The *Comprehensive Plan* recommends that all cluster subdivisions in Lloyd be designed as conservation subdivisions.

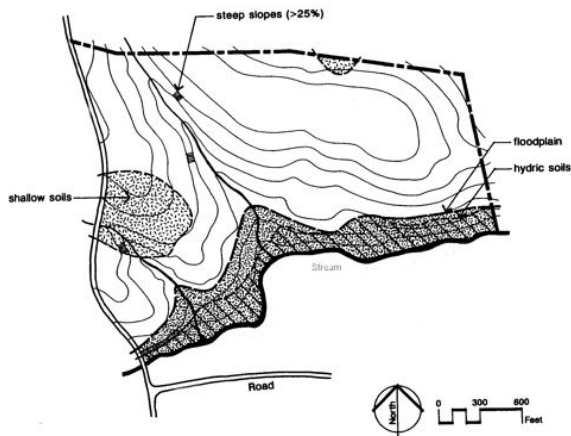
The most important step in conservation subdivision design is to begin by identifying land that is to be preserved. This includes both constrained areas, such as wetlands, water bodies, floodplains and steep slopes, and lands of conservation value that are typically not protected under current codes, such as prime agricultural soils, woodlands and mature tree stands, critical wildlife habitats, views from the road, hedgerows, fieldstone walls, and sites of historic, cultural and archaeological significance. Portions of the site that are not constrained by these features become the potential development areas. Calculations are then made to determine the number of dwellings the zoning allows on the parcel, in the same way that a cluster subdivision lot count is determined.

The permissible number of dwelling units and roads are then located around the portion of the parcel that is to remain undeveloped in a manner that permanently preserves significant open space. These areas can be used for farming, community gardens, trails and recreation areas, pastures and paddocks, and other conservation uses. They can also serve as visual and sound barriers between incompatible land uses. And, of course, the open space areas provide residents in the subdivision with the benefit of permanent view protection.

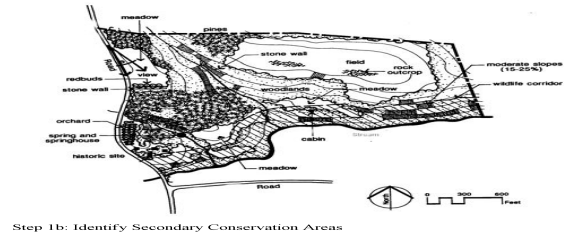
This process reverses the sequence of steps normally used in designing a conventional subdivision. In a conventional subdivision, development is superimposed on the landscape without regard for its natural features. In conservation subdivision design, the landscape's natural features and constraints are identified first, and lot lines are drawn in as the final step. The result is development that fits into the landscape and preserves its rural setting.

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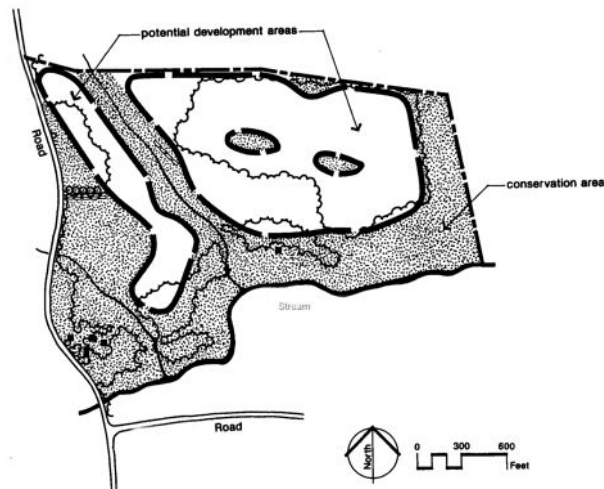
Conservation subdivision is explained in detail by Randall Arendt in his book *Conservation Design for Subdivisions*. An illustrated example of the process used to create a conservation subdivision design is shown below, and is outlined in the *Guide to Cluster Subdivision Design* located in the back pocket of this *Comprehensive Plan*.



Step 1a: Identify Primary Conservation Areas



Step 1b: Identify Secondary Conservation Areas



Step 1c: Identify Potential Development Areas

Figure 15:
Step 1: Identify Conservation and Development Areas

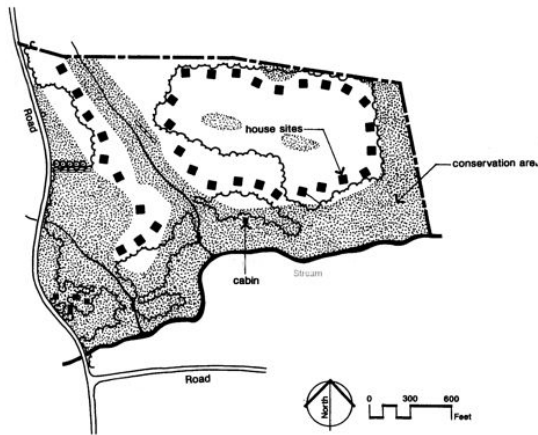


Figure 16:
Step 2: Draw in House Sites

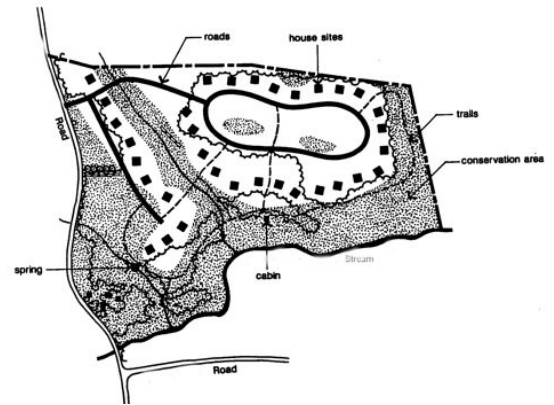


Figure 17:
Step 3: Align Streets and Trails

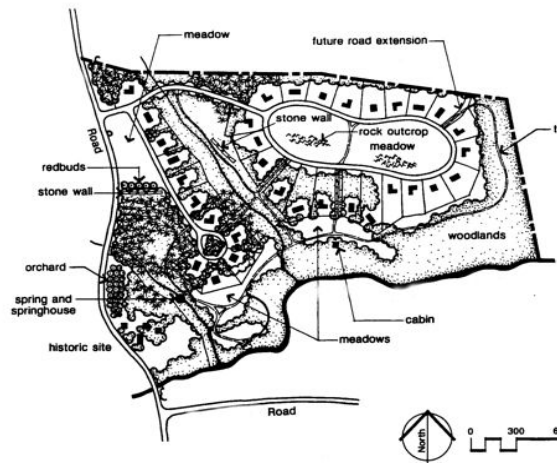


Figure 18:
Step 4: Draw in Lot Lines

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The open space in a conservation subdivision is most commonly maintained by a Homeowners' Association (HOA). The developer submits a management plan for the HOA to the Planning Board, which must approve it prior to granting final subdivision approval. The Town's current Zoning Law does not have provisions for establishing such associations for clustered subdivisions. The Zoning should be amended to include these provisions. It should also be amended to recognize additional types of conservation areas (e.g. woodlands, farmland, trails), and should describe recommended management practices for each, such as the frequency of mowing meadows, the buffering of farmland, or procedures for trimming trees and clearing understory growth in woodlands. Alternatively, easements for certain community rights on the open space portion of the property can be developed. Or, the easement can be owned by an individual landowner, such as a farmer who wishes to work the land and keep it in the family.

The protected open space areas in a conservation subdivision can also be dedicated for public parkland or a link in a community-wide trail network. If a parcel of land is located in an area that the Town has identified for these uses, the developer can be give a density bonus to encourage him or her to dedicate this portion of the parcel for these public uses. Density bonuses can also be granted to developers who preserve more than the required minimum standard of open space.

Property tax assessments in both clustered and conservation subdivisions should not differ, in total, for those on conventional subdivisions since the number of houses and acres of land involved is the same in both cases.

Lloyd has an advantage over many towns in designing conservation subdivisions because the Town has its own Geographic Information System (GIS). Applicants for conservation subdivision design will be able to use the GIS database to map significant primary conservation areas on their properties, greatly facilitating the design process.

The following summarizes some of the many benefits of conservation subdivision design over conventional subdivisions:

Conservation Subdivision

Conventional Subdivision

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- | | |
|---|---|
| ✓ Farm fields can still be used. | ✗ Productive farmland is lost forever. |
| ✓ Scenic views are preserved. | ✗ Scenic views from the road are lost. |
| ✓ Rural setting of the landscape is retained. | ✗ Large lots divide up and dominate the landscape. |
| ✓ Shorter roads are less expensive to construct and maintain. | ✗ Longer roads result in higher construction and maintenance costs. |
| ✓ Residents have views of open fields and woods. | ✗ Residents cannot enjoy special site features. |

3.1.3 Conservation Density Subdivision

A conservation density subdivision allows trade-offs in Town road requirements in exchange for reduced development density. Normally, this involves allowing a developer to construct a private, unpaved or minimally paved road owned and managed by a Homeowners' Association, or through common use and maintenance agreements and easements, in return for a permanent commitment to low density.

For example, if the underlying zoning requires a one acre minimum lot size, a conservation density subdivision might require an average minimum lot size ten (10) or more times larger than would otherwise be required, with a minimum for these "country properties" of ten acres. The number of lots using the private road would need to be controlled, such as five lots on one access or a maximum of ten if there are two access ways. Permanent conservation easements imposed on each of the larger lots must guarantee no further increase in density.

Establishing clear design standards for the private road is essential to ensure conflicts do not develop in the future, one of the greatest problems posed by private roads. Common use and maintenance agreements and/or HOA requirements must also be carefully written and based upon Planning Board requirements as a condition of approval to avoid burdening the Town in the future. This would include requirements such as having the power to assess each lot-owner their share of maintenance costs, establishing a maintenance fund or bonding as appropriate, ensuring that private roads are accessible to emergency vehicles, and prohibiting an offer of dedication to the Town. Finally, if private roads are allowed, they must be self-supporting and the deeds to each lot should contain an unconditional waiver of any right to offer or seek dedication to the Town as well as a covenant against further subdivision.

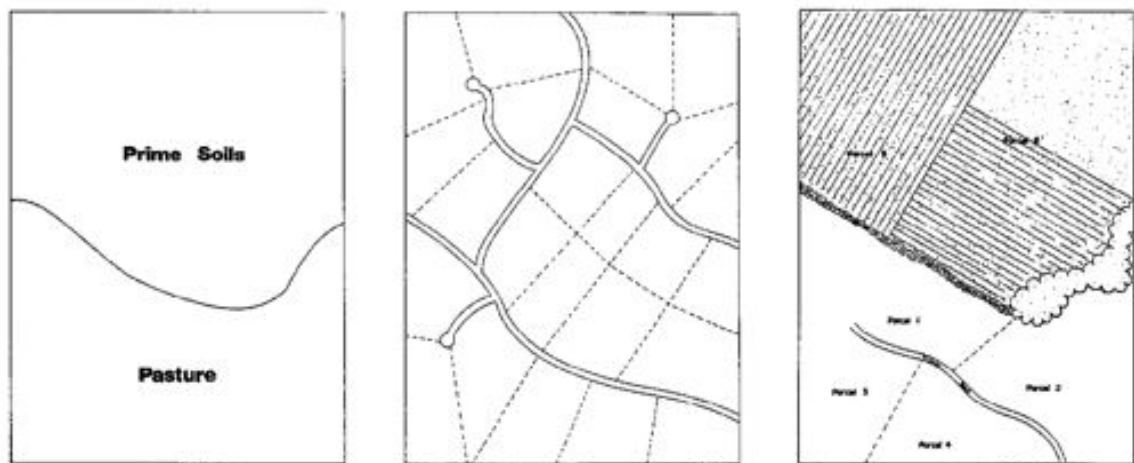
3.1.4 Limited Development Subdivision Design

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This is a voluntary technique in which a developer or landowner sells their land for partial development with preservation restrictions placed on the remaining open space or farmland. The development should be designed so that the limited number of home sites will not conflict with the resource (e.g. farmland) being protected. The protected land is normally encumbered with a conservation easement, which could be held by a land trust or a governmental agency, such as the Town of Lloyd.

There are a number of benefits to this kind of development. The few high value scenic homesites are assured of permanent open space by paying for the open space protections. The landowner benefits from a tax reduction on the land protected by the conservation easement, and, if the protected land is agricultural, by being able to continue to farm it. The Town benefits both from the increased assessment on the subdivided building lots (as opposed to vacant land) and from the very low density, which incurs lower municipal and school district expenses, associated with the limited development. Lloyd should put into place a mechanism for acceptance of this type of conservation easement provided there are appropriate protections to the Town incorporated therein.

An illustrated example of limited subdivision design is shown below.



120 Acre Farm

Conventional Subdivision

Limited Development Subdivision

Figure 19: Limited Development Subdivision

3.1.5

Average Density Zoning

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With average density zoning, the number of dwellings permitted is based on the area of the tract or property, rather than minimum lot size. But, the dwellings must be built on small building lots, thus leaving large areas intact for agriculture or conservation, unimpeded by development. The regulations can direct that dwellings be sited on the areas of the site with little conservation or agricultural value. The advantage of average density zoning is that it permits landowners to develop a parcel over a period of time while still achieving the benefits of clustering.

There are two forms of average density zoning: fixed area and sliding scale area. Fixed area average density allows one dwelling unit for a specified number of acres owned, rather than specifying a minimum lot size. For example, if the zoning permitted one dwelling unit for every 5 acres of land area, on a 50-acre parcel the developer would be permitted 10 units. As with clustering, there would be no minimum lot size, so these units could be located on 10 one-acre (or smaller) lots, leaving the remainder of the parcel intact.

In sliding scale average density, the number of dwellings is also based on acreage owned, but this technique requires more acreage per dwelling for larger tracts than for smaller ones (i.e. higher densities are allowed on smaller lots). Sliding scale average density is particularly well suited to agricultural zoning because it assumes that smaller tracts are more difficult to farm and have already passed out of the agricultural land market and into the residential land market. Higher densities are generally needed in order to satisfy legal mandates that municipal regulations permit some economically beneficial use on smaller tracts where farming is less economically feasible. For example, Shrewsbury Township, PA uses the following formula in its zoning regulations:

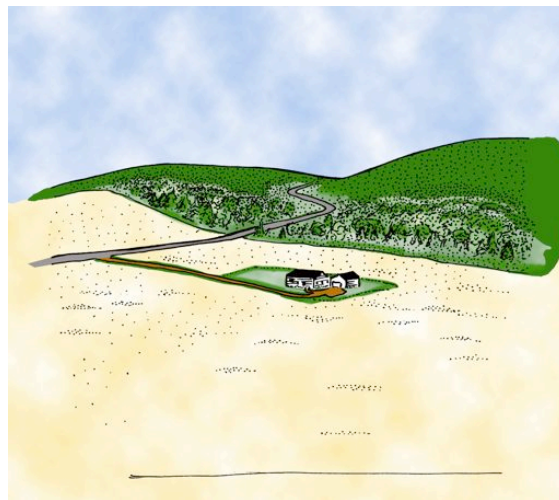
<i>Size of Parcel</i>	<i># of Dwellings Permitted</i>
0 - 5 acres	1
5 - 15 acres	2
15 - 30 acres	3
30 - 60 acres	4
60 - 90 acres	5
90 - 120 acres	6
120 - 150 acres	7
over 150 acres	8, + 1 dwelling/30 acres over 150

3.1.6 Siting Guidelines

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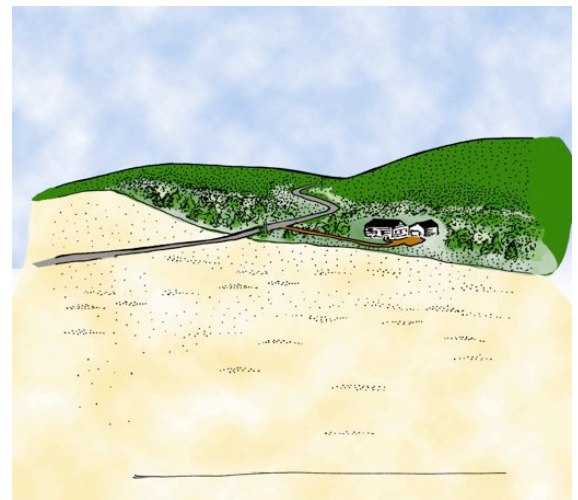
To protect Lloyd's scenic resources, particularly its open spaces and ridgelines, development should be sited to harmonize with the natural landscape. This is true for houses that are part of a large residential subdivision and for individual houses developed on single lots. As with conservation subdivision design, the defining principle in siting houses is to work around the site's natural features. Situating a home in a highly visible location, such as the middle of an open field or the crest of a hill, intrudes on the rural landscape and detracts from scenic views. Ideally, buildings should be placed on the edges of fields next to woods, or on the slopes of ridges and hills.

The following sketches from the Dutchess Land Conservancy's guidebook *Planning and Siting Your House* illustrate some of the benefits of the preferred locations for siting buildings.⁶



Open Field Siting--Avoid

- Protection from wind and sun is lost.
- No privacy; expensive landscaping required.
- Picturesque views of landscape are lost.
- Agricultural land is permanently lost.



Edge Siting--Preferred

- Existing trees shelter house from wind and sun.
- Privacy is afforded.
- Views of landscape are retained.
- Fields can still be farmed.

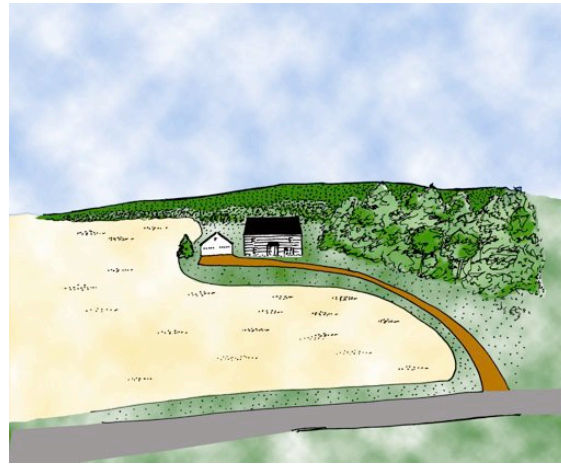
Figure 20: Siting of Single Family Homes Near Open Fields

⁶ Illustrations used with the permission of the Dutchess Land Conservancy, Millbrook, NY.



Hilltop Siting--Avoid

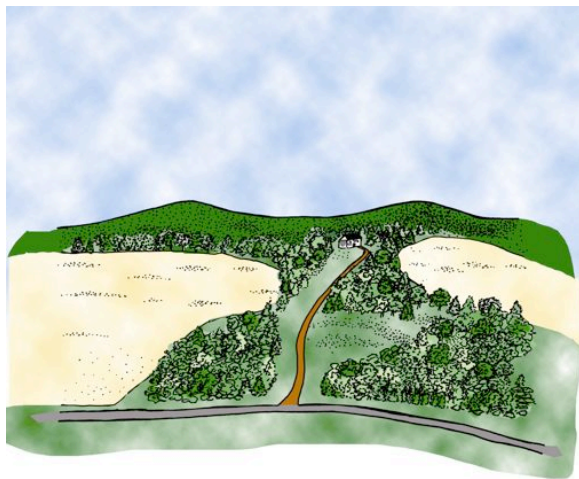
- Exposure to winter wind and strong summer sun.
- Building protrudes above crestline and disrupts scenic vista.
- Costly, deeper well may be required.
- Longer, more expensive driveway required. (In winter this driveway may be too icy to use.)
- Expensive grading and potential soil erosion.



Hillside Siting--Preferred

- Shelter from wind and sun.
- Scenic view of crestline is preserved.
- Less costly to develop.
- Easier access.

Figure 21: Siting of Single Family Homes on Ridgelines



Forest Fragmentation--Avoid

- Important wildlife habitat is disrupted.
- More site work, incurring additional costs, is required to clear trees for house and driveway.
- Homeowner's privacy is lost.
- Scenic viewshed from roadway is affected.



Edge Siting--Preferred

- Important habitats are preserved, resulting in more wildlife.
- Existing vegetation provides low maintenance, less costly landscaping.
- Existing trees provide privacy.
- Viewshed from road is preserved.

Figure 22: Siting of Single Family Homes in Forested Areas

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3.1.7 Residential Densities

Lloyd's capacity to grow is affected by the special conditions of its natural environment. Throughout the northern, western and southern portions of the Town, steep slopes and the presence of wetlands inhibit development potential. In response to these environmental factors, the 1981 *Comprehensive Plan* recommended that allowable densities in these areas of the Town be decreased. However, this recommendation has never been implemented. The current *Comprehensive Plan* reiterates the recommendation to reduce the allowable density in areas constrained by natural features. The environmental sensitivity and carrying capacity of the land should be evaluated in these areas and density should be reduced accordingly, in the same manner that density was reduced in the Town's Waterfront Bluff Overlay District to protect the Hudson River bluffs. However, decreased density should also be accompanied by clustering to ensure that the impact of development is not just spread across a larger area of land.

Similarly, the constraints of the transportation system, particularly growing traffic and congestion on secondary Town and County roads and Route 299, limit the extent of growth consistent with maintenance of existing quality of life. Land use and transportation are interconnected; a high density of residential development in outlying areas of the Town will have an adverse impact on the existing transportation network, forcing expensive road widenings that will be detrimental to the Town tax structure and the rural ambiance Lloyd residents value. As a result, the *Comprehensive Plan* recommends generally reducing allowable densities in all outlying areas of the Town.

3.2 HOUSING DIVERSITY AND AFFORDABILITY

Lloyd has the responsibility as well as an economic need to provide housing for all its residents, including the elderly, young households, people just entering the workforce, and families of lower middle income, as defined by U.S. Department of Commerce statistics. The provision of a diversity of housing types and costs is important for sustaining businesses and encouraging economic growth, since businesses are unlikely to relocate to an area where their employees cannot afford to live. Moreover, as housing costs increase, people must work longer hours to keep up, leaving them little time to volunteer. Many important services in Lloyd are staffed through volunteers. If a shortage of volunteers forces these services to convert to paid positions, the Town's municipal budget will be strained. In the City of Poughkeepsie, for instance, paid fire protection services cost approximately \$664 per structure.

The U.S. Department of Housing and Urban Development (HUD) defines affordable housing as a home or rental unit within the means of a household

income that is 80 percent or less of the median income. A better term for this type of housing might be “workforce” housing since it is working members of the community, like teachers, municipal workers, and shopkeepers, who are included in the HUD definition. According to the U.S. Census data, the median household income in the Town of Lloyd in 2000 was \$52,686. Thus, workforce housing would be housing that could be afforded by households making 80 percent of this income, or \$42,149. Other factors that affect housing affordability must also be considered, including the cost of utilities and property taxes. As the Build-out Analysis conducted for this *Comprehensive Plan* indicates (see Front Pocket), property taxes in Lloyd could continue to rise if the Town does not amend its current Zoning Law. At full build-out under the current Zoning, the number of residential units in the Town would more than triple, resulting in an additional 3,696 school age children and an additional cost to local taxpayers of \$29,091,216. Increased property taxes could force moderate and lower income residents, including single-income families, single parent families, entry-level employees, and senior citizens, out of the local housing market. Clearly there is a need for a balance housing stock that meets the community’s diverse housing needs.

The *Comprehensive Plan* recommends the following strategies to create affordable housing in Lloyd:

1. Permit the development of two-family homes in areas of the Town served by municipal water and sewer. Current regulations do not permit two-family homes in the hamlet of Highland where they could be accommodated.
2. Allow for mixed uses in the hamlet of Highland by permitting apartments above commercial structures.
3. Use incentive zoning, a relatively new technique that was added to New York State Town Law in 1992. Incentive zoning involves the granting of a density bonus to a developer in exchange for providing community amenities, such as affordable housing. A study must first be made, through a Generic Environmental Impact Statement, of the potential effects of increasing density.

When enacting these Zoning amendments, the Town should assure that the housing provided will be used as intended. Prices or rental agreements should be controlled based on national criteria or standards for lower to middle income families. The developer should be required to provide proof to the satisfaction of the Town attorney that the sale of the lower-middle income housing is in fact a real sale and not a sham to circumvent this provision by re-sale. In addition, proof guaranteeing that long-term leases or assurance that rents on the rental units will maintain their position in regard to lower-middle income statistics should be provided.

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While the prices of lower-middle income homes provided under density credits and incentive zoning will increase rapidly as the homes are re-sold, it is likely that the homeowners will take the opportunity to use the home as a starter home or maintain the home as their primary residence for a reasonable period of time. This will assure that as sale prices are increasing, there is a continuing stock of new lower-middle income housing coming on the market to take the place of the older units as their values increase. The same holds true for the rental units after an appropriate time period at which time the rents would go to current market rates or the units would be sold.

SEQR has also been used to gain affordable housing in some communities, where their comprehensive plan addresses affordable housing and where a “comprehensive housing needs study” has been prepared. The *Comprehensive Plan* recommends that the Town coordinate its housing policies and develop a statement of housing objectives with the Ulster County Planning Department so that SEQR can be used to gain affordable housing in the Town.

Finally, the Town should also address the issue of Senior Citizen housing. A lack of housing options for senior citizens in Lloyd may force these residents to move elsewhere. Many senior citizens are on fixed incomes. With increased costs, these residents are in danger of losing their homes. The *Comprehensive Plan* recommends that the Town adopt Senior Citizen Housing Districts that would permit this type of development in areas of the Town served by central municipal water and sewer, with design standards to protect the character of the surrounding neighborhood. The hamlet of Highland, where municipal water and sewer is available and greater density is desirable, is an ideal location for senior citizen housing. Since the provision of shopping and personal services is within easy walking distance, the hamlet affords senior citizens the freedom of mobility.

3.3 ENCOURAGE COMPATIBLE USES

3.3.1 Planned Unit Development and Planned Residential Development

Protection of Lloyd’s rural character and quality of life is the defining goal of the *Comprehensive Plan* and the planning techniques described above will help the Town to achieve this goal. The Town needs to preserve and integrate open space into the community while protecting important natural and cultural resources and community character. However, Lloyd must also provide a balanced housing stock and commercial enterprises, which provide employment and increase tax ratables. Planned developments can help the Town to achieve such a balance by allowing complementary uses that reinforce one another, reduce automobile trips, and prevent strip commercial development. The flexibility of design and layout in a planned development

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will protect environmental resources and create attractive places for people to live, work and congregate.

The Town currently has two planned development districts, the Planned Unit Development (PUD) and the Planned Residential Development (PRD). The PUD provisions in the current zoning regulations are intended to allow the development of planned communities containing both residential and commercial uses sited on the land in an environmentally sensitive fashion. The PRD is intended to provide a maximum variety of housing types and densities within the Town while preserving open space. To reduce reliance on the automobile, the PRD regulations should be revised to permit small-scale retail businesses that provide local conveniences. Both the PRD and PUD regulations should be revised to deduct environmental constraints prior to the calculation of permitted density, to regulate building height, and to include criteria such as conformance with smart growth guidelines and protection of natural resources and scenic vistas. Currently, the PUD and PRD are floating districts that may be established by the Town Board. The *Comprehensive Plan* recommends that the Town Board study and designate specific areas of the Town that would be appropriate for PUDs and PRDs and designate these areas as PUD and PRD districts to encourage environmentally sensitive, mixed use developments in these areas. Such areas might be located adjacent to the hamlet of Highland and the Route 9W corridor where centralized water and sewer is available or planned, and around existing crossroads.

3.3.2 Trailer Residences

Lloyd currently has four areas that are zoned Trailer-Residence (TR), only one of which, in the vicinity of Route 299, has been developed. These Zoning designations date to a time of greater agricultural activity in the Town, when trailers were required for migrant workers. In the intervening years, a number of single-family residences have been constructed in these districts. The current Zoning designations for the three unutilized TR districts are no longer compatible with existing development. Moreover, the recommendations for affordable housing in this Section of the *Comprehensive Plan* will ensure that the Town provides its fair share of affordable housing without a need to develop more areas of trailer residences. The *Comprehensive Plan* recommends that lands in the TR-1 district in the northeastern section of the Town be rezoned for single-family residential use. The existing trailer parks should remain as conforming uses.

3.4 ENCOURAGE REGIONAL COORDINATION

Many of the recommendations discussed in this section, and throughout the *Comprehensive Plan* as a whole, will be implemented most effectively through

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cooperation with neighboring municipalities. The benefits of preserving rural atmosphere and quality of life in Lloyd will be not be realized if adjacent municipalities encourage sprawling residential subdivisions and strip commercial development. Activities in adjacent municipalities can have a significant impact on the Town of Lloyd. Peripheral development can result in increased traffic on Town roads, affect property values, and change the character and appearance of the area. Moreover, environmental resources, such as streams, wetlands, and watersheds, frequently cross municipal boundaries. To protect the rural atmosphere and quality of life that residents cherish about Lloyd, the Town should be aware of land use policies in neighboring communities and plan cooperatively with these municipalities.

Lloyd is currently a member of a number of regional planning initiatives, such as the Southern Ulster Alliance, the Association of Towns, the New York Planning Federation, the American Planning Association, and the Hudson River Valley Greenway. The Town should continue to take an active role in these organizations.

In addition, the *Comprehensive Plan* recommends that the Town encourage its municipal officials and interested community members to attend the Community Leadership Alliance (CLA) Training Program. This four-day program, which is co-sponsored by the Pace University Land Use Law School and the Glynwood Center, provides training on collaborative leadership skills and land use law. The CLA also provides research and technical assistance to governmental officials and community leaders. Numerous communities throughout the Hudson River Valley have participated in this program, and a number of intermunicipal agreements have resulted, including the recently formed Wappingers Watershed Intermunicipal Council, which includes representatives from 14 communities. Individual local leaders are encouraged to attend this program. The Town could also work with neighboring municipalities and request that the CLA sponsor a training program specifically tailored to their regional needs.



Hamlet of Highland

Community Goal:

Maintain the hamlet of Highland as the commercial, institutional and cultural center of the Town.

Objectives:

- Keep civic institutions, expand community services, and promote commercial growth in Highland.
- Beautify the hamlet.
- Improve transportation flow and parking availability.
- Improve pedestrian and bicycle accessibility in the hamlet.
- Increase allowable density in certain residential areas adjacent to the hamlet.
- Coordinate use of school and community facilities with targeted community needs.

The hamlet of Highland remains the site of the Town's greatest population and commercial concentration. In the year 2000, approximately 5,060 people or 50 percent of the Town's population lived within the 4.6 square miles that make up the Highland area census tract. Similarly, business activities are concentrated into this relatively small area and, in many cases, share the same structures with two or more residences. Except for the Post Office, which moved from Highland to North Road in 1998, most of the Town's major civic institutions, including the Town Hall, the Highland Public Library, and the elementary and middle schools are located in the hamlet. Lloyd residents have expressed a strong desire to maintain Highland as the commercial, institutional and cultural center of the Town as a preferred alternative to scattered highway development. This chapter of the *Comprehensive Plan* recommends a number of strategies to implement that goal.

It should be noted that, while the Highland Census Tract covers a broad area of Highland (see Figure 2), the hamlet in this chapter is considered to be the area within a ¼ mile radius of the junction of Vineyard Avenue and Main Street at the hamlet's core. Planners consider this to be the ideal distance to encourage walking for short trips.¹

¹ See *Greenway Connections, Guide B2*.

CHAPTER 4: HAMLET OF HIGHLAND

4.1 CIVIC INSTITUTIONS & COMMERCIAL DEVELOPMENT

To maintain Highland as the community center it is important to maintain civic institutions in the hamlet, such as the Library, Town Hall, and Police Department. These institutions serve as major “anchors” in the hamlet, just as a large department store functions as an “anchor” in a mall. They are the main reasons many residents come to the hamlet, and once there, these residents may stay to shop. Every effort should be made to ensure that these institutions remain in the hamlet. If they outgrow their present accommodations or require more parking, creative solutions should be found to permit these civic anchors to remain in the hamlet’s core.

The hamlet’s vitality also depends on expanding community services and ensuring an active commercial district. To this end, the hamlet’s commercial district should be expanded, and the Town should encourage the location or development of additional community services such as a community center for youth and senior citizens, and day care facilities. The Town should be also proactive in promoting Highland to prospective business owners and entrepreneurs. The *Comprehensive Plan* recommends that the Town identify potential sites for development and redevelopment, and market these sites with a conference similar to the highly successful Economic Development Conference that the Town organized in 2002 to promote commercial development in the Town as a whole.

To ensure that Highland remains the Town’s commercial center, the Zoning should be amended to permit civic uses, professional services and specialized or small-scale retail in the hamlet only, without competition from allowing similar uses in other districts.

4.2 BEAUTIFICATION

The Town has recently completed a number of projects to improve the visual appeal of the hamlet. Trees have been planted along the east side of Vineyard Avenue, and attractive historic lampposts have been installed throughout the central business district. In addition, a number of private property owners have made façade improvements to their buildings. These improvements implement the recommendations of two recent studies undertaken by the Town.

In 1999, the Town’s Economic Development Committee received a \$12,000 grant from the New York State Council on the Arts to conduct a façade design study of storefronts in the hamlet’s main commercial district. The goal of the study was to identify the architectural elements that historically created a special “sense of place” in Highland and to propose façade redesign to recapture that character and encourage economic development.

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Many of the façades in the hamlet's commercial district date from the 1870s to the 1930s. Over the years, changes to the façades have concealed the structures' original architecture and gradually created an inconsistent appearance. The façade study recommends that cosmetic changes, such as new windows, durable paint finishes, lighting, and removal of siding that covers the original façades, would restore storefronts to their original turn-of-the-century condition and create a more consistent and inviting shopping environment.

Property owners are under no obligation to make any of the recommended design alterations. However, it is hoped that they will use the study's recommendations if they plan to upgrade their buildings' façades. Matching loans of up to \$10,000 with low interest rates are available from the Town of Lloyd Community Development Corporation to help business owners make the façade improvements. One example of the façade design recommendations, with before and after photographs of the improvements made to the façade, are included as Figures 23 to 25 at the end of this chapter.

The Planning Board should consider the recommendations of the façade study in its review of all project proposals in the study area. In many cases, new business owners and/or property owners will be willing to make these improvements as part of the planning process in opening new businesses. The photos showing existing conditions and the recommended façade enhancements should continue to be prominently displayed on the walls of the Town Hall meeting room to facilitate discussion of the façades during Planning Board review. These photos could also be placed in prominent locations throughout the community, such as the Public Library, and in windows of storefronts in the hamlet.

Historic structures greatly contribute to the hamlet's visual appearance and are an important reminder of the Town's cultural heritage. Highland was one of the earliest areas to be settled in Lloyd, and it contains numerous sites of historic value. Owners of historic properties should be encouraged to restore these structures.

The Tax Act of 1986 provides incentives for the rehabilitation and restoration of old or historic buildings. These include a 20 percent investment tax credit for the rehabilitation of historic commercial, industrial or income producing residential buildings, and a 10 percent allowance for nonresidential buildings in service before 1936.² To qualify for the historic tax credit, properties must be listed on the National Register for Historic Places or be a contributing element in an Historic District. While only one property is currently listed on the National Register in Lloyd, several others are likely to be eligible. Making

² These credits, however, are not available to the normal homeowners who may rehabilitate their homes.

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owners of historic properties aware of the tax credit may encourage them to list their properties and avail themselves of this program.

The Town also has the right to create local historic districts or recognize historic properties. Many structures of historic interest have already been identified by the Town's Beautification Committee (see Figure 8). Lloyd should implement local incentives, such as land use allowances (discussed in Chapter 7.6), to help preserve these unique structures. In addition, the Planning Board's responsibilities should be expanded to include architectural reviews of historic structures. Design guidelines should be developed for Planning Board review of new development and for the renovation of existing commercial buildings.

The visual appearance of Highland has also been enhanced through the efforts of the Town Beautification Committee, a volunteer group whose mission is to make Lloyd appealing to prospective business owners and residents. The Beautification Committee maintains a number of gardens throughout the hamlet, including flowerbeds around the two Highland Hamlet Welcome signs, perennial beds in the municipal parking lots and main shopping district, and barrels of annuals located along Vineyard Avenue. It hangs seasonal decorative flags on the antique-style lampposts in the shopping district, and enhances the lighting installed by the Lions Club with swags of greenery during the winter holiday season. The Committee also plants street trees, and is responsible for maintaining Lloyd's status as a Tree City, U.S.A. Much of the Committee's work is performed through an innovative partnership with the local court justices, who levy community service in lieu of fines for small infractions, such as traffic tickets, and refer violators to the Beautification Committee.

The Beautification Committee recently applied for a Greenway Conservancy Grant to build a gazebo and pergola in the municipal parking lot adjacent to the perennial garden, and is currently designing a September 11 memorial that will include a clock. The Town should continue to support the efforts of the Beautification Committee and should involve these volunteers in developing a comprehensive beautification plan for the hamlet, and in implementing the landscaping proposals in the plan to Make the Hamlet of Highland More Walkable.

Additional recommendations to improve the visual quality of the hamlet include developing improved signage requirements in the Zoning, encouraging the reuse of abandoned and blighted properties, and developing a plan to phase the burial of utility lines in the hamlet area. The Town's Economic Development Committee could also partner with the Downtown Business Association and hire a downtown manager.

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4.3 TRANSPORTATION AND PARKING

A major transportation problem in the hamlet is caused by the routing of trucks along Route 44/55, which brings them through the center of Highland. Large tractor trailers have difficulty negotiating the intersection Vineyard Avenue and Milton Avenue on Route 44/55, which creates safety issues for pedestrians, congests traffic while trucks make the turn (often through a number of signal changes), and in a few cases has resulted in property damage to a building fronting the intersection. To avoid these problems, trucks should be diverted from Route 44/55 to Chapel Hill, which has more direct access to the Mid-Hudson Bridge and Route 9W.

To implement this recommendation, Chapel Hill would need to be upgraded and signage should be posted along Route 44/55 directing large vehicles to this road. The Town should encourage the County and the Poughkeepsie-Dutchess County Transportation Council to make these improvements.

The Town owns and maintains three municipal parking lots in the hamlet of Highland. These lots are located adjacent to Village Field, at the intersection of Vineyard Avenue and Milton Avenue, and behind the Town Hall. None of these lots have been landscaped or marked. In addition, there are a number of private lots and parking areas in the hamlet that serve community organizations and churches. On-street parking is allowed on both sides of the street in most areas of the hamlet.

The plan to make Highland more walkable (discussed in the next subsection) includes recommendations to increase parking in the hamlet by expanding the existing lot in proximity to Village Field. These improvements would increase the availability of parking in the hamlet by 117 spaces. The Town Board should implement these recommendations, and should install signs at appropriate locations throughout the hamlet directing drivers to these lots. Local businesses should be encouraged to designate employee parking in the public parking lots to keep parking spaces along the road in close proximity to shops free for customers.

The Highland plan also includes recommendations for landscaping the proposed parking lots with trees, both around the perimeter of the lots and internally. Landscaping parking lots creates a more attractive environment by reducing the impact of a “sea of asphalt” and creating shade for parked cars. These recommendations could be implemented with the assistance of the Town Beautification Committee. Other parking lots in the hamlet should be similarly landscaped. In particular, parking lots that abut sidewalks should be provided with trees and shrubs located between the sidewalk and the lot. This will reduce the appearance of a “missing tooth” in the streetwall. Gaps in the streetwall discourage pedestrians from continuing further along the sidewalk. By filling these gaps with landscaping, pedestrians will be encouraged to shop

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the entire length of the street. Existing and proposed parking should also be provided with human scale (no higher than 16 feet) lighting in an architectural style appropriate to the hamlet. Paving and striping these lots will encourage more efficient use.

The sharing of lots by businesses and other establishments with different hours of operation should also be encouraged, and access between lots currently barred by fences and other barriers should be created. Existing and new development should be encouraged to provide off-street parking available to the public. Community Development Block Grant funding could be used to finance part of the effort to improve parking availability in the hamlet. In addition, parking spaces along Main Street and Vineyard Avenue should be delineated with curb markings to ensure more efficient use of these areas for public parking.

4.5 PEDESTRIAN AND BICYCLE ACCESSIBILITY

Edward T. McMahon, Director of the Conservation Fund, has said that our current road designs *“have made cars happy and people miserable.”* According to the 1997 NYS DOT statistics, 26.3 percent of traffic fatalities in the State are pedestrians. On average, a pedestrian is killed in the US in a traffic accident every 93 minutes. The highest risk group for pedestrian traffic accidents is 8-year old children.

Traffic calming can be used to rectify this situation by slowing automobile traffic and providing a safer environment for pedestrians and bicyclists. Some of the most popular traffic calming techniques are: raising or inverting pedestrian crosswalks; narrowing roads (especially at crosswalks) with extended curbs or flared sidewalks; changing the road surface texture or color at crosswalks; installing highly visible signage and lighting; and using street trees and pedestrian amenities, such as benches, to slow traffic and increase drivers’ awareness of pedestrians. Shorter curb radii, planted medians, speed bumps, and use of in-street posts, bollards or barrels, are further examples of traffic calming techniques.

Traffic calming is already used in the Hudson Valley in places like the Villages of Fishkill, Tivoli, New Paltz, Warwick, Florida, and others. It is also widely used in surrounding states such as Massachusetts and Connecticut, in Europe, Australia and Canada, and is being adopted in a growing number of U.S. towns and cities as well. The theory behind traffic calming is that roads should be multi-use spaces that encourage social links within the community, rather than merely being access ways for cars. Traffic calming is especially useful in hamlets where greater density per square mile encourages pedestrian activity.

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In 1997, the Poughkeepsie-Dutchess County Transportation Council and Dutchess County Department of Planning and Development developed a plan to “Make the Hamlet of Highland More Walkable” (Figure 26). The plan includes recommendations to create a park, walkway system, and additional parking along Twaalfskill Creek at the rear of the Vineyard Avenue commercial buildings, with a footbridge, bandstand and central green. Crosswalk enhancements or installations are recommended for the main intersections in the hamlet and in the vicinity of major activity centers. Traffic calming devices such as these will create a safer environment for pedestrians, which will improve the economy of the hamlet and promote tourism.

The Town has already acted on some of the plan’s recommendations, such as extending the sidewalk at the hamlet’s main intersection at Main Street and Vineyard Avenue to provide better pedestrian visibility and discourage speeding, and planting street trees along the east side of Vineyard Avenue. To implement the remaining recommendations, the Town should take advantage of the funding opportunities for pedestrian and bicyclist enhancements afforded by the Transportation Equity Act for the 21st Century (TEA-21). TEA-21, like its predecessor Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), emphasizes the need to incorporate all types of transportation into the planning and programming processes of government. The Town Board should apply for TEA-21 funding to implement the recommendations of the hamlet walkability plan.

In addition, the *Comprehensive Plan* makes the following recommendations to improve pedestrian and bicycle circulation in the hamlet:

- ➔ **Sidewalk Network** The Town should apply for TEA-21 funding for the sidewalk improvements identified by the Town’s Transportation Safety Committee that are listed in Chapter 6. Additional funding should be allocated in the Town’s Capital Improvements Plan on an annual basis for a five-year period.
- ➔ **New Sidewalks** The Planning Board should require sidewalks in areas of concentrated residential development and in proximity to educational facilities and other major activity centers. All commercial developments requiring Planning Board approval in the hamlet should install and/or repair sidewalks with concrete, bluestone or masonry paving material. The Town should also consider installing a sidewalk along North Road to provide a pedestrian connection between the hamlet and the new Post Office.
- ➔ **Pedestrian Amenities** Benches and other pedestrian amenities should be placed on sidewalks throughout the hamlet. Benches should be placed to face the sidewalk.

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- **Signage** “Yield to Pedestrians” signs along with bollards in the center of the road should be placed at all major intersections in the hamlet.
- **Bicycle Racks** The Town Board should provide bicycle racks at all municipal buildings and public facilities in the hamlet. The Planning Board should also consider the appropriateness of bicycle racks in their review of site plans.

4.6 INCREASE DENSITY

Compact development is more economical to serve with public infrastructure, such as roads, water and sewer, which results in lower property taxes and lower costs to consumers. In addition, as discussed in Chapter 3, compact development coupled with density reductions in agricultural and environmentally sensitive areas of the Town, preserves open space and maintains rural character. The hamlet of Highland is currently served by public water and sewer and is the traditional location of intensive development in the Town. Permitting increased density in the hamlet will result in economic benefits to taxpayers, and will help to preserve the Town’s natural environment and rural character.

Chapter 5 of the *Comprehensive Plan* recommends adopting incentive zoning and implementing a transfer of development rights program to preserve agricultural land. Incentive zoning encourages developers to provide community benefits in exchange for increased density. Transferring development rights limits development in one area of the Town where there is an important resource, such as active farmland, and transfers those rights to another area where greater density is desired. The *Comprehensive Plan* recommends that the Town Board amend the Zoning to permit increased density in the hamlet for applicants who avail themselves of incentive zoning or who transfer development rights from other areas of the Town.

The growth and increased density contemplated for the hamlet should also reflect the “traditional neighborhood development” styles characteristic of downtown areas. Traditional neighborhoods feature a mix of uses (including residential, commercial, civic and open space uses), a pedestrian scale, and a diversity of housing styles, types and sizes to accommodate households of all ages and incomes. The *Comprehensive Plan* recommends that the Town adopt a Traditional Neighborhood Overlay (TN-O) District, accompanied by illustrated design standards, for areas of the hamlet served by public water and sewer, and adjacent areas where such mixed-use development is feasible and would contribute to beneficial growth. The design standards should include requirements for a system of narrow, interconnected streets with sidewalks and street trees to encourage alternative modes of transportation.

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The purpose of the TN-O District would be to encourage the development of fully integrated, mixed-use pedestrian oriented neighborhoods designed to minimize traffic congestion, suburban sprawl, and infrastructure costs. The TN-O District would maintain the traditional scale, density and character in new infill development in the downtown, and would extend that traditional neighborhood character to adjacent areas. By expanding the downtown area, the TN-O would enhance the function of the hamlet as the focus of commercial and civic activity in the Town, and would provide an alternative to modern use-segregated developments such as large lot suburban subdivisions and strip commercial developments. The overlay district would also allow for the creation of receiving zones for development rights transferred from the Town's agricultural lands. A number of communities in the region have adopted TND zoning provisions that could serve as a model for Lloyd to expand the downtown hamlet area.

4.7 USE OF SCHOOL AND COMMUNITY FACILITIES

The Town of Lloyd does not currently have a community or youth center. Community groups such as the Boy Scouts, Girl Scouts and similar organizations currently meet in the local churches or schools. Large Town meetings and public hearings are also held in these facilities, as well as in the Highland Fire Station. While the Town's Comprehensive Recreation Plan identifies a need for a community center, it is unlikely that such a facility will be constructed or established in Lloyd in the foreseeable future. The Town is fortunate that the schools, churches and Fire Station have been willing to provide space in their facilities for community use. The Town should continue to coordinate use of these community facilities for community groups and meetings.

The Town recently approved funding to establish the presence of a law enforcement officer in the schools. The purpose of the program, which began in September 2002, is to encourage good conduct and prevent drug use and violence. The program's effectiveness should be monitored, and funding should be approved in the future if it is successful.

Chapter 5

Agriculture

Community Goal:

Maintain agriculture as an important economic activity that contributes to community character.

Objectives:

- Seek input from local farmers on agricultural issues.
- Purchase or transfer development rights from farms to permanently protect agricultural land and compensate landowners for the equity in their land.
- Encourage the economic viability of local agriculture.
- Reduce land use conflicts between farms and residential development.
- Promote community awareness of the importance of agriculture in the Town.

Agriculture is a significant component of Lloyd's economy and a major contributor to the Town's character and its quality of life. Agriculture, without a cost to the community, preserves the scenic roads and views that make Lloyd so attractive. Redirecting growth and at the same time preserving agriculture can make Lloyd even more attractive while enhancing the value of homes. The *Comprehensive Plan* places a high value on encouraging the economic viability of local agriculture and protecting agricultural lands.

Cost-of-community services show that agriculture makes a significant contribution to the tax base. According to three recent studies conducted in Hudson River Valley towns similar to Lloyd, municipalities reap an average net profit of 60 cents for every dollar a farm contributes in taxes.¹ In contrast, residential development results in an average net loss of 21 cents per tax dollar contributed. This disparity occurs because residential development, unlike agriculture, costs more to service than it provides in taxes. One reason for this is that "*cows and apple trees don't go to school.*"

Agriculture in Lloyd is mainly devoted to tree fruits, primarily apples. In recent years, much of

¹ Cornell Cooperative Extension of Dutchess County and American Farmland Trust, *Cost of Community Services Study*, April 1989; Scenic Hudson, Inc., *The Real Cost of Development*, December 1989; Town of Warwick, *Cost of Community Services Study*, November, 1998.

this land has been converted to single-family homes, particularly in the Vineyard Avenue area. While Lloyd's soils and topography are favorable to the growing of tree fruits, various factors are contributing to fluctuating market conditions that are reducing the economic viability of agriculture, and resulting in the abandonment of cultivated lands or their conversion to other uses. If these trends continue and farmers are forced to sell their land, planting houses instead of crops, Lloyd's taxes will rise and the Town's rural character will be compromised. While many of the factors contributing to the decline of local agriculture are national and international in scope and are, thus, outside the Town's sphere of influence, it is urgent that Lloyd takes whatever steps it can to ensure the Town maintains its agricultural industry. Doing so will ensure a stable tax base and maintain the community character cherished by residents. It will also preserve agricultural soils, a significant natural resource, for future use.

To achieve this goal, Lloyd must take an aggressive and proactive approach to retain its agricultural land and industry. The best way to ensure the future of agriculture in Lloyd is to increase farmers' options so they can protect their land and enhance their businesses. The *Comprehensive Plan* presents a number of possible strategies to achieve Lloyd's goal to maintain agriculture as an important economic activity that contributes to the community's character. However, the Town cannot preserve farming without the involvement of farmers, residents and other agencies. The strategies discussed below should be considered for future implementation, with input from the local agricultural community.

5.1 INVOLVE LOCAL FARMERS

The recommendations discussed previously for protecting and enhancing Lloyd's quality of life include the use of planning techniques, such as clustering, conservation subdivision design, and limited development subdivision, that can also serve to protect farmland in Lloyd. The aim of these "smart growth" techniques is to permit development while preserving natural resources such as open space and agricultural lands. The *Comprehensive Plan* recommends that the Town Board appoint a Farmland Protection Committee to advise the Town on these smart growth techniques and other agricultural issues. The Farmland Protection Committee would also serve as an active liaison between the Town government and the agricultural community, and would advise local farmers on available tax opportunities and on the land use options for protecting farmland presented in this *Comprehensive Plan*.

One of the primary tasks of the Farmland Protection Committee would be to help the Town prepare an Agricultural and Farmland Protection Plan. In 1992, New York State gave local governments more responsibility to develop plans and strategies to enhance agricultural and farmland protection programs.

CHAPTER 5: AGRICULTURE

These new rights were contained within the amended New York State Agricultural Districts Law. Lloyd should take advantage of this opportunity by preparing an Agricultural and Farmland Protection Plan.

The preparation of a local agriculture plan should begin with a survey of Lloyd farmers to determine such issues as how long farmers have been farming in the Town, how long they plan to continue farming, whether they plan to buy or sell farmland in the future, and what factors hinder and help farming. The local plan could use the County's recently adopted Farmland Protection Plan as a basis.

One advantage to adopting a local agricultural protection plan is that it will give Lloyd priority in applying for State and Federal funds for purchase-of-development rights. Communities that demonstrate a strong commitment to the future of agriculture are more likely to receive funding to protect farmland.

5.2 PURCHASE OF DEVELOPMENT RIGHTS

The purchase of farmland conservation easements, frequently known as Purchase of Development Rights (PDR), preserves farmland through direct compensation to landowners for some or all of the equity in their land. Under a PDR arrangement, the farmer sells development rights and receives compensation for the restrictions placed on the land. The farmer retains title to the land and can sell or bequeath the land to others. The conservation easement is attached to the land in perpetuity, often prohibiting residential development except for the owners, their children or farm laborers.

The goal of PDR is to preserve both farmlands and farming. The tool provides long-term protection of farmland. The farmer can use the capital gained from the sale of development rights to repay debt, invest in equipment, or for other purposes. The program is voluntary and can be implemented at the local, county or state level.

The most important consideration in using PDR is prioritizing which farmland to preserve. The decision should be based on the significance of land to the practice of agriculture. When preparing for such a program, a Town should always consider the productivity of soils for farming. Other important factors to look for include a critical massing of farms within the Town to maintain the rural fabric and viability of farming within the community, and economic factors that show the overall stability of agriculture in that area. Maintaining a critical mass of farmland is one of the most important determinants for agriculture's survival. Farming in the midst of subdivisions is virtually impossible due to land use conflicts, and a large number of farms is necessary to ensure the availability of agricultural services to support the industry.

Lloyd should actively pursue State and Federal funding to purchase development rights from participating farmers. The conservation easements on the farm could be held and monitored by a local land trust such as the Wallkill Valley Land Trust or by the Town. To ascertain whether it would be beneficial for the Town to establish its own PDR program, Lloyd should conduct a fiscal impact study of the tax revenue impacts of different land uses in the Town.

In 1994, the Town of Pittsford, Monroe County NY conducted a fiscal impact analysis to study the tax consequences of purchasing development rights on the Town's remaining 1,200 acres of farmland. The study found that if the 1,200 acres were developed residentially as zoned, it would cost the average taxpayer over \$200 per year in additional property taxes because the demand for services would outweigh the tax revenue on residential property. In contrast, if the Town issued \$9.9 million in bonds to purchase the development rights from the 1,200 acres of farmland, the cost to the average taxpayer would be only \$67 per year. As a result of this study, Pittsford residents voted to fund the PDR program, which the Town is currently implementing.

Pittsford became one of the first towns in New York State to develop a Town level PDR program. The Town of Warwick in Orange County NY, and the Town of Red Hook in Dutchess County, NY have recently joined the ranks. In 2001, Warwick passed a local law to establish a PDR program, and residents voted in favor of a \$9.5 million bond to fund the program. In 2003, Red Hook authorized a \$3.5 million bond fund for its PDR program. In studying the impacts of a local PDR program, Red Hook found that converting 1,000 acres of farmland to residential development would incur \$1.875 million in annual spending for schools, but preserving those 1,000 acres would cost only \$112,133 to \$146,200 in bond costs. These Towns have taken a proactive approach to preserving farmland and stabilizing the tax base.

As in the case of Pittsford, Warwick and Red Hook, a Lloyd PDR program may be economically attractive to both the community and the landowners involved. If a landowner is willing to sell the development rights, the Town would pay the difference between the farm's development value and its agricultural value, as determined by an independent certified appraisal. Interest on the outstanding balance paid to the landowner may be exempt from income taxes. In return, the landowner agrees to grant, by deed, a permanent conservation easement on the property. The landowner can use, rent or sell the land only for agricultural and permitted non-development purposes, thus assuring that it remains as open space. The source of funds for this program could be derived from incentive zoning (discussed below) and from grants made available through State or Federal funding.

5.3 TRANSFER OF DEVELOPMENT RIGHTS

Another potential farmland protection technique is the use of a density transfer process. This is a voluntary means of transferring development rights among two or more property owners, but within the overall density standards of the Town's zoning regulations. The transfer of development rights (TDR) makes it possible to limit development in one area (called the Sending District) where there is an important resource such as active farmland or significant open space, and transfer those development rights to another area (called the Receiving District) where there are little or no impediments to higher density. The density is transferred from a "sending" parcel to a "receiving" parcel. The sending and receiving parcels do not have to be contiguous.

By creating receiving parcels as markets for the sale of unused development rights in the sending parcels, a TDR program encourages the maintenance of agriculture and other sensitive features of the designated sending parcels. When the owner of a sending parcel sells development rights to the owner of a receiving parcel, the purchaser increases density beyond otherwise permissible limits, and the selling landowner places a conservation easement on the original property limiting further development. In this way, the Town can protect resources of critical importance to its citizens while providing a mechanism to compensate sending area landowners for any diminution in land development potential.

A special permit application for a density transfer would be required from the Planning Board, and both property owners would sign the application. The selling landowner would first have to demonstrate to the Planning Board the ability to develop the number of lots under the Zoning Code on the property for which the development rights will be sold. The receiving property owner would get a density credit for the additional building lots.

In addition to the landowners demonstrating to the Planning Board that all of the Town's special permit standards have been met, they would also need to demonstrate that:

- The transfer of density units to the receiving parcel would not adversely affect the surrounding area.
- The density transfer will benefit the Town by protecting open space of conservation value.
- The density transfer is consistent with the Town *Comprehensive Plan* and Zoning Law.
- A conservation easement must be executed on the sending parcel reducing the number of dwelling units by an amount equal to the number of units transferred to the receiving parcel.

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The Town of Warwick in Orange County, NY recently adopted a new Zoning Law that permits a voluntary transfer of development rights from the Town's Agricultural Overlay Protection District to the Traditional Neighborhood Overlay District, where greater density is desired. The program permits farmers to realize the current development value of their land while still allowing it to remain in agricultural use. A similar program could be adopted in Lloyd, using Warwick's as a model.

Lloyd has two advantages over Warwick which would facilitate the implementation of a transfer of development rights program. First, the hamlet of Highland is already served by central water and sewer. This would permit increased density in the hamlet without the expense of installing new infrastructure. Second, unlike many towns in the Hudson Valley, the hamlet of Highland is under the jurisdiction of the Town. Thus a transfer of development rights from outlying areas in the Town to the hamlet could occur without the need for an intermunicipal agreement.

Some communities also lease development rights, which amounts to a give back in property taxes. Lloyd should also explore this as a possible option.

5.4 INCENTIVE ZONING

If a developer wishes to receive a density credit but there is no selling landowner available at the time, the developer could make the equivalent cash payment to a "resource bank" which the Town could use for purchase of development rights in the future. This can be established through a mechanism called "incentive zoning."

Incentive zoning encourages developers to provide community benefits in exchange for increased density. Incentives that may be offered to developers include increasing density by allowing more residential units or a greater building floor area than the Zoning otherwise permits. These incentives are given in exchange for the developer providing community benefits, such as open space, parks, affordable housing, community sewer or water, or "*other specific physical, social or cultural amenities, or cash in lieu thereof, of benefit to the residents of the community.*" [NYS Town Law § 261-b] Where it is not feasible or practical for benefits to be provided directly, the developer may make a cash payment to the Town in lieu of the benefit. This sum would be held in a trust fund or "resource bank" to be used exclusively for the specified benefit.

Since one goal of Lloyd residents is to preserve Highland as the commercial, institutional and cultural center of the Town, the hamlet could be identified as an area where zoning incentives are permitted. In exchange for developing this area at a greater density, the developer would provide the Town with a cash payment that would be earmarked for purchasing development rights

from participating Lloyd farms. The developer would have to demonstrate the same list of requirements as in a density transfer.

This program has two advantages: it is entirely voluntary, and it benefits both the developer and the Town. The developer would gain the economic advantage of greater density, and the Town would benefit from protecting farmland. In fact, the Town would benefit in two ways from this program because it would achieve two of the main goals favored by Lloyd residents—to maintain the hamlet as the Town center and to protect the Town’s outlying open space. Together, these goals will protect Lloyd’s **traditional** settlement pattern and rural character.

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5.5 DENSITY

To ensure that PDR, TDR and incentive zoning is effective in Lloyd, the *Comprehensive Plan* reiterates the previous *Development Plan*’s recommendations that density in the Agricultural District should be decreased. The *Comprehensive Plan* recommends that the minimum lot size in the Agricultural District be increased to four acres per unit for conventional subdivisions and be calculated at two acres per unit for clustered subdivisions.

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Two recent studies on the economic impact of downzoning have concluded that increasing lot sizes has minimal, if any, impact on the value of land. The widely held view is that a decreased yield of subdivision lots should translate into lower value for the land. However, a study in Baltimore County, Maryland showed that land in a very restrictive 50-acre zone was of equal or greater value per acre than land zoned for 1 dwelling per 5 acres. The study was based on actual land sales, and was carefully controlled for several confounding variables, including distance from the City of Baltimore and from major roads, varying school districts, accessibility and date of sale. The study found that the price per acre was, in fact, often *higher* in the more restrictive, larger lot zone than in the smaller lot zone. Land traded at a premium in the largest size category, and the sale price per acre declined with the size of the transaction. Similar findings resulted from a study conducted in San Juan County, Washington. This study, which was based on the assessed value of a property rather than its sales price, concluded that very little loss in property value would result from downzoning.

Deleted: it may be necessary to decrease density in the Agricultural District. Otherwise there will be too many development rights available to purchase or transfer, and the receiving areas may not be able to accommodate them.

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Several hypotheses were advanced to explain the study’s findings. The larger lot zoning may maintain or enhance land values by preserving the likelihood of high-valued uses. Put another way, the scarcity of available housing sites created by the more restrictive zoning caused the fewer, but larger, blocks that have permitted house sites to enjoy a premium in value. Moreover, buyers appear to be willing to spend more for protection from development.

For farmers who plan to continue farming in the future, decreasing density in the Agriculture District in order to ensure the success of PDR, TDR and incentive zoning will likely be more beneficial than maintaining the existing density, because these techniques will reduce the potential for land use conflicts between agricultural and residential uses. Since the bulk of Lloyd's agriculture is in apples, a crop that requires intensive spraying in the Hudson Valley, the potential for significant conflicts with neighboring residences is great. If one farm is converted to a subdivision of 1-acre residential lots, the impact on a neighboring working farm will be significant, even with a local right-to-farm law and requirements for buffering and windbreaks. Farmers must weigh carefully the economic benefits of realizing the development potential of their land by selling or transferring development rights while still maintaining their land in agricultural use, against the drawback (if any) of decreased density.

5.6 PROMOTE AGRICULTURE AS AN INDUSTRY

To preserve Lloyd's working landscapes and local economy, the business of farming must also be promoted. If the land is protected but the farms go out of business, Lloyd will lose a large industry and a major contributor to its tax base. The *Comprehensive Plan* recommends a number of possible strategies that can play a role in promoting farming in the Town. No single technique will do the whole job; each plays a role in achieving the desired result. In addition to the recommendations discussed below, the Town should review the Zoning Law to ensure that the laws regulating agriculture are "farm-friendly."

5.6.1 Accessory Retail Businesses and Recreational Uses

Lloyd farmers are competing in a national and international market. Food imported from other states with lower property taxes and from other countries with significantly lower labor costs place local farmers at a disadvantage. While the Town cannot address these national and international policies, it can assist local farmers by permitting them to supplement their farm income. The *Comprehensive Plan* recommends that the Town's Zoning be amended to permit accessory retail businesses and recreational uses on farms, and to permit greater flexibility in the use of accessory farm structures.

Pick-your-own operations, road stands and farm markets, wineries, greenhouses, food processing facilities, inns, bed-and-breakfasts, and other low impact endeavors will improve a farmer's prospect for economic success. Permitting these accessory businesses will provide flexibility to farmers in the use of their existing buildings to generate income. Recreational uses can also

strengthen the financial viability of farming and ensure that agricultural soils are protected for future generations. Passive and non-motorized outdoor recreational uses that are clearly related to agriculture or to the enjoyment of nature and open space and that coexist with, not replace, agriculture should be permitted on farmland properties under the Town's Zoning Law. These activities might include fishing, cross-country skiing, camping, hunting, hiking and biking trails, and limited special events such as harvest festivals and hayrides.

5.6.2 Accessory Farm Structures

Providing farmers with greater flexibility in the use of accessory farm structures should also be allowed, both to supplement farm income and to preserve farm structures that define the Town's agricultural heritage. Warehousing of supplies and equipment, manufacturing and packaging of products and materials, and business and professional offices are just a few of the uses that could be permitted in unused or underutilized farm buildings, such as cold storage facilities and historic barns, and would help to assure their preservation for potential future farm use again.

To ensure that new accessory farm businesses are compatible with other land uses, it is essential to recognize that their impact on the community is more important than actual use. Thus, any zoning changes that would permit a variety of accessory farm businesses should also include the development of performance standards so that these new uses do not negatively affect their neighbors or the Town.

5.6.3 Historic Barns

The Town should also encourage owners of historic barns to take advantage of New York State's investment tax credits for barn rehabilitation. In 1996, the State Legislature enacted the "Farm Protection and Farm Preservation Act." This Act allows a credit of 25 percent of a taxpayer's qualifying rehabilitation expenditures for any barn that is considered a qualified rehabilitated building.

More recently, New York State launched a Barns Restoration and Preservation Program to help pay for the renovation of barns and other aging farm buildings that are at least 50 years old to preserve them as monuments to the state's agricultural heritage. The \$2 million program will help pay for as much as 80 percent of the cost of repairs, up to \$25,000 per project. Owners must pay the other 20 percent in cash or labor. This program is administered by the State Office of Parks, Recreation and Historic Preservation. Structures being improved for active agricultural use, that are visible from scenic roads, that are fixtures in the rural landscaped, or that are on or are eligible for the State and

National Historic Registers are given priority. The Town should encourage local farmers to take advantage of this program.

The State Environmental Quality Review Act (SEQR) can also be used effectively to help protect the Town's agricultural heritage. Applications for new development that involve removing existing farm structures should consider the effect of the loss of such structures on the Town's agricultural character. The Town should also consider whether amendments to the Town's Zoning concerning protection of agricultural character are appropriate.

5.6.4 Agri-Tourism

The *Comprehensive Plan* also recommends that "agri-tourism" be encouraged and local farming operations be promoted. "Agri-tourism" is a term that covers a wide range of farm-related activities, such as shopping at farmers markets, sampling wine at local wineries, and picking-you-own fruits and vegetables. Other examples of agri-tourism include educational working farms, bike tours highlighting farming operations, crop art, farm tours, and harvest festivals. Lloyd should permit and encourage these activities. It should also permit the establishment of bed-and-breakfasts on farms, and should support continued production of an Ulster County map listing farm stands, farm products, and farms available for visits, and the Southern Ulster Alliance publication on agriculture and other attractions in the region.

5.7 REDUCE LAND USE CONFLICTS

The New York State Constitution acknowledges the necessity of agriculture, and laws enacted by the Legislature have affirmed that State and local legislative and other decision-making activities must not interfere with or serve to discourage agriculture. To protect these rights, the Town should consider adoption of a local "right-to-farm" law.

Such legislation is encouraged by the New York State Department of Agriculture and Markets and would be designed to protect a farmer against regulations and private nuisance suits that would prevent the farmer from conducting normally accepted agricultural practices. A local right-to-farm law could also identify the importance of agriculture to the Town's economy and quality of life, its visual appeal, and the manner in which farming generates social well-being in the community. The law could make clear that Lloyd encourages farming and urges understanding and cooperation with the necessary day-to-day operations involved in farming.

New subdivisions that are developed contiguous with farmland should be clustered and should be required to provide vegetative buffer strips and

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windbreaks to minimize the potential for conflicts between agricultural and residential land uses. Buffer strips and windbreaks protect farmers from nuisance complaints by members of the new residential community who do not understand the urgency of time and the procedures used in many farming practices. Buffer zones can serve to supplement agricultural notices that should be placed on all subdivision plat maps in the Town.

Finally, to strengthen farmers' protection against nuisance suits, the Town should require that homeowners sign a disclosure notice and legally binding disclaimer, which includes right-to-farm notices and provisions, prior to closing on a home adjacent to an active farm. Such a notice should be required on the deeds of new subdivisions within 200 feet of a farm and within 2,000 feet of a certified Agricultural District.

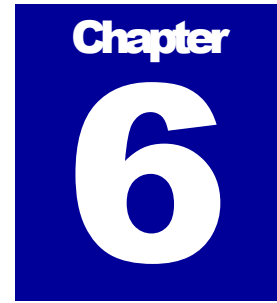
A related recommendation concerns abandoned orchards. If untreated, abandoned orchards can become infested and create a land use conflict with adjacent working farms. Regulations should be implemented to require the removal of abandoned trees where possible to help reduce the need for pesticides.

Finally, the Town should prevent the extension of municipal water and sewer services into areas of the Town with prime and statewide significant agricultural soils as this could promote residential development in these areas, and attendant land use conflicts.

5.8 PROMOTE COMMUNITY AWARENESS

Modern farm practices result in a minimally polluting, vital industry that makes significant economic, social, and cultural contributions to the Town of Lloyd. The *Comprehensive Plan* recommends that the Town's Environmental Conservation Council and the proposed Farmland Protection Committee promote citizen awareness of the economic and environmental benefits of preserving farmland. One method to achieve this would be to invite speakers to Lloyd to address these issues. The talks could be videotaped and aired on Public Access Television to reach the widest possible audience.

The *Comprehensive Plan* also encourages the Highland Central School District to incorporate "ag in the classroom" in elementary schools and to develop an Agricultural Education Program for the higher grades. Such programs could be developed with the assistance of Cornell Cooperative Extension. This may encourage young people to choose farming as an occupation, and will provide trained people to work in local agricultural and related vocations, helping to maintain the viability of the local farming industry. It would also educate the next generation about the practices and benefits of local agriculture.



Transportation

Community Goal:

Enhance the efficiency and safety of the Town's transportation networks, and preserve the scenic quality of rural roads.

Objectives:

- Minimize the traffic impact of commercial and industrial development on major roads.
- Reduce traffic congestion by encouraging alternative modes of transportation.
- Improve transportation efficiency.
- Minimize road lengths.
- Preserve and enhance the scenic quality of rural roads.

Transportation is a key factor in determining a Town's quality of life. Roads should not only serve to easily transport people, but should make the experience enjoyable as well. An adequate street system that provides for the safe and expeditious movement of persons and goods is vital to the well being of the community. Moreover, the street, if properly designed, can be an important public space, particularly in areas of concentrated development such as the hamlet of Highland. A successful hamlet streetscape becomes the social center of a community, the place where people interact informally and benefit from chance encounters with friends and colleagues.

Transportation refers to the movement of people, goods, services, and information. It is a term that covers various modes of getting around, including driving, walking, bicycling, public transportation, and telecommuting. However, an increased reliance on cars as the sole means of transportation, coupled with a growing population, has created problems in Lloyd, including:

- Traffic congestion, resulting in increased travel time and frustration, and the need for expensive road widenings and improvements.

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- Unsafe conditions for pedestrians and bicyclists.
- Loss of rural and scenic quality associated with the community.

Continually widening roads to alleviate traffic congestion is not a long-term solution. Redesigning roads to handle higher volumes of traffic simply attracts more vehicles. Wider roads can also negatively impact scenic aspects and the quiet rural character of the community. Moreover, widening roads and further promoting automobile dependency is expensive and environmentally degrading. For these reasons, priority should be given to utilizing the present road structure more efficiently, promoting alternative modes of transportation, and utilizing traffic calming techniques. The Town's Zoning requirements should also be designed to reduce reliance on the automobile.

6.1 MINIMIZE TRAFFIC IMPACTS

Two corridors that traverse Lloyd (Route 9W and Route 299) play an important role in the regional transportation system. It is imperative to preserve capacity along these corridors by minimizing roadside "friction" to utilize the present road structure more efficiently, and by carefully analyzing potential capacity impacts of new development.

"Friction" on arterial roads can be minimized by limiting the number of driveways, and by discouraging on street parking. Reduction in roadside friction, however, should not suggest a recommendation for increased automobile speed on the State and County roads, which could result in increased safety concerns. To relieve existing and potential future traffic problems along major roads, the *Comprehensive Plan* recommends that development fronting on these major roads should be avoided or discouraged through the Zoning requirements, subdivision regulations and site plan controls, including larger minimum frontages, minimum lot widths, and other factors. These requirements should also encourage developers to create interior access connecting parking lots, internal service roads, and shared accesses where possible on all future commercial development along Route 9W and Route 299. Pedestrian access to commercial areas from nearby residential areas should be encouraged during site plan review by requesting installation of sidewalks. This will also help to reduce traffic on main arterials. Developers along these corridors should be required to analyze potential impacts of their projects on levels-of-service for a design year horizon (3 to 5 years) beyond the project completion date. The Planning Board should ensure that offsite improvements or developer contributions are proportionate to development proposals when those proposals affect current

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transportation flow. Finally, the Town should work with the DOT and adjacent communities to conduct corridor studies of Route 9W and Route 299 to address long term transportation needs and design issues.

6.2 ENCOURAGE ALTERNATIVE MODES OF TRANSPORTATION

Reducing vehicle travel can be an effective means to ensure that the Town's transportation system will allow travel with minimal delays from one place to another in the community. The entire community will benefit from a reduction in air pollution because automobiles are a major source of pollutants. Local businesses, particularly in Highland, will also benefit because the hamlet is likely to become a more popular place for shoppers if traffic congestion is reduced. An uncongested, pedestrian-oriented environment can attract customers who may wish to shop in the hamlet, but go elsewhere due to congestion and the unavailability of parking. In addition, reliance on a car to shop for basic goods automatically erects barriers to youth, the disabled, lower income residents, and senior citizens. Improvements in transportation alternatives to the automobile are necessary or the mobility of a large proportion of the population will be impaired.

This section of the *Comprehensive Plan* presents a discussion of alternatives to auto-oriented solutions to the Town's transportation problems. Communities that share similarities to Lloyd have successfully used many of the concepts discussed below. Lloyd can and should build upon these successes.

6.2.1 Transportation Safety Committee

To promote alternative modes of transportation, the *Comprehensive Plan* recommends that the Town's Transportation Safety Committee be authorized to develop and promote programs that support, increase and facilitate transit (bus), rideshare (carpooling and vanpooling), pedestrian and bicycle transportation, and telecommuting to minimize vehicular traffic volume. This would include educational efforts such as the creation of an Alternative Transportation Booklet. The Booklet would be a convenient means to disseminate information on alternative transportation modes. The Committee could also meet regularly to discuss existing and proposed transportation programs and projects, and could work with the State and County, the Poughkeepsie-Dutchess County Transportation Council, the Hudson River Valley Greenway, and other agencies responsible for transportation.

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6.2.2 A Pedestrian and Bicycle-Friendly Community

The Town Board and the Planning Board should consider the potential for pedestrian and bicycle movement when authorizing road building projects, and when specific destination points are involved, such as connecting schools and parks with residential areas. Traffic-calming techniques (such as those discussed below and in the Technical Memorandums at the end of this Chapter) can create a friendlier environment for pedestrians and bicyclists alike. While the *Comprehensive Plan* is not advocating the construction of wider shoulders on existing Town streets, a pedestrian and bicycle friendly community should have wide paved shoulders on arterial routes, well demarcated pedestrian crosswalks at intersections, and signage announcing that bicycles share the roadway. The NYS Vehicle and Traffic Law specifically describes the rights and responsibilities of bicyclists and pedestrians on public highways. The State Department of Transportation has issued design standards that prescribe a four-foot wide paved shoulder on newly constructed or reconstructed State routes. Addition of non-motorist amenities makes the roads safer for all users, and may reduce liability exposure for local government following an accident.

To facilitate bicycling and walking, issues of access, education, enforcement, safety and security need to be addressed. Improving the overall environment for pedestrians and bicyclists will result in increased use. The *Comprehensive Plan* makes the following recommendations to encourage alternatives to the automobile:

- ➔ **Pedestrians First** We are all pedestrians and should receive priority over vehicles. All Town actions that may affect traffic and circulation should be guided by the principle of “*pedestrians first.*”
- ➔ **Traffic Calming** Use traffic calming techniques, such as pedestrian crosswalks, narrowing roads and other recommendations found in the Technical Memorandums at the end of this Chapter, to reduce traffic speeds and provide a safer environment for pedestrians and bicyclists.
- ➔ **Sidewalks** All new major subdivisions should install sidewalks with concrete, bluestone or masonry paving material. Curbing, where required, should also use concrete or granite instead of

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asphalt, which does not stand up as well¹. This should be codified in the Town's regulations and implemented by the appropriate board. TEA-21 funding should be sought for those streets that the Transportation Safety Committee has identified as needing new or repaired sidewalks.

- **Connect Roads.** A connected street network with short blocks encourages walking and bicycling and provides multiple routes that disperse traffic. In new subdivisions, the Planning Board should require roadway connections to existing streets and adjacent neighborhoods whenever feasible. Cul-de-sacs should be discouraged.
- **Rail Trail** The Hudson Valley Rail Trail should be included in all future trans-Lloyd transportation reviews and studies.
- **Bikeways** Lloyd's secondary roads provide a scenic bikeway with limited traffic for moderately skilled cyclists. Tighter limitation on traffic speed on these roads, including bicycle/scenic corridor designation and signage where appropriate, would increase public confidence in these roads as recreational corridors. As in Dutchess County, organization and promotion of these as bicycle or rustic trails may prove a useful device to attract recreational interest and tourism. Design standards for bicycle routes should be established for Town roads to encourage this activity.
- **Work with DOT to Develop Trailways** The Town should work with the NYS DOT to implement the DOT's recommendation in its Maybrook Multi-modal Corridor Study to construct a paved, shared-use trailway that is set back from the highway along the Route 299 right-of-way.
- **Road Shoulders** Provide a 3 to 5 foot wide shoulder for pedestrians and bicyclists on the Town's main roads when they are repaved.
- **Walking/Biking Paths** Off-street walking and bike paths should be created as opportunities arise to link neighborhoods to each other and to the hamlet of Highland

¹ As recommended by the MCA/WCS publication *Best Development Practices*, Cape Cod style curbing, which facilitates amphibian movement, should be used in areas where habitats for vernal pool amphibians have been identified.

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- **Signage** “Bikes Share the Road” signs should be placed along bike routes throughout the Town.
- **Bicycle Racks** The Planning Board should consider the appropriateness of bicycle racks in their review of site plans.
- **Pedestrian/Bicyclist Master Plan** The Transportation Safety Committee could promote bicycling and walking by identifying routes in a Pedestrian and Bicyclist Master Plan brochure.
- **Bus Transportation** The Transportation Safety Committee could work with Ulster County Rural Transportation and other bus companies to increase the number of bus stops in the Town.
- **Park and Ride Facilities** The Transportation Safety Committee could facilitate transit and carpool use by identifying appropriate locations for park and ride facilities that would support existing and new ride sharing and/or transit activities.
- **Official Town Map** The Town Board should adopt an Official Town Map, pursuant to § 270 of NYS Town Law, showing the location of all existing and proposed streets, highways, bike paths and trails, including the Rail Trail and proposed Greenway Trails. New development proposed where these travel ways are located on the map should be required to install this infrastructure as part of the Planning Board and Zoning Board review process. An Official Town Map is the foundation for a town to base certain decisions and policies, such as reserving rights-of-way in subdivisions, providing appropriate locations for trails, parks, drainage facilities, or for new roads. Once The Town Board has adopted an Official Town Map, an applicant for a subdivision or other development cannot develop within such proposed areas without giving the Town the opportunity to develop the land as indicated on the Map.

6.3 IMPROVE TRANSPORTATION EFFICIENCY

Adoption of an Official Town Map would assist the Town in improving transportation efficiency in areas of the Town where development of new through roads would alleviate congestion on existing corridors. The Map would identify areas where new through roads should be developed, and would permit the Planning Board to require that developers incorporate these roads into the design of their projects, or provide rights-of-way for future roads that connect to

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adjacent parcels. An example would be the planned north/south connector road from Old New Paltz Road to Half Moon Road. A small portion of this road, Hilltop Lane, has already been installed. This future road would be identified on the Official Town Map, which would be referenced during site plan and subdivision reviews. Applicants for development within the area designated for Hilltop Lane would be required to provide a right-of-way for this road, or construct portions of it.

Lloyd should also work closely with the County, State and Bridge Authority to ensure consistency between their transportation plans and the Town's goals. For instance, the addition of a new bridge crossing the Hudson at Route 299 in Lloyd, as recommended by Mid-Hudson Pattern for Progress, would have profound impacts on traffic flow in Lloyd. Finally, to improve traffic movement, the Town should petition NYS DOT to permit crossing Route 9W north from North Road.

6.4 MINIMIZE ROAD LENGTHS

The *Comprehensive Plan* reiterates the previous *Plan's* recommendation to minimize additional road lengths by reducing density and clustering future housing in outlying areas of the Town. As discussed previously, these requirements will decrease the amount of traffic in the Town and the shorter road lengths will be less expensive to construct and to maintain.

6.5 ENHANCE SCENIC ROADS

Many of Lloyd's roads exemplify scenic qualities that are pleasing to residents and add significantly to the rural character of the community. Stone walls or wooden fences, mature trees that line the road, views of open fields and ridgelines, streams, lakes, and other natural landforms are all features that define the scenic quality of a road. The road itself, whether paved or unpaved, can also be scenic. Narrow country lanes and winding roads that curve around hills opening onto scenic vistas can delight the traveler or the life-long resident.



**Figure 27: Pancake Hollow Road Looking South,
one of Lloyd's many scenic roads**

Scenic roads are not only important for their aesthetic value. As a major contributor to a quality environment, scenic roads enhance a community's ability to attract tourists and light industry. Many communities compete to attract new industry by offering tax incentives and the provision of needed infrastructure. Ultimately, a community's quality of life can be the deciding factor for a business to relocate. Thus scenic roads have both an aesthetic and economic impact.

Scenic roads can be designated under both the New York State Scenic Roads Program and a Local Scenic Roads Program. The State program has recently been revised and is far more user friendly. Previously, documentation that weighed the scenic and negative aspects of the road on a numeric scale had to be provided on each tenth of a mile of road to be designated. Although documentation is still required based on criteria developed by NYS Department of Transportation, a more holistic approach is taken, and the reporting on each tenth of a mile has been eliminated. Local Scenic Road Programs are adopted by Town Boards as local laws. They may be tailored to fit the community, but must include specific designations and regulations that are designed to protect the identified resource.

Another means of designating scenic roads is through SEQR. Roads with scenic quality could be designated a Critical Environmental Area.

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This way, SEQR review of development projects that affect the scenic roads would require additional review to ensure that the roads' qualities are not compromised by such development.

The *Comprehensive Plan* recommends that the Town officially designate roads with significant natural, cultural, and scenic resources and adopt a scenic roads program to protect and enhance these corridors. The program would detail appropriate policies for assuring the protection and enhancement of scenic roads, such as preserving the tree canopy, fieldstone walls, hedgerows, significant old trees, and other important elements in the roadside scenery, restricting signage, and encouraging tree planting. The program could assess the carrying capacity of the road and establish density such that capacity is not exceeded by future development, thereby preventing the need for excessive road widenings. In appropriate areas, increased setbacks and natural screening around new developments should be required. This buffer space would not only help to preserve the road's visual quality but would also allow added space for walkways and non-motorized traffic. Specific portions of roads with particularly valuable visual elements and/or historic sites should receive protection by formal designation.

Candidates for local scenic road designation include at least the most attractive portions of the following roads:

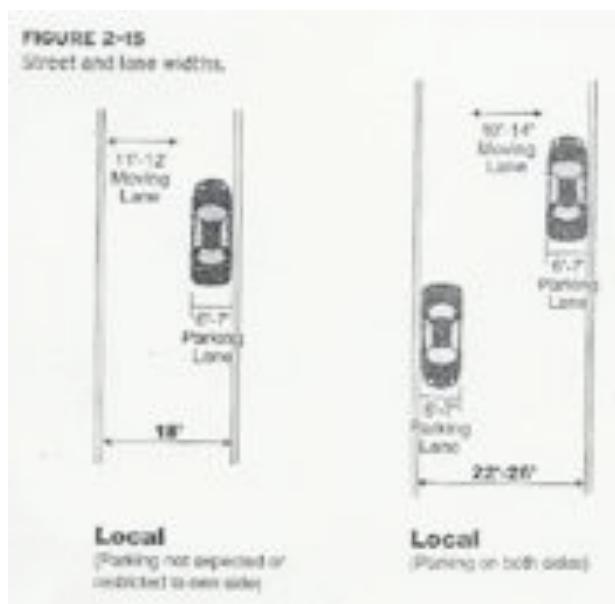
Old New Paltz Road	North and South Chodikee Lake Road
Bellevue Road	South Street
Pancake Hollow Road	North and South Riverside Road
North Eltings Corners Road	Red Top Road
Lily Lake Road	Mile Hill Road
Haviland Road	Hawleys Corners Road

6.5.1 Adopt New Road Standards

New roads should be designed to enhance scenic character and conform to the *Comprehensive Plan's* goal of preserving the rural appearance of the community. Wherever possible, construction elements usually associated with suburban subdivisions, such as wide asphalt roads and concrete curbing, should be avoided. Prior to World War II, traditional neighborhood streets were approximately 28'-30' wide. Since that time, local streets have grown in width to 36'. The wider road standards require extensive grading and cutting of vegetation that leaves the landscape barren and robs it of its rural and scenic qualities. They also encourage speeding and result in increased stormwater runoff and roads that are expensive to build and maintain.

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The National Association of Homebuilders (NAH) promotes alternative road standards because of the “disadvantages of an extensive paved area—poor aesthetics, higher maintenance and installation costs, and increased stormwater runoff.”² Recently, the NAH partnered with the Institute of Traffic Engineers, American Society of Civil Engineers, and Urban Land Institute in recommending new street standards, presented in a publication called *Residential Streets*. This publication recommends a more flexible approach, where each road is built to match the function and traffic volume it will actually serve, which will minimize construction and maintenance costs, and improve aesthetics. The *Comprehensive Plan* recommends that the Town’s Highway Specifications be amended so that future development conforms to the recommendations of *Residential Streets*. These alternative standards will minimize environmental impacts, reduce safety impacts associated with speeding, and allow for greater flexibility in retaining the scenic qualities of the involved area.



Recommended street widths for roads serving fewer than 150 units, from *Residential Streets*.

² Cited in *Residential Streets*, 2nd Edition, American Society of Civil Engineers, et. al.



Natural and Cultural Resources

Community Goal:

Protect and enhance the quality of the Town's natural, cultural, historic, and scenic resources.

Objectives:

- Protect all areas with significant natural and cultural resources in the Town.
- Maintain the Hudson River Shoreline as an important scenic resource, and develop and protect riverfront access and activities.
- Develop a preservation plan for Illinois Mountain.
- Preserve and protect groundwater for current and future needs.
- Protect wetlands, surface waters, floodplains, the watershed and other environmentally sensitive areas.
- Maintain biodiversity by striking a balance between economic growth and ecological health.
- Strengthen the Town's sense of place by preserving and commemorating significant historic and archaeological structures and sites.
- Protect scenic resources such as open space, ridgelines, and scenic viewsheds.
- Preserve topsoil and existing topography.

Lloyd has an abundance of significant natural and cultural resources. These resources have been identified in Chapter 2, and are discussed more fully below. To protect areas where significant resources have been identified, the Town should consider adoption of Conservation Area Overlay Districts, which simultaneously address a wide variety of resources such as wetlands, floodplains, aquifers, scenic resources, steep slopes, forests, and wildlife habitat. A model overlay ordinance that encompasses all of these topics is available from the Wildlife Conservation Society's Metropolitan Conservation Alliance.

7.1 HUDSON RIVER SHORELINE

The Hudson River shoreline is one of the Town's most significant natural resources. In 1994, the Town adopted a Local Waterfront Revitalization Program (LWRP) and a Waterfront Bluff Overlay District (WBOD) to protect this environmentally sensitive area. To further protect scenic and natural resources in this area, the *Comprehensive Plan* recommends that density in the WBOD be reduced from one unit per two acres to one unit per three acres. The Town should also inventory all

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cultural and historic resources along the river, and should notify the NYS Office of Parks, Recreation and Historic Preservation of prehistoric sites discovered during review of new development proposals so they can be added to the State Inventory. Finally, the Town should continue to participate in the planning and development of a trail that will run along the Hudson River shoreline in Lloyd. Scenic Hudson recently purchased a 249-acre parcel, known as Franny Reese Preserve, on the Hudson River bluffs with the intent of providing a trail for public access. This trail would provide scenic views of the River from the bluffs and encourage the promotion of pedestrian access to riverfront parks. The Town should encourage the extension of this waterfront trail southward along the Hudson River bluffs during the review of development proposals in this area.

7.2 ILLINOIS MOUNTAIN

Illinois Mountain is an important area in Lloyd for a variety of reasons. It contains a diversity of habitats, it is a wildlife dispersal route, and it serves as a scenic backdrop that maintains the rural character of Lloyd. For these reasons, the *Comprehensive Plan* recommends that the Town take steps, described below, to maintain the environmental, scenic, and habitat values of Illinois Mountain.

The State Environmental Quality Review Act (SEQR) provides a means to identify and assess unique or exceptional natural or cultural resources in a community through the designation of Critical Environmental Areas (CEA). Any agency that regularly reviews and approves development projects, such as the Planning Board, can designate a CEA after a public hearing. Once designated, all SEQR reviews must include an assessment of the CEA and ensure that the development project does not create an environmental impact that would harm or destroy the exceptional or unique resource. To assist in the protection of the significant scenic and environmental resources of Illinois Mountain, the *Comprehensive Plan* recommends that the Town designate Illinois Mountain a CEA under SEQR.

To warrant a CEA designation, an area must have an exceptional or unique character in one or more of four areas: 1) a benefit or threat to human health; 2) a natural setting such as wildlife habitat, forest and vegetation, open space and areas of important aesthetic or scenic quality; 3) agricultural, social, cultural, historic, archaeological, recreational, or educational values; or 4) an inherent ecological, geological or hydrological sensitivity that may be adversely affected by any change. Illinois Mountain qualifies for CEA designation for its scenic qualities and potential recreational use, its State designated significant habitat area and protected native plants, and as a watershed that drains into significant habitats, wetlands, and the reservoir

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system that supplies drinking water to Highland. The Highland reservoir is a primary source of water for the hamlet. New land uses and expansions of existing land uses within this watershed, particularly those land use activities that affect stormwater runoff, have the potential to cause contamination of the reservoirs that the hamlet depends on. Development can also result in the erosion of fragile mountain soils. It is therefore important for such land use activities to be reviewed under SEQR for their potential effects on the watershed.

Protecting the scenic character of Illinois Mountain is important to maintaining the Town's rural atmosphere, sense of place, and scenic landscapes, all of which contribute to the Town's quality of life and its attractiveness for residential and commercial development, as well as for tourism. In the public participation process undertaken by the Lloyd Comprehensive Plan Committee to develop this Plan, many Lloyd residents identified Illinois Mountain as the defining visual feature of the Town. To protect the scenic character of Illinois Mountain, as well as its ecological sensitivity, the *Comprehensive Plan* recommends that the Town adopt an Illinois Mountain District.

The Illinois Mountain District would cover areas of Illinois Mountain above a certain elevation and would be designed to protect the scenic resources of the mountain and to protect, enhance or restore significant natural features and the ecological connections between them. Permitted uses in the Illinois Mountain District would include forestry, hunting, fishing, passive recreation such as hiking, and municipal uses. An additional benefit of the Illinois Mountain District is that it would allow for the creation of a Greenway Trail along Illinois Mountain. The location of Illinois Mountain is indicated on Figure 33-B (Steep Slopes with Shaded Relief), and the approximate location of the proposed Illinois Mountain District is shown on Figure 37 (Town of Lloyd Proposed Land Use).

The Town should also adopt a telecommunications law to protect the scenic resource of Illinois Mountain and other ridgelines. The telecommunications law should be structured to require co-location on existing structures on Illinois Mountain, rather than constructing new towers. On other ridgelines in the Town, co-location should be encouraged, and new towers should be prohibited from protruding above the ridgeline, and should be completely camouflaged, either with



Cell tower disguised as tree

Illustration courtesy of Edward T. McMahon, Urban Land Institute

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existing vegetation or through the use of “stealth technology” that disguises towers as trees or other structures appropriate to the specific area where they are to be located.

To further protect steep slopes, fragile mountain soils, and open space on Illinois Mountain, and to develop this area’s potential for recreational trails, the Town should actively encourage landowners to place conservation easements on the most environmentally sensitive areas of their properties, and should target specific areas for acquisition. A conservation easement is a means to preserve sensitive environmental features of a property, such as steep slopes, open space, and wetlands, while permitting the property to remain in private ownership. If property owners establish easements on their property, assessors can take such agreements into account when establishing the property tax rate. Fair market value is the basis of property assessment, and easements on a parcel of land usually reduce market value and, thereby, total assessment. In addition, current federal income tax regulations permit the write-off of up to the full market value of the easement. The potential for a significant tax benefit is often an incentive to landowners to place easements on their property.

Direct acquisition is the simplest and most effective method of protecting environmentally sensitive land. However, it is also the most expensive. Thus, any land the Town considers for acquisition must be carefully considered. The development of an Open Space Plan as a component of this *Comprehensive Plan*, as discussed later in this chapter, would be one means to identify land the Town should acquire. The Town could also encourage private organizations such as the Wallkill Valley Land Trust, Trust for Public Land, Open Space Institute, The Nature Conservancy, the Audubon Society, and Scenic Hudson to seek land or easement donations or, alternatively, to purchase properties identified by the Town as significant.

Fifty acres of land on Illinois Mountain have already been donated to the Town and a conservation easement has been placed on this land. The parcel is accessible by trail and is a potential resource for passive recreation. The Town should consider applying for a grant from the Hudson River Valley Greenway to develop a Greenway Trail on this land. Future acquisitions or easements would permit extending the trail along the ridge.

7.3 GROUNDWATER

Groundwater resources are critical to future development in Lloyd. Since areas of the Town outside the hamlet of Highland rely on well water for

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domestic needs, it is essential to assure there is an adequate supply for future growth and to protect this supply from potential pollution.

The term groundwater refers to the water that exists below the surface of the ground. It originates when water falls as rain or snow, and then seeps into the ground. Water first passes through the unsaturated zone, where soil pores are filled partly with air and partly with water. Water then continues to flow downward into a saturated zone (the water table) where all pores are filled with water. These can include multiple pores, such as in sand or gravel, or more limited pores in bedrock, such as rock fractures and cavities. Water in the saturated zone is referred to as groundwater. When water flows into the ground, it is said to recharge the groundwater that exists there. Recharge occurs primarily from precipitation and from surface waters, such as lakes, streams, and wetlands. In areas where septic disposal systems exist, groundwater is also recharged by such systems. When underground sand, gravel, and bedrock are capable of yielding usable amounts of water, they are referred to as an aquifer. Aquifers located in sand and gravel are known as unconsolidated aquifers, while those in bedrock are called consolidated.

Aquifers are also categorized as either confined or unconfined. Confined aquifers have an impermeable layer above the aquifer that impedes water from easily entering the water table. In unconfined aquifers, water recharges by percolating through the ground directly to the water table. Consequently, unconfined aquifers are more susceptible to contamination. Contamination can occur through road salt, hazardous chemicals, pesticides, fertilizers, and petroleum products. Failing on-site septic systems, or inadequately sized building lots that do not permit adequate recharge for both a septic system and a well, can also contaminate aquifers.

Lloyd has three aquifers in the Town, including one bordering the Town of New Paltz. These aquifers consist of sand and gravel, and yields of more than 100 gallons per minute may be available from the largest aquifer that Lloyd shares with New Paltz. The other two aquifers are of unknown potential.

The *Comprehensive Plan* recommends that the Town develop an aquifer overlay zone to protect and preserve the quality and quantity of groundwater resources that the Town depends on for its present and future water supply. Densities and land uses in aquifer and aquifer recharge areas should be regulated to permit maximum recharge and to protect water quality. The Town should consider requiring clustering for residential subdivisions in the aquifer overlay district to reduce the amount of impervious surfaces. In addition, the aquifer overlay should prohibit certain uses and place performance standards on others. Uses that should be prohibited include disposal wells, toxic chemicals, industrial sludge or radioactive materials, wastewater lagoons and pits for temporary storage of wastewater, underground petroleum storage tanks, and the stockpiling or dumping of

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snow. Infiltration basins should also be prohibited unless surface water quality flowing into the infiltration basin is of sufficient quality that groundwater will be protected. Performance standards (such as the need for enclosed buildings or structures) should be adopted for the storage of animal wastes, fertilizers, pesticides and herbicides, and salt and coal to ensure provision has been made to prevent seepage of these substances into groundwater.

For all areas of the Town, the *Comprehensive Plan* recommends that the Town require innovative stormwater management techniques—those that increase local infiltration rates, reduce runoff from impervious surfaces, improve groundwater recharge, and reduce flooding and pollution problems—for new developments and for retrofits, wherever possible. Promising techniques include those prepared by the Low Impact Development Center (LID).¹ Pump testing of wells associated with subdivision activities should also be required.

7.3.1 Hazardous Waste Disposal Sites

Lloyd has one inactive hazardous waste disposal site, listed in the Department of Environmental Conservation's Registry, where groundwater contamination has been confirmed. The Mead property on North Riverside Road (site #356019) has pits that were excavated to receive septage. Contamination of groundwater and nearby private wells with volatile organic compounds has occurred because of disposal of hazardous waste in these pits. The open pits act as unlined impoundments for hazardous waste and continue to affect the groundwater. A State Superfund Remedial Investigation/Feasibility Study of the site has been completed, and clean up of the site has begun. Affected homes in the vicinity have been connected to the Highland Water District public water supply. The DEC classifies suspected hazardous waste sites on a scale ranging from 1 (sites posing immediate danger and requiring immediate action) to 5 (sites properly closed with no evidence of adverse impact and requiring no further action). The Mead property is classified 4, a site that is properly closed but requiring continued management. The Town's Environmental Conservation Council should monitor the ongoing cleanup and management of this site.

7.4 SURFACE WATER

The Town should require site plan approval for all development within 100 feet of wetlands, surface waters, and other environmentally sensitive areas. Special application procedures should be required whenever a development proposal involves construction adjacent to a water body. Buffer areas can be utilized as a means of keeping development away from areas such as lakes,

¹ More information is available at www.lid-stormwater.net.

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ponds or streams and out of flood prone areas and as a means of protecting water quality, recreational access, and scenic beauty. The Zoning should be amended to establish appropriate setbacks for new development and other techniques to maintain and improve the water quality of Chodikee and Lily Lakes. Approval of erosion control plans by the Town Planning Board or Building Inspector should continue before building permits are issued. Erosion control plans are currently submitted by potential developers along with their applications for subdivision or site plan approval. Ideally, the Town should encourage designs that will avoid potential difficulties and preserve natural drainage to the greatest extent possible rather than devising expensive engineering solutions. "Zero Runoff" should be required of all development proposals to control drainage so that the rate of water runoff from any land tract remains the same or less after the completion of development as it was before construction began. Low Impact Development (LID) techniques can be applied to reduce runoff rates, as previously discussed.

Local protection of the Swarte Kill, Black Creek and Twaalfskill will be ineffective without regional watershed based cooperation. Rivers and streams ignore political and jurisdictional boundaries. They reflect activity not just within one municipality or the immediate shoreline but throughout the entire watershed. Protecting these surface waters will require a coordinated effort within multiple municipalities and the development of a management plan. Recommended management strategies to protect water resources include, but are not limited to, innovative stormwater management techniques, setbacks for buildings and construction, and habitat and viewshed protection. The management plan should also identify resources in need of protection, define compatible uses, establish intermunicipal boards or committees to review projects with regional impact, create incentives for land trusts to become more involved in land use protection efforts, identify key land acquisitions by public agencies, manage growth, and encourage recreational development along the streams. Appropriate river management boundaries for activities that have the potential to degrade the Creeks, such as clear cutting, water impoundments and land subdivision, should also be defined.

As discussed in Chapter 3, the *Comprehensive Plan* recommends that one way to establish a regional watershed association would be to join with neighboring municipalities and request that the Community Leadership Alliance (CLA) sponsor a training program specifically designed to address this issue. Bringing local municipal officials and community leaders together in a hospitable setting with a program structured around this topic might be an effective means to initiate intermunicipal dialogue on the need for regional cooperation.

7.4.1 Wetlands

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Lloyd has the greatest concentration of wetlands of any municipality in Ulster County. The wetlands associated with the Swarte Kill, Black Creek, and Twaalfskill comprise some of Lloyd's most environmentally sensitive lands. Many of these wetlands are extremely biologically rich, supporting a diversity of rare, endangered, and locally significant plants and animals. Much of this drainage area contains NYSDEC Class II and Class III designated wetlands. Class I wetlands have the most stringent requirements for permit issuance, whereas Class IV have the least. As the Town continues to develop, these areas should be protected.

Freshwater wetlands play a critical role in flood abatement, water quality improvement, and recharge of aquifers. By capturing surface water runoff, wetlands allow floodwaters to be stored and released more slowly. Many of the sediments contained in the runoff are deposited in wetlands, and the reduction in the severity and speed of the runoff greatly reduces the erosion that occurs downstream. The temporary storage of these floodwaters and the long-term retention of other runoff allows for the recharge of underlying aquifers. The slow and steady recharge provided by the wetland areas is essential to maintain adequate supplies of potable water. In Lloyd, wetlands preserve the watershed for the reservoir system that supplies drinking water to Highland. Wetlands also provide critical habitat and food resources for the Town's breeding populations of wildlife, as well as migratory species. Freshwater wetlands are considered among the most prolific types of ecosystems found on earth for the variety and volume of life they support. Figure 32 at the end of the *Comprehensive Plan* shows the location of the Town's surface waters and major wetlands.

Many wetlands fall under the jurisdiction of the New York State Department of Conservation (DEC) and/or the US Army Corps of Engineers. Close regulatory control by these agencies strictly limits development that would lead to the loss of wetlands or impair their functioning and benefits. Wetlands over 12.4 acres (5 hectares) in size, as well as certain smaller but important wetlands, are mapped and protected by the DEC. Construction activities that might impact these wetlands, such as excavation, filling, building obstructions, and potential pollution sources, are regulated whether the activities occur in the wetland itself or impinge on the protected 100-foot buffer area adjacent to the wetland.

Section 404 of the Clean Water Act provides the US Army Corps of Engineers (ACOE) with jurisdiction over wetlands determined to be waters of the United States. The Corps uses a combination of soil type, hydrology, and plant communities to determine the presence and extent of wetlands. In 1986, the Corps issued a comprehensive set of wetland regulations, which require that a permit must be obtained for the discharge of dredged or fill material into wetlands. This means that individuals cannot undertake activities involving the filling of a wetland, even on private land, without an ACOE permit.

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Federal wetland regulations differ from New York State's in that they extend to all wetlands regardless of size, no buffer area is included, and the Corps has not mapped the wetlands. This places the burden on the landowner to determine whether federal wetlands exist prior to filling any wet areas on their property. If a property under consideration for development contains soils classified as hydric (or as having hydric inclusions), the landowner should hire a wetland biologist to review the land to ensure that no federal wetlands exist on the site prior to any disturbance.

A recent decision by the U.S. Supreme Court leaves many wetlands unprotected and vulnerable to the impacts of development. The decision restricts the Army Corps' jurisdiction to wetlands that are connected to navigable waters. This means that isolated wetlands are no longer subject to regulation, despite the fact that these wetlands serve a significant environmental function. A report released in June 2002 by the U.S. Fish & Wildlife Service found that isolated wetlands are as valuable to the environment as other wetlands.

Due to the Supreme Court decision, and due to other limitations of State and Federal regulations, many important wetlands remain unprotected or under-protected. For instance, vernal pools (small, isolated, seasonal wetlands) are rarely regulated because most of them are small, isolated, and not connected to a tributary. And yet vernal pools perform unique functions that are lacking in larger and connected wetlands. For instance, they support a diversity of frogs and salamanders that require vernal pools to successfully reproduce. These vernal pools serve as nurseries for the base of the food chain that supports entire forest ecosystems. Small wetlands such as vernal pools are often filled or drained because these activities are not regulated in small wetlands.

In light of the shortcomings of State and Federal regulations, many towns in New York State have adopted local wetland laws. The *Comprehensive Plan* recommends that Lloyd develop a local wetland law to protect these environmentally sensitive areas. The law should extend regulatory protection to isolated wetlands and wetlands less than 12.4 acres. Special application procedures should be required whenever a development proposal involves construction adjacent to a wetland. All wetlands in the Town should be protected from development impacts with at least a 100 foot buffer area, and density, particularly in the northwest area of the Town where substantial wetlands are located, should be reduced. The wetlands law should also require that development proposals first and foremost *avoid* wetland impacts. Only after it has been demonstrated that wetland impacts are unavoidable should the Town consider mitigation alternatives.

Adoption of a strong local wetlands law would greatly improve the conservation of wetlands in Lloyd. However, it is not feasible to design regulations that can fully protect wetland landscapes or the wetland-

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dependent wildlife that also require intact adjacent uplands. Better protection can only be achieved by incorporating these concerns into the land use planning process. Therefore, the *Comprehensive Plan* recommends that the Town Board, Planning Board, and Zoning Board of Appeals adhere to WCS/MCA's "Technical Paper #5: Best Development Practices: Conserving Pool-Breeding Amphibians in Residential and Commercial Developments in the Northeastern United States" when reviewing proposals. It is also recommended that the Town consider conducting a Town-wide survey of vernal pools; details for this procedure are provided in the above-referenced publication.

7.4.2 Black Creek

The Black Creek is an unusually pristine waterway that offers unique opportunities for recreation and for naturalists to observe and study plants, wildlife habitats, and migrations of many species of birds. The Black Creek/Swarte Kill drainage is one of the most important areas for biodiversity in the Town. It is part of the Esopus/Lloyd Wetlands and Ridges ecosystem, an area recognized by the NYS Department of Environmental Conservation's Hudson River Estuary Program as a significant biodiversity area.

The Town's Environmental Conservation Council (ECC) has developed a plan for an 11-mile water/land trail along the Black Creek from Old New Paltz Road in the Town of Lloyd to the Hudson River at the Black Creek Forest Preserve in the Town of Esopus. The land portion of the trail would connect the water trail to the Black Creek Forest Preserve, and the Town is working with the neighboring Town of Esopus to develop that portion of the trail.

The purpose of the trail is to enable canoers and kayakers to access the Black Creek for recreational use, and to facilitate school programs for ecological studies. The goal of the ECC is to use information and data collected in the area to assist in the preservation and protection of the Creek's natural and cultural resources. A map of the Black Creek Water/Land Trail appears as Figure 28 at the end of this Chapter. The ECC's Action Plan for the Black Creek Water/Land Trail, including the list of sites to be developed, is included in the supplementary volume of this *Comprehensive Plan*.

The ECC has organized a community led effort, comprised of many local organizations and collectively called "The Friends of the Black Creek," to establish the trail. These organizations are clearing and maintaining the trail and portage sites, and assisting with funding. Clearing efforts began in October 2000, and currently, the entire length of the watertrail from Old New Paltz Road to the Division for Youth Road off North Chodikee Lake Road is free of debris and is navigable. Students at Ulster County Community College recently mapped the entire watertrail, determining water quality and

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collecting waterflow data on the Black Creek watershed. The mapping will help to identify portage areas, and the data will be made available to the Town for planning purposes.

In 2003, the Town received a Greenway grant to create a master plan for the Black Creek Water/Land Trail. The plan will identify access points along the trail and easements needed to create portage areas. It will also include design recommendations for a planned observation deck where the water trail passes under the Hudson Valley Rail Trail. The *Comprehensive Plan* recommends that the Town continue to support this important project.

The Town should also recommend designation of the Black Creek into the NYS Wild, Scenic and Recreational Rivers system.

7.5 BIODIVERSITY

The Town of Lloyd is home to exceptional biodiversity. But efforts to preserve biological resources accomplish more than just maintaining species and habitats; Lloyd's citizens also directly benefit in many ways from such efforts. Biodiversity provides ecological services that can often be measured in economic terms. For example, wetlands protected for their biodiversity also provide a variety of other functions, including flood abatement, water quality improvement, recharge of drinking-water aquifers, maintenance of stream flow throughout the year, recreational opportunities, and more. Insect biodiversity provides an important service in the pollination of crops. The productive farmlands of Lloyd, in turn, provide habitat for many important wildlife species. At the same time, they help to maintain the rural character that defines the Town's landscapes.

Scientific research has demonstrated that habitat fragmentation—i.e., dissecting large blocks of habitats into smaller fragments through road construction, subdivisions, and forest clear cutting—causes many species to disappear. Research has also shown that this process can cause human health problems. A recent study, published in the February 2003 issue of the scientific journal *Conservation Biology*, demonstrated that reductions in small mammal diversity—stemming from forest fragmentation—leads to increased incidences of Lyme disease in humans.

The biodiversity of Lloyd is a direct measure of ecosystem health. A healthy, biologically diverse landscape that contains a network of connected habitats is resilient to change and can provide ecological services to Lloyd's citizens, now and into the future. Protecting biodiversity will help to preserve property values and ensure that the Town of Lloyd continues to be a healthy, desirable place to live.

7.5.1 Integrate Biodiversity into Local Planning

Protecting biodiversity should be integrated directly into the *Comprehensive Plan* and other Town planning tools, so that land use decision-makers can consider site-specific decisions in light of overall, Town-wide goals. By proactively and formally establishing goals and methods for conserving biodiversity, the Town can avoid uncertainty and costly disputes during the development proposal review process.

The Wildlife Conservation Society's Metropolitan Conservation Alliance (WCS/MCA) is currently conducting a biodiversity study for the Town of Lloyd. Information gathered from baseline biological surveys will distinguish areas within Lloyd that require more sensitive ecological management from those areas better suited for development. Such information is rarely available at a scale that is useful for Town planning. Data obtained from local baseline inventories will be combined with data from other sources, such as the New York Natural Heritage Inventory, to make biologically sound decisions during planning processes. The final project report will include a map indicating areas within Lloyd that are ecologically sensitive or biologically rich. Areas that are more suitable for development will also be indicated. The report will include specific recommendations and options for maintaining biodiversity, ecological function, and landscape connectivity, as well as strategies to manage biodiversity on an inter-municipal basis with neighboring towns. The final report should be adopted as an addendum to the *Comprehensive Plan*, subject to Town Board review.

Proactive conservation planning is needed as a supplement for regulatory protection of natural resources. Regulations—such as those that protect wetlands, limit development on steep slopes, or promote clustering—help control environmental deterioration. However, regulations alone are insufficient to protect biodiversity; the protection of biodiversity should be considered a baseline layer in the planning process.

7.5.2 Strategies to Integrate Biodiversity into Local Planning

There are a number of ways in which biodiversity protection can be incorporated into the local planning process. The *Comprehensive Plan* recommends that the Town consider utilizing the following measures to maintain biodiversity.

- ➔ **Biodiversity Assessment Guidelines** The SEQOR process requires that municipalities consider the impacts of proposed developments on natural resources, including wildlife populations. Many towns have adopted standards for certain aspects of the SEQOR process (for example, wetland assessments and delineations), but have no such standards for wildlife or biodiversity assessments. Assessments are usually conducted by biologists working for the developer. Because there are no standards or guidelines, these assessments often fail to supply the level of detail that is required to make informed decisions. Information-based decisions are necessary to ensure the continued integrity of a town's natural resources. For example, working with the MCA/WCS, the town of Cortlandt in Westchester County, NY has adopted specific wildlife biodiversity assessment guidelines. These guidelines ensure that adequate effort is being expended—at appropriate times of year using appropriate techniques—to assess wildlife resources. The *Comprehensive Plan* recommends that the Town adopt Biodiversity Assessment Guidelines.
- ➔ **Innovative Regulations** The development of innovative regulations that build upon a town's home rule authority can maintain biodiversity while respecting a community's right to grow and prosper. For example a "conservation area overlay zone" can be adopted by a municipality to reduce development impacts in sensitive areas and to redirect development away from such areas, to places that can better sustain development. The *Comprehensive Plan* recommends that the Town consider and adopt overlay district ordinances in portions of the Town determined by the WCS/MCA to be ecologically important and/or sensitive.
- ➔ **Open Space Planning and Farmland Preservation Efforts** Parcels are often prioritized as part of open space planning and farmland preservation efforts. This prioritization is traditionally based on factors such as accessibility, economic feasibility, scenic values, potential for recreation activities, etc. Biodiversity concerns should be woven into this prioritization process. By considering factors such as habitat quality, habitat diversity, habitat connectivity, and known locations of wildlife populations, the preservation of open space and farmlands can help to maintain biodiversity in Lloyd. The *Comprehensive Plan* recommends that the Town integrate biodiversity issues into the Open Space Plan that is recommended in Section 7.7.
- ➔ **Working at an Inter-Municipal Scale** Ecosystems exist at the scale of thousands of acres, many at tens of thousands of acres. And yet, most planning decisions are made at a scale of a hundred acres or less, which is a small fraction of any given ecosystem. Decisions made at small scales cannot be re-assembled back into ecosystems totaling thousands

of acres. Despite extensive environmental review through the SEQRA and local decision-making authorities, most of these decisions contribute to biodiversity loss by fragmenting large ecosystems into smaller, less functional units. Cumulatively, these site-by-site reviews have a major impact on Lloyd's biological resources. To adequately protect biodiversity requires that communities plan at broader scales. This requires cooperation among neighboring municipalities, since most ecosystems span multiple political jurisdictions. Lloyd shares natural resources in common with adjacent communities; therefore, the *Comprehensive Plan* recommends that the Town consider forming an inter-municipal council with the neighboring communities, especially Esopus and New Paltz.

- ➔ **Generic Environmental Impact Statements** A GEIS enables towns to plan for development at a broader scale than is possible with traditional site-by-site environmental impact statements. In the GEIS process, the Town can address the shortcomings of reviews done at too small of a scale, as previously discussed. This is accomplished by conducting an overarching impact assessment on a large area—ideally an entire natural system or large tract of undeveloped land—before development proposals are submitted. As individual development projects are proposed within this area, they are evaluated against the findings of the GEIS. If biodiversity concerns are adequately assessed during preparation of the GEIS, it is possible to avoid wildlife declines and habitat fragmentation, which are often the cumulative result of individual, site-by-site reviews. Towns can recover the costs of the GEIS through a pro-rata fee assigned to each proposed development project.
- ➔ **Training Opportunities for Land Use Decision-Makers** Land use decision-makers including elected and appointed municipal officials, builders and developers, and community leaders can make use of a number of training opportunities. For example, the Glynwood Center and Pace University's Land Use Law Center conduct the Community Leadership Alliance (CLA) program, which focuses on innovative land use planning and policy at town and inter-municipal scales. Some CLA sessions have contained biodiversity modules. WCS/MCA conducts municipal and inter-municipal training workshops that educate land use decision-makers about integrating biodiversity into the land use planning process. Hudsonia, in partnership with NYS DEC's Hudson River Estuary Program, conducts biodiversity assessment workshops within towns near the Hudson River estuary.
- ➔ **Innovative Approaches to Density Yield Calculations** The *Comprehensive Plan* recommends that the Town revise density yield calculations in the Town's zoning regulations, to exclude wetlands,

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wetland buffers, steep slopes, flood zones, and other sensitive natural features *before* calculating yield. These areas are not buildable due to a combination of regulations and building hazard issues; therefore, they should not be included in the calculation of density yields. This method has been successfully applied in other communities of the region. By using this method, Lloyd will be better equipped to maintain its biodiversity, water quality, water quantity, public health, and overall community character.

- **Native Species and Natural Landscaping.** Non-native plants can outcompete native species and degrade habitats. Some species may cause extensive ecological damage. New landscaping for projects reviewed by the Planning Board should make use of non-invasive native plants. The Town could also make information about native and invasive plants available at Town Hall and on the Town's website as an educational tool for local residents. While the existing landscape can be preserved through tools such as conservation subdivision design, new landscaping should also have a natural look to enhance and restore the Town's rural character. For instance, the design of drainage features, such as catch basins, swales, and collection ponds, should be treated as elements of the site's landscape plan and modeled upon the characteristics of naturally occurring ponds and streams found throughout the Town, as shown in the illustration below.



A stormwater management pond is landscaped to appear as if it is part of the natural landscape.

- **Specific** **Integrating Biodiversity into Planning Processes** **Tools for** WCS/MCA has developed a series of publications to bring conservation science and innovative land use policy directly to those who shape the Town's landscapes: municipal planners, elected and appointed officials, and other land use decision-makers. These publications are available in the Town Hall and should be referred to during the review of development proposals.

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7.6 CULTURAL RESOURCES

Historic structures greatly contribute to the visual appearance and quality of life in Lloyd. The New York State Office of Parks, Recreation and Historic Preservation (OPRHP) maintains a database of historic properties and cultural resources in the Town. The *Comprehensive Plan* recommends that OPRHP's inventory be verified and supplemented, if necessary. Some of these sites may be eligible for listing on the National Register of Historic Places. All of them have been identified as having historic value.

Structures built prior to 1850 that are of historic significance, as identified by the Town Historian, the Beautification Committee and OPRHP, should also be inventoried. To encourage historically sensitive rehabilitation of these properties, the Town should establish an Historic Preservation Committee to review development proposals that involve these structures. In addition, the *Comprehensive Plan* recommends that identified historic properties be eligible for expanded uses. Revising the Zoning to allow a wider range of uses might help to preserve historic structures and the Town's cultural heritage. These uses might include:

- Multi-family housing within an historic structure.
- Art and craft studios, art galleries, antique shops, rare book and coin or stamp shops.
- A bed-and-breakfast or a tourist guesthouse operation that would encourage protection of the structure as well as help the tourist industry.

As discussed previously, the Tax Act of 1986 provides incentives for the rehabilitation and restoration of old or historic buildings. To qualify for the historic tax credit, properties must be listed on the National Register for Historic Places or be a contributing element in a Historic District. While only one property is currently listed on the Register in Lloyd, several others are likely to be eligible. Making owners of historic properties aware of the tax credit may encourage them to list their properties and avail themselves of this program.

To preserve archaeological resources, information on potential archaeological sites in the Town should be carefully considered during SEQOR reviews of proposed developments. Newly discovered archaeological sites should be filed with the State archaeological survey for inclusion in their database.

7.7 SCENIC RESOURCES

Although much of Lloyd is beautiful, certain areas have exceptional views or contain unique environmental features. In particular, views toward Illinois

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Mountain and to and from the Hudson River are the Town's most critical visual resources. A number of these significant scenic viewsheds have been identified on Map No. 3 (Reconnaissance) in the Town's Local Waterfront Revitalization Program. In addition, Lloyd's local roads greatly contribute to the Town's visual appearance and rural character.

The Town's scenic areas can be divided into two basic types of landscapes, the "picturesque" landscapes of ridges, valleys, and woodlands (including the Hudson River shoreline and bluffs), and the "working" landscapes of agricultural lands. To develop priorities for preserving scenic resources, including open spaces, views and other significant natural resources, the Town should develop an Open Space Plan as a component of this *Comprehensive Plan*. The Open Space Plan would identify significant scenic resources and detail appropriate policies for assuring their preservation and enhancement. Lands of conservation and/or recreational value should also be identified. These lands would include non-developable areas, such as wetlands, floodplains, or steep slopes, in addition to mature forests, significant wildlife habitats (as identified by WCS/MCA), prime agricultural lands, locally important tress, viewsheds and historic resources important to Lloyd's rural character. The open space inventory would identify areas where conservation subdivision design, as previously explained, could be used to create a greenway network throughout the Town.

Numerous studies have shown that proximity to scenic views greatly increases property values. Homes, hotels, and other businesses that have attractive views of mountains, lakes, trails and other scenic resources command premium prices. Lake shore properties, for instance, are so valuable they are often sold by the foot rather than by the acre, and the closer a house is to the shoreline, the higher its value compared with houses located inland just a short distance away. A study of property values near greenbelts in Boulder, Colorado found that the average value of property adjacent to the greenbelt was 32 percent higher than those 3,200 feet away.² The preservation and enhancement of scenic resources in Lloyd will maintain a high quality of life and maintain property values.

7.8 TREES, TOPSOIL AND TOPOGRAPHY

Existing vegetation, topsoil and the natural topography of the land should be preserved and safeguarded as much as possible. Clearing and regrading of land prior to seeking Planning Board approval for site plans or subdivisions can result in environmental degradation. To prevent this, the *Comprehensive Plan* recommends that the Zoning be amended to include a section on tree and

² For these and other studies, see Scenic America, "The Value of Nature and Scenery," Technical Information Series, Vol. 1 No. 3, 1992.

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topsoil removal, grading and excavating. This section would stipulate that any regrading of land and removal of trees or topsoil (with the exception of forestry management) requires site plan approval from the Planning Board. Minor improvement to property that did not cover an area more than three times that of the foundation of the new building or structure for which a building permit had been issued, or that did not exceed $\frac{1}{4}$ acre in area for which a building permit had not been issued, could be exempted from this requirement under certain conditions. These conditions would ensure the appropriate grade of slopes, sufficient depths of ponds or lakes to prevent stagnation during dry periods, and the preservation and use of topsoil removed during excavation.

The Town should also establish a tree protection law that is cognizant of individual property and environmental concerns, and create a replacement, supplementation and management plan for street trees and trees on Town property.



Economic Development

Community Goal:

Encourage economic development, consistent with Lloyd's small town character, to stabilize the tax base.

Objectives:

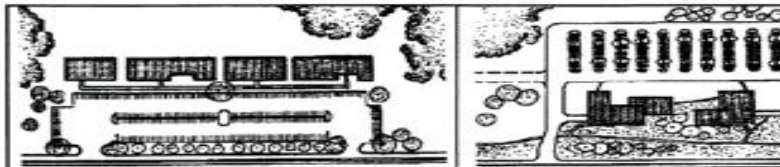
- Encourage the development of small-scale retail and service businesses and light industry in character with the Town's largely rural environment.
- Encourage a wide variety of home occupations to promote economic vitality and diversity in the community.
- Promote agriculture and tourism.

As Lloyd grows, it will be necessary to provide for new commercial development to diversify the tax base and provide services, shopping and employment opportunities. However, commercial development must be carefully planned to ensure that it does not adversely impact Lloyd's rural character. Town residents have often and strongly expressed their desire to preserve the economic vitality of the hamlet and to prevent the proliferation of strip commercial development along the Town's rural highways. Preventing strip development will preserve the green spaces around the hamlet and define the borders of this more densely settled area from the outlying rural portions of the Town. To reconcile the need for expanded business opportunities and the preservation of Highland as the commercial and cultural center of the Town, the *Comprehensive Plan* makes the following recommendations.

8.1 ENCOURAGE ALTERNATIVES TO STRIP MALLS

In many public meetings, opinions have been strongly expressed that alternatives to conventional strip-malls should be developed for all commercial zones. Strip-malls are seen as destructive to the rural character of the community and as ruining the scenic beauty of highways. Permitting retail and service businesses on the main highways also detracts from the viability of Highland as the Town's commercial center. Small commercial centers with innovative architectural designs that fit into the surrounding

community and do not disrupt traffic flow should be encouraged, and the Town should consider amending the Zoning regulations to accommodate these factors. Illustrative examples of conventional strip commercial development versus appropriately designed commercial development are shown below:



Strip Commercial Plaza

Parking dominates the site, landscaping is minimal, required open space is at the rear, buildings are monolithic, and no pedestrian amenities exist.

Alternative Plaza Design

While retaining the same building size, offset structures create a reduced sense of mass, parking is at the rear of the buildings, landscaping dominates the site, open space enhances site design, and pedestrian amenities are provided.

Figure 29: Strip Commercial Plaza and Alternative Plaza Design

Like the illustration above, new commercial centers in the commercial zones along Route 9W and Route 299 can be designed to have minimal impact on the adjacent roads, both in terms of traffic circulation and aesthetic quality, while maintaining overall project density. New commercial development should be set back from the existing road network, except in the hamlet, where buildings should be placed near the streets to further conceal the parking and to link the site to the existing streetfront and sidewalk systems. Streetscape improvements should be addressed to ensure community character is preserved and protected. Site design should be pedestrian friendly by incorporating internal walkways or sidewalks, as well as benches and public spaces, shade, covered walkways, arcades, awnings, human-scale lighting, and other amenities that provide a sense of public interest and public space. The Town should also amend the Zoning to include a maximum impervious

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surface coverage requirement for development in the commercial districts to minimize stormwater runoff and other environmental impacts.

All parking areas should be at the rear (ideal location) and sides (less desirable) of buildings to reduce the appearance of a “sea of asphalt” from the road, and developers of large projects should be allowed to postpone full construction of the parking lot until demand is evident. A performance bond can ensure proper compliance. Moreover, current planning and engineering standards support reducing the minimum parking space formulas, requiring less paved area. The Town’s Zoning should be revised accordingly. Access would be provided, ideally, by frontage on secondary roads that would limit the number of curb cuts onto the highways and provide a visual buffer.

Generous landscaping and tree planting requirements, both inside and at the periphery of the site, should be strengthened, particularly between the development and the highway and to buffer adjacent residential areas. Existing vegetation should be preserved to the greatest extent possible to screen new developments and maintain the rural character of the roadway. Architecture should fit the community. Illustrated architectural design guidelines based on Town standards, patterns and preferences should be developed, as discussed in Section 3.8. To prevent the degradation of roadside aesthetic quality, the current signage regulations should be strengthened.

8.2 ATTRACT LIGHT INDUSTRY

Light industries are generally not objectionable because they do not generate excessive noise, truck traffic, fumes, or other nuisances. Light industry should have a minimal negative impact on neighbors or on the natural environment. Some examples of light industries include research facilities, professional offices, small manufacturing, and high tech firms.

Light industry needs an effective transportation system and access to water and sewer infrastructure. A study is currently underway to determine the feasibility of extending the Highland water main north on Route 9W from Riverside Drive to the Town’s boundary. This water main would be accessible both from Route 9W and from the adjacent North Road, where small-scale light industrial facilities currently exist. Extending the water main would help to attract light industrial development along these corridors where traffic impacts would not unduly disrupt residential neighborhoods. The Town could apply for a Community Development Block Grant to finance these infrastructure improvements.

In addition, special use permit provisions should be adopted to protect natural resources from potential impacts of light industrial facilities. The negative aesthetic and traffic impacts of light industrial structures can be reduced by

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design requirements related to architecture, parking, and access. Most zoning regulations control just the size and location of the building. However, building form should be subject to architectural guidelines or standards, such as those published by the New York Planning Federation or the Hudson River Valley Greenway. A minimal frontage requirement of up to 300 feet with significant landscaping and/or berming should be provided to reduce the visual impacts from the road. Approaches should also be made appealing to those arriving by means other than the automobile. Paved parking areas should be placed as far from public view as possible, preferably to the rear of the building.

Additional limitations should restrict curb cut width and spacing, reduce the number of entrances onto major roads, as well as eliminate the possibility of continuous paved access. Large screened buffer areas should be required between light industrial and adjacent residential uses. By providing architectural guidelines, regulating the location of parking lots, and requiring proper screening, the visual impact of light industrial uses can be minimized. However, the Zoning should be written to preclude commercial strip development from locating along the portion of Route 9W where water mains are proposed to be extended. Extending the commercial strip is contrary to the goals of the *Comprehensive Plan* to protect Lloyd's rural character and retain the hamlet of Highland as the Town's commercial center.

Once the necessary infrastructure improvements and revisions to the Zoning have been made, the Town should actively market the affected properties to attract viable light industries.

8.3 GENERIC ENVIRONMENTAL IMPACT STATEMENT

Lloyd has been proactive in encouraging new commercial development in the Town. In 2002, the Town hosted an Economic Development Conference to acquaint potential developers with available commercial site in the Town. Lloyd also has its own Community Development Corporation, which oversees the Town's \$300,000 Revolving Loan Fund (RLF). The purpose of the RLF, which will lend up to 50 percent of a project's cost to loans of \$10,000 to \$75,000, is to make financing available to help locate and retain jobs in the Town.

To facilitate the review process for new commercial development, and to encourage small-scale commercial and light industrial development consistent with Lloyd's rural character, the Town should adopt a Generic Environmental Impact Statement (GEIS) that establishes thresholds and conditions to mitigate environmental impacts of new development. When an applicant for site plan or special use permit approval submits a proposal, the potential impacts of the action would be compared to the thresholds and conditions in the GEIS.

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Proposals that do not exceed the established thresholds would have a streamlined environmental review. If the proposed project exceeds an identified threshold, then a Supplemental EIS may be required. In either case, an expedited review would occur, saving the applicant and reviewing agency considerable time and effort. The GEIS would create an incentive for the type of development the Town wishes to encourage, and would discourage development that is inconsistent with the goals of the community.

The GEIS should include the recommendations to protect visual character explained in detail in Chapter 10. In addition, the following thresholds should be included:

1. A size limit should be established for the square footage of new commercial development to discourage “big box” retail establishments. Projects less than 50,000 square feet of gross floor area would receive an expedited environmental review.
2. Geothermal energy should be used, where site conditions permit, for heating and air conditioning.

All applicants should be acquainted with the benefits of a streamlined environmental review process if they do not exceed the thresholds of the GEIS. And all development proposals should be reviewed for consistency with the *Comprehensive Plan*, with changes recommended where necessary to improve the project’s compatibility with the Town’s goals.

8.4 LAND USE MEDIATION

To facilitate economic development and avoid costly and time-consuming litigation, the Town’s Zoning should be amended to include a section on land use mediation. Disputes between developers, homeowners, and other interested parties frequently arise in connection with decisions made by the Town. Voluntary mediation can provide an alternative to litigation for resolving such disputes.

Mediation should be made available in any dispute in which two or more interested parties agree to it, and should be conducted in accordance with accepted practices. Mediation would supplement, not replace, applicable planning and zoning practices, including public hearings. The Town could consent to suspend the time limits required by law to permit the opportunity for mediation.

8.5 ENCOURAGE HOME OCCUPATIONS

With the advent of telecommuting, more and more people are working out of their homes. Others operate small service and retail businesses, or produce small items in their place of residence. Nationwide, home occupations have risen, reflecting fundamental changes in the American economy. In 1997, the US Bureau of Labor Statistics reported that 4.1 million self-employed individuals were working at home, and that this figure is rising annually.

Home occupations can provide numerous benefits for both home-based workers and the Town. Home-based businesses provide useful services and encourage business growth by eliminating the initial need for some small businesses to rent commercial space, an important factor to someone who is just starting a new venture. Working at home also saves commuting and childcare costs and reduces traffic congestion. Home occupations can also provide many people who might be unable to work outside the home (including single parents, the elderly and the disabled) an opportunity to earn a living. And by creating activity in residential neighborhoods that might otherwise be deserted during the day, home occupations help to reduce crime.

Most people agree that home occupations are a good thing as long as they do not disturb the residential character of the neighborhood. By clearly defining home occupations and establishing performance standards for them, this industry can flourish while preserving the residential quality of the neighborhood. Since the impact of home occupations is more important than use, performance standards should be developed to provide clear guidance to both zoning officials and those interested in conducting a home-based business. A performance standard approach will protect the rights of home-based workers without creating nuisances in residential neighborhoods. Appropriate standards would include such factors as noise, odors, traffic, and parking.

The *Comprehensive Plan* recommends that a variety of home occupations be encouraged in Lloyd to promote economic vitality and diversity in the community. A performance standard approach should be adopted rather than regulating specific uses. In recent years, the Town has seen an increase in the number of requests for variances for home occupations, indicating that the Town's current Zoning is not meeting the needs of this growing industry. The current zoning should be amended to a two-tier structure that distinguishes between home occupations that require a special permit and those that do not. Home occupations that are located in the occupant's home, do not depend on daily high volume customer traffic, employ fewer than three people, and do not have other negative effects on residential neighbors would be a permitted use subject to a use permit issued by the Town Building Inspector. All other home occupations, including those located in an accessory building on the property, would require a special permit and would be subject to review and

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performance standards during the permit process. If the home occupation outgrows the owner's residence and needs to expand by adding employees and/or additional space, the performance standards would ensure that the use no longer qualifies as a home occupation.

8.6 PROMOTE AGRICULTURE AND TOURISM

Agricultural farm outlets that are allowed to sell a variety of local farm produce and related items should be encouraged in Lloyd. Landscaping and signage requirements, curb cut limitations, and setbacks should be used to limit the visual impacts on the road. The *Comprehensive Plan* recommends that farming be included in any future economic development plans prepared for the Town and that farmers markets and pick-your-own operations be promoted. Protecting and enhancing Lloyd's agricultural industry is discussed in greater detail in Chapter 5.

To help preserve historic or unique farm structures that merit special attention, utilization of these buildings for special commercial operations, such as a bed-and-breakfast, should be encouraged, using a performance based approach. Special consideration should be given to preserving preexisting farm structures such as barns.

Lloyd is well situated near major regional tourism attractions, such as Mohonk Preserve, Minnewaska State Park, the Catskill Mountains, the Appalachian Trail, West Point, the Franklin D. Roosevelt and Eleanor Roosevelt National Historic Sites, Vanderbilt Mansion National Historic Site, and the Kingston Roundout, which has boat rentals and access to the Hudson River. The Town should capitalize on its location near these recreational and tourism destinations by encouraging inns, bed-and-breakfasts, and other facilities serving tourists. Numerous studies have demonstrated that visitors who spend the night in a community contribute proportionately more to the local economy than those who just pass through. Proprietors of inns and bed-and-breakfasts are often ambassadors for their local communities and offer information to guests on local restaurants and shops. The current Zoning regulations should be revised to encourage these businesses, with a more streamlined review process. Once these businesses are established, the Town should work with Ulster County Tourism to promote itself as a "destination to stay," with lodgings for visitors to these regional sites.

The Town can establish itself as a tourism destination by permitting and promoting accessory farm businesses, promoting the Hudson Valley Rail Trail, and by developing the Ridge Trail. As discussed in Chapter 11, trails can promote economic development by attracting visitors who shop and support businesses that serve recreation needs. Since the Hudson Valley Rail Trail runs through the center of Highland, businesses in the hamlet could

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potentially benefit from promoting the trail to tourists. The Town should also support the effort to open the Poughkeepsie Railroad Bridge as a pedestrian promenade, or “Walkway Over the Hudson.” The Railroad Bridge, which is a landmark of American civil engineering and is listed on the National Register of Historic Places, is a highly unique resource with significant tourism potential. Lloyd should capitalize on its proximity to this structure.



Water and Sewer

Community Goal:

Develop a comprehensive water and sewer expansion plan.

Objectives:

- Expand water and sewer services in appropriate areas with minimal expense to taxpayers and users
- Continue to maintain and upgrade existing systems.

As discussed in Chapter 2, most of Lloyd's growth in the past three decades has occurred in the hamlet of Highland. The provision of municipal water and sewer has permitted extensive development in the Highland area. However, current development within the service districts has brought the sewer treatment plant near capacity, and has created a demand for a larger water treatment plant. At the same time, residential and non-residential developments immediately adjacent to the water and sewer districts are before the Planning Board. The concentration of new growth in the Highland area has been a major factor in preserving the meaningful

distinction between settled areas and open lands that is a defining feature of the Town's character. To maintain that character, and to strengthen the tax base, the Town should expand the municipal water and sewer districts to areas adjacent to Highland. Maintaining and upgrading the existing systems will also be required to ensure continued development in the hamlet.

9.1 EXPAND MUNICIPAL WATER & SEWER DISTRICTS

Many goals of the *Comprehensive Plan* will be unsuccessful without expanding the existing municipal water and sewer districts. The provision of central water and sewer is necessary to permit increased density in areas of the Town where a greater intensity of development is desired. A major goal of the *Comprehensive Plan* is to maintain the hamlet of Highland as the commercial, institutional and cultural center of the Town. The *Comprehensive Plan* recommends directing increased density to the hamlet (and thereby protecting open space in the outlying areas of the Town) through a transfer of

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development rights program. Moreover, enhancing the tax base by attracting light industrial development to the Light Industrial District along Route 9W and North Road will only occur if these facilities are provided with the necessary infrastructure. Expansion of municipal water and sewer to areas adjacent to Highland will be necessary to realize these goals.

Such an expansion, however, should be accompanied by an amendment to the Zoning that creates a Traditional Neighborhood Overlay District in these areas, accompanied by design standards, to ensure that the hamlet expands in a manner that reflects the development style characteristic of traditional downtowns, including a mix of uses, a pedestrian scale, and a diversity of housing styles, types and sizes. Permitting greater density in the hamlet, and in areas immediately adjacent to the hamlet, will also make the provision of central water and sewer in these areas more cost effective. As discussed previously, the Town could apply for a Community Development Block Grant to finance these improvements.

Expanding municipal facilities to permit light industrial development on North Road adjacent to Route 9W should also be accompanied by design standards for these facilities to ensure that such development does not have adverse impacts on community character or adjacent residences. Chapter 8 outlines the special permit provisions that should be adopted to protect natural resources and adjacent residential properties from potential impacts of light industrial facilities. These include design requirements related to architecture, the location of parking and access, along with landscaping and screening to minimize visual impacts from the roadway and adjacent neighbors. These design standards could be incorporated as thresholds in a Generic Environmental Impact Statement (GEIS) to expedite the review of a project. If a project were consistent with the design guidelines, it would require little or no additional design review under the State Environmental Quality Review Act (SEQR).

The Zoning should also preclude commercial strip development from locating along the portion of Route 9W where water and sewer mains are proposed to be extended as such development would have adverse impacts on community character and would conflict with the goal to maintain Highland as the community's cultural, civic and commercial center.

District expansion plans should be coordinated with private development plans to minimize the costs incurred by the District in providing mains. Private developments in identified expansion areas should assist in financing the necessary infrastructure. Rapid expansions into areas which are distant from the existing service districts and would incur substantial costs to the existing users should be discouraged.

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9.2 MAINTAIN AND UPGRADE EXISTING SYSTEMS

As the Town grows, it must ensure that sufficient water supply and sewage treatment capabilities are provided for developed and vacant lands within the existing districts. Water mains within the district should be enlarged where extensive development is likely to occur. The Town should also actively promote water conservation measures, including the use of water saving fixtures, among existing users, and these measures should be mandatory for new projects.

The Town's sewage treatment plant near the Hudson River is currently operating at 80 percent of capacity, and the Town is evaluating possible solutions to expand capacity. One innovative solution currently used by new developments in the Town is the creation of artificially constructed wetland areas or "reed beds" to naturally treat wastewater. The Town Board recently commissioned a study to determine whether it is more cost effective to extend sewer lines and expand the treatment plant or to require that new businesses install reed beds to treat wastewater. The use of reed beds is also being considered in some areas to act as a pretreatment of wastewater before it enters the treatment plant. The Town is also attempting to secure grants to purchase additional properties to expand the sewage treatment plant's capacity, and to upgrade the digesters.

In addition to expanding sewage treatment capacity, the *Comprehensive Plan* also recommends that the Town apply for a State grant to acquire an ultraviolet system to replace chlorination at the sewage treatment plant on the Hudson River bank since chlorination is toxic to the environment. Inflow and infiltration from leaky pipes and individual house drains should also be reduced into the sewer line.

Visual and Aesthetic Character

Community Goal:

Protect the visual quality and aesthetic character of the Town.

Objectives:

- Provide standards for new and renovated development to encourage development that is compatible with the Town's rural and historic character.
- Improve the existing visual character of the Town.

Lloyd residents have long been proud of the visual characteristics of the Town. Illinois Mountain, the Hudson River bluffs, and the Town's picturesque landscapes are contributing features of the Town's visual beauty. The appearance of man-made structures should also enhance the Town's visual quality. Commercial and residential development should reflect the quality of life desired by its residents. This section of the *Comprehensive Plan* recommends steps to improve existing development and ensure that new development protects and enhances the visual quality and aesthetic character of the Town.

10.1 PROVIDE STANDARDS FOR NEW AND RENOVATED DEVELOPMENT

Quality of life is intimately connected to how land is developed and used. The Town's Zoning Law determines what uses are appropriate in the different areas of the Town. But how those uses are designed can be even more important and will have a lasting effect on the Town's appearance and function. Commercial and residential development can have an adverse impact on visual resources if not properly designed. This is particularly true for such features as architecture, signage, lighting, parking and landscaping. Well-designed development projects can be enjoyed by residents for 100 years or more. But when done poorly, they can diminish quality of life and damage the economic fabric of the community. The design of development projects, therefore, is a matter of public concern.

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The *Comprehensive Plan* recommends that the Planning Board's responsibilities be expanded to include architectural reviews of new projects. To assist the Planning Board in this role, the Town should adopt clear design standards for new residential subdivisions and non-residential developments in the Town. The standards would provide drawings and photographs to illustrate designs that are acceptable to the community to assist developers, design professionals, and the Planning and Zoning Boards with the review and approval of projects. By clarifying a community's preferred development design, the standards would simplify and speed the site plan and subdivision approval processes for both applicants and the Boards. When applicants are provided with clear design standards at the beginning of the approval process, before expensive engineering and design work has been conducted, they are more likely to build projects that a community considers desirable, and this can reduce public controversy and expensive delays.

Design standards are one of the most effective tools available to assist the Town in retaining its rural qualities and historic character. The Town's design standards should illustrate preferred building design and site layout for commercial projects and major subdivisions in the Town. New development should be designed to fit into the natural surroundings rather than becoming a dominant element of the landscape. Architectural standards should be used to ensure architectural quality and compatibility with local styles.

For non-residential development, the standards should additionally establish requirements for scale of activity, access, and setbacks, and should illustrate signage, lighting, pedestrian/bicycle circulation, and the preferred location of parking lots to ensure that a proposed project is in harmony with adjacent properties and enhances the visual environment. The standards should be specific to the conditions and desired look of the different commercial areas, such as Routes 9W and 299, the hamlet of Highland, and the recommended TN-O District. A number of design recommendations for new commercial centers have already been made in Chapter 8.

While the current Zoning regulates the size and height of signs, it does not encourage the types of signs that can enhance the visual character of an area. The Zoning should be amended to include more detailed requirements for signage, and these requirements should be included in a separate section of the Code to facilitate the review of sign proposals. Moreover, to enhance the Town's nighttime ambience, the Zoning should include lighting standards based on the Illumination Engineering Society and International Dark Sky Association recommendations.

Finally, while the current Zoning includes provisions for landscaping large parking lots, additional standards should be added to screen the parking lot from adjacent residential use and to regulate the location of the lot. The *Comprehensive Plan* recommends that parking lots be placed to the side or rear

of new structures to reduce their visual impact, as illustrated in the far right drawing in the illustration below. In addition, the Town's existing parking standards should be revised based on the recommendations of the National Parking Association; this will result in less asphalt, less runoff, and more space for landscaping.



Figure 30: Alternate Parking Lot Layouts

The New York State Legislature has provided ample authority for design standards and the courts have continuously upheld private property regulation for aesthetic purposes. Generally, towns can enact aesthetic regulations pursuant to the New York State Municipal Home Rule Law §1-(1)(ii)(a)(11), which state that municipalities may adopt local laws for the “*protection and enhancement of its physical and visual environment.*” This broad grant of power provides towns with the flexibility to establish a variety of measures to control private property appearance. Towns may also enact such measures under §96-a of the New York State General Municipal Law. This provision authorizes local governments to adopt local laws regulating districts, sites and buildings having any “*aesthetic interest or value*” which “*may include appropriate and reasonable control of the use or appearance of neighboring private property within public view or both.*”

Aesthetic control is authorized by a number of other state enabling statutes. The site plan review enabling statute, Town Law §274-a, authorizes town boards to require certain elements in site plans, including “*screening, signs, landscaping, architectural features . . . as well as any additional elements . . .*” SEQR sanctions aesthetics as a proper area of concern in its review process by stating that the “*maintenance of a quality environment . . . that at all times is healthful and pleasing to the senses*” is a matter of State-wide concern. Generally, aesthetics

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constitute an aspect of the public welfare and are proper considerations for subdivision approval, use and area variances, site plans, and special use permits.

10.2 IMPROVE EXISTING VISUAL CHARACTER

To improve the Town's existing visual character, billboards should be eliminated. Billboards, which are known as "off-premise" signs, are a separate and distinct land use or business since they are not an accessory to a building and do not advertise products sold on the site where the sign is located. These large signs are a discordant element in the landscape, and can turn a town into "Anywhere USA" because they look pretty much the same from coast to coast. Moreover, the presence of billboards often inhibits the kinds of improvements and investments that are needed to revitalize communities.

Lloyd currently prohibits new billboards, but does not address existing ones. The Zoning should be amended to amortize existing billboards by designating an amount of time, say five to ten years, at the end of which the nonconforming signs must be removed.

The upkeep of existing developed properties also has an impact on visual resources. Strong enforcement of existing regulations is necessary to ensure that Lloyd remains an attractive locality. In addition, the Economic Development Committee should actively seek to attract occupants for abandoned or underutilized properties to encourage adaptive reuse of these buildings and improve their visual appearance.

Recreation

Community Goal:

Encourage implementation of the most recent Town recreation plan to address the growing demand for services and facilities.

Objectives:

- Encourage greater utilization of existing recreational facilities.
- Expand recreational facilities and programs to meet demand as the Town grows.

The Town of Lloyd has a very active Recreation Commission that has done considerable work in recent years to enhance recreational opportunities in the Town. In 1999, the Recreation Commission prepared a comprehensive five-year strategic plan for improving the quality of life in Lloyd by expanding and enhancing recreational facilities. The recreation plan was based on a Community Survey, combined meetings with Recreation Commission and the Town Board, and numerous committee meetings. The mission that developed from this planning process is *“to provide year-round, high-quality active and passive recreational programs utilizing*

the Town of Lloyd resources to improve the quality of life for individuals of all ages.”

The Recreation Commission has developed nine strategies to fulfill this mission. These strategies are:

1. To develop and evaluate affordable programs and services.
2. To collaborate with other recreation organizations to provide integrated leisure services.
3. To complete construction and plan for expansion of existing facilities
4. To utilize community facilities including schools, churches, fire houses, etc. for recreation programs.

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5. To investigate additional properties for new programs and secure funding for these acquisitions.
6. To promote the Town programs through the local media and other Town organizations.
7. To survey Town of Lloyd residents for specific recreation programs and services to be offered and seek evaluations of programs provided.
8. To formulate a unique, recreational aspect of the Town of Lloyd and promote this focus throughout the business and residential community.
9. To enhance the Town of Lloyd's natural resources within local, state and national environmental regulations for outdoor appreciation and activities.

Specific tasks to implement these strategies, as developed by the Town's Recreation Commission, are included in the supplementary volume of the *Comprehensive Plan*. Readers are encouraged to consult the recreation plan for a full understanding of all of its recommendations. This section of the *Comprehensive Plan* highlights a few of the recommendations from the recreation plan, and presents some suggestions to assist the Town in attaining its identified recreational goals.

11.1 ENCOURAGE USE OF EXISTING FACILITIES

The recreation plan identifies Johnson-Iorio Memorial Park as the most important property for marketing Lloyd's recreational opportunities. The park is located at the foot of Haviland Road adjacent to the Mid-Hudson Bridge. Thousands of cars pass the park daily as they cross the Bridge, making Johnson-Iorio Park an important gateway into the Town. The park is currently the only existing public property that offers opportunities for passive recreational enjoyment of the Hudson River. It is designed as a scenic overlook of the River and the Mid-Hudson Bridge, but vistas are partially blocked by vegetation that is intended to screen the residences below. The park is set into the bluff and consequently has no river access. However, recent improvements have connected the park to the Mid-Hudson Bridge's pedestrian walkway. In the past, security at the park and in the vicinity has been a problem. An evening curfew for the park was instituted to curb abuse, but effective enforcement is difficult to maintain. The park has been underutilized due to its remote location and reputation as an unsafe place in the evenings.

However, the Town recently received a \$6,500 state grant to make improvements to the park, including more benches and an information kiosk

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that will highlight attractions in the Town and promote local lodging facilities. The Town has also received a TEA-21 grant to construct a bike path along the edge of Haviland Road leading up to the park. These features will encourage greater use of the park, which in turn should improve security. The Town should continue to pursue funding to rebuild the dismantled bridge over Vineyard Avenue, and should work with the NYS DOT to create an underpass through Route 9W to Haviland Road, which will enable walkers and bicycles to access the Hudson Valley Rail Trail from the Haviland Road bike path. Creating connections between existing and proposed trails throughout the Town will expand recreational opportunities in Lloyd and encourage alternative modes of transportation and tourism.

Proposals to improve the Town's largest park, Tony Williams Park, include enhanced landscaping, redesigned parking for the Rail Trail, lights, ice-skating, bocce courts, new playground equipment, and picnic facilities. Proposed improvements to Berean Park include construction of a small concert shell, enlarging the beach area, and the addition of paddleboats, waterslides, a pool, basketball courts, a nature fitness trail and walking paths, and ice-skating. The Village Field is the most under-utilized site in the Town. To encourage greater use, proposed improvements include redesigning the layout of the fields, provision of an area for concerts and festivals, and improved lighting, landscaping and seating. Its location makes Village Field ideally suited for community activities and as a meeting point for extended hikes on the Rail Trail. Enhancing Village Field with an eye towards tourism by installing an information kiosk and promoting its proximity to the Rail Trail may foster economic growth in Highland.

11.2 EXPAND RECREATIONAL FACILITIES

As Lloyd continues to grow, it will be necessary to expand its recreational facilities to accommodate the needs of present and anticipated future residents. The *Comprehensive Plan* recommends an expansion of parks and recreation programs and greater coordination between the Town and the school district. Developing a recreational center for seniors will make Lloyd attractive as a seniors' retirement location. Improving pedestrian facilities throughout the Town, particularly in Highland, and establishing bike trails, such as along the Route 299 right-of-way, will encourage these popular forms of recreation. As discussed in Chapter 7, emphasis should also be given to developing the Ridge Trail along the Hudson River shoreline, along with a Greenway Trail on Illinois Mountain, and to preserving a network of open space throughout the Town during the subdivision review process for future trails. With a growing population, special emphasis should be given to the Hudson Valley Rail Trail and the proposed Highland Landing waterfront park.

11.2.1 Hudson Valley Rail Trail

The Hudson Valley Rail Trail is Lloyd's most unique recreational asset and, when fully developed, will form the centerpiece of a system of trails extending throughout the mid-Hudson Valley. In addition to providing a variety of local recreational uses, the rail trail links the hamlet of Highland with nearby natural and recreational resources, such as the Black Creek water trail, Illinois Mountain, the Hudson River overlook at Johnson-Iorio Memorial Park, and the recreational facilities at Tony Williams Park. The trail provides alternative transportation linkages from the hamlet and nearby neighborhoods to the businesses along the Route 9W corridor, to local schools, and even to downtown Poughkeepsie via the Mid-Hudson Bridge. In addition to local linkages, the trail offers potential future linkages throughout the region, including those to New Paltz and the Wallkill Valley Rail Trail, to the proposed Walkway Over the Hudson atop the Poughkeepsie Railroad Bridge, and to the proposed rail-trail along the abandoned Maybrook Rail Line in Dutchess County. In many ways, the Hudson Valley Rail Trail stands to become a keystone feature of the Mid-Hudson Valley.

The Rail Trail is a recreational amenity that will promote economic development and tourism in the hamlet of Highland and Town of Lloyd. Many studies demonstrate that trails increase nearby property values, which in turn can increase local tax revenues and help offset trail development costs. Spending by local residents on trail related activities helps support recreation-oriented businesses, as well as other businesses that are patronized by trail users. In addition, trails are often major tourist attractions that generate expenditures on food, lodging and recreation-oriented services. Trails also improve the overall appeal of a community to existing and prospective residents. A national survey of people who shopped for or bought a home during 1994 revealed that, *"of 39 features critical to their choice, consumers ranked 'walking and biking paths' as the second- and third-highest rated aspects affecting their decision."*¹ Expanding and promoting the Rail Trail should be a top priority for the Town.

The NYS DOT's Maybrook Multi-Modal Corridor Study, completed in 2002, found that the preferred use of the old Maybrook rail corridor was as a bicycle and pedestrian trailway. A portion of this rail corridor, which includes the Hudson Valley Rail Trail, runs through the Town of Lloyd. The Maybrook report recommends that the Town develop a plan to carry the trailway to the New Paltz border, possibly using Route 299 and/or New Paltz Road or along the Maybrook Corridor. The report also recommends that a paved trailway along the right-of-way of Route 299 be developed and constructed as a shared-

¹ Randall G. Arendt, *Conservation Subdivision Design for Subdivisions: A Guide to Creating Open Space Networks*, Island Press, 1996, page 12

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use trail set back from the highway. This could be a joint project between the Town and the NYS DOT. In addition, the study provided a cost estimate to rehabilitate the Poughkeepsie Railroad Bridge, a key link in the planned trail network. The study estimated improvement costs at \$27 million. Clearly public funding will be required to rehabilitate the Bridge and open it for public use. At the present time, trail users must cross the river on the Mid-Hudson Bridge, which is less desirable for safety reasons. Since opening the Poughkeepsie Railroad Bridge, which is a National Register site, for public use will vastly improve the quality of life of all local residents, seeking public funding for its rehabilitation is warranted. The Town should coordinate with the Dutchess County Department of Public Works and the Hudson River Valley Greenway to ensure that the rail trail eventually links with planned trails in Dutchess County.

In 1999, the Hudson Valley Rail Trail Association in conjunction with the Town of Lloyd commissioned a study of design recommendations for the Rail Trail and recommended funding sources. Future plans for the Rail Trail include a footbridge across Vineyard Avenue and extending the trail west from Tony Williams Field to Route 299; clearing has already taken place on the former Conrail bed along that stretch. When completed, the rail trail will include over four miles of paved and soft walkways. Long-range plans include extending the trail to Firehouse 2 and eventually to New Paltz. The Town is also working on a plan to create an interpretive nature walk across the Black Creek wetlands connecting to the Rail Trail. From there a new trail is being developed up the western slopes of Illinois Mountain, past the Town reservoirs and back down into the hamlet of Highland. While these additions to the Rail Trail will take a few more years to become a reality, they are an integral part of the development plans. The Town should support ongoing development of the Rail Trail and should capitalize on this resource as a tourism destination.

11.2.2 Highland Landing

The Highland Landing area was historically the commercial riverfront for the Town. Construction of the railroad isolated most of the waterfront property in the Town from the Hudson River. The hazard presented by the railroad tracks limits the waterfront's potential for water-dependent development, and steep slopes further preclude public access. Public access to the river can only be gained through redevelopment of existing sites located east of the railroad tracks. The former petroleum storage facility in Highland Landing (Riverstar Terminal) has been identified as a potential site for redevelopment to provide public access to the river.

In May 1997, the Town of Lloyd unveiled the conceptual drawings for the development of a waterfront park, called Highland Landing, at this location.

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The drawings were prepared by the Cavendish Partnership, which the Town retained to prepare a plan to make the riverfront more accessible for recreational use. The firm's initial charge was to investigate the possibility of adaptively reusing an existing petroleum storage facility (Riverstar Terminal) located on the waterfront to provide the Town with its only public access to the Hudson. The study area was later expanded to include other parcels of privately owned lands. The resulting Highland Landing Concept Plan appears as Figure 31 at the end of this chapter.

The plan proposes purchase of the Riverstar Terminal property, and the development of a park and pedestrian promenade, retail shops, a docking facility for cruise boats, a small boat launch, private docks, fishing jetty, and parking.

The Town is currently seeking assistance from public, non-profit and private funding sources to purchase the lands and carry out the plan. In 2002, the Town received a \$250,000 state grant to help purchase the property, and Scenic Hudson is contributing \$275,000 toward the \$550,000 purchase price. Some oil tanks on the site were recently removed. It is hoped that this public/private partnership will result in implementing the Highland Landing plan in two to five years. Redevelopment of Lloyd's waterfront will enhance economic development and promote tourism in the hamlet of Highland. The Town should also keep the Recreation Commission updated on the progress of purchase and redevelopment of this parcel.

11.2.3 Land and Water Trails

The New York State Open Space Plan recognizes the Black Creek and its wetlands complex as an area that "could provide significant recreational opportunities including canoeing, hiking, wildlife observation, fishing, hunting and trapping." The recreational potential of this resource has been recognized by the Town's Environmental Conservation Council, which has developed a plan for an 11-mile water/land trail along the Black Creek from Old New Paltz Road in the Town of Lloyd to the Hudson River at the Black Creek Forest Preserve in the Town of Esopus. The water trail is described in greater detail in Chapter 7 of this Plan. The Town should continue to support this important project, which provides unique recreational opportunities for residents and visitors to the Town.

Scenic Hudson recently purchased a 249-acre parcel on the Hudson River bluffs for public access and passive recreational use. The parcel, known as Franny Reese Preserve, will be developed with a waterfront trail that will provide scenic views of the Hudson River and encourage the promotion of pedestrian access to riverfront parks. The Town should encourage the extension of this trail southward along the Hudson River bluffs during the

CHAPTER 11: RECREATION

review of development proposals in this area. Developing a Greenway Trail along Illinois Mountain should also be a high priority.

11.2.4 Recreation Fees

The Town currently requires that residential developments provide recreation areas or fees contributed to a general park fund to defray the costs incurred by new development in providing recreational opportunities to Town residents. The fees currently charged by the Town of Lloyd are low. These should be adjusted upward to reflect the actual costs of providing recreational services to new development in the Town. A fee of \$5,000 per unit has been upheld by the courts elsewhere in the Hudson Valley.

Before the Town can adjust its recreational fees, however, it must first evaluate present and anticipated future needs for park and recreational facilities in the Town, based on projected population growth. The Town's 1999 recreation plan could be used as the basis of this study. The *Comprehensive Plan* recommends that the Town's Recreation Commission work closely with the Planning Board when it drafts its survey (strategy #7) to ensure that the survey can be used as the basis for a Recreational Needs Assessment that will allow the Town to adjust its recreation fee.

The fee might be linked to the land value, for instance 10 percent of the value of the portion of the land to be developed or an equivalent acreage equal to 10 percent of the equivalent value of the developed land in the subdivision. The tax assessor would determine this value. This technique has been utilized successfully in other communities and may be appropriate for Lloyd.

Recreation fees could be used to provide opportunities beyond those in the Town parks. Opportunities for open space preservation and recreation access could be included as well. This requires that the Town's recreation plan be amended once the Recreation Commission has acted on its fifth strategy, to investigate additional properties for new programs. Once the recreation plan has identified desirable properties, and set priorities for their acquisition, recreation fees can be allocated for their purchase, either through direct acquisition or by obtaining a first refusal option on the parcel. Priority areas might include expansion of the Rail Trail, development of a Greenway Trail on Illinois Mountain, and the purchase and development of the Highland Landing waterfront park.



Implementation

Implementation is key to a successful *Comprehensive Plan*. Preparing the plan is not the end of the process. It is, in fact, just the beginning of an ongoing planning effort. Implementation of the *Comprehensive Plan* will benefit the Town as a whole by raising the quality of life for all residents and making the Town a more attractive place to live, work and visit.

The *Comprehensive Plan* is the official statement of guiding principles for future conservation and development within the Town. For all future development applications in the Town, the reviewing agencies should consult the *Comprehensive Plan* to ensure that the proposals meet the community's goals and objectives. If a proposed application is found to be consistent with the *Comprehensive Plan*, the reviewing agency can determine that the project complies with the official policies and shared vision for the future of the Town. Approvals of projects consistent with the *Plan* move the Town closer to its preferred land use arrangement.

It is important to view the *Comprehensive Plan* as part of an ongoing planning process, periodically reviewed and revised as needed to ensure that it meets any new conditions arising subsequent to its adoption. It is recommended that the *Comprehensive Plan* be reviewed at least every three years. Further amendments can be accomplished by means of meeting minutes, resolutions, studies, reports, and other descriptive materials that may be adopted as part of the Town's overall *Comprehensive Plan*.

Following adoption of the *Comprehensive Plan*, a revision of the Zoning regulations should be considered to ensure that its provisions are in accordance with the Town's development policies, as established in this *Plan*. New York State Town Law requires that all land use controls must be adopted in accordance with a comprehensive plan. Zoning regulations serve as a major instrument in carrying out the recommendations of the *Comprehensive Plan*, and the *Plan* acts as a firm foundation on which to base specific provisions of the regulations. Zoning can be expected to change, as it has in the past, to meet the changing objectives of the Town and its residents. The *Comprehensive*

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Plan has recommended consideration of a number of revisions to the Town of Lloyd Zoning Law. To ensure consistency and comprehensiveness, it is recommended that any amendments be devised, considered, studied under SEQOR, and enacted into law at the same time.

Strict enforcement of zoning regulations is needed to ensure realization of the Town's goals. Enforcement by the Building Department and tight follow-up monitoring by the Zoning Enforcement Officer are essential. Performance bonding is also a tool that can be used to ensure that proposed site improvements are carried out in accordance with the plans that are approved by the Planning Board.

While zoning regulates the use of land, subdivision regulations guide the layout and design of new roads and help to ensure that all improvements required within subdivisions are properly accomplished. Each subdivision, whether residential or commercial, should be designed so that it will fit into the planned overall pattern of roads, pedestrian, bicycle and other related facilities. The Town of Lloyd subdivision regulations were adopted in 1975, with a few amendments made in 1986, 1990, and 1994. Since 1975, there have been a number of amendments to New York State Town Law affecting subdivision review procedures and substantive matters. To ensure that the Subdivision Regulations are compatible with the goals and objectives of this *Comprehensive Plan*, as well as New York State enabling laws, it is recommended that the Planning Board and Town Board consider amendments to the Subdivision Regulations as soon as possible.

The *Comprehensive Plan* in itself does not change the zoning or other land use control regulations in the Town, nor does it assure implementation of the proposals that it recommends. A community is developed over the years by hundreds of individual and group decisions—decisions by private citizens to build homes, by businesses to locate in the Town, by Town officials to create new public facilities, and by diverse agencies involved in such areas as water supply and sewage disposal, economic development, capital programming, housing, youth and education. The ultimate accomplishment of the *Comprehensive Plan*, as modified from time to time, requires the cooperative action of many people and agencies. All interests, whether public or private, have a stake in an attractive, orderly, and environmentally sound community. The *Comprehensive Plan* is designed to be a guide for achieving this shared goal.

The following pages contain a summary of the recommended actions, responsible parties and their roles in implementation. Those actions that should be completed immediately are identified under the "immediate" column in the schedule. Other actions that should be implemented within one to two years of adoption of the *Comprehensive Plan* are identified under the "near future" column. Actions that should be pursued, but that may take

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longer to implement, are identified under the “long term” column. All three columns are shaded for actions that should be ongoing.

The schedule can be checked periodically for progress. A fuller description of each item is included in Table 1.1 and in the pertinent chapters of the *Comprehensive Plan*.

Town of Lloyd Comprehensive Plan Implementation Schedule

Task #	Task Description	Responsible Agency									Schedule		
	<div>*Other Agencies: 1. Lloyd Beautification Committee 2. Lloyd Water Board 3. Lloyd Economic Development Committee 4. Lloyd Zoning Enforcement Officer 5. Ulster County Planning Department 6. NYS DOT 7. NYS DEC Legend: ● Final Action ⦿ Development/Drafting ○ Review Role</div>	Town Board	Planning Board	Zoning Board of Appeals	Farmland Protection Committee	Environmental Conservation Council	Recreation Commission	Transportation Safety Committee	Town Planner/Town Engineer	Other Agency*	Immediate	Near Future	Long Term
	Quality of Life												
1.	Reduce rural densities, where appropriate, in areas with environmental constraint.	●	⦿	○		○			○	✓			
2.	Amend cluster subdivision regulations to promote conservation subdivision design and list environmental resources requiring protection.	●	⦿	○		○			⦿	✓			
3.	Amend Zoning to provide incentives for clustering such as increased allowable densities.	●	⦿	○					○	✓			
4.	Amend Zoning to establish a standard of 60 % protected open space in clustered subdivisions.	●	⦿	○					○	✓			
5.	Adopt a GEIS with thresholds for cluster subdivisions and “smart growth” techniques.	●	⦿						⦿				
6.	Amend Zoning with provisions for HOA.	●	⦿						○	✓			
7.	Amend Zoning for secondary conservation areas and recommended management practices.	●	⦿						⦿				

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Task #		Task Description		Responsible Agency									Schedule		
		Other Agencies: 1. Lloyd Beautification Committee 2. Lloyd Water Board 3. Lloyd Economic Development Committee 4. Lloyd Zoning Enforcement Officer 5. Ulster County Planning Department 6. NYS DOT 7. NYS DEC Legend: ● Final Action ⊙ Development/Drafting ○ Review Role		Town Board	Planning Board	Zoning Board of Appeals	Farmland Protection Committee	Environmental Conservation Council	Recreation Commission	Transportation Safety Committee	Town Planner/Town Engineer	Other Agency	Immediate	Near Future	Long Term
8.	Amend Zoning to permit conservation subdivisions, limited development subdivision design, and average density zoning.		●	⊙	○						⊙				
9.	Adopt guidelines for siting single-family homes.		●	⊙							○				
10.	Amend Zoning to encourage development of two-family homes within the water and sewer district.		●	⊙	○						○				
11.	Adopt incentive zoning to grant a density bonus to developers in exchange for providing affordable housing.		●	⊙	○						○				
12.	Permit apartments above commercial structures in hamlet.		●	⊙	○						○		✓		
13.	Coordinate housing policies with UC Planning.		●									⊙5			
14.	Amend Zoning to adopt Senior Citizen housing districts, and encourage senior housing in hamlet.		●	⊙	○						○				
15.	Amend PRD regulations to permit small-scale retail businesses that provide local conveniences.		●	⊙	○						○				
16.	Amend PUD and PRD regulations to deduct environmental constraints prior to calculating permitted density, to regulate building height,		●	⊙	○						○		✓		

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Task #	Task Description	Responsible Agency									Schedule		
	Other Agencies: 1. Lloyd Beautification Committee 2. Lloyd Water Board 3. Lloyd Economic Development Committee 4. Lloyd Zoning Enforcement Officer 5. Ulster County Planning Department 6. NYS DOT 7. NYS DEC Legend: ● Final Action ⊙ Development/Drafting ○ Review Role	Town Board	Planning Board	Zoning Board of Appeals	Farmland Protection Committee	Environmental Conservation Council	Recreation Commission	Transportation Safety Committee	Town Planner/Town Engineer	Other Agency	Immediate	Near Future	Long Term
	and to include smart growth guidelines and protection of natural resources and scenic vistas.												
17.	Amend Zoning to allow compact mixed-use developments (i.e. PUDs and PRDs) in appropriate areas.	●	⊙	○					○		✓		
18.	Amend Zoning Map to eliminate the TR-1 District in the northeast section of the Town.	●	⊙						○		✓		
19.	Maintain membership in regional planning organizations.	●											
20.	Encourage participation in the CLA.	●											
	Hamlet of Highland												
21.	Retain civic institutions in the hamlet.	●											
22.	Amend Zoning Map to expand the hamlet's Commercial Business District.	●	⊙	○					○		✓		
23.	Encourage the location and development of community services in the hamlet.	●											
24.	Identify vacant buildings and parcels for new or adaptive reuse and market them.									●3			
25.	Amend Zoning to permit civic uses, professional services and small-scale retail in the hamlet only.	●	⊙	○					○				

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Task #	Task Description	Responsible Agency									Schedule		
	Other Agencies: 1. Lloyd Beautification Committee 2. Lloyd Water Board 3. Lloyd Economic Development Committee 4. Lloyd Zoning Enforcement Officer 5. Ulster County Planning Department 6. NYS DOT 7. NYS DEC Legend: ● Final Action ⊙ Development/Drafting ○ Review Role	Town Board	Planning Board	Zoning Board of Appeals	Farmland Protection Committee	Environmental Conservation Council	Recreation Commission	Transportation Safety Committee	Town Planner/Town Engineer	Other Agency	Immediate	Near Future	Long Term
26.	Display façade improvement recommendations in Town Hall, and encourage new businesses to improve façades during the site plan review.		●										
27.	Encourage restoration of historic properties.		●			●				●1			
28.	Expand Planning Board responsibilities to include architectural reviews of historic structures and new commercial development.	●											
29.	Establish design standards for architectural review.	●	⊙	○					○		✓		
30.	Develop a comprehensive beautification plan.									⊙1			
31.	Implement the landscaping recommendations of the Plan to Make Highland More Walkable.		⊙							⊙1			
32.	Develop improved signage, lighting and landscaping standards in the Zoning.	●	⊙	○					⊙		✓		
33.	Develop a plan to phase burial of utility lines.	●								●6			
34.	Encourage the Economic Development Committee to partner with the Downtown Business Association to hire a downtown manager.	●								●3			
35.	Encourage the State to re-route trucks from Route 44/55 to Chapel Hill Road.	●								●6			

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Task #	Task Description	Responsible Agency								Schedule			
	Other Agencies: 1. Lloyd Beautification Committee 2. Lloyd Water Board 3. Lloyd Economic Development Committee 4. Lloyd Zoning Enforcement Officer 5. Ulster County Planning Department 6. NYS DOT 7. NYS DEC Legend: ● Final Action ⊙ Development/Drafting ○ Review Role	Town Board	Planning Board	Zoning Board of Appeals	Farmland Protection Committee	Environmental Conservation Council	Recreation Commission	Transportation Safety Committee	Town Planner/Town Engineer	Other Agency	Immediate	Near Future	Long Term
36.	Expand the existing parking lot near Village Field.	●											
37.	Install signs directing drivers to municipal parking lots.	●											
38.	Encourage businesses to direct employees to park in public lots rather than on the street.									●3			
39.	Ensure that parking lots are appropriately screened and/or landscaped.		●								✓		
40.	Improve existing parking areas with attractive human scale lighting, paving and striping.	●	●							⊙1			
41.	Encourage existing and new development to provide off-street parking available to the public.		●										
42.	Encourage sharing of lots by businesses with different hours of operation.		●										
43.	Delineate parking spaces on main roads with curb markings.	●								●6			
44.	Implement the recommendations of the Plan to Make Highland More Walkable.	●											
45.	Apply for TEA-21 funding for sidewalk improvements.	●						⊙					
46.	Require sidewalks in areas of concentrated		●										

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Task #	Task Description	Responsible Agency									Schedule		
	Other Agencies: 1. Lloyd Beautification Committee 2. Lloyd Water Board 3. Lloyd Economic Development Committee 4. Lloyd Zoning Enforcement Officer 5. Ulster County Planning Department 6. NYS DOT 7. NYS DEC Legend: ● Final Action ⊙ Development/Drafting ○ Review Role	Town Board	Planning Board	Zoning Board of Appeals	Farmland Protection Committee	Environmental Conservation Council	Recreation Commission	Transportation Safety Committee	Town Planner/Town Engineer	Other Agency	Immediate	Near Future	Long Term
	residential development and in proximity to educational facilities.												
47.	Require that new commercial development install or repair sidewalks.		●										
48.	Consider installing sidewalks on North Road to connect the hamlet with the Post Office.	●											
49.	Place “Yield to Pedestrian” signs at all major intersections.	●								●6			
50.	Place benches and other pedestrian amenities on sidewalks.									●1			
51.	Place and maintain bike racks in designated areas.									●1			
52.	Permit TDR from farmland and open spaces to areas designated for increased residential density.	●	⊙	○					⊙		✓		
53.	Adopt a TND Overlay District with illustrated design standards for areas of the hamlet served by public water and sewer and immediately adjacent areas where mixed-use is feasible.	●	⊙	○					⊙		✓		
54.	Continue to coordinate use of the schools, churches and firehouses for after-hours community programs and meetings.	●					●						

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Task #	Task Description	Responsible Agency									Schedule		
	Other Agencies: <ol style="list-style-type: none"> 1. Lloyd Beautification Committee 2. Lloyd Water Board 3. Lloyd Economic Development Committee 4. Lloyd Zoning Enforcement Officer 5. Ulster County Planning Department 6. NYS DOT 7. NYS DEC Legend: <ul style="list-style-type: none"> ● Final Action ⊙ Development/Drafting ○ Review Role 	Town Board	Planning Board	Zoning Board of Appeals	Farmland Protection Committee	Environmental Conservation Council	Recreation Commission	Transportation Safety Committee	Town Planner/Town Engineer	Other Agency	Immediate	Near Future	Long Term
55.	Continue to fund the program establishing law enforcement presence in the schools.	●											
	Agriculture												
56.	Appoint a Farmland Protection Committee to prepare Town Ag. and Farmland Protection Plan.	●											
57.	Adopt Town Ag. and Farmland Protection Plan.	●			⊙								
58.	Secure State and Federal funding to purchase development rights from participating farmers.	●			○								
59.	Conduct a fiscal impact study of the cost of community services and consider establishment of a Town-based PDR program	●	⊙						○				
60.	Amend Zoning to permit TDR from farmland to areas where greater density is desirable.	●	⊙	○	○				⊙		✓		
61.	Amend Zoning to permit incentive zoning.	●	⊙	○	○				⊙		✓		
62.	Establish a "resource bank" for funds derived from incentive zoning to be allocated for PDR from farmland.	●											
63.	Adopt density standards of 4 acres per unit for conventional subdivisions and calculated at 2 acres per unit for clustering.	●	⊙	○					○		[✓]		
64.	Amend Zoning to permit accessory retail	●	⊙	○	○				○		✓		

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Task #	Task Description	Responsible Agency									Schedule		
	Other Agencies: 1. Lloyd Beautification Committee 2. Lloyd Water Board 3. Lloyd Economic Development Committee 4. Lloyd Zoning Enforcement Officer 5. Ulster County Planning Department 6. NYS DOT 7. NYS DEC Legend: ● Final Action ⊙ Development/Drafting ○ Review Role	Town Board	Planning Board	Zoning Board of Appeals	Farmland Protection Committee	Environmental Conservation Council	Recreation Commission	Transportation Safety Committee	Town Planner/Town Engineer	Other Agency	Immediate	Near Future	Long Term
	businesses and recreational uses on farms.												
65.	Review Zoning to ensure regulations are "farm-friendly."	●	⊙	○	○				○		✓		
66.	Amend Zoning to provide farmers greater flexibility in the use of accessory farm buildings.	●	⊙	○	○				○		✓		
67.	Encourage owners of historic barns to participate in NYS barn restoration tax credit and OPRHP's Barns Restoration and Preservation Program.	●	●		●								
68.	Promote "agri-tourism" and support continued production of an UC map listing farm stands, etc.	●			●								
69.	Adopt a local "right-to-farm" law.	●			⊙								
70.	Amend Zoning to require that new development adjacent to farmland be clustered and provide adequate buffer strips and windbreaks.	●	⊙	○	○				○		✓		
71.	Require a disclosure notice and a legally binding disclaimer for homebuyers adjacent to farms and require this notice on subdivision maps and in deeds of new subdivisions near agricultural areas.	●	●										
72.	Require the removal of abandoned orchards to	●	●		●								

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Task #	Task Description	Responsible Agency									Schedule		
	Other Agencies: 1. Lloyd Beautification Committee 2. Lloyd Water Board 3. Lloyd Economic Development Committee 4. Lloyd Zoning Enforcement Officer 5. Ulster County Planning Department 6. NYS DOT 7. NYS DEC Legend: ● Final Action ⊙ Development/Drafting ○ Review Role	Town Board	Planning Board	Zoning Board of Appeals	Farmland Protection Committee	Environmental Conservation Council	Recreation Commission	Transportation Safety Committee	Town Planner/Town Engineer	Other Agency	Immediate	Near Future	Long Term
	reduce the possibility of infestation.												
73.	Prevent extension of municipal services into prime and statewide significant agricultural soil area.	●											
74.	Encourage School District to incorporate "ag in the classroom " in elementary school and to develop an Ag. Education Program for the higher grades.	●											
75.	Encourage community awareness of the economic and tax benefits of preserving farms and farmland.	●			●								
	Transportation												
76.	Coordinate and limit curb cuts on major roads.		●								✓		
77.	Encourage interior access and service roads in new / existing commercial and industrial development.		●								✓		
78.	Create pedestrian access to commercial areas from nearby residential areas.		●										
79.	Ensure that offsite improvements or developer contributions are proportionate to development proposals that affect current transportation flow.		●										
80.	Authorize the Transportation Safety Committee	●											

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Task #	Task Description	Responsible Agency								Schedule			
	Other Agencies: 1. Lloyd Beautification Committee 2. Lloyd Water Board 3. Lloyd Economic Development Committee 4. Lloyd Zoning Enforcement Officer 5. Ulster County Planning Department 6. NYS DOT 7. NYS DEC Legend: ● Final Action ⊙ Development/Drafting ○ Review Role	Town Board	Planning Board	Zoning Board of Appeals	Farmland Protection Committee	Environmental Conservation Council	Recreation Commission	Transportation Safety Committee	Town Planner/Town Engineer	Other Agency	Immediate	Near Future	Long Term
	to encourage alternatives to the automobile.												
81.	Ensure that bicycling and walking are integrated into the Town transportation system.		●					○					
82.	Require sidewalks in all new major subdivisions.		●										
83.	Seek TEA-21 funding for streets needing new or repaired sidewalks.	●						⊙					
84.	Include the Rail Trail in all future trans-Lloyd transportation reviews and studies.	●	●										
85.	Enforce speed limits on secondary roads and promote these as scenic byways.	●											
86.	Work with DOT to install the paved shared use trailway that is set back within the Rt. 299 R-O-W.	●								●6			
87.	Provide a 3' to 5' wide shoulder for pedestrians and bicyclists on main roads when repaved.	●											
88.	Create off-street walking and bike paths to link new subdivisions to each other and to the hamlet.		●										
89.	Install "Bikes Share Road" signs along bike routes.	●								●6			
90.	Consider requesting bike racks in the review of		●										

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Task #	Task Description	Responsible Agency								Schedule			
	Other Agencies: 1. Lloyd Beautification Committee 2. Lloyd Water Board 3. Lloyd Economic Development Committee 4. Lloyd Zoning Enforcement Officer 5. Ulster County Planning Department 6. NYS DOT 7. NYS DEC Legend: ● Final Action ⊙ Development/Drafting ○ Review Role	Town Board	Planning Board	Zoning Board of Appeals	Farmland Protection Committee	Environmental Conservation Council	Recreation Commission	Transportation Safety Committee	Town Planner/Town Engineer	Other Agency	Immediate	Near Future	Long Term
	site plans.												
91.	Identify bike and pedestrian routes in a Pedestrian and Bicycle Master Plan Brochure.							●					
92.	Coordinate with UCRT and other bus companies to increase the number of bus stops in the Town.							●					
93.	Adopt an Official Town Map showing the location of existing and proposed streets, highways, bike paths, and trails.	●											
94.	Develop Hilltop Lane by providing for it on all pertinent site plan and subdivision reviews.		●										
95.	Coordinate transportation plans with the County, State and Bridge Authority.	●											
96.	Petition DOT to permit crossing Rt. 9W north from North Road.	●											
97.	Require clustering in outlying areas of the Town where appropriate.	●	⊙	○					○		✓		
98.	Adopt a Scenic Roads Program for roads with significant natural, cultural & scenic resources.	●	○			⊙			○				
99.	Develop alternative standards for new subdivision roads to create new scenic roads.	●	⊙	○					⊙				
100.	Encourage the use of private roads where	●	●										

Task #	Task Description	Responsible Agency									Schedule		
	Other Agencies: 1. Lloyd Beautification Committee 2. Lloyd Water Board 3. Lloyd Economic Development Committee 4. Lloyd Zoning Enforcement Officer 5. Ulster County Planning Department 6. NYS DOT 7. NYS DEC Legend: ● Final Action ⊙ Development/Drafting ○ Review Role	Town Board	Planning Board	Zoning Board of Appeals	Farmland Protection Committee	Environmental Conservation Council	Recreation Commission	Transportation Safety Committee	Town Planner/Town Engineer	Other Agency	Immediate	Near Future	Long Term
	appropriate and develop road standards that do not detract from the rural character of the Town.												
	Natural, Cultural, Historic, and Scenic Resources												
101.	Adopt Conservation Overlay Districts for areas with identified significant resources.	●	⊙						⊙				
102.	Continue to support HRV Greenway’s goals consistent with the Town’s LWRP and WBOD.	●	●	●									
103.	Create an inventory of all cultural and historic resources along the Hudson river.					⊙							
104.	Promote pedestrian access to riverfront parks.	●											
105.	Continue to participate with neighboring municipalities to develop the Ridge Trail.	●											
106.	Designate Illinois Mountain a CEA.	●							⊙				
107.	Adopt a Conservation Overlay District for Illinois Mountain.	●	⊙	○					○		✓		
108.	Adopt a telecommunications law to protect scenic resources of the ridge.	●	⊙	○					○				
109.	Encourage conservation easements to protect open spaces, steep slopes, and mountain resources.	●	●			●							

Task #	Task Description	Responsible Agency								Schedule		
	*Other Agencies: <ol style="list-style-type: none"> 1. Lloyd Beautification Committee 2. Lloyd Water Board 3. Lloyd Economic Development Committee 4. Lloyd Zoning Enforcement Officer 5. Ulster County Planning Department 6. NYS DOT 7. NYS DEC Legend: <ul style="list-style-type: none"> ● Final Action ⊙ Development/Drafting ○ Review Role 											
110.	Target land acquisitions and work with local land trusts to seek easements or purchase properties.	●										
111.	Secure funding from the HRV Greenway to develop a Greenway Trail on Illinois Mountain.	●										
112.	Develop an aquifer overlay zone to protect the Swartekill aquifer and recharge areas.	●	⊙	○		○		○				
113.	Require innovative stormwater management techniques for new developments.		●									
114.	Monitor the cleanup of Inactive Hazardous Waste Disposal site on Mead property.					○			●7			
115.	Adopt a local wetlands law and protect all wetlands with a 100 foot buffer area or greater.	●	⊙	○		○		○				
116.	Amend Zoning to require site plan approval for all development within 100' of wetlands, surface waters and other environmentally sensitive areas.	●	⊙	○		○		○		✓		
117.	Reduce density in environmentally sensitive areas.	●	⊙	○		○		⊙		✓		
118.	Work with neighboring municipalities to develop an intermunicipal corridor management plan for the Swarte Kill, Black Creek, and Twaalfskill.	●				○						

Task #	Task Description	Responsible Agency									Schedule		
	*Other Agencies: <ol style="list-style-type: none"> 1. Lloyd Beautification Committee 2. Lloyd Water Board 3. Lloyd Economic Development Committee 4. Lloyd Zoning Enforcement Officer 5. Ulster County Planning Department 6. NYS DOT 7. NYS DEC Legend: <ul style="list-style-type: none"> ● Final Action ⊙ Development/Drafting ○ Review Role 												
119.	Continue to support the ECC's efforts to develop the Black Creek Watertrail.	Town Board	Planning Board	Zoning Board of Appeals	Farmland Protection Committee	Environmental Conservation Council	Recreation Commission	Transportation Safety Committee	Town Planner/Town Engineer	Other Agency*	Immediate	Near Future	Long Term
120.	Recommend designation of the Black Creek to the NYS Wild, Scenic and Recreational Rivers system.	●				○			○				
121.	Amend Zoning to establish setbacks and other techniques to maintain and improve water quality of Chodikee and Lily Lakes.	●	⊙	○		○			○				
122.	Encourage cluster development in and adjacent to environmentally sensitive areas.		●								✓		
123.	Establish a tree protection law and management plan for street trees and trees on Town property.	●	⊙			○			○				
124.	Adopt WCS/MCA's report on biodiversity in Lloyd as an addendum to the <i>Comprehensive Plan</i> .	●											
125.	Adopt Biodiversity Assessment Guidelines.	●	⊙						○				
126.	Adopt Conservation Area Overlay Zones in areas of the Town identified by WCS/MCA as ecologically important or sensitive.	●	⊙						○				
127.	Integrate biodiversity issues into the recommended Open Space Plan.	●	⊙						○				
128.	Consider forming an inter-municipal council	●											

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	with Esopus and New Paltz to plan for the protection of resources that cross municipal boundaries.												
129.	Adopt a GEIS for ecologically important and sensitive areas.	●	⊙						⊙				
130.	Encourage land use decision makers to attend training workshops on biodiversity.	●											
131.	Revise density yield calculations to exclude environmental constraints before calculating density.	●	⊙						○		✓		
132.	Refer to WCS/MCA publications during review of development proposals.		●	●									
133.	Verify and supplement OPRHP's database of historic properties and cultural resources.				●								
134.	Identify structures built prior to 1850 that are of historic significance.									●1			
135.	Establish an Historic Preservation Committee to review development proposals involving historically significant properties.	●											
136.	Amend Zoning to permit a wider variety of uses in historic structures, including agricultural buildings, to encourage their adaptive reuse.	●	⊙	○	○				○		✓		

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137.	Carefully consider information on potential archaeological sites during SEQR review.		●	●									
138.	File newly discovered archaeological sites with the State archaeological survey.		●	●									
139.	Inventory the Town’s natural, cultural and scenic resources and map the visual qualities that residents most value.					⊙							
140.	Prepare an Open Space Plan as an element of the Town’s <i>Comprehensive Plan</i> .	●	⊙		○	○			○				
141.	Encourage cluster development, conservation subdivision design, and other “smart growth” techniques.		●								✓		
142.	Adopt regulations on tree and topsoil removal, grading and excavating.	●	○	⊙					○		✓		
	Economic Development												
143.	Encourage alternatives to typical modern highway oriented commercial development.		●								✓		
144.	Extend water and sewer mains north on Rt. 9W to permit light industry to locate here.	●								●2			
145.	Adopt special use permit provisions and design standards for light industry.	●	⊙						○				
146.	Actively market properties in the LI District to	●								●3			

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		Town Board	Planning Board	Zoning Board of Appeals	Farmland Protection Committee	Environmental Conservation Council	Recreation Commission	Transportation Safety Committee	Town Planner/Town Engineer	Other Agency*	Immediate	Near Future	Long Term
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	attract viable light industries.												
147.	Adopt a GEIS for commercial and light industrial development to streamline the review process.	●	⊙	○					○				
148.	Set a size limit threshold of 50,000 sq. ft. in the GEIS for new retail development.	●	⊙	○					○				
149.	Encourage use of geothermal heating and cooling in the GEIS	●	⊙	○					○				
150.	Amend Zoning to include Land Use Mediation.	●	⊙	○					○				
151.	Amend Zoning to a two-tier structure for Home Occupations.	●	⊙	○					○		✓		
152.	Include agri-business and tourism in all future economic development plans for the Town.	●											
153.	Promote farmers markets and p-y-o operations.	●			●								
154.	Amend Zoning to encourage development of inns, B&Bs and other facilities serving tourists.	●	⊙	○					○		✓		
	Water and Sewer												
155.	Expand municipal water and sewer mains north on Rt. 9W to permit light industry in this area.	●								●2			
156.	Coordinate district expansion plans with private development plans to minimize costs, and require that private developments assist in		●							●2			

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	additional infrastructure costs created by their proposals.												
157.	Permit only light industry, not commercial strip development, along Rt. 9W north.	●									✓		
158.	Expand mains within the district in areas where extensive development is to occur.	●								● 2			
159.	Promote water conservation measures and require that new developments use water saving fixtures.		●							● 2			
160.	Continue to use reed beds, where feasible, to treat wastewater.	●	●										
161.	Secure a State grant to acquire an ultra-violet system to replace chlorination at the sewage treatment plant.	●											
162.	Secure grants to purchase properties to expand the sewage treatment plant and upgrade the digesters.	●											
163.	Reduce inflow and infiltration from leaky pipes and individual house drains.									● 2			
	Visual Quality and Aesthetic Character												
164.	Expand the Planning Board's responsibilities to include architectural reviews.	●											

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165.	Adopt illustrated design standards for planning, siting and construction of all new development.	●	⦿						○				
166.	Amend Zoning to include more detailed signage requirements in a separate section of the Code.	●	⦿	○					○		✓		
167.	Amend Zoning to include lighting regulations based on the IES and IDSA recommendations.	●	⦿	○					○		✓		
168.	Amend parking standards in the Zoning based on recommendations of the NPA.	●	⦿	○					○		✓		
169.	Increase buffer requirements for commercial and industrial uses adjacent to residential uses.	●	⦿	○					○		✓		
170.	Amend Zoning to establish generous landscaping or retain natural buffers on highways.	●	⦿	○					○		✓		
171.	Eliminate billboards by amortizing them.	●	⦿	○							✓		
172.	Continue strong enforcement of existing regulations.									●4			
173.	Attract occupants to abandoned or underutilized properties to encourage adaptive reuse of these buildings and improve their visual appearance.	●								●3			
	Recreation												
174.	Secure funding to rebuild bridge over Vineyard	●								●6			

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	Avenue, and work with the DOT to create an underpass through Rt. 9W to Haviland Road.												
175.	Expand parks and recreation programs as recommended by the Town Rec. Plan.						●						
176.	Improve directional signs to parks and playing fields.	●					⊙						
177.	Coordinate School and Town recreation facilities.						●						
178.	Develop a recreation center for seniors.	●					●						
179.	Work with DOT to install the paved shared use trailway that is set back within the Rt. 299 R-O-W.	●								●6			
180.	Coordinate with the DC DPW and HRV Greenway to ensure that the Rail Trail eventually links with planned trails in Dutchess County.	●											
181.	Continue to seek funding to develop the Highland Landing waterfront park.	●											
182.	Continue to support development of the Black Creek Water Trail.	●											
183.	Support development of a waterfront trail on Franny Reese Preserve, and encourage extension	●	●										

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	<div>*Other Agencies:<div>1. Lloyd Beautification Committee</div><div>2. Lloyd Water Board</div><div>3. Lloyd Economic Development Committee</div><div>4. Lloyd Zoning Enforcement Officer</div><div>5. Ulster County Planning Department</div><div>6. NYS DOT</div><div>7. NYS DEC</div></div> <div>Legend:<div>● Final Action</div><div>⦿ Development/Drafting</div><div>○ Review Role</div></div>	Town Board	Planning Board	Zoning Board of Appeals	Farmland Protection Committee	Environmental Conservation Council	Recreation Commission	Transportation Safety Committee	Town Planner/Town Engineer	Other Agency*	Immediate	Near Future	Long Term
	of this trail southward along the bluffs.												
184.	Develop a Greenway Trail on Illinois Mountain.	●											
185.	Encourage Rec. Commission to work with Planning Board when drafting recreation survey	●	○				⦿						
186.	Update Town's recreation fee schedule.	●											
187.	Require open space preservation linkages in design of new subdivisions whenever possible.		●										
188.	Establish a dedicated fund for recreation fees for trail and new park development.	●											
189.	Utilize conservation easements for trails and adopt a local law so the Town can be the recipient of conservation easements.	●											