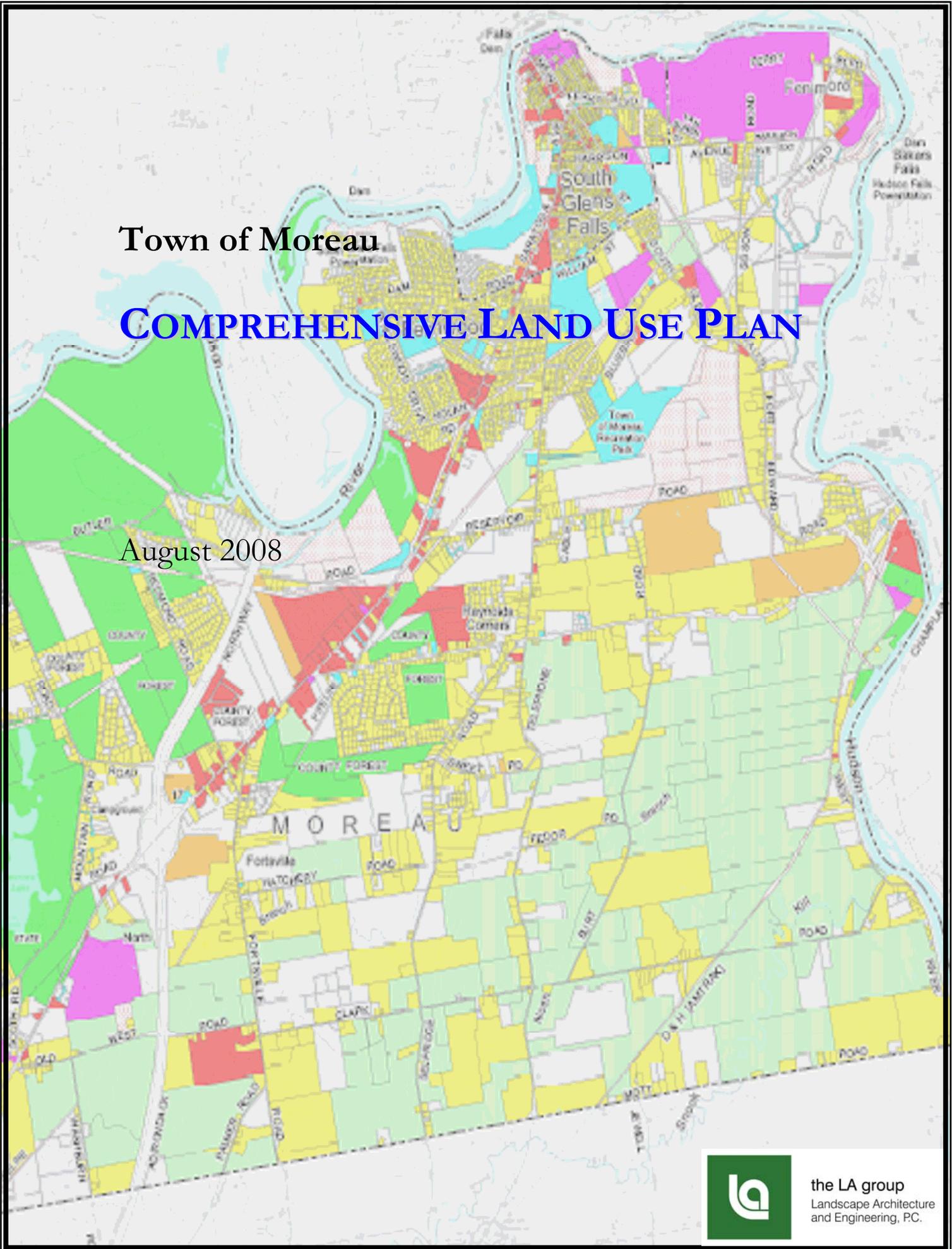


# Town of Moreau

## COMPREHENSIVE LAND USE PLAN

August 2008



the LA group  
Landscape Architecture  
and Engineering, P.C.

# Town of Moreau

## 2008 COMPREHENSIVE LAND USE PLAN

Prepared for:

### Moreau Town Board:

Preston L. Jenkins Jr., Supervisor  
Gina M. LeClair, Deputy Supervisor and Councilwoman  
Robert L. Prendergast, Councilman  
Thomas K. Cumm, Councilman  
Theodore T. Kusnierz Jr., Councilman

Town of Moreau  
Saratoga County, New York  
61 Hudson Street  
South Glens Falls, New York 12803  
(518) 792-1030

Prepared by:

### The Comprehensive Plan Committee:

Harry Gutheil, Theodore Been, Robert Fitzgerald,  
Carla Snyder, Harry VanScoy, James Edwards,  
Gerald Bouchard, Robert Prendergast,  
Keith Donohue, Kevin Elms, David Pronto

With assistance from:



the LA group  
Landscape Architecture  
and Engineering, P.C.

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# TOWN OF MOREAU

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## EXECUTIVE SUMMARY

**Introduction**

In early 2000, the Town of Moreau appointed a group of ten volunteers as the Comprehensive Planning Committee to create a Comprehensive Land Use Plan. With the support of the Town Board, and under the guidance of a consultant, the Committee has worked to articulate a community vision and provide direction for future land use development. The objective of this effort is to study the built and undeveloped environment and determine the status of existing conditions in the community. The Committee then worked to develop a Comprehensive Plan to accommodate new commercial, industrial, and residential development while assuring the protection of the natural resources in the community, as well as preservation of the essential character of Moreau as a vital Hudson River community. The Committee has held 15-20 meetings and has entertained presentations by the Saratoga Economic Development Corporation (SEDC), the Adirondack-Glens Falls Transportation Council, (AGFTC), and the Saratoga County Planning Department. In addition, students from the South Glens Falls School District were interviewed for their perspective on community issues.



*Moreau State Park is one of the Town's many natural features*

The Town's objective was to ensure that the vision created in the Plan is one that genuinely reflects the collective will of the community. Through extensive public outreach and feedback, priority issues were identified, and goals and objectives were established to direct the Plan's recommendations. The Town surveyed the views of the community with respect to the issues at stake, and worked to incorporate those views in the Plan's policies and recommendations. Although the recommendations address many

sensitive land use issues, the planning framework under which the recommendations will be implemented is broad-based and comprehensive. The Town and Committee jointly solicited public input on several different though varying methods:

- Town-wide written property owner survey;
- Two public workshops; and
- Two public hearings, one midway through process and a second public hearing at adoption.

### **Elements of the Plan**

The Town of Moreau Comprehensive Land Use Plan has two main chapters:

**CHAPTER 1** describes the identification and description of community issues and opportunities. This is an important data-gathering component in the comprehensive planning process. It represents an inventory of the expressed concerns of the community with regard to land use and future development, and drives the identification of goals, objectives, and recommendations. The goals, objectives, and recommendations are presented under the broad categories of community character, land use, economic development, housing, recreation, environmental quality, transportation, and community services.

**CHAPTER 2** identifies the actions and programs that need to be implemented by the Town to put the goals and objectives into practice and to achieve the preferred land use pattern. The principles that guide these actions are proactive and consistent with the goals, objectives, and future land use pattern chosen by the community. Many recommendations were suggested and considered. However, emphasis was placed on setting forth an implementation strategy that is manageable given the time and resources available to achieve priority objectives. The net result is a realistic plan for action.

## Strengths and Opportunities

The community survey reported that residents think favorably of the Town, experience what they consider to be a high quality of life, and have a positive outlook for Moreau's future. Residents' concerns centered on the continued path of moderate growth in the residential sector without



*Open spaces are an important attribute in Moreau*

corresponding growth in the commercial sector, the lack of well-paying, sustainable employment opportunities, and the perceived negative appearance of the NYS Route 9 corridor. Another important concern is that the community is growing away from its original center, which is the Village of South Glens Falls. As an additional consideration the NYS Route 9 corridor is viewed as having vast potential to adequately accommodate future commercial growth, while having little adverse impact on the environmentally sensitive areas of the Town. Achieving proper balance of commercial growth to the Village of South Glens Falls and the NYS Route 9 corridor is a core objective of the Town of Moreau Comprehensive Land Use Plan.

The main strengths of the community were identified as the following:

- Proximity to Adirondack Northway (I-87);
- Underutilized capacity of the Exit 17 interchange with its cloverleaf design;
- Unrealized potential for commercial redevelopment of the NYS Route 9 corridor;
- Access to high speed/all bandwidth communications along Northway;
- Access to major active rail line;
- Availability of natural gas;
- High capacity electrical transmission service;

- Development-ready status of the Moreau Industrial Park;
- Extent of frontage along the Hudson River;
- The extensive amount of open space and farmland;
- Moreau Lake State Park;
- Geographic proximity to widely recognized recreational and cultural attractions and metropolitan areas;
- Availability of a diverse work force;
- Moreau Community Center;
- Cooper's Cave Historic Site;
- South Glens Falls School District;
- Harry J. Betar, Jr. Recreational Park; and
- Grant's Cottage and Moreau Historic Society.

**Priority Issues**

Moreau has a wide array of land uses that all contribute to a unique community character. The mix of agricultural uses, horse farms, golf courses, and rolling open fields provide an attractive living environment while the proximity to I-87 gives residents access to employment centers and recreational opportunities. Moreau is a desirable and affordable place to live. Growth, however, is beginning to sprawl out into the rural areas of the community, causing numerous dispersed neighborhoods. This development pattern fragments neighborhoods and increases cost for installation and operation of municipal services such as water, sewer, road maintenance, etc. Therefore, prudent steps need to be taken to preserve open space and the associated rural character. In that regard input was received as to land uses that are in conflict with preservation of open space and rural character. Therefore, uses such as mining are to be disallowed in the future.

Building the commercial and industrial base of Moreau is of primary importance to the community. Moreau has the advantage of several powerful incentives for business to build and grow within the community. These include access to fiber optic lines along I-87, the railroad, natural gas lines, a plentiful water supply and substantial power resources. The Moreau Industrial Park has the advantage of offering new industries

municipal water and sewer at its site. In addition to its development-ready status, the Park is within the Saratoga County Empire Zone, affording prospective businesses a comprehensive range of tax abatement incentives and reduced utility costs.

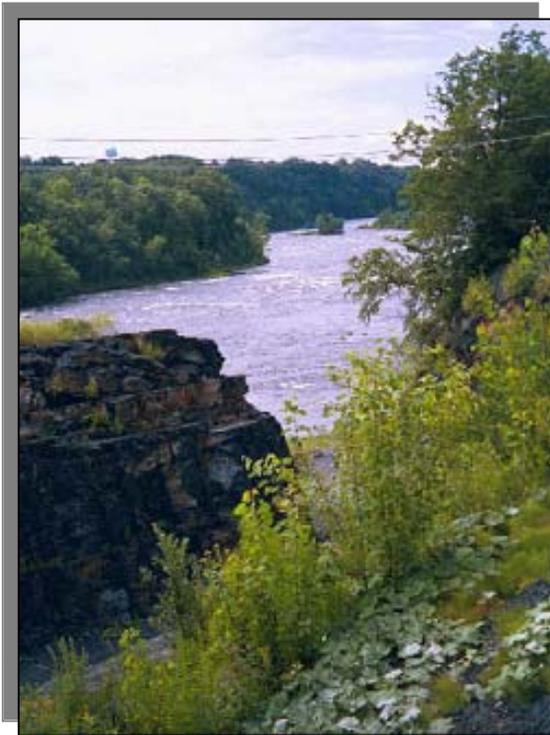
Important issues include provision of a further diversity of goods and services within the context of a redeveloped NYS Route 9 corridor. The corridor serves as a primary means of access to western and central Washington County, and southern Warren County. Development standards for an improved diversity of businesses within an aesthetically appealing environment summarize the long-term goal for the corridor. Large tracts of vacant or underutilized parcels, wide frontages, flat and open terrain, annual average daily traffic volumes ranging from 12,300 to 17,200 trips, and a growing Town and regional population are all factors that indicate successful redevelopment of the corridor as a feasible expectation. A review of regional commercial development trends over the last thirty years has seen a proliferation of retail-oriented development in close proximity to exits 15, 19, and 20 of I-87.

However, exit 17 and the area immediately surrounding the interchange does not share these limiting characteristics. Furthermore, the interchange with its “clover leaf” design has excess capacity to accommodate increased traffic volume without further improvement. As such, this area is poised to accommodate commercial growth. These attributes combined with a pro-active and selective recruitment effort will position the Town to realize significant and appropriate expansion of its commercial tax base.

Housing in the community is considered adequate due to the diversity of housing choices offered. There are eight mobile home parks, which accommodate approximately 800 mobile homes. Multi-family units comprise 909 units. Together these lower-cost living alternatives make up roughly 30 percent of the housing stock. Feedback from the community survey indicated, however, a need for additional senior citizen and affordable housing options. As expansion continues out of the Capital District and Saratoga Springs northward through the I-87 corridor demand for available land, residential development will increase. The economic effect will be increased land cost and ultimately an

increased cost for housing. Therefore, consideration should be given to rehabilitation of existing housing stock and redevelopment of existing residential neighborhoods. These areas by virtue of their parcel configuration and property value are more likely to be affordable to those residents of moderate income. The other main concern regarding housing is the managed growth of housing subdivisions. Subdivisions of mixed housing types should be encouraged in the areas just outside the Village of South Glens Falls and east and west of the NYS Route 9 corridor. The availability of municipal water in the NYS Route 9 corridor allows for increased density and reduces the need to expand into vacant lands on the periphery.

The Town offers a wide array of recreational opportunities for residents. The Harry J. Betar, Jr. Recreational Park is the recreational centerpiece for the community, and Moreau State Park is a state resource that offers a different set of recreational opportunities. The recently purchased state lands adjacent to Moreau State Park will offer extensive open space and recreational benefits to the community. The Hudson River is an underutilized resource with potential for trail building and public access.



Existing recreational resources are isolated from one another, and the opportunity exists to link them with a multi-purpose trail system. The Town's resources presently focus on outdoor activities, varying from active play fields and courts to more passive activities such as snow shoeing, walking, and cross country skiing.

The Hudson River surrounds the Town of Moreau on the west, north, and east. The river frontage provides many unique opportunities for recreation and tourism to the community. However, there are many constraints to recreational use of the Hudson River. One is

the fast moving water in several locations that prohibits safe swimming and boating. Other factors are the five hydro dams that prevent an uninterrupted boating route along the river.

Keeping the rising costs of services in line with inflation is a continuing challenge for local governments. Rising costs for health care and pensions typically exceed the rate of inflation. Without corresponding increases in alternative revenue sources such as sales tax receipts, local governments are left with real property tax as the primary revenue source. Therefore, the commercial and industrial tax base must be growing to avoid the burden shifting to the residential tax base. At the same time, residential growth is continuing at a steady pace of 40-60 building permits per year, resulting in rising costs related to providing educational and local municipal services to the residential population. Therefore, corresponding increases in the commercial tax base are warranted to offset the increased costs.

Moreau's major transportation corridors, NYS Routes 9 and 197, are experiencing significant increases in traffic. The result is slowing traffic as well as ingress and egress problems along these corridors. Many of these issues are addressed in the recently completed "*Corridor Improvement Plan for NYS Route 9*", and recommendations in the plan have been incorporated into this document.

Community services are generally considered to be excellent to those geographical areas being serviced.

### **Goals and Recommendations**

Goals and objectives are customized statements of policy that recommend what needs to be done and why. Recommendations represent the implementation phase of the planning process and outline how to accomplish each objective. This process begins to make meaningful progress when the community becomes engaged and focuses on the action steps as suggested in the plan. Successful implementation of the plan requires involvement, commitment, and dedication from residents, the Town government, civic



*The Harry J. Betar Jr. Recreational Park is the Town's premier park*

groups, neighborhood groups, etc., to meaningfully advance the plan's objectives. This section is organized into the following categories: Community Character, Land Use, Economic Development, Housing, Recreation, Environmental Quality, Community Services, and Transportation. The table entitled "Summary of Planning Initiatives,"

briefly describes the primary recommendations of the Town's

Comprehensive Land Use Plan. Individual recommendations are listed by category, level of priority, timeframe for action, and the suggested party assigned to carry out the recommendation.

The ten primary goals for the community are:

- ① Maintain a high quality of life for residents of Moreau and continue to build a community that supports the needs of residents of all ages.
- ② Promote a development pattern that fosters a well-connected community, provides for the orderly transition from urban to rural land uses, and proactively preserves open space.
- ③ Enhance and revitalize the local economy. Maintain and promote an environment that is attractive to current and potential commercial, industrial, and agricultural development.

- ④ Provide a broad variety of high-quality housing options and neighborhoods for all present and future residents within all levels of financial means.
  
- ⑤ Diversify the range and increase the availability of recreational opportunities available in the community.
  
- ⑥ Protect and restore natural resources, forests, wetlands, farmlands and waterways and outstanding scenic resources.
  
- ⑦ Promote a road system that is safe, effective, and efficient to meet the community goals.
  
- ⑧ Continue to provide municipal facilities and services that will meet the residents' common needs. In this regard investigate extension of municipal sewer service along NYS Route 9 and alternative sources of water for the municipal water system.
  
- ⑨ Improve opportunities for safe and efficient distribution of services.
  
- ⑩ Continue to preserve and protect the undeveloped open spaces in the Town of Moreau, particularly farmlands and those parcels used for, or conducive to, agriculture. Correspondingly mining as a land use due to large tracts of vegetation removal and deep cuts in the natural topography is in conflict with open space protection.

A strategic set of initiatives to achieve these goals has been developed in a categorical manner. The initiatives are intended to be the tangible actions taken to implement the plan. The initiatives outlined below have been carefully tailored to be manageable and achievable in consideration of the resources available to the Town. The initiatives are summarized as follows:

## Summary of Planning Initiatives

<b>General Land Use Initiatives:</b>	
1.)	Adopt the new Comprehensive Land Use Plan.
2.)	Appoint a Zoning Revision Committee to begin the process of amending the law using this plan's initiatives to guide the Committee.
<b>Housing Initiatives:</b>	
1.)	Ensure that equal housing laws are enforced and all housing meets public health, safety, and zoning codes. Provide the necessary funds for enforcement of all codes.
2.)	Develop and adopt a housing affordability strategy that pursues meaningful subsidies and provides worthwhile incentives for availability of housing across a range of types (single family detached, townhouses, rental units, etc.) to all income segments of the Town's population.
<b>Natural Resources Protection Initiative:</b>	
	Create a uniform set of standards in the Zoning Law that will address the protection of natural resources. Strengthen provisions in the Zoning Law for the management of stormwater, erosion, and the protection of open space.
<b>Open Space and Farmland Protection Initiatives:</b>	
1.)	In order to protect open space, consider adoption of incentive zoning and "conservation subdivision regulations."
2.)	Expand participation in the Saratoga County Agricultural and Farmland Protection Plan as a means to protect farmland and agricultural lands. New initiatives may include utilization of preservation tools as outlined in the Plan. These include, but are not limited to, average density zoning; purchase of development rights (PDR); tax abatements; conservation easements, and development and adoption of cluster and/or conservation subdivision regulations.
3.)	Identify areas and work with local and government organizations and non-profits to develop appropriate open space protection measures.
4.)	Disallow mining as a conforming use of land.
<b>Recreation Initiative:</b>	
	Develop a long-range recreation plan, prioritize needs, and identify funding for individual improvements.
<b>Economic Development Initiatives:</b>	
1.)	Search for funding sources to support the development of an economic development plan and a project coordinator. Consider reinstating the position of economic development coordinator, possibly a circuit rider, who could devise a business recruitment strategy with a regional perspective.
2.)	Facilitate business recruitment efforts that focus on commercial development along the NYS Route 9 corridor and the interchange with I-87.
3.)	Continue to promote the Moreau Industrial Park. Assist Saratoga Economic Development Corporation with recruitment efforts. Continue to upgrade the Moreau Industrial Park's infrastructure as necessary.
4.)	Identify the types of businesses the Town wants to attract. Streamline the site plan review and permitting process for these businesses at appropriate locations.
<b>Community Pride Initiative:</b>	
	Investigate the feasibility of consolidating various responsibilities of Village and Town governments.
<b>Infrastructure Initiatives:</b>	
	Develop a Capital Improvements Plan that considers the costs of providing sewer and water to new areas of the community.

## **A. Introduction**

The identification of issues and opportunities, derived during the public participation phase, is an important data-gathering component in the comprehensive planning process. It represents an inventory of the expressed concerns of the community with regard to land use and future development. Additionally, this inventory drives the identification of goals, objectives and recommendations of the plan.

These goals represent broad statements of interest while the objectives address the specific tasks that are needed to accomplish the goal. Recommendations represent the implementation phase of the planning process and outline how to accomplish each objective. This planning process begins to take shape when the governing body commits the Town's financial resources and personnel to carry out the goals and objectives set forth in the plan. This section is organized into the following categories: Community Character, Land Use, Economic Development, Housing, Recreation, Environmental Quality, Transportation and Community Services.

## **B. Community Character**

### Primary Issues:

Results from the community survey found that people generally have a favorable attitude towards living in Moreau. Residents perceive a high quality of life in Moreau and have a very positive outlook for the Town's future. One of the primary issues for residents is the potential impact of moderate growth in the residential sector without the corresponding growth in the business sector. Additionally, residents are concerned with the lack of moderate-paying sustainable employment opportunities and the visual quality of the NYS Route 9 corridor. This may result in an increased

demand for local services, and a corresponding increase in cost for providing those local services in the future.

***Goal: Maintain a high quality of life for residents of Moreau and continue to build a community that supports the needs of people of all ages.***

Objectives:

- Foster a pattern of development in the Town of Moreau that enhances community character makes efficient use of infrastructure, takes advantage of its regional location, and minimizes the adverse effects of development.
- Undertake focused initiatives, such as revisions to the Zoning Law, incentive zoning, average density zoning, development and adoption of conservation subdivision regulations, a development through obtaining of grant funds from Saratoga County, and implementation of purchase of development rights program to preserve and enhance open space and farmland protection.
- Keep property taxes as low as possible by promoting efficient compact residential development and encouraging business growth along the NYS Route 9 corridor.
- Maintain the quiet, small town atmosphere.
- Create and maintain attractive community corridors. Improve the overall appearance of the community, especially along the NYS Route 9 corridor.
- Promote the awareness and appreciation of Moreau's historic resources by creating a cultural and historic identity for Moreau.
- Promote and protect Moreau's natural beauty and natural resources.

- Investigate strategies to keep young people in the community and attract them back to the community as long-term residents.
- Promote inter-municipal and regional cooperation for the most efficient and cost effective provision of all governmental services.
- Increase resident's level of involvement in community affairs. Encourage the involvement of young people in the decision-making process of the Town. Encourage older and long-term residents to take leadership positions within the community.
- Respond to the special needs and desires of all segments of the population.
- Encourage beneficial communications and working relationships between the Town and Village Boards, the Fire Department, Emergency Services, and School Board.
- Any expansion of an existing mine should be limited as the expressed need for open space preservation; farmland protection, economic development, and suitable housing are overriding priorities for the future use of land in the Town. Establishment of new mines should be prohibited.

Recommendations:

1. Initiate a gateway design project to design, coordinate, and locate attractive "welcome" signage and landscaping at important community entryways.
2. Develop a cost of services study that can compare the real property tax distribution with the cost of providing services. Such a study could assist the community by guiding future residential growth to areas that are the most efficient to service.

## C. Land Use

### Primary Issues:



*Farms contribute to the rural, open qualities of the Town landscape*

Moreau has a variety of land uses that contribute to its unique community land use pattern. The mix of agricultural uses, horse farms, golf course, and open fields enhance the aesthetics and benefits of country living. Proximity to the Northway provides residents with additional amenities including efficient access to jobs, shopping, and recreational opportunities.

The Town of Moreau has substantial tracts of land that are either unused open space or are used for agricultural uses. In 1997, the Saratoga County Agricultural Protection Board proposed a farmland protection plan for Saratoga County. The Plan established and set forth goals to better understand the importance of agricultural practices in Saratoga County.

The Saratoga County Agricultural Protection Program is authorized through the NYS Agricultural and Markets Law as amended in 1998. Under [Article 25-AAA](#), the Commissioner is authorized to administer two matching grant programs focused on farmland protection. One assists county governments in developing agricultural and farmland protection plans to maintain the economic viability of the State's agricultural industry and its supporting land base; the other assists local governments in implementing their farmland protection plans and has focused on preserving the land base by purchasing the development rights on farms using a legal document called a conservation easement. The purchase of development rights (PDR) can help where

the benefits and protections available through agricultural districting and other planning tools may not be sufficient to overcome local development pressure and other issues affecting farmland. State assistance payments are available to counties or municipalities to cover up to 75% of the total costs for implementation activities to protect viable farmland. These grants are awarded pursuant to a Request for Proposals (RFP). The RFP contains eligibility guidelines and criteria by which all projects are scored and ranked for funding. Since the inception of this program in 1996, the Department has awarded nearly \$80 million to protect approximately 36,000 acres on 200 hundred farms in 18 counties.

In 2004, a total of 43 municipalities requested more than \$86 million under this highly competitive grants program, and a total of \$12.5 million in Environmental Protection Fund resources were awarded to 15 municipalities to purchase the development rights on 20 farms. This continues a trend of rapidly escalating interest in the use of conservation easements among municipalities and farm owners to protect farmland since this grants program was initiated.

Title 3, Article 49 of the New York State Environmental Conservation Law allows for the creation or conveyance of a conservation easement on real property. A conservation easement is a legal document written in the form of a deed, in which a landowner permanently restricts the future development of real property for the purpose of preserving or maintaining the scenic, open, historic, agricultural, or natural condition, character, significance or amenities of that property. Under the State's Farmland Protection Program, agricultural conservation easements must be held, monitored and enforced, in perpetuity, by a public body (e.g. a county or town) and/or a qualified conservation organization, such as a land trust, which has the authority to acquire interests in real property. Any amendments to an easement funded under this program must be in keeping with the stated agricultural purposes of the easement and must be approved by the Department.

The general procedures for NYS Farmland Protection Program in Saratoga County are as follows:

- 1) Landowner contacts the Saratoga County Planning Department or other interested agency below for information on the program and an application. Typically application periods begin in late summer and will close sometime in October.
- 2) Landowner informs their Town Supervisor and the Saratoga County Agricultural and Farmland Protection Board (AFPB) of their interest in the program. The municipality offers its support for the project and planning staff will begin work on the application.
- 3) Compile information and submit grant application to New York State Department of Agriculture and Markets.
- 4) An application is submitted to the AFPB, which will be reviewed and ranked by AFPB in accordance with selection criteria prior to submission deadline to the state.
- 5) Once the application is submitted, it is reviewed and ranked by Department of Agriculture and Markets.
- 6) Department of Agriculture and Markets visits the farm and if the farm is selected, develops contracts. The contract is then sent to the municipality so that closing work such as appraisals; baseline surveys and title searches can begin.
- 7) The terms of the easement are negotiated between the grantee and grantor and the easement is drafted. If the landowner decides to accept the terms, the easement is signed and recorded and the funds are transferred from the municipality to the landowner.

According to the Saratoga County Agricultural and Farmland Protection Board there are seven member farms that currently are involved in agriculture ranging from horse farming to tree growing to farm-raised meat and farm-stand sales of locally raised produce. Since the proposal was made for countywide farmland protection the Town of Moreau Town Board designated approximately 8,350 acres of land in the southeastern section of the Town as part of the Saratoga County Agricultural District #1.

The Town of Moreau currently is host to five commercial mining operations. The continued residential development and expressed interest in preservation of open space and rural character have diminished the acceptability of mining as a conforming use of land in the Town. The impacts to the landscape and associated operational impacts (i.e. truck routing, complete removal of vegetation, noise associated with excavation and material removal, etc.) have adversely affected the future compatibility of mining as conforming use of land.

Lastly, Moreau continues to be a desirable and affordable place to live, residential growth is beginning to spread into the rural areas of the community. This has resulted in dispersed, disconnected subdivision neighborhoods. With an escalating cost for providing services to residents, every effort must be made through good land use decisions to provide for efficient growth in the community.

***Goal: Promote a development pattern that fosters a well-connected, pedestrian-focused community and provides for the orderly transition from urban to rural land use.***

Objectives:

- Provide opportunities for neighborhood, community, and highway-oriented types of commercial development within planned areas of the Town while avoiding strip commercial development along main roadways. Focus on redeveloping existing underutilized properties into contained mixed-use sub-centers with shared driveways and parking, and high quality landscaping.
- Carefully plan new development on vacant land with emphasis on open space protection.
- Define growth areas by identifying vacant or underutilized land, existing available infrastructure and its proximity and connection point to both the Village and to areas of existing development.

- Promote compact development patterns that make the most efficient and cost effective use of community infrastructure.
- Promote development of non-intrusive light industrial and office parks.
- Protect the integrity and quality of residential areas.
- Minimize potential adverse land use, environmental, and economic impacts to open space and farmland that would result from development. Conserve special site features and rural qualities through on-site, underground, and shared utilities wherever possible. As consideration is given to the preservation of open space, it is important that open space be properly defined to assure protection of areas currently in a natural state and providing undisturbed habitat for wildlife whether protected or unprotected.
- Minimize adverse impacts on agriculture from conversion of other agricultural lands or the conversion to non-agricultural uses. Create farm conservation and development plans that allow future home sites to coexist with active farmland while discouraging roadside sprawl. Prevent strip subdivisions by building new housing in the countryside off side roads or shared driveways, screened from public view.
- Prohibit new mining as a use of land.

Recommendations:

1. Adopt the new Comprehensive Land Use Plan.
2. Revise the Town Zoning Law to reflect the recommendations of the new Comprehensive Land Use Plan, which calls for the preservation of open space.
3. Review all zoning district lines and, wherever possible, correct district lines that split single parcels into different zoning districts.
4. Revise the allowable uses in the Commercial 3 District so that they better reflect a “Community Commercial District.” These are zoning districts that are typically located adjacent to, and are compatible, with residential neighborhoods. Appropriate preferred uses include neighborhood-scale retail, services, and small office complexes.
5. Review the allowable uses under the C-1, CC-1, and C-3 Zones to better reflect a more diverse set of businesses. Consider C-1 as intense commercial with retail as the principal use and multi-family residential uses as secondary in mixed-use format, C-2 as moderate intensity with professional uses and distribution centers as allowable uses, and C-3 as light intensity with neighborhood commercial.
6. Review the land use schedule within the M-1 and M-2 Zoning districts that currently allow for industrial uses. The review should consider alternative means for accommodating a mix of land uses that serve to expand the economic base of the Town while allowing integration of other land uses that result in an efficient use of land and walk-able or transit links between residences, commercial areas and industrial areas.

7. Encourage subdivision clustering as an option to developers by offering flexibility for the best design for the individual property being represented. Update clustering provision with standards that, at a minimum, addresses the minimum amount of open space to be set aside and minimum lot areas. Address the principles of conservation design in setting specific standards for preservation of areas in their natural and undisturbed state. Open space areas should be of sufficient shape and size to assure permanent protection of natural features and wildlife habitats.
8. Review the use schedule for the Urban Residential Zone adjacent to Harrison Avenue to avoid incompatible land uses in this area.
9. Review the provisions under home occupation. Revise this section so that uses are well defined and a diversity of low-impact home occupations are encouraged throughout the community in all zoning districts.
10. Encourage proposed plans for new and remodeled buildings to emphasize historic or architecturally interesting facades through design guidelines during the site plan review process.
11. Set up a program that permits and encourages the use of conservation easements to encourage the preservation of open space in rural lands.
12. Prepare an active farmlands map and track community changes in the agriculture industry. Also, consider further participation in the Saratoga County Agricultural and Farmland Protection Plan through review and consideration of a purchase of development rights (PDR) program and other planning tools to preserve and protect the Town's farmland and other open spaces.

13. Revise land use regulations to allow flexible subdivision layouts in order to protect natural resources and important vistas.
14. Identify land use growth areas by identifying vacant or underutilized land, and consider enacting incentive zoning and other policies that direct growth into areas with suitable infrastructure and environmental attributes.
15. Revise the Town Zoning Law to make mining a prohibited use.

#### **D. Economic Development**

##### Primary Issues:

Building the commercial and industrial base is of primary importance to the community. Moreau has the advantage of several powerful incentives for business to locate in the community. These incentives include potential access to fiber optics along the Northway, railroad accessibility, gas lines, and substantial power resources. The NYS Route 9 corridor represents an excellent opportunity for implementation of the stated goals for economic development in the Town. The corridor has been upgraded with access to public water, and the highway with direct connection to I-87 is ideally positioned to accommodate commercial uses.

As further evidence of economic development suitability, the Moreau Industrial Park is included in the Empire Zone. The Saratoga County Empire Zone provides a series of financing and tax abatement incentives for businesses expanding within the zone. The Zone area comprises just over 203 acres and is the second largest Empire Zone area in any single municipality in Saratoga County.

Additionally, the entire NYS Route 9 thoroughfare, the southern gateway into Moreau, could be improved to contribute to a more positive community image. The NYS Route 9 corridor provides an important niche for certain businesses that require

large lots and immediate access to the Northway. It also has the best available vacant property where new businesses can potentially locate.

***Goal: Enhance and revitalize the local economy. Maintain and promote an environment that is attractive to current and potential commercial, industrial, and agricultural development.***

Objectives:

- Promote the development of the Moreau Industrial Park through execution of an aggressive marketing and business recruitment program.
- Maintain and promote an environment that is attractive to current and potential service, retail, industrial, and other business development.
- Promote the start-up and expansion of micro-enterprises or “cottage industry”.
- Take advantage of Moreau’s geographical assets, unique landforms, and natural resource characteristics, to develop new sources of economic development.
- Direct commercial growth to the NYS Route 9 corridor through redevelopment of existing parcels and/or buildings along the route. Encourage SEDC to create and maintain an inventory of underutilized, abandoned, or otherwise available lands and buildings in terms of ownership, tax status, and utilities availability.
- Initiate a feasibility study for attracting a major retailer at the Exit 17/NYS Route 9 interchange.
- Recognize and maximize the commercial value of the NYS Route 197 corridor in terms of its connection from Exit 17 to NYS Route 4 in Fort

Edward, while being sensitive to the primary land uses along this residential corridor.

- Improve storefront facades along the NYS Route 9 corridor and ensure that new development contributes to the Town's desired character, and transitions appropriately from a village to town setting. Recognize that the attractiveness of the community is also an important economic development factor.
- Promote the incentives associated with the Saratoga County Empire Zone.
- Assess the potential for developing tourism as an element of economic development along the Hudson River corridor in conjunction with the future inter-municipal Local Waterfront Revitalization Program and the Champlain Byways program.

Recommendations:

1. Promote the Moreau Industrial Park. Coordinate marketing and recruitment efforts with the Saratoga Economic Development Corporation (SEDC). Continue to upgrade the Moreau Industrial Park's infrastructure as necessary. Evaluate the rail spur access to the site to make the site more workable for rail-dependent industries.
2. Create or enhance existing interpretive cultural heritage signage throughout the community to encourage new sources of economic development, such as heritage and recreational tourism.
3. Develop an economic development plan that details a specific business recruitment strategy. Execute the strategy through a coordinated effort with SEDC. Contract with SEDC to undertake the recruitment effort, monitor programs on a quarterly basis.

4. Identify employment sectors that are experiencing growth in the region but are not located in Moreau. Determine why these employers are choosing not to start up in Moreau, and address these reasons.
5. Search for funding sources to support the development of an economic development plan and retention of a project coordinator. Consider the reinstatement of the economic development coordinator, possibly a circuit rider, who could devise a business recruitment strategy with a regional perspective. This person could logically be affiliated with the marketing of the Empire Zone for Saratoga County.
6. Survey the needs of existing local and regional industries, and develop a strategy for meeting identified needs. Be prepared to bring processed water to new industries that require this service.
7. Work with SEDC to develop a specific strategy to market Moreau's parcels that fall within the Saratoga County Empire Zone.
8. Tap into the heritage tourism market by developing a historic tour pamphlet, map, and walking and bicycling guide.
9. Maintain a balanced site plan review and permitting process that provides consistent review of projects that come before the Town Planning Board.
10. During the amendment process of the Town Zoning Law develop use schedules, and bulk requirements that are conducive to home occupations and other forms of micro-enterprises.

## E. Housing

### Primary Issues:



*Moreau has a growing housing market*

In general, the inventory of affordable, suitable housing in the Town has diminished when compared to previous years in the 1980's and 1990's. This is particularly the case with housing choices for retired, elderly persons looking to relocate within the Town or looking to reside in the Town for the first time.

The general make-up of the housing inventory is as follows: There are eight mobile home parks, which accommodate approximately 800 mobile homes. Additionally, there are 909 multi-family units throughout the community. Together, these lower-cost living alternatives make up roughly 30% of the housing stock. Feedback from the community survey indicated that there might be some need for additional senior citizen housing options in the near future. As the cost of land continues to rise, it will start to outpace the ability of young people to secure their own homes and cause senior citizens to remain in their homes. The other main concern regarding housing is the increase in demand for residential subdivisions.

***Goal: Provide a broad variety of high-quality housing options and neighborhoods for all present and future residents with all levels of financial means, including young people, families, and the elderly.***

Objectives:

- Undertake revisions to local land use controls that foster alternative housing choices for senior citizens.
- Create incentives for affordable housing through inclusive zoning initiatives.
- Encourage public and private housing organizations and agencies to work together on a regional level.

Recommendations:

1. Encourage local zoning strategies, private incentives, and government programs that promote the development of all types of housing of various sizes and costs.
2. During the Zoning Law revision process consider methods for allowance of “in-law” dwellings or apartments within certain zoning districts, and with site plan review and approval by the Planning Board.
3. Focus on higher density housing for senior citizens. Provide multi-family units in a mixed-use setting close to the core business district.
4. Design a set of strategies to encourage affordable housing, including density bonuses, in exchange for a designated percentage of affordable units.
5. Zoning standards should be established for the conversion of existing structures, such as older homes, underutilized, or abandoned buildings, and for rental or other residential units.

## F. Recreation

### Primary Issues:

The Town offers residents a variety of recreational opportunities. The Harry J. Betar, Jr. Recreational Park is the recreational centerpiece for the community, and the Moreau Lake State Park is a state resource that offers a unique range of recreational pursuits. The Hudson River, currently an underutilized resource, has a great deal of potential for a trail networks, enhanced public access, and recreational use on the river itself. Although Moreau's parks are isolated from one another, there is an opportunity to link these resources with bicycle and pedestrian trail systems.

***Goal: Diversify the range and increase the availability of recreational opportunities available in the community.***

### Objectives:

- Maintain and enhance the existing network of parks and recreational open spaces as needed to meet the needs of the Town's expanding population.
- Improve existing, and develop new, public access points to public lands and waters. Make these sites widely known by developing a recreation map with all private and public trails, facilities, and programs throughout the community. Integrate Moreau's recreational assets into the fabric of the community's character.
- Create a multi-modal, non-vehicular trail system that connects recreational resources and areas throughout the Town.
- To the extent possible, promote the beneficial recreational development along the Hudson River.

- Consider the recreational and scenic value of the shoreline along the Hudson River.

Recommendations:

1. Develop a long-range Recreation Enhancement Strategy that prioritizes needs and identifies funding for individual improvements.
2. Participate in the Champlain Canal Heritage Area Program that is proposing to establish a Greenway Corridor along the Hudson River.
3. Where possible, establish zoning along the shoreline of the Hudson River that serves to protect natural resources and promotes commercial recreational uses such as marinas, restaurants, etc.

**G. Environmental Quality**

Primary Issues:

The Hudson River borders the Town of Moreau on the west, north and east. This affords the community many unique opportunities for recreation and tourism. However, there are also many constraints to recreational use of the Hudson River. One such constraint is the fast flowing water in several locations that would prohibit safe swimming and boating. An additional factor limiting use is the location of five hydro dams that prevent an uninterrupted paddle down the river.

***Goal: Protect and restore natural resources, including significant fish and wildlife habitats, forests, wetlands, waterways, and outstanding scenic resources.***

Objectives:

- Protect and improve water resources

- Retain and incorporate natural vegetation as buffers between developed areas.
- In low-density areas promote appropriate use and development of alternative energy resources.
- Limit the expansion of existing, or the development of, new mineral extraction in the Town.
- Conserve open space by establishing an open space protection system for lands that connect or surround natural areas. Set minimum open space standards through revision of the Town Zoning Law.
- Maximize the preservation of cultural, archaeological, and historic resources.

Recommendations:

1. Create a uniform set of standards in the Zoning Law that will address the protection of natural resources and minimize adverse impacts from development. At a minimum, include provisions for the protection of steep slopes, wetlands, stream corridors, and control land clearing.
2. Identify areas and work with local, county, and State officials and non-profit organizations (Open Space Project, DEC, Moreau Recreation Commission) to develop appropriate open space protection measures, and identify specific areas where preservation is preferred prior to further subdivision or development.
3. Adopt a set of conservation design guidelines that protect the integrity of the natural landscape and direct development to the most appropriate locations on individual sites.

4. Reserve areas with agriculturally valuable soils for agricultural uses, whenever possible.
5. Develop site-planning standards that consider the impact of development of important public view sheds.

## H. Transportation

### Primary Issue:

Moreau's major transportation corridors, NYS Routes 9 and 197 are presently operating at acceptable levels of service.

***Goal: Promote a transportation road system, which is effective, efficient, and environmentally, socially and fiscally responsible to meet the community goals.***

### Objectives:

- Improve roads while preserving Moreau's scenic and historic roadside features.
- Encourage utilization of congestion mitigation measures, shared parking, and alternatives to the automobile.
- Treat parking lots as an accessory use, with parking lots to the side and rear of the building. Feature good quality landscaping and architecture along frontage.
- Encourage the use of alternative modes of transportation.

Recommendations:

1. Provide solutions to access management along NYS Route 9, including shared driveways and shared parking whenever feasible.
2. In the site plan review process encourage vehicular/pedestrian access between commercial properties.
3. Require a traffic impact analysis for major projects.
4. Thresholds should be established for the requirement of minimum access driveways/streets.
5. Work with the Adirondack/Glens Falls Transportation Council and Greater Glens Falls Transit to plan for increased use of alternative modes of transportation and the public transit system.

**I. Community Services**Primary Issue:

The provision of community services to meet the needs of existing residents and keep pace with growth of the resident population is important in maintaining the overall quality of day-to-day living in the Town.

***Goal: Provide municipal facilities and services that will meet the residents' common needs and improve opportunities for the safe and efficient distribution of services.***

Objectives:

- Provide community facilities and services that efficiently and effectively meet current and future needs of the residents and the business community.

- Continue to build support for the development of the Moreau Community Center.
- Support growth and preservation through planned extensions of municipal services.
- Promote the conservation and protect the quality of water resources.

Recommendations:

1. Continue to develop and expand the water supply distribution into the areas of demand.
2. Continue to coordinate with the school district regarding planning for school related services.
3. Develop a Capital Improvement Plan that considers expansion of services as needed to meet the demands of continued growth.
4. Limit extensions of services in areas of high rural quality and with environmentally sensitive features.

**CHAPTER TWO – THE ACTION PLAN**

This section identifies the actions and programs that need to be implemented by the Town to put the goals and objectives into practice, and to achieve the preferred land use pattern. The principles that guide these actions should be proactive and consistent with the goals, objectives, and future land use pattern chosen by the community. In some cases, the actions recommended will require a commitment of funds and resources by State and County agencies and cooperation with developers, landowners, residents, and adjacent communities.

**A. Plan Implementation Strategy**

The proposed implementation program does not attempt to catalog all of the actions that could be undertaken. Since it is a long-term plan, many actions cannot, or need not be, undertaken all at once. Instead, the proposed implementation program focuses on the most important actions that are needed in the next few years. This strategy ensures that the most pressing current concerns are addressed. It also establishes a strong foundation for deciding more specific actions in the future.

The top priority is identified first, and is followed by a list of high priority actions that should be undertaken as part of the Town's ongoing efforts to implement the Town of Moreau 2008 Comprehensive Land Use Plan.

Where recommended, committees should be formed whose tasks will be to take planning beyond the document phase. These committees are particularly important for the development of zoning revisions and the implementation of economic development incentives. All are continuous initiatives and will be subject to changing community needs and availability for funding.

The Comprehensive Land Use Plan should be reviewed every five years to make sure it remains consistent with the changing goals of the community. A review committee should look at what actions have actually been implemented and their relative success. The committee should also examine why or why not certain elements of the Comprehensive Land Use Plan were not adopted, and make appropriate revisions and recommendations.

## **B. Priority Recommendations**

The first step in the implementation process is formal adoption of the 2008 Comprehensive Land Use Plan by the Moreau Town Board. This should be followed by a resolution by the Moreau Town Board designating the Comprehensive Land Use Plan as the official planning document for the community. The document should be published and distributed to all boards, interested citizens in the community, and appropriate local, County, and State agencies. It should be made clear to all the boards and staff that all subsequent actions coming before the boards should be evaluated in the context of their consistency with the new Comprehensive Land Use Plan. A letter that describes and reports actions taken to implement the new Comprehensive Land Use Plan should be published and distributed.

Simultaneously, the Town Board must review the Comprehensive Land Use Plan according to the State Environmental Quality Review Act. An Environmental Assessment Form (Long Form) will be completed, and the Town Board may find that the Comprehensive Land Use Plan will not have a significant adverse impact on the environment. Or, if it may find that the action may cause a significant adverse impact, the Board must then develop an Environmental Impact Statement.

Although the Comprehensive Plan has no legal status, it does provide the foundation for the zoning law and subdivision regulations, and the basis for guiding subsequent actions directed by the public or private sector. The Town should begin the

implementation of its planning program with the following actions within the first few months of the Plan's adoption:

- Commence work on revisions on the Town of Moreau Zoning Law, including the recommendations listed in Table 1, "Plan Implementation Chart."
- Develop revisions to the Subdivision Regulations as recommended in the Comprehensive Land Use Plan.
- Revise the Town Zoning Map to reflect the changes specified in the revised Zoning Law.
- Review all zoning districts.

### **C. Building Public Awareness and Support**

Public awareness and support for individual recommendations in the Plan are essential for successful implementation of the Plan's recommendations. Support must be gained through consensus building within the community. Information about the Plan should be clearly summarized in both written and graphical form. An executive summary should be provided as a separate document to provide interested participants with a basis for objectively evaluating projects, as well as a framework for future decisions.

**D. Actions and Implementation****Table 1: Plan Implementation Chart**

<b>General Land Use</b>	<b>Level of Priority</b>
Adopt the new Comprehensive Land Use Plan.	Highest
Appoint a Zoning Revision Committee to revise the Zoning Law and Subdivision Regulations.	Highest
Revise the Town Zoning Law and Subdivision Regulations according to the recommendations in the new Comprehensive Land Use Plan. Include the following zoning district changes and address revisions as follows: <ul style="list-style-type: none"> <li>▪ As a method to protect farmlands develop and adopt an agriculture protection district.</li> <li>▪ Develop conservation subdivision regulations which require preservation of open space through land set-asides.</li> <li>▪ Expand the C-1 District below Exit 17 in the area west of the Northway to NYS Route 9.</li> </ul>	Highest
<b>Housing</b>	
Amend the Zoning Law to allow for “in-law” dwellings or apartments in which are regulated and monitored by the Town Code Enforcement Officer.	High
Develop and adopt a housing affordability strategy that pursues meaningful subsidies and provides worthwhile incentives for availability of housing across a range of housing types (single family detached, townhouses, rental units, etc.) to all income segments of the Town’s population.	High
<b>Natural Resources Protection</b>	<b>Level of Priority</b>
Create a uniform set of standards in the Zoning Law that will address the protection of open space and natural resources.	Highest
Reserve areas with agriculturally valuable soils for agricultural uses to the greatest extent possible during site plan review.	High
Develop site-planning standards that consider the impact of development of important public view sheds.	High

**Table 1: Plan Implementation Chart  
(continued)**

<b>Natural Resources Protection (cont.)</b>	<b>Level of Priority</b>
Adopt a groundwater protection law under the guidance of the Saratoga County Soil and Water Conservation District.	Moderate
Create a uniform set of standards in the Zoning Law that will address the protection of open space and natural resources.	Highest
Reserve areas with agriculturally valuable soils for agricultural uses to the greatest extent possible during site plan review.	High
Develop site-planning standards that consider the impact of development of important public view sheds.	High
Adopt a groundwater protection law under the guidance of the Saratoga County Soil and Water Conservation District.	Moderate
Adopt a set of conservation design guidelines that protect the integrity of the natural landscape and direct development to the most appropriate locations on individual sites.	High
Identify areas and work with local and government organizations and non-profits (Open Space Project, DEC, Moreau Recreation Commission) to develop appropriate open space protection measures.	High
<b>Housing</b>	<b>Level of Priority</b>
Amend the Zoning Law to allow for “in-law” dwellings or apartments in which are regulated and monitored by the Town Code Enforcement Officer.	High
Develop and adopt a housing affordability strategy that pursues meaningful subsidies and provides worthwhile incentives for availability of housing across a range of housing types (single family detached, townhouses, rental units, etc.) to all income segments of the Town’s population.	High
<b>Recreation</b>	<b>Level of Priority</b>
Develop a long-range recreation plan, prioritize needs and identify funding for individual improvements.	High
Support the future inter-municipal Local Waterfront Revitalization Program with neighboring Hudson River communities.	Moderate

**Table 1: Plan Implementation Chart  
(continued)**

<b>Economic Development</b>	<b>Level of Priority</b>
Develop a focused strategy to encourage business development along the NY NYS Route 9 corridor and the interchange with I-87.	Highest
Continue to promote the Moreau Industrial Park. Assist Saratoga Economic Development Corporation with recruitment efforts.	Highest
Continue to identify other areas in the Town for light and heavy industry.	Moderate
Identify the types of businesses the Town primarily wants to attract. Explore how to improve access and ways to enjoy the river.	High
<b>Infrastructure</b>	<b>Level of Priority</b>
Develop a Capital Improvements Plan that considers the costs of providing sewer and water to new areas of the community.	High
Expand cable television service town-wide.	High
Extend the municipal water system along Fortsville Road	High
Investigate the opportunities for supplying alternative water sources to the municipal water system	High

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