

STEUBEN COUNTY, NEW YORK

**TOWN OF WAYNE**

**COMPREHENSIVE  
PLAN**

# TOWN OF WAYNE

# COMPREHENSIVE PLAN

**Adopted by the Town Board, March, 2010**

Stephen Butchko , Supervisor  
Dennis Carlson  
Michael Haff  
Barney Hubbs  
James Wood

**Prepared by: Town of Wayne Comprehensive Plan Committee**

Brian Bills	John Gallipeau
Stephen Butchko	Jim Hancock
Dennis Carlson	Joe Kelly
Candy Dietrich	John Lonergan
Bill Feinstein	Pat Meyers
Nancy Gabel	Dan Tarpin
Maureen Kurtz, Secretary	

**With assistance from the Steuben County Planning Department:**

Gregory P. Heffner, AICP, Planning Director  
Amy Dlugos, Senior Planner  
Thomas Sears, GIS Coordinator

*Heffner  
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## I. INTRODUCTION

The purpose of the Comprehensive Plan is to provide direction for the community. It outlines the community's vision, as well as providing the basis for subsequent actions taken to achieve that vision. The Plan is based on a number of background studies. These studies were performed to give a complete inventory of population and housing trends, existing land use, physical features, and community facilities. The Plan presents separate elements: Natural Environment, Population, Housing, Economic Profile, Municipal Facilities, Transportation, and Land Use. Each element includes background information and the planning implications of that information, and concludes with recommendations, where appropriate.

In one's day-to-day activities, one may find that certain courses of action were taken based upon specific objectives, which in turn, evolved from past goals. In the same sense, a community can establish goals and objectives on which to base its day-to-day activities. The overall planning goals for the Town of Wayne Comprehensive Plan are as follows:

- 1) To protect the scenic values and natural beauty of the Town.
- 2) To encourage efficient and effective use of tax dollars through orderly planned development.
- 3) To provide for the general health, safety and welfare of the populous.
- 4) To encourage the most appropriate use of land in the community in order to conserve and enhance the value of property.
- 5) To encourage the preservation of historically agricultural lands in the Town.
- 6) To preserve open spaces and special terrain features.
- 7) To discourage development in areas physically unsuited and inappropriate for development.

## II. NATURAL ENVIRONMENT

The natural environment includes topography, natural drainage, natural aesthetics and soils. Adaptation to the natural conditions and the use of land in accordance with its natural capability is vital to achieve compatibility between development and environment.

### A. GEOGRAPHIC LOCATION

The Town of Wayne is located in the northeastern portion of Steuben County, New York. It is situated in the northeastern section of the Allegheny Plateau. It is bordered by the Towns of Pulteney and Urbana to the west, the Town of Bradford to the south, the Town of Tyrone in Schuyler County to the east, and the Towns of Barrington and Jerusalem in Yates County to the north. It is also bounded on the north and west by Keuka Lake and on the east by Waneta Lake. It lies midway between Bath and Penn Yan on State Route 54. See maps II-1 and II-2.

### B. TOPOGRAPHY

The character of the local topography is one of the primary factors determining a community's development. Degree of slope is a major criterion for construction activity. Map II-3 shows the topography of the Town. The closer together the contour lines, the steeper the slope. Slope can be grouped into general categories, based on suitability for building:

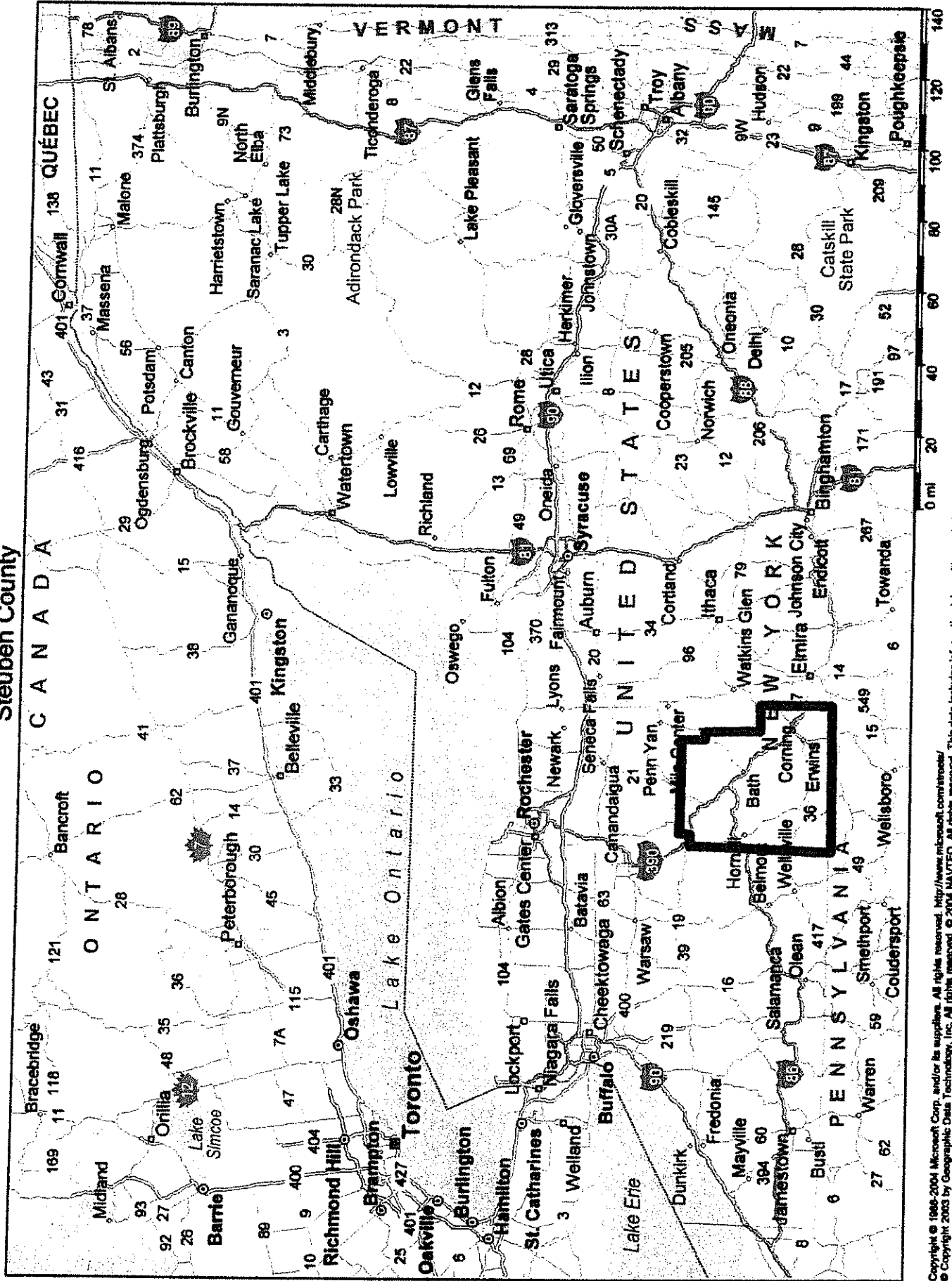
- 1) Nearly Level to Gently Sloping - 0-8% - This slope is suitable to nearly all types of residential, commercial and industrial uses. It is also very suitable for agricultural purposes. About 6,163 acres, or 54.2%, of the Town are in this category.
- 2) Moderately Sloping - Greater than 8-15% - Low-density residential development and agriculture can utilize much of this type of terrain. These slopes are too steep for most industrial, commercial, and high-density uses. Nearly 4,180 acres, or 36.7%, of the Town are in this category.
- 3) Excessive Slopes - Greater than 15% - Slopes of this degree will deter most development. Development on slopes of this degree will be costly and can best be utilized for pasture land, natural reserves or recreation areas. Uses such as this would leave the soils undisturbed, thus avoiding the problem of erosion. About 1,039 acres, or 9.1%, of the Town are in this category.

By examining slopes in relation to past development trends, it can be seen that, except for the lakeshore areas, people have chosen the most favorable slopes for the higher density areas of the Town.

### C. NATURAL DRAINAGE

A community's natural drainage system is a factor which must always be given consideration when the physical character of a community is being studied. Drainage controls the manner in which surface and sub-surface water is gradually drawn from a given tract of land or region. The natural drainage of an area will also determine the manner in which both storm and sanitary sewage systems should be designed. Flood Plains, streams and creeks must be protected in order to maintain and, if possible, increase their capacity to

# Steuben County



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# Map II - 2


## Steuben County

### Town of Wayne



# Map II - 3

## Slope in the town of **WAYNE**

 Parcels

### Percent Slope

<VALUE>

 0 - 5

 5 - 10

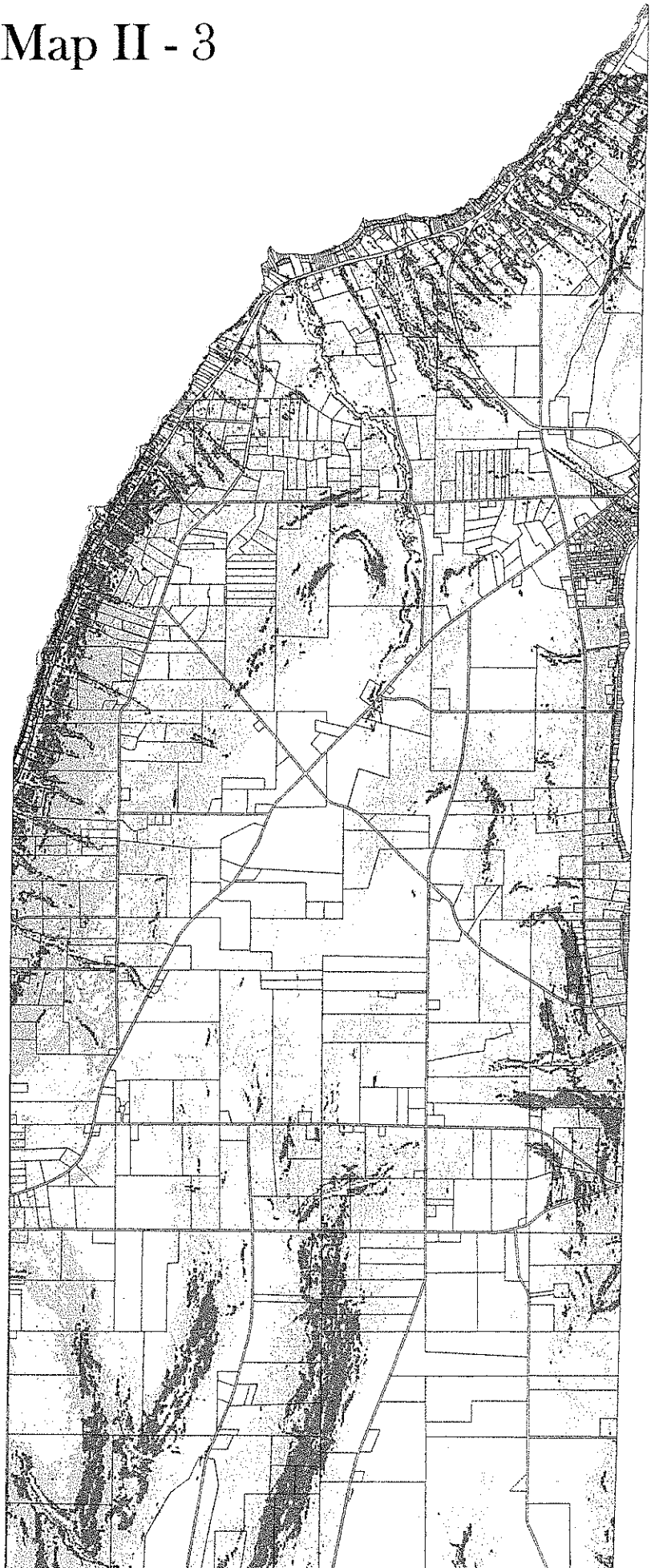
 10 - 15

 15 - 25

 Over 25



1" = 1,000'





carry storm water. As new development occurs, the amount of run-off water increases, thus putting an added burden on the streams and flood plains. When considering development, the entire drainage area must be examined. What takes place in one part of the Town can very well affect other areas. This applies to not only storm water run-off, but also pollutants.

### **1. Two Major River Basins**

The Town of Wayne is located in two major river basins. The northern and western sections of the Town drain into Keuka Lake which is a part of the Oswego River Basin, which is part of the Great Lakes Watershed. The southern portion of the Town drains into Mud Creek, which drains into the Conhocton River, which then drains into the Chemung River which is a part of the Susquehanna River Basin. The eastern portion of the Town drains into Waneta Lake, which drains into Lamoka Lake which, in turn, drains into Mud Creek, the Conhocton River and then the Chemung River which, as was previously mentioned, is part of the Susquehanna River Basin.

### **2. Flood Plains, Flooding, and Flood Insurance**

The flood plain is identified as an area adjoining a river, stream, watercourse or lake which is likely to be flooded. Flooding means a general and temporary condition of partial or complete inundation of normally dry land areas. The flooding of recent years has resulted in renewed concern over development in such areas. It has finally been realized that it is vital to leave the flood plain unobstructed by development. This is not to say that the flood plain has no development potential at all. Agricultural and recreational uses are examples of what might be considered as appropriate for the flood plain.

Major flooding of Keuka Lake and Waneta Lake has occurred occasionally. Flooding normally occurs during the early spring and is likely to occur as a result of the rapid melting of accumulated snow accompanied by spring rains. There have been occasions, however, when exceptional flooding has occurred as was the case in July of 1935, June of 1972, and September of 1975.

The Town of Wayne fully participates in the National Flood Insurance Program, by enforcing a local law regulating development in the 100-year flood plain, thereby making residents of the Town eligible to purchase flood insurance.

## **D. NATURAL AESTHETICS: HILLS -- VALLEYS -- OPEN SPACE**

The natural aesthetics of a community are some of its greatest assets. In the Town of Wayne the abundance of open space is most evident. From the Town's northwestern slopes, Keuka Lake can be seen, glistening in the daylight. The acreages of vineyards and the wooded hillsides offer a unique and attractive setting. The hills, the valleys, the streams, the open space atmosphere is something that local people may minimize because they have always been close to it. To the outsider, it is somewhat of a marvel, thus an attractive natural setting may be a factor in attracting economic development and new residents to the area. Of special importance is the concept of "view shed," significant views of hillsides, lakes, and other natural features which can be seen from public roads, as well as from private property. View sheds can attract visitors and, in some instances, maintain and strengthen property values. It is important for the Town to see these as a valuable resource, and to attempt to protect them when possible.

## **E. SOILS DETERMINE DEVELOPMENT POTENTIAL**

Soil characteristics are an important factor in determining development potential and limitations.

Basically, the major soil considerations are the wetness (or depth to a seasonal water table), permeability (or the soil quality that allows water to move through it), slope or incline of the land, and the susceptibility to flooding. The depth of rock was not given a separate rating, as exact rock depths within any given small tract of land is more difficult to predict than the other soil items. Also, rock is more of a problem at construction time rather than affecting the site after completion of construction. From the known properties of soils, characteristics or responses can be predicted. Among these are the depth to, and time of, a seasonal water table, soil permeability, soil productivity, erodibility and various engineering properties such as subsidence, cut slope slippage and corrosion potential.

## 1. Soils Analysis

The soils analysis contains an evaluation of the soils to aid in making decisions concerning the suitability of areas for development. With this thought in mind, the soils were evaluated as to how they might function in regard to needed soil qualities for on-site water and sewage disposal. This information and the degree of home-site density will isolate the areas where the need for municipal facilities will be most critical.

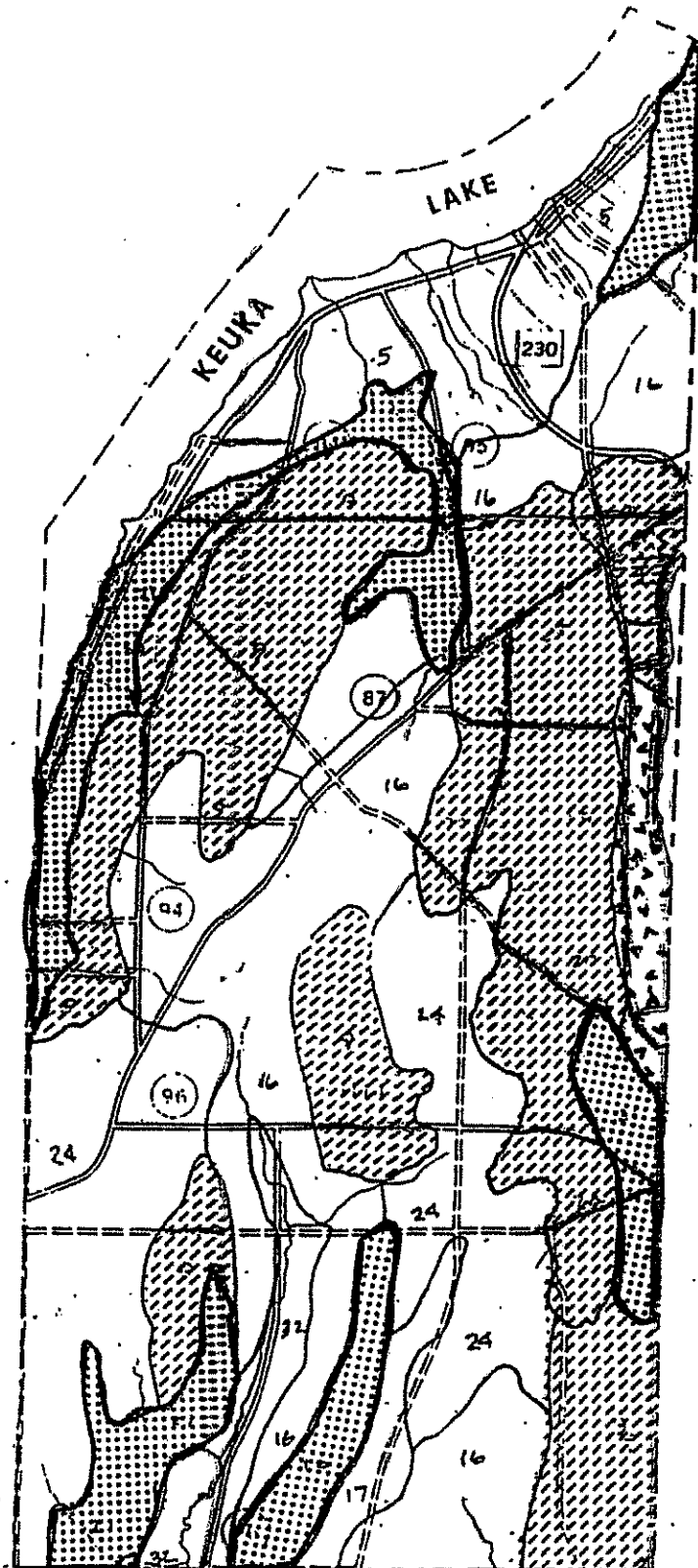
## 2. General Soil Suitability Map

The map entitled, "Town of Wayne General Soil Suitability Map" contains four soil suitability groups; these are: Group I, Group II, Group III and Group IV. These groups should not be confused with the soils groupings in the legend of the detailed Town Soils Map. The purpose of the General Soil Suitability Map is to provide a graphic representation of the overall soils situation for the Town at a scale suitable to be placed in the text of this Plan.





The following are general soils characteristics found in each of the four groups:

- I This group contains soils with the least limitations when considering placement of basements and on-site water and sewage disposal. Limitations are due to moderate slopes, occasional shallowness to bedrock, seasonal water table at 2-1/2 feet, occasional flooding, and the presence of some unstable soil material.
- II This group contains soils with moderate limitations when considering placement of basements and on-site water and sewage disposal. Limitations are due to moderate slopes, occasional shallowness to bedrock, seasonal water table at 2 1/2 feet, occasional flooding, and the presence of some unstable soil material.
- III This group contains soils with moderate to severe limitations. Limitations are due to greater slopes than those in Group II, seasonally high water table at 1 1/2 feet, some shrink and swell potential, more frequent flooding, and areas of flood scare.
- IV This group contains soils with severe limitations. These limitations are due to very steep slopes, shallowness to bedrock, seepy conditions, and abundance of stones, poor stability, frost heave, a shrink and swell potential, and most frequent flooding.

# GENERAL SOIL SUITABILITY



## SOIL SUITABILITY GROUPS

-  GROUP I
-  GROUP II
-  GROUP III
-  GROUP IV

Sources: U.S.D.A. Natural Resources Conservation Service  
Steuben County Planning Department

## F. PLANNING IMPLICATIONS AND RECOMMENDATIONS

The advantage of evaluating the natural environment is that it is much easier and less costly to work with the natural resource limitations than it is to attempt to alter them. In the Town of Wayne, several constraints have been identified.

### 1. Slopes

More than half of the land in the Town is on slopes of 0-8%. This is the most suitable slope category for development and should be the priority of future development when considering slopes. Numerous examples exist in the Town of building on excessive slopes resulting in problems of erosion, drainage, driveway safety issues, and others.

**Recommendation:** The Town should consider more comprehensive steep slope regulations.

### 2. Drainage

All new development must give consideration to its effect on its area's natural drainage. It should be remembered that poor drainage practices can not only have an adverse effect on neighboring properties but on an entire major river drainage basin. In addition, development resulting in altered drainage patterns can increase flooding in already flood-prone areas, and cause it in areas not previously prone to flooding.

**Recommendation:** Drainage and stormwater management should be a major focus of all development reviews.

**Recommendation:** The Town should continue to strictly enforce the flood plain regulations. The availability of flood insurance should not be viewed as an incentive to build in flood hazard areas, but as financial protection for those who have unfortunately located there in the past.

**Recommendation:** The Town should establish permeable and impermeable surface percentages in development regulations to enhance erosion and sediment control.

### 3. Aesthetics

The rural open space setting of the Town is presently quite attractive and it should be protected from high-density development and conflicting land use controls.

**Recommendation:** The Town of Wayne should continue the on-going beautification program.

**Recommendation:** The Town should review sign regulations, and revise where appropriate.

**Recommendation:** The Town should encourage natural shoreline preservation.

**Recommendation:** Regulations for the preservation of view sheds should be considered.

**Recommendation:** The Town should establish regulations to provide for the appropriate placing and screening of utility facilities.

**Recommendation:** The Town should develop night illumination regulations to regulate both the intensity and direction of outdoor lighting.

#### 4. Soils

Soils characteristics are the single most important aspect to consider when designing an on-site waste disposal system. For this reason alone, it is imperative that regulations be enforced which require specific soil capabilities, found through percolation tests, before the design of such a system. Artificial systems should be designed for soils which do not meet the required capabilities.

**Recommendation:** The Town of Wayne should continue to be an active participant in the Keuka Watershed Improvement Cooperative (KWIC), and continue its inter-municipal agreement with Schuyler County regarding wastewater management for the Lamoka/Waneta Lakes Protection and Rehabilitation District, to strictly regulate the installation and maintenance of septic systems.

#### 5. Water Resources

All the residents of the Town of Wayne not using water from Keuka Lake or Waneta Lake rely of groundwater for residential use. It is imperative that this resource be preserved and not contaminated.

**Recommendation:** The Town should discourage land uses and facilities that require large quantities of groundwater.

**Recommendation:** The Town should consider local laws that restrict horizontal natural gas drilling and deep well disposal / storage of contaminated water.

### III. POPULATION

#### A. HISTORY

As Table 1 indicates, in the early 1800's Wayne had the greatest population. While the period between 1890 through 1930 showed constant decline, the period from 1930 to 1980 shows an increase with the greatest between 1960 to 1970 (187). There was a decline from 1980 to 1990 (-37). The population increased again from 1990 to 2000 (136). The population of 1165 for 2000 is the greatest since 1890. The reasoning behind these trends is quite simple. In the early 1800's the area was predominately stable agriculture. Between 1890 and 1920, the Industrial Revolution drew farmers away from the rural area into more urbanized areas in large masses. By 1930, the rural to urban movement began to slow down and stabilize in the 1940's and 1950's. There was a strong urban to rural movement in the 1960's and 1970's with transportation opportunities and facility expansions. Urbanites were also starting to flee the noise, congestion and pollution of the cities. Recent surveys indicate this is still happening. Thus, it is not difficult to project large population increases in the rural areas in the next 10 to 20 years.

---

TABLE 1

POPULATION  
TOWN OF WAYNE  
1840 - 2000

1840	1,350	1920	516	1970	902
		1930	516	1980	1,066
1890	889	1940	577	1990	1,029
1900	838	1950	580	2000	1,165
1910	643	1960	715		

Source: U. S. Census

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#### B. RECENT TRENDS

The 2000 Census data showed a sharp decline of national, State and County growth rates since 1990. In addition to the general decline in population growth rates, a decline in actual population was noted for approximately one-half of the counties in the nation. In view of these trends it is encouraging to note that, during the same decade, Steuben County had only .003% decrease in population. See Table 2.

The above trends are understandable when viewed from a national level. Our nation's cities and villages have witnessed a decline in urban oriented population growth since 1960. In general, this decline can be attributed to people shunning away from the negative externalities of the cities (the noise, congestion, pollution, etc.) to the amenities of the more rural areas (less density, lower taxes, lower land values, clean air, water, etc.).

Wayne saw a population increase which was four times the average increase for Towns in Steuben County between 1990 and 2000. Considering Wayne's proximity to the Bath, Hammondsport and Penn Yan employment areas and the accessibility through its highway system, such an increase is understandable.

TABLE 2  
POPULATION TRENDS BY CLASS OF MUNICIPALITY,  
STEBEN COUNTY - 1970 - 2000

	1970-1980 <u>% Change</u>	1980-1990 <u>% Change</u>	1990-2000 <u>% Change</u>
Steuben County	- 0.003	- 0.001	- 0.003
Cities	-17.0	- 5.9	- 9.0
Villages	- 5.8	- 6.0	- 3.0
Towns	+12.8	+ 4.8	+ 3.2
Wayne	+18.2	- 3.4	+13.2

Source: U.S. Bureau of Census, 1970,1980,1990,2000

Wayne is within the sub-County region, which includes the Towns of Pultney, Urbana, Bath, Bradford and Wayne, and the Villages of Hammondsport, Bath and Savona. These sub-County regions, which are based on geographic location, employment centers and economic similarities, can be used to compare population trends. Table 3 shows in the sub-county region Wayne's population grew by 13.2% between 1990 and 2000. This was the largest increase of all the towns in the group, noting the villages of Bath, Savona and Hammondsport, along with the town of Urbana all had population decrease in the same time frame.

TABLE 3  
POPULATION TRENDS WITHIN WAYNE'S SUB-COUNTY REGION  
1990 - 2000

<u>Municipality</u>	<u>Population</u>		<u>Change</u>	
	<u>1990</u>	<u>2000</u>	<u>No.</u>	<u>%</u>
Wayne	1,029	1,165	+136	+13.2
Bradford	699	763	+64	+ 9.2
Bath	5,949	6,456	+507	+ 8.5
Pultney	1,417	1,405	- 12	- 0.8
Bath (V)	5,801	5,641	-160	- 2.8
Urbana	1,878	1,815	- 63	- 3.4
Savona (V)	974	822	-152	-15.6
Hammondsport (V)	929	731	-198	-21.3

Source: U.S. Bureau of Census, 1990, 2000

See the graph entitled, "Population Change 1940-2000 for Wayne, Wayne Sub-County Region and Steuben County."

### C. POPULATION DENSITY

Population density is used to portray how intensely the land in a particular community is being used. Table 4 compares the population density of Wayne with that of Steuben County and other towns of the Bath-Urbana Sub-County Region. It should be noted that the lack of a density problem does not constitute a lack of need for proper planning. Planning is preventative in nature. The proper time for planning is before problems have developed. Once land use problems are physically in place, they are extremely difficult and costly to correct. Good planning prior to extensive development can help preserve the rural atmosphere of Wayne and avoid costly mistakes in land use which commonly occur in unplanned development. From the survey conducted in 2007 by the town, the population density along the lakes is an issue while the rest of the

town has sparse density. But the density issue along the lakes is mainly a seasonal issue as the population increases in summer months. But as the trend continues towards more year round residents along the lakes, this may be an issue all year long.

TABLE 4  
POPULATION DENSITY

Municipality	2000 Population	Area Sq. Mi.	Persons/ Sq. Mi.	Acres/ Person
Wayne	1,165	21.0	55.48	11.54
Steuben County	98,762	1,410.3	70.03	9.14
Bath	5,634	92.1	61.17	10.46
Bradford	763	25.3	30.16	21.22
Urbana	1,815	41.9	43.32	14.77
Pulteney	1,405	33.2	42.32	15.12

Source: U.S. Bureau of Census, 2000

The figures above show that Wayne has a density of 14.55 less people per square mile than the entire County and also has 2.40 more acres per person than the County. When Wayne is compared with its neighbors, it falls slightly above the average people per square mile of 46.49 and below the average acreage per person of 14.62. See the map entitled "Population Density by Municipality - 1970" to compare Wayne with the remaining Towns of the County.

## D. AGE DISTRIBUTION

By examining age distribution in a community, certain things may be determined. Dependency ratio for instance represents the number of people per one hundred of the population who are dependant to some degree upon the remainder. The dependant person may be divided into two groups: minor dependents (age 14 and under), and elder dependents (age 65 and over). Each group has different needs. The minor dependant requires schools and various recreational facilities. The elder dependant has a need for such things as apartment-type housing, nursing homes, special medical facilities and transportation. In most instances, the services for both dependant groups are those which are provided by various levels of government.

### 1. Dependency Ratio

The dependency ratio for the Town of Wayne increased from 54% in 1990 to 58% in 2000. Although the fourteen and under population decreased by almost 20%, the over sixty-five population increased by over 40%, resulting in an increase in the ratio. This trend will probably continue, as the number of retirees choosing to live in the Town continues to increase.

### 2. Prime Work Force

The age distribution may also be used to determine trends in the work force in the community. The prime work force is considered to be the two age groups of 25-54, and 55-64, with the greatest emphasis on the 25-54 age group. Table 5 indicates that, in 1990, 38.5% of the population was in the age group 25-54, and 15.9% in the group 55-64. In 2000, the percentages were 36.4% and 16.6 %, respectively. Also shown is the combined population in age groups under 5 to 44 decreased from 1990 to 2000 while the 45 to 65+ increased. In summary, the population of Wayne as a whole continues to age.



It is interesting to note that by comparing Table 6 to 7, the % of male to female population has reversed when comparing 1990 to 2000. 1990 had 50.2% male and 49.7% female. 2000 had 48.8% and 51.2%, respectively.

TABLE 5

POPULATION BY AGE GROUPSSTEBEN COUNTY AND TOWN OF WAYNE

<u>Age Characteristics</u>	<u>Steuben County % Population, 2000</u>	<u>Wayne % Population</u>	
		<u>1990</u>	<u>2000</u>
Under Age 5	6.1	5.5	3.9
Age 5 - 14	15.2	13.0	12.3
Age 15 - 24	12.1	10.5	10.1
Age 25 - 44	27.1	25.7	20.9
Age 45 - 54	14.4	12.9	15.5
Age 55 - 64	9.8	15.9	16.6
Age 65+	15.1	16.4	20.5

TABLE 6

AGE - SEX COMPOSITION - TOWN OF WAYNETOWN OF WAYNE - 1990

<u>Age Characteristics</u>	<u>Male %</u>		<u>Female %</u>		<u>Total %</u>	
Under Age 5	26	2.5	31	3.0	57	5.5
Age 5 - 14	70	6.8	64	6.2	134	13.0
Age 15 - 24	52	5.1	56	5.4	108	10.5
Age 25 - 44	133	12.9	131	12.7	264	25.7
Age 45 - 54	64	6.2	69	6.7	133	12.9
Age 55 - 64	90	8.7	74	7.2	164	15.9
Age 65+	82	8.0	87	8.5	169	16.4
<u>TOTALS:</u>	517	50.2	512	49.7	1,029	99.9

AGE - SEX COMPOSITION - TOWN OF WAYNETOWN OF WAYNE - 2000

<u>Age Characteristics</u>	<u>Male %</u>		<u>Female %</u>		<u>Total %</u>	
Under Age 5	24	2.1	22	1.9	46	4.0
Age 5 - 14	70	6.0	73	6.3	143	12.3
Age 15 - 24	54	4.6	64	5.5	118	10.1
Age 25 - 44	125	10.7	119	10.2	244	20.9
Age 45 - 54	88	7.6	93	8.0	181	15.6
Age 55 - 64	91	7.8	103	8.8	194	16.6
Age 65+	117	10.0	122	10.5	239	20.5
<u>TOTALS:</u>	569	48.8	596	51.2	1,165	100.0

## E. HOUSING DENSITY

Population density and housing density go hand in hand. Currently, the only areas within the Town with high densities are those around the Hamlet of Wayne and the lakeshores. In order to plan for the future, we have to look at what has happened in the past. From 1950 to 1980, the population growth in Wayne averaged 18.2% per decade. In the decade of the 1980s it leveled off and ended up a minus 3.5%. Steuben County also ended the 1980s at minus 0.1%. From 1960 to 1980, year-round homes averaged 24.6% growth. In the decade of the 1980s, year-round homes leveled off and ended up at 1%. There probably are two main reasons why population and year-round home growth rates declined in the 1980s. The first reason is there has been no growth in jobs in Steuben County. The second reason is that some retired people go to warmer states and take up legal residence there and come back to seasonal homes here.

## F. PLANNING IMPLICATIONS

As noted before, the population density in the Town of Wayne is concentrated on the lake shores. In the summer time, the density could triple or more as people return to their seasonal homes. This creates a greater potential of air and water pollution. Before the Flood of 1972, the biggest source of pollution was farming, especially the use of DDT. Since then the greatest risk of pollution has changed to the more dense population around the lakes. This density issue will be addressed by recommendations in other sections of the Plan.

In addition to varying levels of population density, the other major planning implication is the age structure of the population. The town continues to age, with the school-age population declining and the over-55 population continuing to increase. This issue will also be addressed by recommendations in other sections of the Plan.

## IV. HOUSING

The type of housing, where it is located and its physical condition reflects the character of the community. There are two types of housing in Wayne, year round and seasonal. As was noted before, population growth and year round housing growth have similar growth rates. Seasonal housing growth is determined by the amount of recreation land available. Seasonal housing has been the largest percentage of total housing since 1960 but, since 1970, it has shown a decline in percentage. This can be attributed to the fact that many of these units are being converted to year round homes.

It is obvious that house values have risen considerably during the last decade. It should be noted that, as housing costs rise, it will cause a greater proportion of the population to be priced out of the market.

### A. HOUSING TRENDS

Table #1 gives a great amount of information for the time period between 1990 and 2000. Because of its complexity, it might be easier to draw conclusions from the data given by explaining, individually, each type of housing unit.

TABLE 1  
TOWN OF WAYNE  
HOUSING TRENDS 1990 - 2000

HOUSING UNITS	1990		2000		% Change
	#	% Total	#	% Total	
Conventional Year-Round Residences	425	30.7	494	33.5	+16.2
Year-Round Mobile Homes	233	16.8	235	15.9	+ < 1
Year-Round Vacant	22	1.6	40	2.7	+8.2
Seasonal*	704	50.9	708	47.9	+ < 1
TOTALS:	1,384	100.00	1,477	100.00	

Source: U.S. Census of Housing, Wayne Town Planning Board

#### 1. Year-Round Conventional Residences

The 2000 Census showed a moderate increase in percentage of total units for this type of housing unit. This could be explained, at least in part, by the significant number of seasonal homes on the lakes being refurbished to year round residences.

## 2. Year-Round Manufactured Homes

Most communities throughout Steuben County are showing an increase in manufactured home units. Wayne is no exception. Since 1980 the total number of units has increased almost four times, although the increase from 1990 to 2000 was negligible. The popularity of manufactured housing can be attributed to the lower costs of manufactured homes compared to conventional housing, as well as increased quality and styles available. Many of the single-wide manufactured homes have been enlarged and converted to double-wide.

## 3. Year-Round Vacant

The number of vacant year-round units has increased over the last 10 years, although the number is still rather small. It appears that a good number of these vacant units are being converted into seasonal dwellings.

## 4. Seasonal Homes

The Town of Wayne has more seasonal residences than other types. The reason for this is the substantial frontage on two lakes. Although this type of housing continues to be the largest percentage of total housing, it has seen a significant decline in the percentage. This decline can be attributed to the fact that many of these seasonal units are being converted to year-round units.

## 5. Recreational Vehicles

Although not reflected in the Census data, there has been an obvious increase in the use of recreational vehicles for temporary housing in the Town. The zoning laws need to reflect an effort to discourage long term usage of RV's as housing and limit temporary use.

## B. HOUSING VALUES

A factor which may reflect the condition of the housing stock is the financial value. Values are tabulated by the Census of Housing for owner-occupied and vacant for-sale units, both of which are on lots of less than ten (10) acres. This excludes agricultural-residential units, rentals, and mobile homes.

TABLE 3.

### YEAR-ROUND HOUSING VALUES IN PERCENTAGES

Owner Occupied (Excludes Renters, Farmers, Mfd.Homes)

	<u>1970</u>	<u>1980</u>	<u>1990</u>	<u>2000</u>
Under 25,000	88.0	42.1	12.6	----
25,000-50,000	9.1	35.5	22.1	15.9
50,000-100,000	2.9	20.2	26.1	42.2
100,000-200,000	----	---	22.1	24.8
200,000-400,000	----	---	14.1	14.8
Over 400,000	----	---	3.0	2.2

(Year 2000 categories are 200,000-500,000 and Over 500,000)

### C. SUMMARY

Overall, the popularity of permanent housing in the Town of Wayne continues to improve. The enforcement of the Building Code and zoning laws have improved the quality of homes in Wayne. The Keuka Lake Watershed Improvement Cooperative continues to help clean up pollution around the Lake. Efforts should continue to encourage repair and maintenance of existing dwellings.

### D. PLANNING IMPLICATIONS

It can be seen that the trend toward increased use of manufactured homes has leveled off. This is a positive trend. Too many times, manufactured homes are placed on lots which would be too small to provide adequate water and sewer facilities. The type of housing that people choose should have no bearing on lot sizes. The need for water and sewer facilities remains the same.

Seasonal housing will most likely depend upon available land. As land near the lakes becomes scarce, a density problem has, and will continue to, occur. With increased density comes a greater pollution potential. A related issue is the increased use of RV's for seasonal housing. This trend must be monitored and appropriately addressed in the zoning law.

**Recommendation:** The Town of Wayne should review Zoning Laws to reflect the definition, use and storage of recreational vehicles.

Other housing-related planning implications are addressed in the Natural Environment and Land Use sections of the Plan.

## **V. ECONOMIC PROFILE**

### **A. EMPLOYMENT WITHIN THE TOWN**

The Town of Wayne is largely a residential community, offering limited employment. This is reflected in the small number of commercial and industrial enterprises. As of 2008, there were ten(10) commercial establishments located within the Town., including two restaurants, a winery, a motel, a sign shop, a campsite, a boat wrap business, an architect's office, a miniature shop, and a wine supply shop. There is one industrial enterprise, New Market Product Company, Inc., a machining business. These enterprises offer opportunities for employment, as well as services to the community. Agriculture is the single largest employer in the Town of Wayne. In 2008, nine (9) agricultural operations, including three vineyards, qualified for an agricultural tax exemption. There are also numerous other smaller farming operations.

### **B. EMPLOYMENT FOR TOWN RESIDENTS OUTSIDE THE TOWN**

The greatest percentage of the Town's employed commute to out-of-town areas to work. Within a short distance of the Town is the employment area of Hammondsport, where there are a number of wineries, Mercury Aircraft, a sheet metal electronic computer plant, the Hammondsport Central School, retail stores and restaurants. The Village of Bath employment area is also within commuting distance of the Town. Steuben County offices, Phillips Lighting Corporation, and the Veterans' Administration Center offer the greatest employment opportunities in that area, along with retail stores and restaurants. The Village of Penn Yan employment area also offers significant employment opportunities. Some residents travel longer distances to work, including Corning, Watkins Glen, Geneva, Ithaca, and beyond.

### **C. PLANNING IMPLICATIONS**

The Town of Wayne has developed as an agricultural area, and as a residential community, both year round and seasonal. Although additional employment opportunities would undoubtedly be viewed positively by many residents, the Community Survey did not identify this as a priority.

## VI. MUNICIPAL SERVICES

### A. INTRODUCTION

The availability and diversity of community services is essential for the prosperous development of a community. Adequate municipal services not only benefit existing residents, but tend to attract new residents who are looking for communities that offer certain specific services. The purpose of this section is to identify existing municipal services and facilities, to determine any deficiencies, and to examine possibilities of overcoming deficiencies, while at the same time providing for future community needs. The following facilities and services are studied:

- 1) Recreation
- 2) Water Supply
- 3) Sanitary Sewage Disposal
- 4) Refuse Disposal
- 5) Administrative Facilities
- 6) Library Services
- 7) Fire Protection
- 8) Police Protection
- 9) Electric Power
- 10) Communications
- 11) Health Facilities
- 12) Educational Facilities
- 13) Religious Facilities

### B. PUBLIC FACILITIES AND SERVICES

#### 1. Recreation

The need for adequate space for recreational purposes is recognized as one of the essential parts of community planning. Providing recreational facilities for the young people of our society was once considered as being all that was necessary. This is no longer true. Recreational facilities for all age groups are needed. The shorter work week with a resulting increase of leisure time, earlier retirement and a longer life expectancy, places people of all age groups in the position of being able to enjoy recreational facilities. Part III, Population, emphasizes the "aging" of the Town of Wayne, with significant increases in the older age groups.

Currently, the Town offers one facility for public recreation. The Town of Wayne has a combination playground-playfield, located adjacent to the Town Hall. This facility provides the associated playground apparatus designed primarily to serve children between the preschool and 15-year-old age groups, along with recreational fields providing recreation for young people and active adults.

The Town has a boat launch on Keuka Lake which is available for use by the public. In the southwestern portion of the Town is 433 acres of state forest land, which is available for hiking, hunting, and other outdoor activities.

Considerable discussion has surrounded the decommissioning of the power station on Keuka Lake by NYSEG. Possible recreational uses have been proposed, and deserve additional consideration.

## **2. Water Supply**

There is no public water supply in the Town. Water is obtained from wells, or from Keuka Lake and Waneta Lake. However, water quality in Keuka Lake became a significant issue when shallow water fecal bacteria sampling results for 1992-1994 indicated excessive bacteria in the lake in the summer time. During the summer of 1994 the average of 50 fecal bacteria samples collected exceeded the standard for a "AA" quality lake, which Keuka Lake is. The probable source identified for this was failing septic systems, which will be discussed in the next section.

## **3. Sanitary Sewage Disposal**

There are no public sewage systems in the Town. Sewage disposal is handled by individual septic systems. It has been documented that failing septic systems have been the primary source of bacterial pollution in both Keuka and Waneta Lakes. To address septic system problems, the Town of Wayne banded together with the other five towns and two villages around Keuka Lake to form the Keuka Watershed Improvement Cooperative(KWIC). KWIC was created for the purpose of implementing a uniform waste water treatment standard for all sites within the towns bordering Keuka Lake, and was later expanded to include Waneta Lake. This local law is a means by which failed systems can be found and brought up to an appropriate treatment standard. An important component of the local waste water law is the Zone One Inspection Program. Zone One is defined as the critical water protection zone and includes the land within 200 feet of a lake or water course. Inspection of all waste water systems within Zone One, including tank and distribution boxes, is required at least once every five (5) years.

## **4. Refuse Disposal**

There is no municipal pickup of household waste in the Town of Wayne. Several private haulers provide waste pickup. The Town does provide an annual waste collection at the Town Barn for Town residents, as well as a compost site on SR 230, open to Town residents only.

## **5. Administrative Facilities**

The Wayne Town Hall is located on Silsbee Road. It houses the office of the Town Supervisor, Town Justice, Watershed Inspector, Code Enforcement Officer, Town Clerk and Town Assessor. It also contains a meeting room which can hold up to 150 people. There is a limited parking area in front of the Town Hall. The Town Hall is available for use by residents for a donation.

## **6. Library Services**

There are presently no library facilities within the Town of Wayne. The Town financially supports the Hammondsport Library.

## **7. Fire Protection**

The Town is serviced by the Wayne Fire Department which has a five-bay fire station located at 10417 County Route 87. The Wayne Fire District includes the entire Town of Wayne, which is approximately 21 square miles, plus those portions of the Town of Tyrone and the Town of Barrington which are within the Wayne Fire District.



## **8. Police Protection**

Police protection is provided by the Steuben County Sheriff's Department and the New York State Police.

## **9. Electric and Gas Service**

Electric and gas service is provided by NYS Gas & Electric Corporation. Natural gas service is available along portions of the shore of Keuka Lake, as well as to portions of the Waneta Lake area. Residents in other parts of the Town use propane.

## **10. Communications**

Land line telephone service is provided by Frontier. Cellular is available from numerous providers, although service coverage is sporadic in many areas of the town. Cable television is available from Time Warner along Keuka Lake shoreline and some other areas, but is not available to all residents. Internet service is available from numerous providers.

## **11. Health Services**

The closest hospitals are Ira Davenport Hospital, Bath, Soldiers & Sailors Hospital, Penn Yan, and Schuyler Hospital in Montour Falls. Wayne has a Volunteer Ambulance Service.

## **12. Educational Services**

Currently, the greatest portion of the Town is served by the Hammondsport Central School District. The southern section of the Town is served by the Bradford School District. Numerous two and four year colleges are within a fifty-mile radius of the town.

## **13. Religious Institutions**

The Waneta Lake Baptist Church is located on County Route 97.

# **C. PLANNING IMPLICATIONS AND RECOMMENDATIONS**

The Town of Wayne provides services appropriate to its relative size and population. The Town must continue to identify the most appropriate method of financially supporting the services it offers, whether by general taxation, special districts, user fees, or other revenues. In addition, Section III, Population, describes an age structure in the Town which is becoming significantly older. Decisions concerning the provision of municipal services must take into account this aging population.

## **1. Recreation**

The current recreational facilities adjacent to the Town hall are probably sufficient for the youth and young adults in the Town. However, the aging population must be a factor when considering future recreational activities and opportunities. Another area which seems to require some consideration is the public boat launch, which is currently free, and open to the public, while having very limited parking and sometimes being a nuisance to neighboring property owners.

**Recommendation:** The Town playground should be maintained in good repair to prevent injury and potential liability to the Town.

**Recommendation:** The Town Board should investigate possible recreational opportunities for older residents, in addition to the more traditional activities and facilities geared to younger people.

**Recommendation:** The Town should continue to explore the acquisition of the vacated NYSEG hydro plant land and building for possible uses, including recreation.

## 2. Water and Sewage Issues

The issues of water supply and sewage treatment are critical not only for their impact on the natural environment, but also their relationship to future development patterns. The Town of Wayne has shown its recognition of the importance of these issues by becoming an active participant in KWIC. These issues will only become more important as development becomes more concentrated, and the trend to convert seasonal residences to year-round homes continues. Individual septic systems were never meant to be used in areas of high density development. More modern sewage treatment options must be considered if the water quality of the lakes, both for drinking and recreation, is to be maintained.

**Recommendation:** The Town should continue to be an active participant in KWIC, and inspections should be kept current.

**Recommendation:** The Town should explore the feasibility of creating both water and sewer districts, and developing the necessary infrastructure, to serve the populated areas of Keuka Lake and Waneta Lake, in cooperation with other communities.

## 3. Health Services

The same population changes affecting the recreational needs of the Town will also impact the needs for health-related services. While locational decisions of health care providers will be largely driven by financial considerations, discussions concerning the possibility of some type of clinic in the Town may be appropriate, and these discussions could be initiated between the Town Board and area hospitals. Another area needing continued focus is ambulance service. The difficulty in finding and retaining qualified volunteers for local ambulance services is an on-going problem in most rural areas, due at least in part to strict state regulations concerning the requirements for certified EMT's on ambulances. An aging population will only put more demand on local ambulance services.

**Recommendation:** The Town Board should initiate discussions between it and area hospitals to consider the feasibility of a local health clinic in the Town.

**Recommendation:** The Town Board and the ambulance corps should maintain an open dialogue with the Steuben County Department of Emergency Services and any ambulance corps serving an adjoining area, to identify any opportunities for enhancing service.

#### 4. Communications

**Recommendation:** The Town Board should continue to pursue the development of a Town web site. All Town officials have email and addresses are posted for the public.

#### 5. Public Safety

**Recommendation:** The Town should evaluate possible homeland security threats, and address those identified with appropriate actions, i.e. evacuation routes, etc.

#### 6. Municipal Services – General

**Recommendation:** The Town budget should adequately support adopted projects of the various Town boards and committees.

## VII. TRANSPORTATION

### A. EXISTING SYSTEM

The present and proposed circulation system of a rural community in many cases serves as the impetus for future land use developments. Seasonal communities such as Wayne, depend on an efficient highway system to handle commuter traffic with greater ease.

#### 1. Highways

The Town is currently served by a highway system that is classified as follows: State - 7.34 miles, County - 19.02 miles, Town - 32.61 miles. There is a total of 58.97 miles of public highway serving the Town.

##### a. Functional Classification

Highway programs are based upon a functional classification of the highway network system. This system classifies roads according to their relative importance and principal functions in terms of volume and nature of traffic on each route. This classification ranges from principal arterials to minor collectors and local roads. While the primary function of the arterial is to serve through-traffic, the function of the local road is to serve land access. Other elements of the system are designed to serve both the mobility and land access functions. Traffic volumes can vary from one segment of a highway to another, as well as from highway to highway. The figures for County roads are supplied by the Steuben County Public Works Department. The traffic counts for State Routes 54 and 230 are by the New York State Department of Transportation. Many variables will influence the volume of traffic over a given highway. The figures do represent a relative volume. The classification also implies responsibility. The State provides the arterial systems, the County the collectors, and local governments (towns, villages, and cities) the local systems. There are exceptions to this theory. Unique circumstances, sometimes both physical and political, as well as history of development, can affect the respective responsibility.

The following indicates the functional highway classification in Wayne. The figures in parentheses are the Average Daily Traffic Counts for 2006/2007:

Principal Arterial - none

Minor Arterial - State Highway 54 (2288 north of SR 230; 2026 south of SR 230)  
County Route 114 (1103)  
County Route 96 NW (1202)





Major Collectors - State Highway 230 (447)  
County Route 87 (1165)

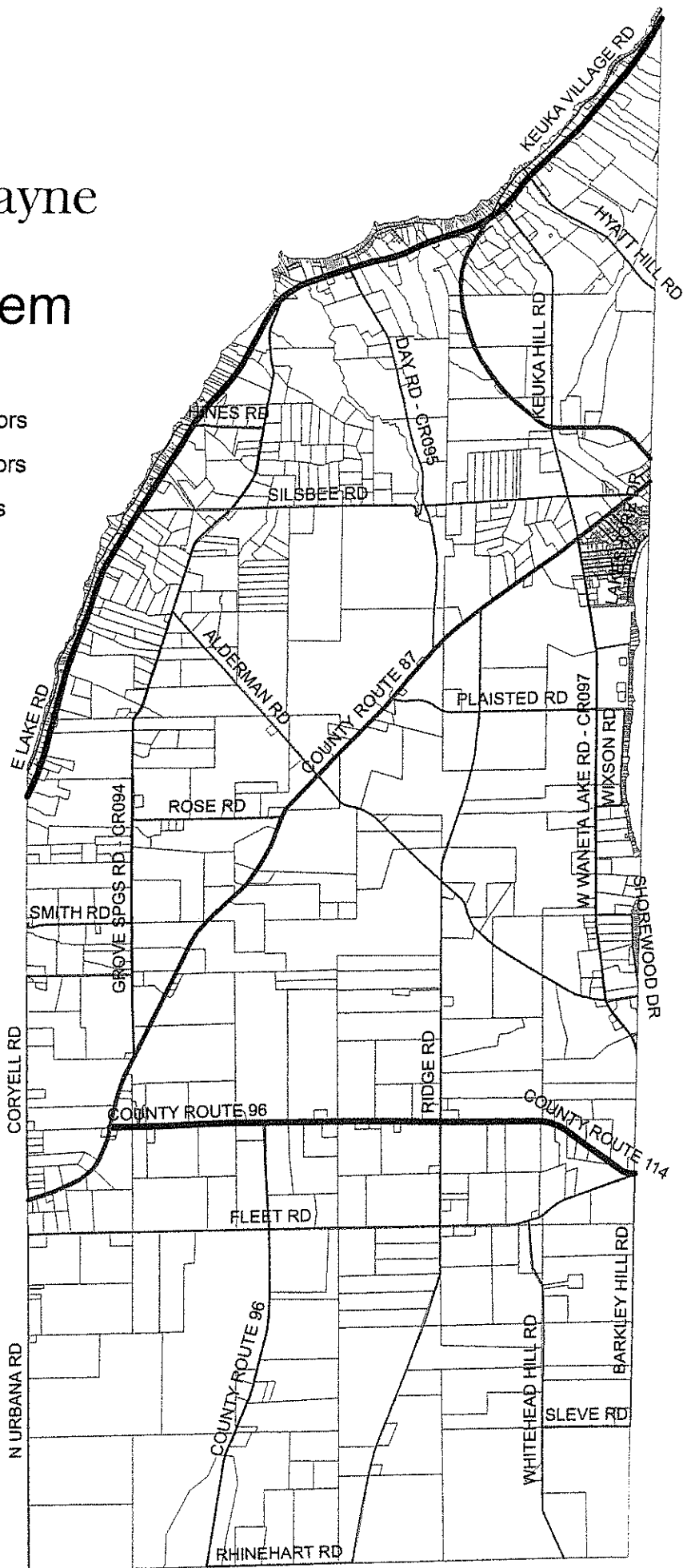
Minor Collectors - County Route 94 (116)  
County Route 96 (653)  
County Route 97 (869)

Local Roads - Town Roads

# Town of Wayne

## Road System

-  Minor Collectors
-  Major Collectors
-  Minor Arterials
-  Local Roads



## 2. Air Service

There are two commercial airports serving the Wayne area. These are the Elmira – Corning Regional Airport, which is located in Chemung County approximately 6 miles east of the City of Corning, and the Rochester International Airport, located southwest of Rochester, New York. There are smaller airfields in the Hammondsport and Penn Yan areas which serve smaller private aircraft.

## 3. Bus Service

The Steuben County Transit System can be boarded in Hammondsport, with bus service to Bath, Hornell, and Corning.

## 4. Rail Service

There is currently no passenger rail service to the area. Freight rail service is available nearby in Bath and Penn Yan.

# B. PLANNING IMPLICATIONS AND RECOMMENDATIONS

## 1. Functional Classification

All highways in the Town have been functionally classified. Each highway should be recognized for its function and the types of roadside uses and their development standards should be varied accordingly.

**Recommendation:** The Planning Board should review the Land Use Regulations to determine if adequate consideration is given to the functional classifications of roads when determining appropriate uses and regulations.

**Recommendation:** The Town should request that the NYS Department of Transportation reduce the speed limit in SR 54 between Silsbee Road and CR 230.

**Recommendation:** The Town Highway Department should work in conjunction with the Town Planning Board in determining future road system development plans.

**Recommendation:** The Town of Wayne should consider ways to better regulate and enforce speeds and use on Town roads.

## 2. Road Maintenance

Highway expenditures make up the largest part of most Town budgets. Expansion of the present highway system of the Town of Wayne in the near future is doubtful. For this reason, the present system should be properly maintained. The Town has adopted a capital program which has resulted in a Highway Department which now has excellent equipment and facilities.

**Recommendation:** The staffing and equipment of the Highway Department should be a high priority in the Town's budget.

**Recommendation:** Drainage ditches should be maintained and upgraded where necessary to protect the environment and the integrity of the road.

**Recommendation:** Town Land Use Regulations should be examined and amended appropriately to restrict excavation which would threaten the integrity of the adjoining road.

**Recommendation:** The Town should continue to share highway resources with other towns and the county.

### 3. Highway Abandonment

Most towns are faced with expanding highway budgets. Some of these problems develop when land is purchased by outside interests, on roads that are not in the current work program or are in some instances thought to be abandoned. New owners may soon request or demand that these roads be brought up to standards with other roads in the Town highway system. This can become very costly if the land is developed into year-round residences and requires school bus service. The Town should consider the use of abandonment to remove roads not used from the town road system.

Abandonment of town highways and the procedure to be followed in the event that a highway has been abandoned are governed by the New York Highway Law Section 205 (McKinney's Supplement 1974-75). That Section provides that a highway that has not been opened and worked within six years from its dedication, or which has not been traveled or used as a highway for six years, shall cease to be a highway, and every public right-of-way that shall not have been used for that period shall be deemed abandoned as a right-of-way. The statute provides that the Town Highway superintendent with the written consent of a majority of the Town Board, shall file and cause to be recorded in the Town Clerk's office, a written description signed by him and the Town Board of each highway and public right-of-way so abandoned, at which time the highway shall be discontinued.

Qualified abandonment is another procedure provided by the New York Highway Law for dealing with highways which have not become wholly disused. This procedure can only be used on highways which have been traveled by less than two vehicles daily for the previous two years. Such a condition has to be agreed upon by the County and Town Highway Superintendents before proceedings can take place. The procedure also involves a public hearing to be held by the County Highway Superintendent. The end result would be that, although the highway would no longer be worked at the public's expense, it would not cease to be a highway for purposes of public easement. Qualified abandonment would be the most beneficial to the community, but its procedural complexity will probably limit its use.

**Recommendation:** The Town should pursue the legal abandonment of any Town roads that are not utilized.

### 4. Emergency Access

The large number of seasonal dwellings in the Town, and the large number of visitors they bring often result in inappropriate parking, blocking of roads, etc. These conditions can make the timely provision of emergency services difficult, and sometimes impossible.

**Recommendation:** The Town road system should be maintained to assure that sufficient access exists for emergency vehicles, through the appropriate regulation of development, and using law enforcement where necessary for immediate problems.

## VIII. LAND USE

### A. EXISTING LAND USE

A study of existing land use is essential for a meaningful Comprehensive Plan. Only through the knowledge of the present land use pattern and growth trends, can sound direction for future development be established. Another point for consideration is that the courts of New York State will not validate local zoning ordinances unless the ordinances are based upon a sound rational plan, and recognize existing land uses. It is, therefore, imperative that the Planning Board be familiar with the ways in which the land is being used in the Town of Wayne. Table VIII-1 summarizes the use of land in the Town of Wayne, based on 2007 Property Class Acreage Report of the Steuben County Real Property Tax Service Agency. General land use classifications are also shown on Map VIII-1

TABLE VIII-1

<u>Property Tax Classification</u>	<u>Land Use</u>	<u>Acres</u>
100	Agriculture	2,746
200	Residential	4,906
300	Vacant	4,453
400	Commercial	68
500	Recreation & Entertainment	10
600	Community Services	22
700	Industrial	6
800	Public Services	143
900	Forest / Conservation	<u>458</u>
		Total 12,812

#### 1. Agricultural Land Use

In the Town of Wayne 21.4% of the total acreage is being assessed as farmland. In numbers this accounts for 9 farms. This information was obtained from the Steuben County Real Property Tax Agency and the Cornell Cooperative Extension of Steuben County. In 1994, the percentage of agricultural land use was 39.6%. In recent years, the number of agricultural units in many areas has been declining. The open space of these agricultural units when given up is often subdivided and left vacant or sold as individual building lots or vacated for future uses. The town needs to assure that the remaining vacant parcels are free to expand back to working landscapes.

The New York State Agricultural Districting Law was passed in 1972. This law allows farmers to petition the County Legislature for the creation of agricultural districts. The purpose of such districts is to maintain agricultural land, and check urban development. Five major provisions of the Agricultural Districting Law are as follows:










- 1) Agricultural value assessment of farmland (also available to none-district parcels)

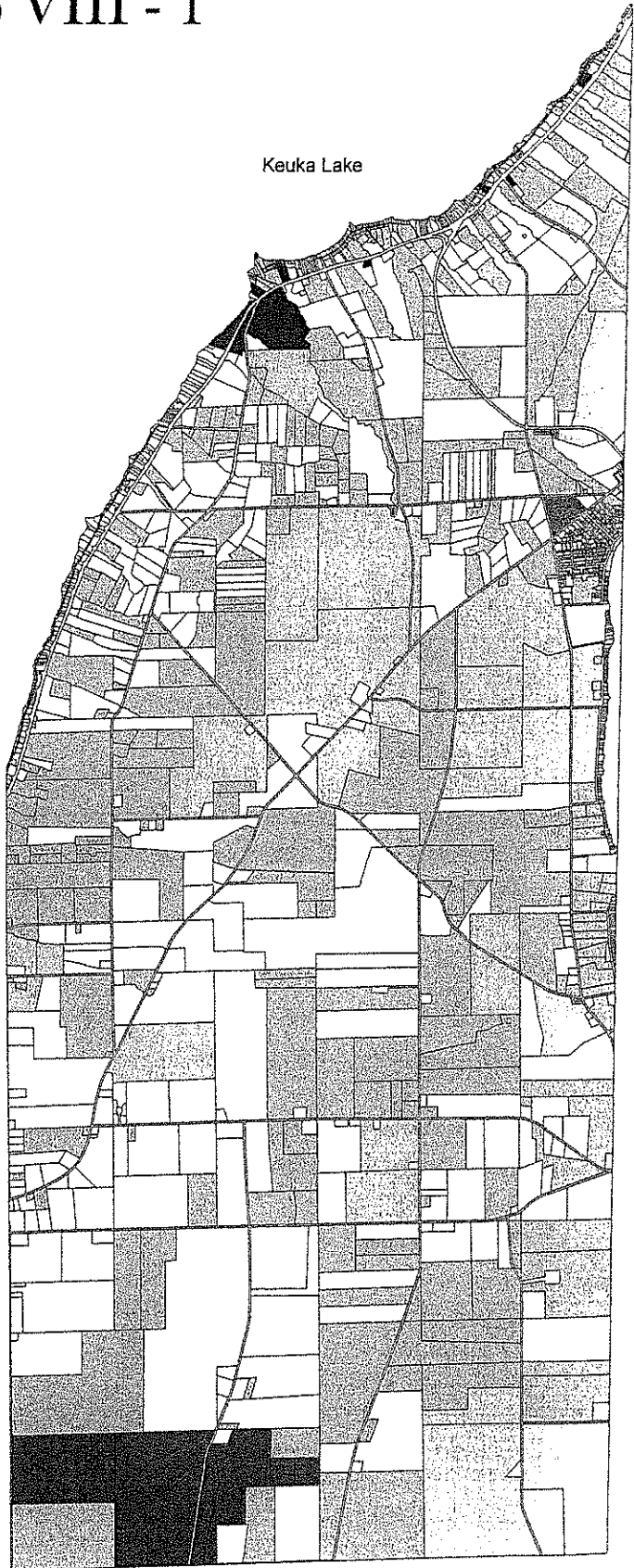


# Map VIII - 1

## Town of Wayne Major Land Uses

Keuka Lake

- Parcels**  
**Property Class**
-  Agricultural
  -  Residential
  -  Vacant Land
  -  Commercial
  -  Amusement
  -  Community Services
  -  Public Service
  -  Forest Lands
  -  No Data



- 2) Local ordinances may not be enacted that would restrict reasonable farm practices beyond the requirements of health and safety.
- 3) The right of public agencies to acquire farmland by eminent domain is modified, though not removed, alternatives must be seriously considered.
- 4) The right of public agencies to advance funds for sewer, water and other facilities that would encourage non-farm development is modified.
- 5) The power of special districts to impose benefit assessments or special ad valorem levies on farmland for sewer, water, lights and non-farm drainage is limited.

Currently, 3,114.81 acres in the Town of Wayne are part of Agricultural District #2.

## **2. Residential Land Use**

In 2008 there were 1,129 residential structures. Of this number, 35.7% were conventional year-round residences; 20.6% were year-round mobile homes; 1.9% were vacant residences; and, 64.4% were seasonal residences. The tax map data indicate that 4,912 acres, or 38.3% of the total land area was devoted to residential uses.

## **3. Commercial Land Use**

There are 8 commercial uses in the Town of Wayne. The only area that shows any concentration is along the State Highway 54. Here we find 6 commercial establishments which are from north to south: the Branding Iron Restaurant; the Keuka Motel at the intersection of Hyatt Hill Road; Abundant Grace Bed & Breakfast at the intersection on Route 230; and Top Dog Design, signage shop just below the intersection of State Highway 230; Ravine's Winery; and the Crooked Lake Winery. The remaining two commercial establishments are the Switzerland Inn located in Keuka Village, Fall Bright Vineyards on Hyatt Hill Road.

## **4. Industrial Land Use**

There is one industrial establishment recorded during the Land Use Survey. It is the New Market Product Company, Inc., a machine shop located on Back Street near the hamlet area of Wayne.

## **5. Utility Land Use**

There are two sites recorded as utility uses in the Town of Wayne. The first is located between State Highway 54 and Keuka Village Road just above the intersection of Hyatt Hill Road. On this site is an electrical generation station and a substation. The other site is located on Coryell Road, just off County Route 94. There is a decommissioned hydro facility in Keuka Village, and a cellular tower on Grove Springs Road. Other sites need to be noted and mapped.

## **6. Public Land Use**

There were seven sites recorded as public uses in the Town: the Town's closed landfill located on State Route 230; the compost area on Route 230; the Town Hall and Town Highway Department on Silsbee Road; the Wayne Fire Department on County Route 87; the Town Boat launch on Keuka Village Road; Town Park and Playground on the corner of Keuka Hill Road and County Route 87; the LaChance Boy

Scout Cabin.

## 7. Open Land Use

The remaining land, 4,911 acres or approximately 38% of all land in the Town, are lands which are both undeveloped and unfarmed. These include forests (including the state forest land adjacent to Birdseye Hollow Road in the extreme southern portion of the Town), brush, and wetlands.

## B. PLANNING IMPLICATIONS – PROPOSED LAND USE

At the present time, the rural environment of Wayne is most evident; proper planning for future development is the only insurance that future generations will be able to enjoy present surroundings. In the Community Survey conducted in the later part of 2007, strong feedback was received indicating that a rural setting, small community environment, lake access, and scenery should be preserved. This represents a great opportunity for the Town.

This section provides a narrative description, organized around the Town's various existing and proposed land use districts, of what this Comprehensive Plan recommends as the most appropriate for each area of the Town.

The fundamental goal of this Comprehensive Plan is to achieve sound balance between Wayne's current rural and agrarian character and new construction and development. In order to achieve and maintain this balance, the Town will oversee the location of various land uses through zoning regulations. In addition to ensuring the location of various land uses is appropriate for the Town's character, the design and appearance of new construction will be considered when permitting new development.

The following sections describe the proposed land use classifications. Please refer to Map VIII-2, Future Land Use, for graphic representation of these future land use areas. It should be noted that, land use classifications will be managed by the Town of Wayne Land Use Regulations except where County, State or Federal land use classifications may prevail.

### 1. AG - Agricultural

One of the key goals of the Comprehensive Plan is to preserve and protect farmland and open spaces. Foremost in the agricultural districts are historic farms (and State Forest lands) within the Town.

This district is the core of the Town's "working landscape" and would include:

- Historic interpretive sites
- Farm fields, grazing lands, crops, and other manageable/sustainable agriculture
- Buildings related to the support of those farm uses including residence for owners or labor, barns, stables, silos, out buildings, etc.
- Farm related equipment, repair facilities and shops, produce stands etc.
- Forest and wood land and hedge rows
- Crop cattle that can survive under local climate conditions with reasonable care vs. high water, chemical or energy demand

## 2. AG-RR – Agricultural Rural Residential

In addition to the Comprehensive Plan goal of preserving and protecting historic farmland and open spaces is to provide land surrounding or adjacent to historic farmlands with a district that provides a possible expansion or inclusion within the Historic Farm Land. It would also lend to provide smaller and specialized agriculture diversities to exist, within the Town, as a “working landscape” and would provide all AG points plus:

- All AG Agricultural Uses
- Garden shops or small nurseries
- “cottage industries” such as home based craftsman – especially those related to farming and/or rural culture
- Low density rural residential use within district land use regulations
- Low environmental use impact
- Carefully considered master-planned developments that are designed and built in such a way to minimize adverse environmental impacts and blend in with the surrounding landscape

## 3. AG-R – Agricultural Residential “Grape Zone”

Keeping character with the key Town Comprehensive Plan goal of preserving and protecting farm land and open spaces, certain districts within the Town have historic significance with vineyards and orchards. These areas are now among the desirable use for the open space and picturesque quality of their location. In order to satisfy the Comprehensive Plan key goal, this district can provide a co-existence between agriculture and residential use and would include:

- All AG Agriculture points
- “Cottage Industries” related specifically to vineyards and orchards
- Low density residential use within district land use regulations
- “Extremely” low environmental use impacts i.e. slopes, ravines, hedgerows, view sheds, minimum lawns, minimum clear cuts, etc.

## 4. LSR-1 – Lakeshore Residential One

Wayne’s lakeshore is densely built up with a variety of seasonal and year round residences on lakeshore lots. Some of these residences are periodically rented out. The basic residential and resort character of this area is expected to remain the same. The Plan’s recommendations are designed to ensure that any new construction and development within this area is in keeping with its current architectural style and scale. Any future development/land uses within this area will be expected to conform to the area’s current character, approval of the Architectural Review Committee, the Town Planning Board, and the permissible uses allowed within it and the requirements of the overlay districts.

Recommended Land Uses for Lakeshore Residential One would include:

- Single family residences with accessory structures including garages, tool sheds, decks, gardens etc.

- Boathouses, docks, other water-based recreation facilities that are in keeping with the Keuka Lake Uniform Docking and Mooring Law
- Historic Interpretive Sites
- Land to structure, surface and volume ratio construction practices
- Carefully considered master-planned developments that are designed and built in such a way to minimize adverse environmental impacts and blend in with the surrounding landscape

## 5. LSR-2 – Lakeshore Residential Two

Some of Wayne’s lakeshore areas have been built up to significant densities that have created almost “community” type of environments. Two such situations are Keuka Village and the Sylvan Beach. It is within the Town Plan to protect but yet improve these areas through land use guidelines that allow the existing and available building areas to move toward a more conforming building environment using the proper incentives.

These areas should also be the primary focus areas for such infrastructure improvements such as sewer and water.

Recommended Land Uses for Lakeshore Residential Two include:

- Same as Lakeshore Residential One
- Light retail/commercial

## 6. SC – Scenic Corridor Residential

This area is represented by the land east of SR 54 and is of a residential and light commercial/agricultural nature. As is the case with the lakefront district, the Plan’s recommendations are designed to ensure that any new construction and development within this area is in keeping with its current character especially in the case of any light commercial possible usage.

Recommended Land Uses for the Scenic Corridor Residential include:

- Light agriculture operations
- Medium density and medium intensity residential uses such as single family and multi-residential homes with accessory structures including garages, tool sheds, decks, lawns and gardens etc.
- Farm and vineyard related businesses such as wineries, roadside farm stands etc.
- A broad variety of “cottage” industries, such as home based businesses of the woodworking/furniture nature, arts and crafts manufacturing, clothes making and professional offices
- Bed and Breakfasts / Other small commercial uses
- Historic Interpretive Sites
- Museums
- Overlay districts or restrictions would prevail

- Carefully considered master-planned developments that are designed and built in such a way to minimize adverse environmental impacts and blend in with the surrounding landscape

## 7. M – Municipal

Areas that are considered in the Municipal Classification are:

- Town Hall, Highway Dept., La Chance Scout Building, Welles memorial Park (Playground), Fire Dept
- Cemeteries
- Town Roads
- Compost Site

## 8. LC – Land Conservation

Following the Plan’s recommendations, The Town will include one or more Protection Overlay Districts within its zoning code to provide additional protection for natural and cultural resources such as scenic vistas, open spaces, Federal and State wetlands, Federal Flood Zone, glens, gullies, forested areas, steep slopes (> 15%), unique wildlife habitats, “lake to lake” corridor and historic sites. The presence of an environmental protection overlay district over a certain land area will not prohibit new construction within that area, but it will require:

- Very specific building requirement
- Ecologically balanced agriculture
- Ecological zero carbon residential

Proposed Land Conservation Overlay Districts:

- LC - Scenic Vistas
- LC - Open Spaces
- LC - Lake-to-Lake Corridor
- LC - Federal and State Wetlands
- LC - Glens and Gullies
- LC - Steep Slopes (>15%)
- LC - Unique Wildlife Habitats
- LC – Special Flood Hazard District
- LC – Historic District - will indicate those areas of a Historic nature including, but not limited to:

Keuka Village  
 Central Point  
 Marlana Point  
 Hydro Plant  
 Historic Roads  
 Cemeteries  
 Historic Buildings and Structures

## 9. IC – Industrial/Commercial

Wayne abandoned industrial endeavors after the steamboat and railroad demise and only slightly left any serious endeavors with the exception of New Market Product Company on Back Street.

Any consideration of Adult Businesses in the Town of Wayne would be restricted to the commercial area of the Town.

### C. LAND USE RECOMMENDATIONS

Based on the Planning Implications identified above, the following Land Use Recommendations are proposed:

**Recommendation:** The Town should consider the establishment of incentives and disincentives for those areas that are to be preserved as rural. The Town should designate certain roads for future development.

**Recommendation:** The Town should support the sewer and water systems in the Sylvan Beach and Keuka Village areas for the protection of waterfront lake purity in the Town of Wayne.

**Recommendation:** The Town should provide public access to recreation by acquisition of the NYSEG Hydro Plant land and building.

**Recommendation:** The Town should consider encouraging development which preserves open spaces and scenic view sheds.

**Recommendation:** The Town should designate the Hydro Plant lake shore, penstock, canal, and surrounding land as a Land Conservation overlay zone, creating a “lake-to-lake” greenway.

**Recommendation:** The Town must aggressively address the issue of drainage, sedimentation, and erosion as it pertains to any land use situation, including stopping encroachment and filling in natural ravines.

**Recommendation:** The Town should establish lot size and allowable building footprint and mass restrictions in each of the proposed land use districts.

**Recommendation:** The Town should apply for a Farmland Protection Planning Grant.

**Recommendation:** The Town Board should establish an Agricultural Advisory Committee to look into ways to preserve and protect our rural working landscapes and agriculture

**Recommendation:** The Town should amend the Land Use regulations to establish a site plan review process for all development, not just Special Use Permits.

**Recommendation:** The Town Board should appoint, or authorize the Planning Board to act as, an Architectural Review Committee for lakeshore and surrounding residential/commercial buildings, and amend the Land Use Regulations to establish architectural standards for

development review.

**Recommendation:** The Town Planning Board should work with the Town Historical Society in identifying and designating Historic Buildings such as the Hydro plant, Captain's House, historical neighborhoods and settings such as Central Point, Bauer Farm on Day Road, and historic roads with scenic views such as Keuka Hill Road.

**Recommendation:** The Town should consider developing standards regulating alternative energy sources including, but not limited to, solar, wind, and other.

**Recommendation:** The Town should review the issue of non-conforming uses and structures, and amend the land use regulations as necessary.

**Recommendation:** The Town should acquire a precise map of all utility rights of way and facilities within the Town.

**Recommendation:** The Town should support the continuation of the Keuka Lake Watershed Land Use Planning Guide efforts and work with the Keuka Lake local law assessment analysis to keep it current.

**Recommendation:** Using the Keuka Lake Watershed Land Use Planning Guide as a model, the Town should pursue a similar inter-municipal network consortium with Waneta Lake watershed municipalities.

**Recommendation:** The Town of Wayne should consider adopting zoning regarding adult businesses.

**Recommendation:** The Town of Wayne should consider adopting a permitting process regarding the demolition or removal of existing structures.



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18 Nov 68












# Wayne

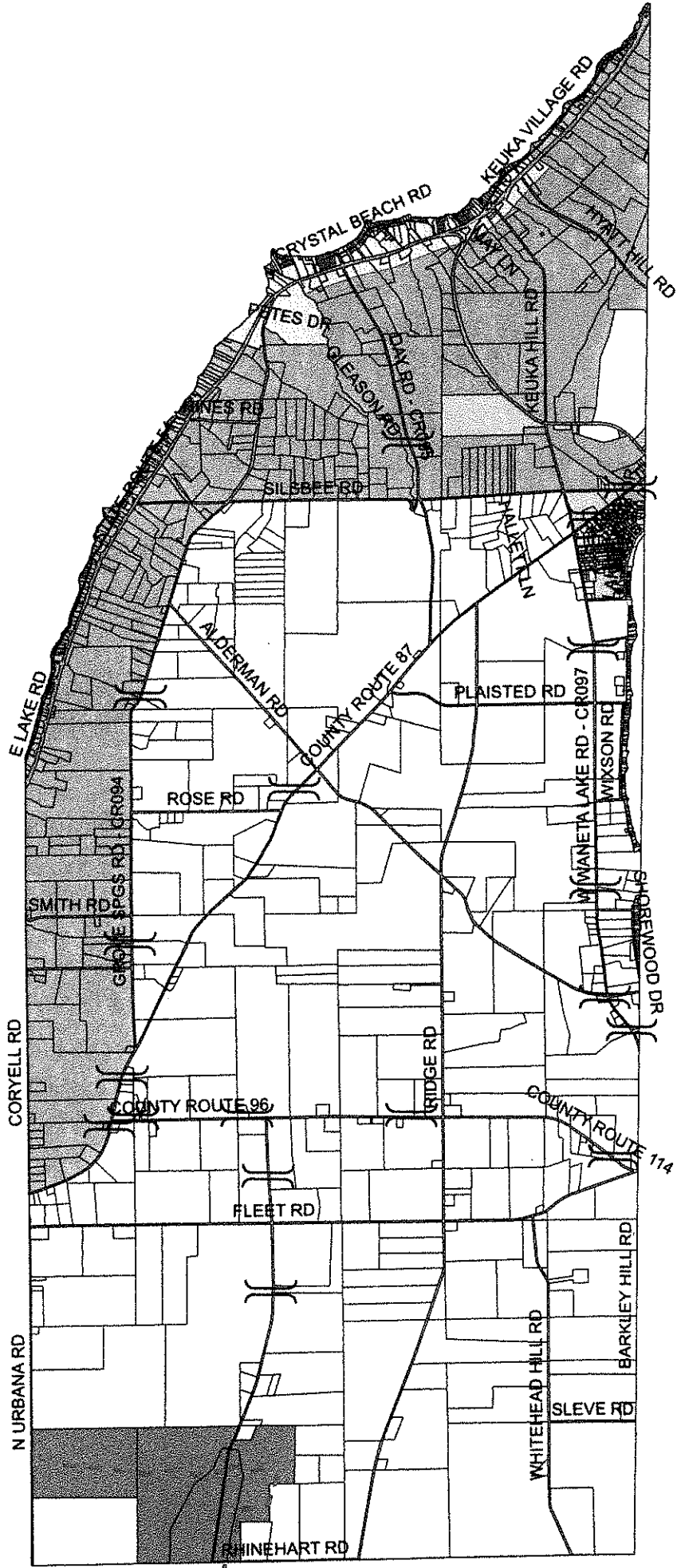
## Future Land Use

-  County Bridges
-  Finger Lakes Trail

## Land Use

### Districts

-  AG
-  AG-R
-  AG-RR
-  C
-  I
-  LC
-  LFR-1
-  LFR-2
-  M
-  SC (400')
-  SF



Plan 11-000000 by  
Don Evans, GIS Coordinator  
Wayne County Planning Dept



*read  
18 Nov '08*

## Town of Wayne Comprehensive Plan Recommendations

### Overall Planning Goals:

- To protect the scenic values and natural beauty of the Town
- To encourage efficient and effective use of tax dollars through orderly planned development
- To provide for the general health, safety, and welfare of the population
- To encourage the most appropriate use of land in the community in order to conserve and enhance the value of property
- To encourage the preservation of historically agricultural lands in the Town
- To preserve open spaces and special terrain features
- To discourage development in areas physically unsuited and inappropriate for development

### Natural Environment

**Recommendation:** The Town should consider steep slope regulations.

**Recommendation:** Drainage and stormwater management should be a major focus of all development reviews.

**Recommendation:** The Town should continue to strictly enforce the flood plain regulations. The availability of flood insurance should not be viewed as an incentive to build in flood hazard areas, but as financial protection for those who have unfortunately located there in the past.

**Recommendation:** The Town should establish "hard and soft" surface percentages in development regulations to enhance erosion and sediment control.

**Recommendation:** The Town should continue the on-going beautification program.

**Recommendation:** The Town should review sign regulations, and revise where appropriate.

**Recommendation:** The Town should encourage natural shoreline preservation.

**Recommendation:** Regulations for the preservation of view sheds should be considered.

**Recommendation:** The Town should establish regulations to provide for the appropriate placing of screening of utility facilities.

**Recommendation:** The Town should develop night illumination regulations to regulate both the intensity and direction of outdoor lighting.



Small, faint, illegible text or markings, possibly a stamp or signature, located in the lower-right quadrant of the page.

**Recommendation:** The Town of Wayne should continue to be an active participant in the Keuka Watershed Improvement Cooperative (KWIC), and strictly regulate the installation and maintenance of septic systems.

**Recommendation:** The Town should discourage land uses and facilities that require large quantities of groundwater.

### **Municipal Services**

**Recommendation:** The Town playground should be maintained in good repair to prevent injury and potential liability to the Town.

**Recommendation:** The Town Board should investigate possible recreational opportunities for older residents, in addition to the more traditional activities and facilities geared to younger people.

**Recommendation:** The Town Board should investigate whether the need exists to restrict access to the Town boat launch, either by limiting its use to Town residents, or, alternatively, charging non-residents a fee for use. In addition, parking congestion at the launch, which creates issues of public safety and general nuisance, should be addressed.

**Recommendation:** The Town should continue to investigate the possible acquisition and use of the vacated NYSEG power plant for recreational purposes.

**Recommendation:** The Town should continue to be an active participant in KWIC, and to ensure that any backlog in inspections is eliminated.

**Recommendation:** The Town should explore the feasibility of creating both water and sewer districts, and developing the necessary infrastructure, to serve the populated areas of Keuka Lake and Waneta Lake, in cooperation with other communities.

**Recommendation:** The Town should explore the feasibility of using the Keuka Lighting Co. as a basis to establish a Keuka Village Municipal Development Corporation, as a vehicle to assist in the development of water and sewer services.

**Recommendation:** The Town Board should initiate discussions between it and area hospitals to consider the feasibility of a local health clinic in the Town.

**Recommendation:** The Town Board and the ambulance corps should maintain an open dialogue with the Steuben County Department of Emergency Services and any ambulance corps serving an adjoining area, to identify any opportunities for enhancing service.

**Recommendation:** The Town Board should continue to pursue the development of a Town website.



**Recommendation:** The Town should evaluate possible homeland security threats, and address those identified with appropriate actions, i.e. evacuation routes, etc.

**Recommendation:** The Town Board should adequately fund the Planning Board, the Highway Department, and other facets of Town government to provide for the implementation of this Comprehensive Plan.

### **Transportation**

**Recommendation:** The Planning Board should review the Land Use Regulations to determine if adequate consideration is given to the functional classifications of roads when determining appropriate uses and regulations.

**Recommendation:** The Town should request that the NYS Department of Transportation reduce the speed limit on SR 54 between Silsbee Road and CR 230.

**Recommendation:** The Town Highway department should work in conjunction with the Town Planning Board in determining future road system development plans.

**Recommendation:** The staffing and equipment of the Highway Department should be a high priority in the Town's budget.

**Recommendation:** Drainage ditches should be maintained and upgraded where necessary to protect the environment and the integrity of the road.

**Recommendation:** Town Land Use Regulations should be examined and amended appropriately to restrict excavation which would threaten the integrity of the adjoining road.

**Recommendation:** The Town should continue to share highway resources with other towns and the county.

**Recommendation:** The Town should pursue the legal abandonment of any Town roads that are not utilized.

**Recommendation:** The Town road system should be maintained to assure that sufficient access exists for emergency vehicles, through the appropriate regulation of development, and using law enforcement where necessary for immediate problems.

### **Land Use**

**Recommendation:** The Town should consider the establishment of incentives and disincentives for those areas that are to be preserved as rural. The Town should designate certain roads for future development.





**Recommendation:** The Town should implement sewer and water systems in the Sylvan Beach and Keuka Village areas for the protection of waterfront lake purity in the Town of Wayne.

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**Recommendation:** The Town should apply for a Farmland Protection Planning Grant.

**Recommendation:** The Town Board should establish an Agricultural Advisory Committee to look into ways to preserve and protect our rural working landscapes and agriculture.

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**Recommendation:** The Town should consider adopting the Keuka Lake Watershed Management Plan and provide adequate funding to implement recommendations which apply to the Town of Wayne.

**Recommendation:** Using the Keuka Lake Watershed Management Plan as a model, the Town should pursue a similar plan for the Waneta Lake watershed.



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LULA

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combine



Rec'd  
18 Nov '08

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**TOWN OF WAYNE PLANNING BOARD**

**MEMO**

OK  
13 Apr '10

COPY

**DATE:** 3/2/2010

**TO:** Wayne Town Board

**FROM:** Maureen Kurtz, Secretary  
TOWN OF WAYNE PLANNING BOARD

**SUBJECT:** Recommended Changes for the Comprehensive Plan

At the March 1, 2010 Planning Board meeting, the board recommends the following changes to the Comprehensive Plan:

Page 1:

Delete the word **DRAFT** from all points in the document  
Change Gallipeau's name to read John Gallipeau instead of Jim  
Update the Town Board members names to read the following:

- Stephen T. Butchko, Supervisor
- James Wood
- Dennis Carlson
- Michael Haff
- Barney Hubbs

Post-it® Fax Note 7671		Date 4/21/10	# of pages 6
To Greg Helfner		From Gill Harrup	
Co./Dept. S/C Planning		Co. Town of Wayne	
Phone #		Phone # 292 3450	
Fax # 776 6926		Fax # 292 3309	



13 Apr 10

Page 10:  
5. Water Resources

All the residents of the Town of Wayne not using water from Keuka Lake or Waneta Lake rely on groundwater for residential use. It is imperative that this resource be preserved and not contaminated.

Add an additional recommendation:

Recommendation:

The Town should consider local laws that restrict horizontal natural gas drilling and deep well disposal / storage of contaminated water.

Page 18:

D. Planning Implications, add a recommendation to read:

Recommendation:

The Town of Wayne should review Zoning Laws to reflect the definition, use and storage of recreational vehicles.

Page 27:

B. Planning Implication and Recommendations

1. Functional Classification add an additional recommendation to read:

Recommendation:

The Town of Wayne should consider ways to better regulate and enforce speeds on Town Roads.

Land use

Page 37:

9.1.C Land Use Recommendations, add two (2) additional recommendations:

Recommendation:

The Town of Wayne should consider adopting zoning regarding adult businesses.

Recommendation:

The Town of Wayne should consider adopting a permitting process regarding the demolition or removal of existing structures.

