

CHAPTER 1: INTRODUCTION

Section 1.1: What is a Comprehensive Plan?

New York State Law (Article 16, Section 272-a) defines a *Comprehensive Plan* as “the materials, written and/or graphic, including but not limited to maps, charts, studies, resolutions, reports and other descriptive material that identify the goals, objectives, principles, guidelines, policies, standards, devices and instruments for the immediate and long-range protection, enhancement, growth and development of the town located outside the limits of any incorporated village or city.”

Thus, a comprehensive plan is simply a document that uses text, maps, and graphics to describe a municipality’s current and desired future land use patterns.

Comprehensive plans serve as the policy document for decision making regarding land use issues in cities, towns, and villages. They provide the framework for future public and private investment and policy development. Many disparate forces influence land uses in a municipality: the local and regional economy; county, state and federal agencies and regulations; local laws; developers; and the actions of individual property owners. By clearly articulating the Town of Torrey’s land use policies, this Comprehensive Plan will assist municipal officials in guiding these influences and shaping their community’s future.

According to State Law, a town can prepare a comprehensive plan which then is reviewed by the public and adopted by the Town Board. This approval process does not prevent future review and amendment. The visions, goals, and policy statements set forth in this document should be viewed as flexible. As the Town and the needs of its residents change, so should the Comprehensive Plan. This Plan is intended to guide land use decisions in the Town of Torrey over the next ten years. It will be regularly maintained as described in the Plan’s update process (please see Chapter 7).

Comprehensive plans provide the basis for a municipality’s Zoning Law, which is the legal foundation of municipal land use regulations. New York State Law (Article 16, Section 263) states that “[zoning] regulations shall be made in accordance with a comprehensive plan.” If no comprehensive plan is available for use as the basis for a municipality’s zoning law, then municipal “officials *must* refer to the extensive body of case law”¹ to justify their zoning districts. Thus, for clarity and convenience in developing, interpreting, and maintaining a zoning code, it is crucial for a municipality to develop and maintain a sound comprehensive plan.

The Comprehensive Plan of the Town of Torrey is designed to reflect a shared vision of the Town’s future. The Plan has been prepared in accordance with professional standards and integrates the ideas and concerns of a broad spectrum of interested residents and land owners. The Plan’s contents are driven, first and foremost, by the voices of its citizens. This document is meant to reflect those voices.

Section 1.2: The Planning Process: Background

The Town of Torrey has identified the following reasons for undertaking the development of a new Comprehensive Plan:

1. The Town’s current Comprehensive Plan was prepared in the 1970s and has not been updated

¹ *Zoning and the Comprehensive Plan*. James A. Coon Technical Series, New York State Department of State, Division of Local Government Services. December 1999.

- since then. A new Plan is needed to address land use issues that have arisen over the past thirty years. In addition, a new Plan will offer the Town a clear and concise document for use as a guide for future land use decisions.
2. The Town's Zoning Code is in need of a major overhaul to clarify various regulatory issues and strengthen the Town's ability to oversee land uses. As explained on the previous page, comprehensive plans are considered the primary justification for the provisions of municipal zoning regulations. A new Comprehensive Plan will provide a sound foundation for an updated Zoning Code.
 3. Town boards, officials, and citizens recognize that the protection and preservation of the current state of the Town's lakefront area is of critical importance to retaining a high quality of life; safeguarding the local environment, especially the water quality of Seneca Lake; and maintaining a stable municipal tax base. One of Torrey's greatest assets is its lakefront area, and the Town wishes to see future development in this area that is both environmentally friendly and in keeping with the scale of current development.
 4. Town boards, officials, and citizens recognize that land uses and abuses can directly contribute to the degradation of water quality in local water bodies such as the Keuka Outlet and Seneca Lake. A new Comprehensive Plan will help the Town address its environmental concerns through land use policies and recommendations.
 5. Town boards, officials, and citizens recognize that increased development pressures are a potential threat to the continued viability of local agricultural operations, including vineyards, wineries, farm-based businesses, and any working farm lands in general. One of Torrey's greatest assets is its prime farm land, and the Town is interested in using land use regulations to support working agriculture.
 6. Town boards, officials, and citizens recognize that carefully considered new development is desirable and will add to the stability and viability of the community and local economy. A new Comprehensive Plan will provide the basis for future private development and public investment in the Town and ensure that future growth and development is in line with contemporary rural and agrarian conditions.
 7. Several other Yates County municipalities have recently updated or are currently revising their Comprehensive Plans. Town officials want to ensure Torrey's land use plans and regulations are in-step with nearby municipalities, many of which are addressing issues similar to those facing Torrey. Torrey is in a position to learn from and capitalize on the experiences of other towns in the area.
 8. The process of developing a new Comprehensive Plan will afford the Town opportunity to collect citizen input on land use issues that affect the entire community. Citizen input is a critical aspect of the planning process and enriches the result of that process, i.e. the Comprehensive Plan.
 9. As the 2007 Town-wide survey results indicate, there is strong support among Torrey's residents and land owners for protecting and preserving the Town's rural and agrarian character. This character, evident in the Town's landscape of farms, fields, and forests, as well as its many scenic vistas looking out over Seneca Lake, its unique natural resources such as the Keuka Outlet Trail, and its heavily built-up shoreline of both year-round and seasonal residences, is a draw for tourists and residents alike. A new Comprehensive Plan will provide the Town with the direction and policies needed to ensure this rural and agrarian character remains intact in the years to come.

CHAPTER 2: COMMUNITY PARTICIPATION

Broad community participation is an important aspect of the comprehensive planning process. In order to collect citizen input to include in this Plan, a “Comprehensive Plan Committee” (CPC) consisting of local board members, town staff, and interested citizens was organized. This committee met on a monthly basis and provided a forum for community discussion. In addition, eight “subcommittees” were formed from the CPC in order to provide interested citizens with a forum for discussing and developing recommendations regarding specific issues of concern. Lastly, in order to gain broad input from as many stakeholders in the community as possible, survey forms were distributed to all landowners in the Town.

Section 2.1: The Town-wide Survey.

At the beginning of the planning process, a survey was undertaken to offer the general public the opportunity to provide input for the Town’s new Comprehensive Plan. In order to gather information from as broad a segment of the Town’s residents and property owners as possible, the survey was mailed out to all real property owners in the Town, including both seasonal and year around residents, as well as farmers, grape growers, and commercial/business interests. Respondents were given about a month to respond to the survey. The responses were tabulated by a group of interested Town citizens and G/FLRPC staff. The results of the Town-wide survey were used in developing the recommendations in Chapter 5 of this Plan.

The key considerations used in preparing the survey were:

1. The survey should be distributed to as many stakeholders (i.e., town residents, local business owners, and property owners) as possible.
2. The survey should be easy to fill out and return to the Town.
3. The survey should include questions that allow members of the public to comment on where, if anywhere, in the Town they would like to see new development concentrated.
4. The survey should include questions that allow members of the public to comment on what types, if any, of new development they would like to see come into the Town.
5. The survey forms should allow respondents to indicate their agreement, disagreement, or neutrality with the questions.
6. The survey forms should include questions that ask the respondents to express their views on suggested land use regulations.
7. The survey should afford respondents the opportunity to provide verbatim comments.

The following statements describe how the above factors were accommodated in the survey process:

1. A list of all real property owners in the Town was obtained from the Town Clerk. Survey forms were mailed out based on this list.
2. The survey forms were designed to be as short and succinct as possible while still being practical

- to read and understand. In order to facilitate the return of the survey forms, a postage paid, self-addressed return envelope was included with all the survey mailings.
3. The survey forms offered respondents several choices of what general areas of the Town (lakefront/resort/residential, rural/agricultural, along Routes 14 and 54, and commercial districts) they thought new development should be focused in. In addition, respondents could write in any additional areas of the Town they thought would be appropriate for new development.
 4. The survey forms offered respondents the opportunity to comment on what general types of new development (single family residential, multi-family residential, recreational, commercial/light industrial, heavy industrial and agricultural) the Town should attract. In addition, respondents could write down specific types of development they thought should be attracted to the Town.
 5. The survey questions were designed to give respondents a range of options for their answers. Respondents marked their answers in columns labeled “Strongly Agree, Agree, Neutral, Disagree, and Strongly Disagree.” This system ensured that 1.) Respondents could differentiate between simply agreeing or disagreeing with a question and 2.) Respondents could express neutrality with a question. In addition, several questions provided a space for respondents to write additional answers and comments that were not captured by the choice of answers provided on the surveys.
 6. Several questions on the survey asked respondents to note whether or not they thought the Town should have regulatory oversight over a range of land use issues such as adult entertainment businesses, gravel pits, junkyards, lakefront rentals, landfills, light pollution, noise, odors, property maintenance, and wind turbines/farms.
 7. Question 12 on the survey form asked respondents to write down any general comments or concerns that they had regarding land use planning in the Town. Therefore, if they choose to, respondents could ensure that any thoughts, ideas, comments, or suggestions they had that were not covered by the survey questions would be brought to the attention of the Plan’s authors.



Figure 2.1: *The town-wide survey results indicate strong support from area residents for the retention of rural landscapes in the Town, such as this view of farm fields, wooded lots, and Seneca Lake.*

Section 2.2: Survey Results Summary.

A more thorough analysis of the survey results are included in Appendix B of this Plan. However, a brief narrative review of the results is useful here because many of the Plan's recommendations are based on those results.

There was strong public support for protecting and preserving the Town's rural and agrarian character.

Survey respondents were generally in favor of new single family residential, recreational, commercial/light industrial, and agricultural development. The survey results did not support multi-family residential or heavy industrial development.

There was public support for ensuring that new development fits into the Town's current rural and agrarian character. Many respondents thought that new development should be coordinated with surrounding buildings, should preserve views of Seneca Lake and open spaces, should blend with the landscape, and should not be too noticeable or obvious in the Town's landscape.

Survey respondents were generally in favor of protecting the Keuka Outlet Trail and scenic views from development, as well as areas like the lakeshore, farmland, wildlife habitats and natural resources.

There was strong public support for municipal regulations addressing adult entertainment businesses, gravel pits, junkyards, lakefront rentals, landfills, light pollution, noise, odors, property maintenance, and wind turbines/farms.

There was also strong public support for the protection and preservation of natural and cultural resources. Most respondents were in favor of having land use regulations in place to protect scenic vistas, steep slopes, historic buildings and sites, wetlands, the natural lakeshore, and Seneca Lake water quality.

Several questions asked about transportation conditions in the Town. On the whole, respondents were satisfied with the current state of pavement quality, snow removal, signage clarity, and speed enforcement. Most respondents thought the Town should not pave public gravel and dirt roads. There was broad support for widening road shoulders and improving signage to better accommodate farm machinery, bicycles, horse-drawn vehicles, pedestrians, and other non-automobile road users.

In general, there was broad support for a variety of economic development initiatives such as attracting commercial and light industrial development to the Town, the promotion of tourist-based businesses such as bed & breakfasts and craft markets, and the protection of agriculture and viniculture activities. On the other hand, significant numbers of respondents were opposed to the idea of attracting heavy industry or fast food restaurants to the Town. Most respondents were in favor of installing public water and sewer systems, although a large minority was opposed to these actions.

The survey respondents were more evenly divided over questions asking them to rate the adequacy of business services in the Town. While most respondents thought that the Town was lacking in services such as groceries, gas, drugs, retail goods, and financial services, many others thought that these services were adequate. Several respondents commented that these services are readily available in nearby places like Penn Yan, Geneva, and Watkins Glen.

A large majority of respondents thought that the Town should hold off on approving large scale proposed developments while a new Comprehensive Plan is under development.

Question 12 of the survey provided respondents with the opportunity to write in verbatim comments. These comments touched on a broad range of issues related to land use in the Town. Many respondents noted that they liked the community's rural character and offered their own ideas and suggestions for improving the quality of life in Torrey.

Please refer to Appendix B at the end of this Plan for the complete survey results.



Figure 2.2: *This view of a stretch of the Town's lake shore shows the current status of lake front development. The survey results indicate that local residents want to ensure that any new construction that occurs along the lake shore, and any reconstruction of existing properties, is broadly in line with the scale of current development conditions.*

Section 2.3: Citizen Subcommittees.

At the beginning of the planning process, the Comprehensive Planning Committee organized eight subcommittees consisting of local board members, officials, and interested citizens. Each subcommittee chose a topic of interest to research and devise recommendations for inclusion in the Comprehensive Plan.

The eight subcommittees were:

1. Agriculture

This subcommittee looked ways to preserve working agriculture in the Town and promote the expansion and ongoing development of agriculture and related agriculture-based businesses.

2. Wineries and Viniculture

This subcommittee consisted of the owners and operators of the major vineyards and wineries in the Town. This group was primarily concerned with the impacts of land use regulations on the local grape growing and wine making industry. The ideas and contributions of this group were mainly aimed at fostering the continued growth and development of local wineries and enhancing the tourism trade in the area.

3. Local Business and Real Estate

This subcommittee discussed and considered issues related to the promotion and expansion of local businesses, the expected location of future high-demand residential development, and what types of businesses would be beneficial to the Town.

4. Natural Resources

This subcommittee looked at a variety of issues related to the protection and preservation of natural resources in the Town, including water quality issues, the protection of steep slopes, glens, and woodlots; preservation of vistas; and wildlife preservation.

5. Transportation

The Transportation subcommittee concentrated on profiling current transportation conditions in the Town. In addition, with the input of the Town's Highway Superintendent, it prepared recommendations for improving transportation infrastructure in the Town.

6. Public Services

This subcommittee focused on profiling current public services provided in the Town. In addition, this group proposed methods of improving public and utility service delivery and various ways for the Town to collaborate with other agencies in order to upgrade public services.

7. Lakefront Development

This subcommittee focused on general lakefront land use and development issues, such as docking and mooring regulations, problems associated with "key-hole" development, and the need for some sort of municipal oversight regarding noise, sewage, parking, and other problems associated with lakefront rental properties. In addition, this group discussed a wide range of

environmental issues such as Seneca Lake water quality and the regulation of industrial wastes, light and air pollution, and the basic need to develop the lakefront in such a way so as to encourage long term sustainable development practices.

8. Community Organizations and Recreation

This subcommittee focused on profiling outdoor recreational opportunities currently available in the Town and on developing ideas to improve current recreational opportunities available to both youths and adults in the Town.

The subcommittees met on several occasions, on schedules of their own choosing, separately from regular Comprehensive Planning Committee meetings to discuss their topics. Each subcommittee was provided with a series of excerpts from other municipal comprehensive plans that assisted the members with conceptualizing and organizing their thoughts. The subcommittees used these excerpts as a guide for compiling their own notes, which were returned to G/FLRPC staff. G/FLRPC staff reviewed the subcommittees' notes and integrated them into the Plan document along with standard best planning practices for rural/agrarian towns like Torrey. There was a considerable degree of overlap among the topics covered by these subcommittees, which was partially intentional in that it allowed for broad community consensus to emerge on key issues.

Please see the "Acknowledgements" page at the beginning of this Plan for a list of the members of each subcommittee.

Section 2.4: Review of Plans, Reports, and Studies.

The following plans, reports, and studies were reviewed by G/FLRPC staff to provide additional background information for the Torrey Comprehensive Plan. Good comprehensive plans should integrate, where applicable, a range of concepts and policies from related documents such as earlier comprehensive plans; the plans and reports of adjacent municipalities; county-wide and region-wide studies; corridor plans; watershed management and land use plans; and other documents that offer insights for consideration in the municipal comprehensive planning process.

Title: Town of Torrey Comprehensive Development Plan

Year: 1976

The Town of Torrey and the Village of Dresden jointly prepared the Town's current Comprehensive Plan in the mid 1970s. The Plan has not been revised or updated since then. The Plan is organized into four chapters: 1.) Introduction, 2.) Land Use Plan, 3.) Thoroughfare Plan, and 4.) Community Facilities Plan.

The Introduction includes a list of policy statements organized into three sections: Land Use Policies, Thoroughfare Policies, and Community Facilities Policies. The Land Use section is further divided into four subsections: Residential, Commercial, Industrial, and Agriculture. Each subsection includes from one to three specific policies regarding future land uses. The Thoroughfare section includes several policies on recommended improvements to local roads and infrastructure, while the Community Facilities section includes several policies on public services. All these policy statements are highly generalized and do not contain much detail regarding their proposals. Lastly, the Introduction also

includes a list of “Planning Systems,” which are simply a description of the various general types of land uses present in the Town.

The Land Use Plan, Thoroughfare Plan, and Community Facilities Plan consist of charts that explain what the Comprehensive Plan aims to accomplish (Objectives), what the procedures are to realize the Objectives (Recommendations), and lastly how those recommendations will be implemented (Programs). Some of the key objectives of this Plan include: protecting the quality of residential areas, locating new residences in areas served by utilities and infrastructure, encouraging a variety of housing types, focusing commercial development along Route 14, focusing new industrial development in the area best served by road and rail transport, protecting working agricultural land, designating the Keuka Outlet as a recreational area, improving local park facilities, improving local road infrastructure, upgrading water supply infrastructure and studying the practicality of installing public sewers, and improving the delivery of municipal services.

Where feasible and appropriate, planning recommendations in the new Torrey Comprehensive Plan have been designed to reflect and augment the contents and suggested actions of the Town’s old plan. The old plan does not include any detailed information that is still relevant, but it does have many general statements that remain valid and have been integrated into the new Comprehensive Plan.

Title: Village of Dresden Comprehensive Plan

Year: 2004

The Village of Dresden is located within the Town of Torrey. In 2003-2004 the Village prepared a new Comprehensive Plan, which was based on several earlier planning studies prepared for the Village, public input and involvement, and standard best planning practices for rural villages like Dresden. In general, land uses in the Village should be closely linked to land uses in the Town, and where feasible the Town and Village should mutually support and enhance each other in terms of land use and public service provision.

The Dresden Comprehensive Plan includes commentary on the Village’s history, geology and climate; profiles of its land use, demographics, public services, employers and economic base; a list with accompanying commentary on five main categories (Land Use/Zoning, Lakeshore/Recreation, Infrastructure and Community Facilities, Public Officials, Legal and Boundary Issues) that the Village will work, over time, to improve and enhance; and lastly a list of opportunities and challenges related to land use issues for the Village to address in the future.

The Dresden Comprehensive Plan calls for coordination and communication with the Town, County, state agencies, and federal agencies on a variety of land use issues. According to this Plan the Village:

- Should be involved in any studies of the Rt. 14 corridor running through Yates County, including studies on the installation of public sewer infrastructure;
- Should work with the Town on the regular inspection of septic systems to help improve the water quality of the Keuka Outlet and Seneca Lake;
- Should work with the Town to improve the small public park along the lake and investigate the creation of a public boat launch facility there;
- Should work with the Friends of the Outlet Trail to improve the use of the Keuka Outlet and the Keuka Outlet Trail as recreational resources;

- Should work with federal authorities and local Congressional representatives to ensure the U.S. Navy's land in the Village will be converted into a public recreational area should the Navy ever vacate the area;
- Should work with the Town of Torrey to determine the possibility of consolidating services and facilities in order to reduce expenditures on public services and save tax monies;
- Should work on resurveying the Village boundary to correct inconsistencies and clarify for both the general public and local officials the true location of the corporate limits (Town/Village boundary).
- Should work with outside interests such as the Yates County Industrial Development Agency to provide improved telecommunications services to residents and businesses.

Where feasible and appropriate, planning recommendations in the Torrey Comprehensive Plan have been designed to reflect and augment the contents and suggested actions of the Dresden Comprehensive Plan.

Title: Town of Benton Comprehensive Plan

Year: 1991; revised 2001.

The Town of Benton is located to the north and west of Torrey. As an adjacent town, its land use policies affect conditions in Torrey. The Benton Plan was prepared in 1991 and revised in 2001 to address the impacts of changing land uses such as the rise of home-based businesses and the regional tourism industry.

The Plan includes a thorough review of the reasons why the Town prepared the Plan and what it hopes to accomplish by having a Plan in place as well as a "community profile" with information on the Town's landscape and natural environmental characteristics, agricultural operations, business and economic activities, utilities and infrastructure, demographics, and zoning regulations.

The Benton Plan includes a list of twenty-four (24) "Goal and Objective" statements that serve as its land use recommendations. Key goals of the Plan include the protection and preservation of agriculture, the orderly development of residential areas, develop customized land use recommendations for unique areas of the Town, and develop a series of new zoning regulations to improve municipal oversight of land uses throughout the Town.

The Plan identifies five "special areas" and recommends specific land use policies for each. The five special areas are 1.) Hamlets, 2.) Seneca Lakefront and Route 14, 3.) Village of Penn Yan perimeter, 4.) Route 14A, and 5.) Pre-Emption Road Corridor. Each one of these areas has a narrative description of land use policies that are specifically designed to protect and enhance the unique characteristics of these areas. The Plan's recommendations will be implemented through zoning and subdivision regulations, as well as through the activities of interested citizen volunteers.

Where feasible and appropriate, planning recommendations in the Torrey Comprehensive Plan have been designed to reflect and augment the contents of the Benton Comprehensive Plan.

Title: Town of Milo Comprehensive Plan

Year: 1971; reformatted 1997.

The Town of Milo is located to the south and west of Torrey. Like Benton, its land use policies have an impact on Torrey. Milo's Comprehensive Plan was prepared in 1971 and reformatted in 1997; currently (November 2007) the Town is preparing a new Plan.

The Milo Plan is fairly short and lacking in detail. It has three sections: a list of general policy statements, a table describing its "Planning Systems", and lastly a "Planning Policy Chart." The policy statements are organized into three main categories: Land Use Policies, Thoroughfare Policies, and Community Facilities Policies. The category of Land Use Policies is further broken down into four subcategories, each one addressing one of the Town's main land uses: Residential, Commercial, Industrial, and Agricultural.

The "Planning System" section consists of a list of five land use categories (Residential, Commercial, Industrial, Agriculture/Residential, and Agricultural/Conservation) with accompanying generalized descriptions of the recommended land uses in each category. The "Policy Planning Chart" provides slightly more detailed descriptions of the objectives, recommendations, and implementation programs for each of the categories outlined in the "Planning System" section. Overall, this Plan recommends keeping agricultural operations in place throughout the Town, supporting the improvement of utilities and the transportation infrastructure to guide new commercial and industrial development into certain areas, safeguarding natural resources, and improving the delivery of public services.

Where feasible and appropriate, planning recommendations in the Torrey Comprehensive Plan have been designed to reflect and augment the contents of the Milo Comprehensive Plan. In the future, when Milo has completed its new Comprehensive Plan, the Torrey Planning Board should review it and determine whether or not revisions to the Torrey Comprehensive Plan are warranted.

Title: Yates County Looking Ahead: A Planning and Design Guide.
Year: 1990.

This report, sometimes known as the "Trancik Report" after its author, Roger Trancik, is a comprehensive county-wide study of Yates County's scenic and aesthetic resources. This report was developed to provide municipal officials with a guidebook for preparing municipal land use planning documents. Essentially, this report argues that the County and its municipalities should strive for carefully considered, well planned growth in order to preserve their rich array of natural resources.

This valuable study includes background information on the geologic and human history of the County, an explanation of the impacts of human activities on natural resources, a detailed "scenic resources inventory" for each town that identifies natural and cultural resources such as scenic viewsheds, steep slopes, wooded areas, and historic sites that are worthy of protection through local land use regulations; extensive commentary on proper growth management practices and how to ensure new development fits within and conforms to the predominately rural and agricultural characteristics of the area; and information on how to realize such rural design principles through municipal planning and zoning practices and public outreach activities.

Title: Yates County Agricultural Development and Farmland Enhancement Plan.
Year: 2004.

This plan was prepared by the Yates County Agriculture and Farmland Protection Board with the assistance of the Cornell Cooperative Extension of Yates County, the Yates County Department of Planning, the Yates County Soil & Water Conservation District, and Shepstone Management Company.

This plan identifies the many critical contributions that working agricultural operations make to Yates County, including the preservation of rural land and wooded areas, the limiting of “urban sprawl” and reinforcement of rural character, the provision of year-round business and employment for area residents, and the reduction in cost and demand for public services such as water and sewer.

The Plan consists of a detailed profile of the economics of Yates County agriculture, including dairying, grape production, and forestry; a review of the legal techniques available to preserve working agricultural land; commentary and analysis of surveys done of agricultural producers, agribusiness, and non-farm residents, and lastly a detailed listing of specific policies and actions that can be undertaken by County agencies, municipalities, farmers, and private landowners to reinforce, protect, and encourage agricultural activities in the County. Key policies include protecting agricultural land through zoning codes and the enactment of strong right-to-farm laws in each town.

Where appropriate, material from this study has been integrated into the Torrey Comprehensive Plan, especially with regards to the Plan’s recommendations on preserving working agricultural land and natural resources.

CHAPTER 3: COMMUNITY PROFILE

This *Community Profile* provides useful background information for Town's Comprehensive Plan. General knowledge of the Town's geographic and topographic features, its climatic conditions, and its history of settlement and development are useful for understanding both its current land use patterns as well as the recommendations for future land uses.

Section 3.1: Geography and Topography.

The Town of Torrey is located in the northeastern section of Yates County, New York. The Town is bordered on the north by the Town of Benton, on the east by Seneca Lake and the Yates-Seneca County line, on the south by the Town of Milo, and on the west by the Towns of Benton and Milo. The Village of Dresden is located entirely within the Town's boundaries in the east-central part of the town. The Towns of Romulus and Ovid lie directly east across Seneca Lake from Torrey.

The Town covers about 40 square miles, making it one of the smaller towns in Yates County. The highest points in the Town are along its western boundary; elevations in these areas rise to about 940 feet above sea level in the northwest corner of the Town and are over 900 feet above sea level along much of the Town's western boundary with Benton. The Town's far southwest corner also tops 920 feet above sea level. From these high points, the land slopes gently down to the east until it reaches Seneca Lake; the elevation of the lake is typically in the range of 444 – 446 feet above sea level. Numerous small gullies with streams flowing through them are readily apparent in the slopes just above the lakeshore.

The Keuka Lake Outlet bisects the Town on a northeast/southwest axis. The Outlet is a stream that drains the waters of Keuka Lake into Seneca Lake through a deep gorge. This gorge was first formed about 10,000 years ago and has been steadily eroding ever since. The Outlet was once the industrial hub of Yates County and was lined with mills and dams, which were served first by a canal and later by a railroad. Today, a scenic recreational trail known as the Keuka Outlet Trail runs from Dresden westward into Penn Yan.

Ice Age glaciers played a critical role in shaping the Town's topography and creating its rich agricultural soils. While a detailed account of the glacial processes that formed the Finger Lakes region is beyond the scope of this Plan, a basic understanding of these processes is useful for understanding the appearance of the Town's landscape. In pre-glacial times, the future basin of Seneca Lake was shaped like a funnel, with the wide end facing north. As glaciers gradually ground south into the funnel, the narrowing valley forced the ice to speed up, which increased the rate of erosion. This process created the steep slopes visible along the southern slopes of Seneca Lake. Furthermore, the glacial ice transported broken limestone from the north and mixed it with rocks already in the area to eventually form soils with high lime content, which are ideal for growing crops.

The Town's landscape generally consists of open fields interspersed with forested areas. Much of the Town is devoted to farming operations. Working agricultural fields, along with pastures and vineyards, are the Town's most common landscape features. Complexes of farm buildings, along with scattered residences and a variety of agricultural-based businesses, are also typical of the area. The Town's lakefront, however, is for the most part densely built up with both seasonal and year-round residences. In addition, there are several manufacturing plants around the Village of Dresden and near the eastern end of the Keuka Lake Outlet. The most notable impact of these facilities on the landscape are the smokestacks of the Greenridge Power Plant, a coal fired electric generating facility operated by the AES Corporation.



Figure 3.1: *A view inside an active gravel mining pit in the Town. An important prop for the local economy, this gravel pit is the direct result of the Town's geological history.*

Section 3.2: Climate.

The Finger Lakes region experiences a humid, continental type climate, which is modified by the proximity of the Great Lakes. Precipitation is rather evenly distributed throughout the year in quantity, but frequency is much higher in the cloudy winter months. Snowfall is significant, approximately 60 inches annually in Yates County, but far less than either Rochester or Syracuse, and is highly variable over short distances.

Overall, the local climate is variable, especially in the hill and valley topography of the Finger Lakes. South facing slopes warm more quickly in the spring, while sheltered valleys can receive killing frosts earlier in the fall. Hilltops sometimes receive snow that does not reach valley floors. The Town's location along the western shore of Seneca Lake means that the local climate benefits from the moderating influence of the lake on the growing season.

Winters are generally cold, cloudy and snowy across the region, but are very changeable and include frequent thaws. A portion of the annual snowfall comes from the "lake effect" process and is highly localized. Lake effect snow develops when cold air crosses the warmer lake waters and becomes saturated, creating clouds and precipitation downwind. The area receives much less lake effect snow than Rochester or Syracuse. The Finger Lakes are also subject to occasional general or "synoptic" snowfalls but the worst effects usually pass to the east. Torrey does see somewhat lower temperatures than those places closer to the modifying effects of the Great Lakes, although anything below -10F is uncommon.

During the winter the water temperature of Seneca Lake rarely falls below the freezing mark. This means that the lake acts as a warming agent for the shores and slopes above it. Heat from the lake radiates up the slopes above the lake, sheltering the vineyards there from harsh winter temperatures.

Spring comes slowly to the region. The last frosts can occur as late as mid-May. Sunshine increases markedly in May. In the springtime, Seneca Lake's cooler temperatures help delay the budding of grapevines until the risk of damage from sudden frosts has safely passed.

Summers are warm and sunny across the region. The average temperature is in the 70 to 72 degree (Fahrenheit) range. Rain can be expected every third or fourth day, almost always in the form of showers and thunderstorms. Completely overcast days in summer are rare. Severe weather is uncommon, but typically a few cases of damaging winds occur each year in the region. There usually are several periods of uncomfortably warm and muggy weather in an average summer, with several days reaching the 90F degree mark. Still, the area usually experiences some of the most comfortable summer weather in the East.

Autumn is pleasant, but rather brief. Mild and dry conditions predominate through September and much of October, but colder air masses cross the Great Lakes with increasing frequency starting in late October, and result in a drastic increase in cloud cover across the region in late October and early November. Although the first frosts may not occur until mid October, the first lake effect snows of the season usually follow by mid November. These early snows melt off quickly, with a general snow cover seldom established before mid-December. The growing season is relatively long for the latitude, averaging about 180 days. Seneca Lake's warm surface water temperature helps postpone the first frosts, allowing grapes to hang on the vines and ripen.



Figure 3.2: *A view of a local vineyard looking eastward over Seneca Lake. Local climatic conditions support the growth of grapes on the slopes around the lake. The retention of large open spaces for vineyards is a key concern of the Town's grape producers.*

Section 3.3: History.

The Town of Torrey was formed in 1851, making it the youngest of Yates County's nine towns. However, Torrey was the site of the first white settlement in the area that would eventually become Yates County. In 1788 a group of pioneers from New England established a mill at a large waterfall along the Keuka Outlet that is today known as Seneca Falls. Led by a charismatic religious leader named Jemima Wilkinson, who was known as the "Public Universal Friend," this group settled on a knoll known as City Hill, which was located about a mile south of the Keuka Outlet. In 1790 this settlement was the largest in western New York, with a population of about 60 families or 260 people. Today, the only remnant of this settlement is the historic cemetery located along City Hill Road.



Figure 3.3: *A view of City Hill Cemetery. This historic cemetery is located near the site of the Friend's settlement; the first recorded burial here occurred in 1788, at the very dawn of pioneer settlement in Western New York.*

Apart from the City Hill settlement, the other early settlement in the Town was a village known as Hopeton Landing, Yates County's famous "lost village." Established by Captain Charles Williamson, land agent for the powerful Pulteney Estate, Hopeton Landing was located near the present day intersection Routes 14 and 54. Captain Williamson was deeply involved with the settlement and development of the vast frontier lands owned by the Pulteney Estate in Western New York; he built many of Yates County's first roads and mills and worked hard to attract settlers to the area. This small settlement reached the height of its prosperity around 1810, and was centered on a large gristmill that operated from 1796 until it burned in 1826. From the 1820s on, Hopeton declined as milling operations and local businesses shifted eastward to Dresden. By the end of the 1830s, the settlement was virtually abandoned.

Transportation infrastructure exerted a profound influence on the Town's development. The earliest roads were simply improved Native American trails through the woods that served to connect the area's first farmsteads and mills. The waterpower of the Keuka Outlet was harnessed for milling operations; the earliest mills were typically sawmills and gristmills. By the 1830s the Keuka Outlet was the industrial hub of the newly formed Yates County. In addition to sawmills and gristmills, carding and fulling mills, linseed oil mills, triphammers, asheries, plaster mills and distilleries operated along the Outlet. The remains of these long-abandoned structures, such as their foundations, dams, and raceways, are still clearly visible in the undergrowth along the Keuka Outlet Trail.

The completion of the Erie Canal in 1825 encouraged local business interests to build a canal linking Keuka and Seneca Lakes; if local millers and merchants could get their products to Seneca Lake, they could use the Cayuga-Seneca Canal to ship their products to New York City and beyond. In 1828 a potential canal route was surveyed along the north side of the Keuka Outlet. The Crooked Lake Canal, named after Keuka Lake's old name, opened in 1833 and operated until 1877. It never turned a profit; it required boats to navigate through twenty-eight locks and was cumbersome and inefficient to manage. In 1884 a railroad was built along the abandoned canal's towpath; this rail line (originally the Penn Yan & New York Railroad) served the mills and factories along the old canal route until it too declined in the mid twentieth century as a result of the closing of many mills and an increase in the use of trucks. The railroad tracks were finally abandoned after being severely damaged by floods caused by Tropical Storm Agnes in 1972. The tracks were removed and today the Keuka Outlet Trail runs along the old railroad bed; however, relics of the canal and railroad such as old locks and railroad signals still remain visible in the landscape.

Prior to 1851, the present day Town of Torrey was divided between the Towns of Milo and Benton. However, as the settlement at Dresden grew in wealth and prosperity during the 1830s and 1840s, the idea of forming a new town that would center on Dresden grew in popularity. As a result, the Town of Torrey was formed in 1851. Dresden was incorporated as a village in 1867, but even by then it was apparent that it would never grow to the extent that its early promoters hoped for. Still, throughout the late 1800s, Dresden acted as the industrial and commercial center of Torrey and became an important regional railroad hub.

In the late 1800s the Town's economy was largely based on agriculture. The moderating influence of Seneca Lake encouraged farmers to grow fruit; by the 1870s local farmers produced apples, grapes, cherries, plums, pears and peaches. Local evaporators dried much of this fruit for shipping to faraway markets. In 1894 there were 38 vineyards located in the Town. Other local businesses relied on the growing summer tourist trade; a hotel was built at Long Point in 1880. The hotel later burned down and the site is today the location of a large camp and retreat center run by the Salvation Army. The only industry in the Town outside the Village of Dresden was a paper factory, established in 1867, that was located at Cascade Mills on the Keuka Outlet.

By the early 1900s the Town's landscape was essentially unchanged from a century before. Some farms produced a variety of fruit crops, while other farms concentrating on grain or dairying. During this time the mechanization of agriculture contributed to a decline in the Town's population, as small family farms were combined into larger operations and fewer workers were needed. Many local youths left the Town to work in nearby cities and villages, while others who left for military service in World War I settled elsewhere after the war. The only industrial center in the Town outside Dresden was a chemical factory established on the site of the old paper factory at Cascade Mills in 1901 to manufacture pesticides. This factory operated under several successive owners until 1967. Local railroads provided an effective means of transporting agricultural produce to markets outside the Town, and the spur between Dresden and Penn Yan afforded residents of Dresden the opportunity to commute to jobs in Penn Yan.

Perhaps the two major changes in the Town's landscape during the early 1900s were the development of high quality paved highways and the expansion of industrial uses in the area immediately south of the Village of Dresden. New York State stepped in to support the improvement of local roads at this time; in 1914 the road between Dresden and Penn Yan was paved with State assistance. During the 1920s and 1930s other local roads were paved; Route 14 was paved in the 1920s. In 1938 the Greenridge power station, a coal fired power plant, was built just south of the Village. The signature smokestacks of this plant still stand today and provide one of the defining features of the Town's landscape. Other industrial uses in this area that were active in the mid twentieth century included a chemical plant operated by Dupont and gasoline distribution tanks operated by Standard Oil.

Paved roads and automobiles helped turn the Finger Lakes region into a tourism and vacation destination in the 1930s. Lakefront cottages began to appear during this time, some of these small structures still stand along the shoreline. However, the real boom in lakefront development began in the 1950s and continues to the present day. Today, while agriculture and industrial operations remain critical aspects of the Town's economy, the Town also draws support as a destination for tourists and seasonal residents.



Figure 3.4: *This nineteenth century cobble stone house in Torrey is still used as a residence. The skylight in the roof is evidence that this historic structure has been refitted for use as a modern home, thus providing a direct link to the Town's early residents.*

Note on Sources: This brief sketch of Torrey's history was compiled from several sources, including *A Good Country, A Pleasant Habitation: An Outline History of Yates County*, published in 1990 by Yates County Historian Frances Dumas; *The Outlet Trail*, a short guidebook about the Keuka Outlet Trail, published in 1984 by Frances Dumas; and *Yates County Looking Ahead: A Planning and Design Guide*, published in 1990 by Roger Trancik.

CHAPTER 4: LAND USES: CURRENT CONDITIONS

This chapter is designed to profile current conditions in the Town of Torrey with regards to land uses. Using Yates County Real Property Services tax parcel data and New York State Office of Real Property Services (NYS ORPS) data, as well as statistical information from the United States Census Bureau, profiles of current land uses in the Town are provided in order to offer insight into current land use conditions in the Town.

The following table (Table 4.1) provides a general overview of land uses in the Town. There are a total of 978 individual tax parcels in the Town that cover 13,965.8 acres. Based on NYS ORPS data, this table indicates that a substantial majority of parcels (633 or about 65% of the total) are used for residential purposes. 130 parcels or about 13% of the total are classified as vacant land (this includes abandoned farmland and undeveloped forest areas) while 121 parcels or about 12% of the total are classified as active agricultural land.

Table 4.1: Torrey Land Use by NYS ORPS Classification				
NYS ORPS Categories:	Assigned Land Use:	Number of Parcels:	Percent of Parcels:	Acreage*:
100	Agriculture	121	12.4 %	10,763.4
200	Residential	633	64.7 %	1,101.9
300	Vacant Land	130	13.3 %	780.5
400	Commercial	25	2.6 %	218.1
500	Recreation & Entertainment	8	0.8 %	596.8
600	Community Services (<i>public buildings, institutions, etc.</i>)	20	2.0 %	196.3
700	Industrial	6	0.6 %	72.5
800	Public Services (<i>utilities, etc.</i>)	34	3.5 %	234.6
900	Wild, Forested, Conservation Lands & Public Parks	1	0.2 %	1.7
Totals:		978	100 %	13,965.80
*Not all parcels have an assigned acreage. Therefore, these acreage figures do not represent the total acreage of land in the Town or the total acreage devoted to each land use.				
Source: NYS ORPS, 2006 Real Property Data (www.orps.state.ny.us).				

At first glance, it might seem strange that there are so many more residential parcels than agriculture parcels in the Town. However, parcels devoted to agricultural uses are typically much larger in acreage than residential parcels; this is reflected in the figures provided for the total acreage of each land use classification. Over ten times the number of acres is in use for active agriculture than are used for residential purposes in the Town of Torrey.

Section 4.1: Agriculture and Viniculture.

Agriculture and viniculture are critical components of the Town's landscape and economy. According to the NYS ORPS, 121 of the Town's 978 tax parcels are used for active agricultural operations. This includes 11 parcels that are used as vineyards. A total of 10,763.4 acres is devoted to agricultural and vinicultural operations in the Town. When broken down into greater detail, a more useful

picture of agriculture and viniculture in the Town emerges. Table 4.2 (following page) provides additional details on agricultural uses in the Town:

Table 4.2: Parcels in Agricultural Production (NYS ORPS Category 100)	
NYS ORPS Subcategory:	Number of Parcels:
105: Agricultural Vacant Land (<i>productive land that is part of a working farm</i>)	32
112: Dairy Products (<i>milk, butter, cheese</i>)	27
113: Cattle, Calves, Hogs	4
117: Horse Farms	2
120: Field Crops (<i>Potatoes, wheat, hay, dry beans, corn, oats, etc.</i>)	32
140: Truck Crops (<i>non-muck land used to grow onions, snap beans, tomatoes, etc.</i>)	13
152: Vineyards	11
Total number of category 100 parcels:	121
Percentage of the total number of parcels in the town:	12.4 %
Source: NYS ORPS, 2006 Real Property Data (www.orps.state.ny.us).	

Table 4.2 indicates that most agricultural parcels in the Town are used for field crops such as wheat and corn as well as dairying. A large number of agricultural parcels are currently vacant, although they are part of active farms and could be put back into production at any time. Many local farms are operated by members of the Mennonite community, which provides critical support for working agriculture in the Town. There are eleven parcels devoted to vineyards in the Town. Local wineries that operate vineyards wholly or partially in the Town include Fox Run Vineyards, Red Tail Ridge Winery, Anthony Road Wine Company, Prejean Winery, Torrey Ridge Winery, Seneca Shores Winery, and Earle Estates Winery and Meadery. Taking advantage of the moderating influence of Seneca Lake's microclimate for grape production, these wineries are also a critical support for the local and regional economy and a major draw for tourists from throughout the United States.



Figure 4.1: *This dairy farm along the Route 14 spur in Torrey is typical of the farming operations found within the Town.*

Section 4.2: Local Demographics and Economy.*

Municipal land uses are profoundly impacted by local demographic and economic conditions. The needs and interests of different age and economic groups exert a powerful influence over the rate of new development, the re-development of existing properties; the demands placed on public services such as utilities, emergency response, and educational institutions; and interest in recreational opportunities. This section of the Comprehensive Plan is designed to provide readers with a general overview of demographic and economic conditions in the Town of Torrey.

The following table (Table 4.3) provides some statistical data on overall population levels. The Town posted a population of 1307 people at the 2000 Census, and that figure is projected to gradually but steadily grow over the next several decades. Generally, the Town's population has steadily grown since at least 1960, when it stood at just over 1000. There was a slight downturn during the 1980s, when the Town's population fell from 985 to 930, but since then it has rebounded and is projected to continue rising over the next several decades.

Table 4.3: Town of Torrey and Village of Dresden: Historic and Projected Population (1960 – 2040)		
Year:	Population (Town & Village)	Population (Town <i>outside</i> Village):
1960	1007	570
1970	1186	736
1980	1363	985
1990	1269	930
2000	1307	1,000
2010 (<i>projected</i>)	1373	1,081
2020 (<i>projected</i>)	1424	1,139
2030 (<i>projected</i>)	1472	1,192
2040 (<i>projected</i>)	1520	1,240
Sources: U.S. Bureau of the Census, Census 2000 (www.census.gov); G/FIRPC Population Forecast for Yates County, December 2003.		

Looking back in time, the first recorded population of the Town, taken during the New York State census of 1855, was 1324 people. During the late 1800s the Town's population probably grew steadily before declining in the early 1900s due to changing local economic conditions, but while the raw data to calculate these population figures are available in the Yates County Historian's office, the nature of the files means that a great deal of time and effort would be required to do so.

The table (Table 4.4) on the following page provides population data for comparison between Torrey and adjacent towns and villages, as well as nearby counties.

Table 4.4: Population, 1990 – 2000			
Town/Village/County	1990	2000	Percent Change
Torrey	1,269	1,307	+ 2.9
Benton	2,380	2,640	+ 10.9
Milo	7,023	7,026	0.0
Dresden	339	307	- 9.4
Penn Yan	5,248	5,219	-.6
Yates County	22,810	24,621	+ 7.4
Ontario County	95,101	100,224	+ 5.4
Seneca County	33,683	33,342	- 1.0
Schuyler County	18,662	19,224	+ 3.0
Source: U.S. Bureau of the Census, Census 2000 (www.census.gov).			

This table indicates that Torrey's population saw a slight rise during the 1990s; this increase was much less than Benton's nearly 11% increase but more than Milo's population, which remained virtually unchanged during that decade. Area villages, on the other hand, posted population declines. The Village of Dresden lost nearly 10% of its population, or 32 people, during this time.

The following table (Table 4.5) provides some basic information on age distribution in Torrey and other nearby municipalities. About 30% of the Town's population is 19 and under, a figure which is roughly equal to all nearby municipalities. However, the Town's population of people 65 and older is about 15%, somewhat less than nearby municipalities.

Table 4.5: Age Distribution, 2000		
Town/ Village/ County	Percent of Population 19 and Under	Percent of Population 65 and Over
Torrey	29.2	14.9
Benton	30.3	19.4
Milo	28.8	17.5
Dresden	23.4	16.3
Penn Yan	26.3	21.7
Yates County	30.4	15.5
Ontario County	28.1	13.2
Seneca County	26.9	15.1
Schuyler County	28.3	14.6
Source: U.S. Bureau of the Census, Census 2000 (www.census.gov).		

The following table (Table 4.6) provides additional details about the ages of the Town's population by breaking down the age structure of the Town's population into a series of age brackets. In the year 2000, out of a total population of 1307, there were 670 males and 637 females living in Torrey. The median age of the Town's population is 41.2 years.

Table 4.6: Age Brackets, 2000		
Age:	Number:	Percent:
Under 5 years	73	5.6 %
5 to 9 years	97	7.4 %
10 to 14 years	101	7.7 %
15 to 19 years	111	8.5 %
20 to 24 years	51	3.9 %
25 to 34 years	118	9.0 %
35 to 44 years	167	12.8 %
45 to 54 years	197	15.1 %
55 to 64 years	197	15.1 %
65 to 74 years	114	8.7 %
75 to 84 years	61	4.7 %
85 years and older	20	1.5 %
Total:	1,307	100.0 %
Source: U.S. Bureau of the Census, Census 2000 (www.census.gov).		

Shifting focus to educational attainment, the following table (Table 4.7) provides information on basic educational levels among the Town's residents. As compared to its neighboring towns, Torrey has the lowest percentage of population that graduated high school. About 75% of the Town's population has

completed high school, which falls slightly below the rates in Milo and Benton, both of which are about 78%. It also falls below the Yates County rate of 80.0%. When compared to its neighboring towns, Torrey also has the lowest percentage of residents with a bachelor's degree or higher (about 14%). However, this percentage is still higher than the Village of Dresden, which recorded that only about 8% of its population holds a Bachelor's degree or higher.

Table 4.7: Educational Attainment, 2000		
Town/ Village/ County	Percent of Population with a High School Diploma or Higher	Percent of Population with a Bachelor's Degree or Higher
Torrey	74.6 %	13.9 %
Milo	78.1 %	16.7 %
Benton	77.8 %	17.5 %
Dresden	66.9 %	8.3 %
Penn Yan	76.0 %	14.7 %
Yates County	80.0 %	18.2 %
Ontario County	87.4 %	24.7 %
Seneca County	79.1 %	17.5 %
Schuyler County	82.4 %	15.5 %
Source: U.S. Bureau of the Census, Census 2000 (www.census.gov).		

Table 4.8 below provides a basic overview of income and poverty levels in the Town. Torrey has the fewest number of families living in the Town as compared to neighboring towns. Its median family income in 1999, at \$ 40,350, places it squarely in the middle of the comparison towns in regards to median family income. It is slightly below the median family income of Yates County as a whole, which is at \$40,681.

Table 4.8: Family Income and Poverty, 2000			
Town/ Village/ County	Number of Families	Median Family Income in 1999	Percentage of Families Below the Poverty Level
Torrey	327	\$ 40,350	7.6 %
Milo	1,817	\$ 38,547	9.6 %
Benton	657	\$ 43,988	7.5 %
Dresden	83	\$ 40,208	4.8 %
Penn Yan	1,264	\$ 39,087	9.7 %
Yates County	6,316	\$ 40,681	8.9 %
Ontario County	26,537	\$ 52,698	4.9 %
Seneca County	8,628	\$ 45,445	8.0 %
Schuyler County	5,204	\$ 41,441	8.8 %
Source: U.S. Bureau of the Census, Census 2000 (www.census.gov).			

The following table (Table 4.9) provides income data by household in the Town. This table

indicates that about three fourths of the Town's households (343 or 76.7 %) fall between the \$15,000 to \$74,999 income brackets. The Town's median household income in 1999 was \$39,453.

Table 4.9: Income by Household, 2000		
House holds:	Number:	Percent:
Less than \$ 10,000	19	4.3 %
\$10,000 to \$ 14,999	26	5.8 %
\$15,000 to \$ 24,999	88	19.7 %
\$ 25,000 to \$ 34,999	60	13.4 %
\$ 35,000 to \$ 49,999	96	21.5 %
\$ 50,000 to \$ 74,999	99	22.1 %
\$ 75,000 to \$ 99,999	32	7.2 %
\$ 100,000 to \$ 149,999	19	4.3 %
\$ 150,000 to \$ 199,999	4	0.9 %
\$ 200,000 or more	4	0.9 %
Total House holds:	447	100.0 %
Source: U.S. Bureau of the Census, Census 2000 (www.census.gov).		

In looking at the relationship between land use and housing, the following table (Table 4.10) provides data on residential parcels in the Town. According to the NYS ORPS, 633 of the Town's 978 tax parcels (about 65% of the total number of parcels) are classified as primarily residential uses. A total of 1,101.9 acres is devoted to residential uses. When broken down into greater detail, a more useful picture of residential land use in the Town emerges.

Table 4.10: Parcels in Residential Use (NYS ORPS Category 200)	
NYS ORPS Subcategory:	Number of Parcels:
210: One Family Year Round Residence	390
220: Two Family Year Round Residence	9
230: Three Family Year Round Residence	3
240: Rural Residence with Acreage (<i>year round residence with 10 or more acres</i>)	16
241: Primarily Residential, also used in agricultural production	1
242: Recreational Use	2
260: Seasonal Residences	119
270: Mobile Home	91
271: Multiple Mobile Homes (<i>more than one mobile home on one parcel</i>)	1
280: Residential-Multi-Purpose/Multi-Structure (<i>multiple residences on one parcel or a residence that has been converted for partial use as a business</i>)	1
Total number of category 200 parcels:	633
Percentage of the total number of parcels in the town:	64.7 %
Source: NYS ORPS, 2006 Real Property Data (www.orps.state.ny.us).	

This table indicates that the great majority of residential parcels are used for single family homes and seasonal residences. There are 390 single family residential parcels and 119 seasonal residential parcels in the Town; together, these make up about 80% of all residential parcels in the Town. These do

not include residences that are located on more than ten acres of land; there are 16 of these large rural residential parcels in the Town. There are also 91 parcels with mobile homes. Only a handful of multi-family residential parcels are located in the Town.

The following table (Table 4.11) provides some more information on the age of the Town's housing stock. While this table will probably change dramatically once Census 2010 data becomes available, but it is useful in that it shows the break down, in age, of the Town's housing units.

Table 4.11: Year Housing Structure Built		
Year Built:	Number:	Percent:
1999 to March 2000	0	0.0
1995 to 1998	20	2.9
1990 to 1994	54	7.7
1980 to 1989	72	10.3
1970 to 1979	90	12.9
1960 to 1969	71	10.2
1940 to 1959	109	15.6
1939 or earlier	283	40.5
Total Structures:	698	100.10
Source: U.S. Bureau of the Census, Census 2000 (www.census.gov).		

The next table (Table 4.12) provides additional details on the number of individual housing units within residential structures in the Town. As expected, a substantial majority (about 80%) of residential structures are single family houses. The next largest group of housing units are mobile homes, which make up just over 13% of the Town's housing units. All other forms of housing unit, including townhouses and apartments, make up negligible percentages of the total number of housing units in the Town.

Table 4.12: Housing Units		
Units in Structure:	Number:	Percent:
1 unit, detached	567	81.1
1 unit, attached	6	0.9
2 units	13	1.9
3 or 4 units	13	1.9
5 to 9 units	5	0.9
10 to 19 units	0	0.0
20 or more units	0	0.0
Mobile home	94	13.4
Boat, RV, van, etc.	0	0.0
Total Housing Units:	698	100.10
Source: U.S. Bureau of the Census, Census 2000 (www.census.gov).		

Shifting from residential/housing to commercial land uses, the following table (Table 4.13) provides further details on parcels classified as having a primarily commercial land use. Only 25, or a mere 2.6%, of the Town's 978 tax parcels are classified as having a commercial use. Of those 25 parcels,

this table indicates that they are fairly evenly broken down among a wide variety of disparate commercial uses.

Table 4.13: Parcels in Commercial Use (NYS ORPS Category 400)	
NYS ORPS Subcategory:	Number of Parcels:
411: Apartments	1
421: Restaurants	1
422: Diners and Luncheonettes	1
423: Snack Bars, Drive-Ins, Ice Cream Bars	1
431: Auto Dealers – Sales and Service	1
432: Service and Gas Stations	2
440: Storage, Warehouse and Distribution Facilities	2
442: Mini-Warehouse (Self Service Storage)	1
444: Lumber Yards, Sawmills	1
449: Other Storage, Warehouse and Distribution Facilities	8
470: Miscellaneous Services	3
484: One Story Small Structure (<i>one occupant building adaptable for several uses</i>)	2
486: Minimart	1
Total number of category 400 parcels:	25
Percentage of the total number of parcels in the town:	2.6 %
Source: NYS ORPS, 2006 Real Property Data (www.orps.state.ny.us).	

Tables 4.14 and 4.15 provide detailed information on the Town’s civilian workforce. Table 4.14 breaks down the Town’s employed population by what industries people work in. Table 4.15 breaks down the employed population by what broad occupational categories people work in.

These tables indicate that while agricultural operations play an important role in the Town’s economic life, most of the Town’s inhabitants do not draw their living directly from the land. Many residents support themselves and their families through a broad variety of professions and industries. Approximately one fourth (24.5%) of the Town’s employed population work in the education, health, and social service fields. About 16% of the Town’s employed population work in agriculture and agriculture-related fields, while about 15% work in manufacturing.

Table 4.14: Employed Civilian Population (16 years and over) by Industry		
Industry:	Number:	Percent:
Agriculture, forestry, fishing and hunting, mining	97	16.1 %
Construction	57	9.5 %
Manufacturing	91	15.1 %
Wholesale Trade	15	2.5 %
Retail Trade	46	7.7 %
Transportation and warehousing, utilities	44	7.3 %
Information	2	0.3 %
Finance, insurance, real estate, and rental and leasing	10	1.7 %
Professional, scientific, management, administrative, and waste management services	24	4.0 %
Education, health, and social services	147	24.5 %
Arts, entertainment, recreation, accommodation,	23	3.8 %
Other services (except public administration)	26	4.3 %
Public Administration	19	3.2 %
Total Employed Civilian Population (16 years and over)	601	100.0 %
Source: U.S. Bureau of the Census, Census 2000 (www.census.gov).		

Table 4.15: Employed Civilian Population (16 years and over) by Occupation		
Occupation:	Number:	Percent:
Management, Professional, and related occupations	178	29.6 %
Service occupations	84	14.0 %
Sales and office occupations	105	17.5 %
Farming, fishing, and forestry occupations	49	8.2 %
Construction, extraction, and maintenance occupations	84	14.0 %
Production, transportation, and material moving occupations	101	16.8 %
Total Employed Civilian Population (16 years and over)	601	100.10* %
*The .10% difference between 100.10% and 100% is due to rounding error.		
Source: U.S. Bureau of the Census, Census 2000 (www.census.gov).		

*Much of this section is based on statistical data culled from the results of the 2000 census. Once the results of the 2010 census become available, the Town Planning Board should update these tables and their associated commentary.

Section 4.3: Natural Resources.

In addition to its valuable farmland (see above, Section 4.1), the Town of Torrey has the advantage of ready access to a number of significant natural resources that contribute to both the aesthetic appeal of the area and the viability of the local economy. The Town should work to ensure the continued stability of these critical resources.

1.) Seneca Lake.

Seneca Lake is the largest of New York's eleven Finger Lakes when measured in volume (estimated at 4.2 trillion gallons of water). This volume represents about 50% of the volume of water in *all* eleven lakes! The lake is 35.1 miles long and 3.2 miles wide at its widest point, although its average

width is 1.9 miles. Its maximum depth is 651 feet, although its average depth is 290 feet. The lake's surface area is 66.3 square miles/175 square kilometers (about 42,400 acres). The total shoreline of the lake is about 75 miles long. Winter lake levels range between 445 plus or minus 0.3 feet. Summer lake levels range between 446 plus or minus 0.3 feet. Flood stage is 448 feet. The immense quantity of water stored in the lake is important for several reasons: 1.) it allows the lake to hold and dissipate heat, thus creating a unique "microclimate" that supports agricultural practices that would otherwise be untenable; 2.) it supplies water for drinking, irrigation, and manufacturing purposes; 3.) it dilutes and neutralizes pollutants such as sewage effluents, fertilizers and pesticides, industrial discharges, and septic tank seepages; and 4.) it offers a good spawning ground for fish.



Figure 4.2: *A view looking north over Seneca Lake. The smoke stacks of the AES power plant are clearly visible in the center of the image. The Village of Dresden sits just left of the smoke stacks. The Town of Torrey is concerned about protecting key natural resources such as the lake's water quality.*

There are twenty-nine "sub-watersheds" within the Seneca Lake watershed. In addition to numerous small streams that flow into the lake from the surrounding slopes, the lake has three main sources of water: two large streams, which are Catharine Creek and the Keuka Outlet, and underwater springs. Catharine Creek, which drains about a quarter of the lake's watershed, is located at the southern end of the lake. The Keuka Outlet flows through Torrey and enters the lake just north of its north/south midpoint. The springs feed water into the lake and keep the lake water constantly circulating, which prevents it from freezing over.

Torrey is one of forty (40) municipalities (towns, villages, and cities) that are located wholly or partially in the vast Seneca Lake watershed. The watershed includes portions of five counties: Yates, Ontario, Seneca, Schuyler, and Chemung. These numerous jurisdictional divisions can be challenging to

individuals and organizations that are working for a coordinated, watershed-wide approach to land management and environmental issues.*

*Please refer to the report entitled “*Setting a Course for Seneca Lake: The State of the Seneca Lake Watershed 1999*” for more information regarding Seneca Lake and its watershed.

The Town owns a small lakefront park that includes a swimming beach and picnic area; this park is located within the Village of Dresden. The Town also owns several rights-of-way leading down to the lake; these old roads once ended at docks where steamboats tied up to take on loads of grapes and various other local agricultural products for shipment to lake ports such as Geneva.



Figure 4.3: *A view from the lake of the Town's lakefront park. This park features a swimming area, beach, and picnic areas.*

Like all the other municipalities surrounding the lake, Torrey has a responsibility to protect and enhance the lake's water quality. Human activities can exert a profound influence over water quality in lakes and streams and the Town should work to reduce the runoff of sediments and pollutants into the lake. In addition to the lake itself, much of the Town's shoreline should be considered a valuable natural resource due to its geological formations and the shoreline's role in providing local wildlife with unique niche habitats.

2.) The Keuka Outlet and the Keuka Outlet Trail.

As explained in Chapter 3, the Keuka Outlet bisects the Town along a southwest to northeast axis. All of Keuka Lake empties into Seneca Lake through the Outlet, which flows through a deep gorge. Many different geological formations are visible in various places in the gorge, which is about 10,000 years old. The Outlet is about eight miles long and drops about 270 feet from its source in Penn Yan to Dresden, where it flows into Seneca Lake. Water levels in the Outlet are controlled by a dam in Penn Yan and are typically low, although they can rise rapidly due to a large release of water from Keuka Lake or heavy run-off along the small streams that line the gorge's steep walls.

The multi-purpose trail that runs alongside the Outlet for much of its length is one of Torrey's most well known recreational resources. The Keuka Outlet Trail, maintained for much of its seven mile length by a non-profit group known as The Friends of the Outlet, Inc., offers a variety of trailside amenities including picnic areas, outhouses, and small park areas where trail users can enjoy the bucolic and historic setting of the trail.



Figure 4.4: *To the left of this image is a portion of the Keuka Outlet Trail. On the right is the Keuka Outlet. The trail runs along the path of the railroad tracks that once linked Dresden with Penn Yan and connects some of the most historic sites in Yates County.*

As noted in Chapter 3, this trail winds through some of the most historic sites in all of Yates County. While many of these sites are located outside the Town of Torrey, the remnants of the Crooked Lake Canal are readily visible for the entire length of the trail. The trail itself is located on a former railroad bed; there are many relics of the railroad still visible, including old ties and concrete posts

marked with a “W” that alerted the locomotive engineer to sound his whistle as the train approached a crossing.

3.) Scenic Viewsheds.

Like most, if not all, towns in the Finger Lakes region, Torrey enjoys several unparalleled scenic vistas that offer views of both the countryside and Seneca Lake. Sweeping panoramas of hills, forests, fields and lakes are a defining feature of life in the Finger Lakes and area municipalities should actively work both to protect these resources as well as highlight them in their land use plans and regulations.

The *Yates County Looking Ahead* report, issued in 1990, identified two “scenic viewsheds” in the Town. One is the Travis Road Scenic District, which offers views looking eastward out over Seneca Lake and nearby farmland; the other is the Torrey Scenic Corridor, which runs along Route 14 in the southern part of the Town and offers spectacular views of the lake and countryside. The Town should identify these, and/or other, viewsheds as natural resources worthy of protection.



Figure 4.5: *One of the most impressive scenic vistas in the Town is this view looking north out over Seneca Lake. Route 14 runs upward from the left of the image; the smoke stacks of the AES power plant are clearly visible left of center. The Village of Dresden sits just left of the smoke stacks. The Town is concerned about protecting views such as this one which include many of the traditional elements found in Finger Lakes landscapes, including farm fields and agricultural buildings, forested areas, and broad expanses of water.*

4.) Woodlots.

Most of the Torrey's land cover is devoted to agricultural operations. However, substantial stands of mature trees are located throughout the Town, especially in areas near the Keuka Outlet and in the southeast area of the Town on the slopes above Seneca Lake. These woodlots are valuable for a variety of reasons, ranging from their aesthetic appeal to their harboring of local wildlife to their role in preventing soil from eroding into local streams and the lake. While farmers should be able to clear woodlots in order to expand their farming operations, both the agricultural community and other residents should seek to protect and preserve these wooded areas wherever and whenever possible.

5.) Natural and Historic Sites.

While not a natural resource *per se*, the Town's historic sites are an important aspect of the local landscape. The following natural and historic resources were identified in the *Yates County Looking Ahead* study:

1. Olney-Ryal Cobblestone House (1835), Route 14.
2. Youngs-Leach Cobblestone House (1836), Route 14
3. Keuka Lake Outlet trail and millsites.
4. Nutt farm (1820s), Nutt Road.
5. Whitaker Farm (c. 1800), Townline Road.
6. City Hill Cemetery (1789-present), City Hill Road.
7. Bruce's Gully (flows into the Keuka Outlet).
8. Harris Flats and Indian burial ground, Dresden along Outlet.
9. Kalorama (1849), Route 54.
10. Hopeton Mill foundations (1794), Outlet at Hopeton Road.

Where possible, the Town of Torrey should work to protect and preserve these sites, buildings, and structures from poorly considered development and land uses that could harm them.

Section 4.4: Transportation.

The Town of Torrey is served by a fairly dense network of local and State roads. According to the Yates County Highway Department, there are a total of 53.13 miles of public roads in the Town. 11.05 miles of these roads are under the New York State Department of Transportation's (NYS DOT) jurisdiction. Of the remaining 42.08 miles of local roads, 13.41 miles are under Yates County's jurisdiction. The other 28.67 miles of roads are maintained by the Town through its Highway Department.



Figure 4.6: *Most local roads in the Town of Torrey are similar to Anthony Road, seen above in a view looking east over Seneca Lake.*

Roads under State jurisdiction include the two main highways in the Town: Routes 14 and 54. Route 14 provides the most direct link north to Geneva and the New York State Thruway and south to Watkins Glen and Horseheads, while Route 54 provides the best link west to Penn Yan. County roads located wholly or partially in the Town include Anthony Beach Road (County Road 3), Flynn Road (County Road 7), Ridge Road (County Road 9), Havens Corners Road (County Road 14), Travis Road (County Road 16), City Hill Road (County Road 26), and Leach Road (County Road 28). NYS DOT traffic counts conducted on county roads in the Town in October 2005 indicate that Ridge Road is the most heavily traveled County road in the Town.

The principle north/south road in the Town is Route 14, which runs south from the Torrey/Benton town line, curves to the southeast, skirts the Village of Dresden, and continues due south to the Torrey/Milo town line. Other north/south roads in the Town include Ridge Road, Swarthout Road, Hazard Road, and Norris Road. Most roads in the Town run east to west; these routes include Travis Road, Larzellere Road, Nutt Road, State Route 54, City Hill Road, and Leach Road.

In addition to these main roadways, numerous short and narrow roads provide access to lakefront properties. Most of these roads are private roads and the Town does not maintain them.

The principle form of transportation within the Town is by private automobile; no public transportation services are currently available either in the Town or within Yates County. However, the Mennonite population typically relies on horse-drawn carriages and bicycles for transportation around Town; these vehicles are a common sight along the Town's roads. Future transportation planning initiatives should include provisions for accommodating this form of transport. Travel modes such as biking, hiking, and skiing are widely used throughout the Town for recreational purposes.

The following table (Table 4.16) provides some basic statistical data about commuters in Torrey. According to this table, almost 75% of the Town's commuters rely on a car, truck or van that they drive

themselves to get to work. A sizable minority, about 13%, carpool. Only a tiny percentage of the Town's commuters use some form of public transportation or walk to get to work. About 8.5% of commuters have perhaps the ideal commute: they reported that they work out of their homes.

Table 4.16: Commuting to Work (Workers 16 years and over)		
Means of Commute:	Number:	Percent:
Car, truck, or van – drove alone	416	72.3 %
Car, truck, or van – carpooled	74	12.9 %
Public Transportation (inc. taxicab)	3	0.5 %
Walked	20	3.5 %
Other means	13	2.3 %
Worked at home	49	8.5 %
Totals:	575	100.0 %
Mean travel time to work (minutes)	25.3	N/A
Source: U.S. Bureau of the Census, Census 2000 (www.census.gov).		

According to the Town Highway Superintendent, key issues regarding local roads that should be addressed by the Comprehensive Plan, and especially by any Capital Improvement Plan (CIP) that the Town develops, include: widening roads and road shoulders to a width of 20 to 22 feet (where possible due to right-of-way restrictions); upgrading drainage ditches to be able to handle 25 to 50 year storm events; coordinating with NYS DOT to address safety concerns at certain intersections of local (town and county) roads with the state highways in town; installing more reflective signs around the town to improve night-time visibility of these signs, and building turnarounds on the end of dead-end town roads to better accommodate snow plows and emergency vehicles such as fire trucks and ambulances.

Section 4.5: Municipal Government and Public Services.

The structure of Town Government is set out by State Law. The Town of Torrey is governed by a Town Board, which consists of five members: the Town Supervisor and four Councilmen/women. The Town Board is the legislative body responsible for governing the Town by setting official Town policy regarding any issue that involves the Town's interests, overseeing the budget process and allocating resources towards selected projects, and by passing and amending local laws and ordinances.

Land use issues in the Town are overseen ultimately by the Town Board, but the Town Planning Board and the Zoning Board of Appeals (ZBA) are the two boards that handle the day-to-day administration and implementation of the Town's Comprehensive Plan and zoning law. The Planning Board handles long-term initiatives such as monitoring the Town's Comprehensive Plan to ensure its continued relevance to changing conditions in the municipality and ensuring all new development and re-development of existing properties is in conformance with the Comprehensive Plan. The ZBA handles all appeals for relief from the strict interpretation of the municipal zoning regulations by hearing requests for variances and determining whether or not to grant those requests. Lastly, the Town's Building and Code Enforcement Officer plays a critical role in land use issues by issuing building permits for allowable projects and referring requests for variances to the ZBA.

According to Town records, the Town employs seven (7) full time staff: the Town Clerk, Town Justice, Code Enforcement Officer (this person handles enforcement duties for the Building Code and Zoning Code, and also serves as the Watershed Inspector, in which capacity he is responsible for septic

tank inspections); the Town Highway Superintendent, and three Highway Department workers. The Town employs a part-time Deputy Town Clerk, Bookkeeper, and Attorney.

The following list of services profiles the status of public and utility services available in the Town:

Police Protection: The Town of Torrey does not have a municipal police department. Policing services are provided by the Yates County Sheriff's Office and the New York State Police.

Fire Protection: The Village of Dresden Volunteer Fire Department provides fire protection services to the Town as well as the Village of Dresden. In addition, should the need arise, backup assistance can be obtained from Fire Departments in Penn Yan and Dundee.

Ambulance/Emergency Medical Technician (EMT) Services: Village of Dresden Volunteer Fire Department, Penn Yan Volunteer Ambulance Corps, Village of Dundee Volunteer Fire Department, Mercy Flight.

Hospital: There are no hospitals in the Town of Torrey. The closest hospitals are *Soldiers and Sailors Memorial Hospital* in Penn Yan, *Geneva General Hospital* in Geneva, *Schuyler Hospital* in Watkins Glen, *F. F. Thompson Memorial Hospital* in Canandaigua, and *Ira Davenport Memorial Hospital* in Bath.

Animal Control: Animal control services are provided by the Yates County Animal Control Officer, who operates as part of the Yates County Sheriff's Office.

Water Supply: Public water is available to properties along Route 54 and within the Village of Dresden. Other properties obtain water from Seneca Lake or wells. The private camps in town draw their water from Seneca Lake.

Sewage Disposal: There are no public sewers anywhere in the Town. All properties are serviced by septic systems. All newly constructed homes have engineered septic systems that are approved by the New York Health Department if they do not meet the separation distance from the lake. Many homes along the lake have aerobic tanks, which require service contracts for bi-annual inspections.

Telephone: Verizon, AT&T, APS, AATelco, Excel Communications. The Town is served by the "315" area code.

Electricity: New York State Electric & Gas (NYSEG).

Natural Gas: New York State Electric & Gas (NYSEG).

Television, Cable T.V., and Internet Services: Time Warner Communications.

Education: The Town is served by the Penn Yan Central School District (PYCSD). The PYCSD operates three schools: Penn Yan Elementary, Penn Yan Middle School, and Penn Yan Academy (High School). All these schools are located in the Village of Penn Yan.

The local Mennonite community operates two schools in the Town for the use of the Mennonite student population. These are Torrey Ridge School, located on Ridge Road, and New Conquest School, located on Hazzard Road.

U.S. Postal Service: The Town is served by two post offices, one in Dresden (ZIP: 14441) and the other in Penn Yan (ZIP: 14527).

Section 4.6: Lakefront Development

Torrey's lengthy Seneca Lake shoreline is, for the most part, densely built up with a mixture of seasonal and year-round residences. Public access to the lake is limited, although the Town of Torrey and Village of Dresden each maintain small lakefront parks. The NYS ORPS data does not allow lakefront tax parcels to be identified and assessed separately from other parcels in the Town. Tax parcel maps show that the Town's lakefront is mostly split up into numerous small parcels that are used for residential purposes, although in the southern part of the Town there are several large lakefront parcels where summer camps are located (see below, Section 4.7).



Figure 4.7: *A view of typical lakefront development conditions in the Town of Torrey.*

Immediately south of the Village of Dresden, a portion of the lakefront is taken up by industrial uses. This is the area where the Greenidge power plant is located, as well as the manufacturing plant operated by the Ferro Corporation. In several areas of the lakeshore in the northern part of the Town, the Norfolk & Southern railroad tracks run very close to the shoreline; while the tracks run along the top of steep cliffs leading down to the lake; there is not enough space between the tracks and the shoreline to build on. As a result there are still undeveloped stretches of shoreline in the Town that could be easily protected from potentially damaging developments by the Town.



Figure 4.8: *A portion of undeveloped lake shore in the Town. There is not enough space between the railroad tracks and the shore line in some parts of the Town to allow development along the lake front. As such as this should be retained in the natural condition.*

Section 4.7: Community Organizations and Recreation.

The Town is host to three large summer camps and retreats, which are operated by religious organizations. Other organizations that play an important role in local recreation include the Seneca Lake Duck Hunter's Club and The Friends of the Outlet, Inc.

Camp Long Point and Retreat Center is operated by the Empire State Division of the Salvation Army and is located on 150 acres of land around Long Point, a tip of land extending out into Seneca Lake. This facility has been providing summer camping services to children from Upstate New York since 1953. In addition, this facility provides conference and retreat services.

Camp Seneca Lake (CSL) is operated by the Jewish Community Center of Greater Rochester. It mainly serves elementary, middle, and high school age children from Jewish communities around Upstate New York, although other campers come in from around the country and Canada. The camp is located on 200 acres and has about 1500 feet of shoreline along the lake.

Camp Whitman on Seneca Lake is a boys and girls Christian camp that is located on 117 acres. Like the other camps in town, it provides a wide range of outdoor recreational and athletic opportunities for its campers. This camp is operated by the Presbyteries of Geneva and the Genesee Valley.

In addition to the organizations profiled above, a variety of other recreational opportunities are available in the Town. Common outdoor recreational activities in the Town include hiking, biking, swimming, skiing, and hunting. The Seneca Lake Duck Hunter's Club is a major local social center and supports a variety of hunting activities.

The Friends of the Outlet, Inc. is a non-profit group that is primarily involved in maintaining and expanding the Keuka Outlet Trail.

CHAPTER 5: COMMUNITY VISION AND LAND USE POLICIES

Comprehensive Plan Vision Statement

The Town of Toney seeks to balance the preservation of its rural and agrarian character and the improvement of the water quality of Seneca Lake with the accommodation of new growth and development in order to enhance the high quality of life for its residents. Through its Comprehensive Plan, the Town will implement land use policies that protect and enhance its natural resources, safeguard the water quality of the Keuka Outlet and Seneca Lake, promote viable agriculture and viticulture, support economic development initiatives, and ensure new development is carefully integrated into the Town's rural and agrarian landscape.



Figure 5.1: *This view looking north from the intersection of City Hill and Swarthout Roads provides a vista over the rural countryside and Seneca Lake. The Town of Toney will work to ensure all new development is balanced with the community's interest in the retention of these landscapes.*

This chapter consists of a series of land use recommendations that are aimed at realizing the above vision statement. The chapter is organized into seven (7) sections. Each section addresses a specific area of concern that was identified by a subcommittee working under the umbrella of the Comprehensive Plan Committee.

Each section has a “Goal Statement,” which explains what the basic intention of the Town will be with regards to a specific section heading. Each section has a series of “Policy Statements,” which briefly explain a specific policy that the Town will follow. Each Policy Statement is fleshed out with an accompanying “Action Statement” that explains, in greater detail, what the Town will do to support the Policy Statement. Lastly, the responsible parties, projected timeframe, and potential funding sources are identified for each Policy. Where the projected timeframe is labeled “2008 – Ongoing,” the Policy will be initiated on the adoption of this Comprehensive Plan by the Town Board and continue as a standard practice.

Following adoption of this Comprehensive Plan, the Town will revise and update its zoning regulations. One of the main goals of this Plan is to provide the Town with a sound basis for its new zoning law; many of the policies listed in this Plan are intended to provide guidance to the Town as it works to improve its zoning code.

Section 5.1: Agriculture and Viniculture.

Goal Statement: The Town of Torrey will support and encourage the protection and preservation of working agricultural and vinicultural operations throughout the Town.

Policy 5.1.A: *The Town Board will enact a “right to farm” law.*

2016 Revision ACTION COMPLETED, Right to Farm Law adopted July 17, 2012 .

Policy 5.1.B: *The Town Board will actively support agriculture and viniculture by developing an Agriculture and Open Space Protection Plan.*

2016 Revision POLICY DROPPED. The Yates County Agricultural and Open Space Plan (2004) covers this action, see <http://www.shepstone.net/yates/agplan.html>

Policy 5.1.C: *The Town Board will form an official “Agriculture and Viniculture Advisory Committee.”*

2016 Revision: ACTION COMPLETED, Agricultural Advisory Board established February 09

Policy 5.1.D: *The Town will work to improve air quality in the Town by reducing emissions from agricultural operations.*

2016 Revision: POLICY DROPPED, No action has been taken. The Town has no resources to support this kind of effort.

Policy 5.1.E: *The Town will support research into improved soil management and conservation practices on farmland.*

2016 Revision: POLICY DROPPED. This effort is redundant with continuing efforts by the county, state and universities. The town has no resources to support this kind of effort.



Figure 5.2: *The Town will work to support working farms and protect large tracts of high quality agricultural land, such as these farm fields along Larzelle Road.*

Policy 5.1.F: *The Town will support private landowners' efforts to maintain and preserve their historic barns that are in poor and deteriorating condition.*

Action: The Town will support private landowners' attempts to maintain and preserve historic (pre-1930s) barns throughout the town. Town boards and staff will provide information to interested property owners on the Historic barn rehabilitation tax credits that are available for private citizens as well as the NYS Barn Restoration and Preservation Grant Program.

Responsible Parties: Town Planning Board, Agriculture Advisory Committee, Town Historian.

Timeframe: 2008 – Ongoing.

Potential Funding Sources: NYS Historic Preservation Office, New York State Barn Income Tax Credit.

Section 5.2: Local Business and Real Estate.

Goal Statement: The Town of Torrey will encourage and pursue economic development activities that are aimed at stabilizing the local economy and broadening the Town's tax base.

Policy 5.2.A: *The Town will concentrate new commercial and light industrial development in the vicinity of the Village of Dresden and the intersection of Routes 14 and 54.*

**2016 Revision: ACTION COMPLETED. Revised Zoning Law adopted March 8, 2011
Article VIII & IX**

Policy 5.2.B: *The Town will encourage and promote the continued vitality and ongoing development and expansion of small scale, agriculture-based businesses throughout the Town.*

**2016 Revision: ACTION COMPLETED. Revised Zoning Law Article V adopted March 8, 2011
and ongoing implementation.**



Policy 5.2.C: *The Town will promote the installation of high speed internet service in local homes and businesses.*

Action: The Town will promote and support the extension of High Speed Internet service throughout the Town. Town officials will work with the Yates County Industrial Development Agency (IDA) to implement the *Yates County Telecommunications Study* and identify federal/state/non-profit resources to make available High Speed Internet service throughout the Town.

Responsible Parties: Town Board, Town Planning Board, Town Staff.

Timeline: 2008 –On-going (2016 Revision)

Potential Funding Sources: Yates County IDA, USDA Rural Utilities Program.



Figure 5.3: *One of the key local industries is the Ferro Corporation's manufacturing facility on Transeco Drive near the Village of Dresden. Toney is unique among Yates County municipalities in that it retains significant industrial land uses.*

Policy 5.2.D: *The Town will promote community recreation events that support local and regional business interests.*

Action: The Town will provide support and assistance to events such as fishing tours and competitions, festivals with vendors that feature locally produced goods, bicycle and other athletic competitions, and other events that both support the local economy as well as provide the community with recreational events.

This policy should not be understood to mean that the Town will provide direct financial assistance to such events, but rather that through means such as helping to publicize an event or using Town resources to operate and manage an event, the Town will support these kinds of activities.

Responsible Parties: Town Board, Town Planning Board.

Timeframe: 2008 – Ongoing.

Potential Funding Sources: Local Resources.

Policy 5.2.E: *The Town will regulate the location of adult-oriented businesses.*

Action: The Town will regulate the location of adult-oriented businesses by including adequate provisions regarding the location of such businesses in its Zoning Law.

Responsible Parties: Town Board, Town Planning Board, Zoning Board of Appeals, CEO.

Timeline: 2008 – Ongoing.

Potential Funding Sources: Local Resources.

Policy 5.2.F: *The Town Board will consider enacting a municipal “Sign Ordinance.”*

2016 Revision: ACTION COMPLETED. Revised Zoning Law adopted March 8, 2011 Section 98.128

Section 5.3: Natural Resources.

Goal Statement: The Town of Torrey will pursue land use policies that protect and preserve the Town’s unique and sensitive natural environmental features as well as the water quality of the Keuka Outlet and Seneca Lake.

Policy 5.3.A: *The Town will enact land use regulations aimed at the protection and preservation of sensitive and unique natural and cultural resources.*

2016 Revision: ACTION COMPLETED Revised Zoning Law adopted March 2011. Article XII Land Conservation Overlay District

Policy 5.3.B: *The Town will enact stormwater management and erosion control regulations as part of its revised Town Code.*

2016 Revision ACTION COMPLETED, Revised Zoning Law adopted March 8, 2011 Article XIV - Site Plan Review

Policy 5.3.C: *The Town will coordinate with The Friends of the Outlet Inc. to improve the Keuka Outlet Trail.*

Action: The Town will collaborate with the Friends of the Keuka Outlet Trail to make periodic upgrades to the Trail, such as new and improved signage, landscaping where necessary, routine maintenance activities, and other physical improvements to the Trail, including the possibility of extending the trail further east from its current end to the lakeshore. Extending the trail to the lakeshore will help the Town realize one of its long-term planning goals, which is to provide additional public access to Seneca Lake.

Responsible Parties: Town Board, Town Planning Board.

Timeframe: 2008 – Ongoing.

Potential Funding Sources: Local Resources, Genesee Transportation Council (GTC), NYS DOS.

Policy 5.3.D: *The Town will support private landowners’ efforts to protect unique natural resources on their properties through the use of Conservation Easements.*

Action 1: The Town will support the use of “conservation easements” by interested landowners for protecting privately owned lands that include unique and sensitive environmental features such as wetlands, steep slopes, woodlands, scenic vistas, and wildlife habitats. (2016 Revision)

Action 2: The Town will support private landowners’ efforts to have part or all of their properties designated a “Critical Environmental Area” (CEA) through the State Environmental Quality Review Act (SEQRA) process. (2016 Revision)

Action 3: The Town will consider developing “Incentive Zoning” regulations in order to directly link private developers with the funding of community improvements. (2016 Revision)

Responsible Parties: Town Board, Town Planning Board, CEO, interested landowners.

Potential Funding Timeframe: 2008 – Ongoing.

Sources: Local Resources, Land Trusts, Host Community Benefit Packages.

Policy 5.3.E: *The Town will require local property owners to submit proof of septic tank inspection to the Town*

2016 Revision ACTION COMPLETED. Town of Torrey Wastewater Law adopted November 2014

Policy 5.3.F: *The Town will regularly communicate and coordinate with outside agencies such as nearby municipalities; county, state and federal entities; and non-profit groups regarding improvements to the water quality of the Keuka Outlet and Seneca Lake.*

Action 1: The Town will work with Penn Yan and Milo to find ways to improve the routine inspection of sewage and septic facilities that are located outside of Torrey but impact the water quality of the Keuka Outlet and Seneca Lake.

Action 2: The Town will coordinate with the Village of Penn Yan to:

1. Obtain up-to-date information on the Village's wastewater treatment system operations and discharges into the Keuka Outlet.
2. Advocate for the approval of more stringent outcome-based regulation of water discharge for disinfection.
3. Refit the Penn Yan treatment system to hold and/or treat surge waster before it is released.
4. Develop a system for the Village to monitor water quality at least monthly at the mouth of Keuka Outlet and at sites in Seneca Lake within one mile of the Outlet.
5. Encourage Village participation in regional watershed evaluation and regulation with other towns, governmental agencies, agriculture, business and researchers.
6. Test the effluent as it leaves the Penn Yan Wastewater Treatment Plant.
7. Potentially revise regulations regarding the opening of the gates in Penn Yan to reduce the water level in Keuka Lake.

Action 3: The Town will work with neighboring municipalities, Yates County agencies, and non-profit organizations such as SLAP 5 (Seneca Lake Area Partners) to:

1. Reduce runoff from farms and yards to prevent pesticides and fertilizers from contaminating streams that empty into the lake;
2. Address the problem of stormwater runoff polluting local waterbodies;
3. Address the problems posed by increasing populations of Canadian and snow geese.



Figure 5.4: *A view of the mouth of the Keuka Outlet. The Town should work with the Friends of the Outlet, Inc. to improve trail conditions and public access to the lake in this area. The acquisition of additional land around the Outlet's mouth is one possible means for the Town and the Friends to help protect this critical natural resource.*

Responsible Parties: Town Board, Town Planning Board, Code Enforcement Officer.

Timeframe: 2008 – Ongoing.

Potential Funding Sources: Local Resources, NYS Dept. of State, NYS DEC.

Policy 5.3.G: *The Town will make industrial discharge (air and water) reports from Ferro Inc. and AES, as well as from any industrial facility that operates in the Town in the future, available to the public for review.*

Action: The Town will request up-to-date reports on a regular basis through an individual or agency and make available to the public. The Town will also have up-to-date reports of the remediation of the Mercury Aircraft Brownfield also available to the public at the Town Hall.

Responsible Parties: Town Board, Town Planning Board, Town Staff.

Timeframe: 2008 – Ongoing.

Potential Funding Sources: Local Resources.

Policy 5.3.H: *The Town will collaborate with NYS DEC and other involved agencies to obtain up-to-date information on the status of abandoned oil docks near Dresden.*

Action: The Town will collaborate with NYS DEC and any other involved agency to determine what, if any, environmental threats are posed by the abandoned oil docks in Seneca Lake near Dresden. Following this determination, responsible parties will be identified for remediation.

Responsible Parties: Town Board, Town Planning Board, Town Staff.

Timeframe: 2008 – Ongoing.

Potential Funding Sources: Local Resources.

Policy 5.3.I: *The Town Board will enact and enforce an “Outdoor Lighting Ordinance” to prevent nighttime light pollution. (2016 Revision)*

Action: The Town will prepare an outdoor lighting ordinance aimed at preventing night-time light pollution in order to preserve the night-time sky as a natural resource, thereby improving public safety, decreasing energy consumption, reducing the impact of bright lights on neighboring properties, and minimizing the potential negative effects of night-time lights on local wildlife.
(2016 Revision)

Responsible Parties: Town Board, Town Planning Board, Zoning Board of Appeals, CEO.

Timeframe: 2009 – 2011.

Potential Funding Sources: Local Resources, NYS Dept. of State, NYS DEC.

Policy 5.3.J: *The Town Board will enact and enforce an “Open Burning Ordinance” to reduce air and water pollution.*

2016 Revision ACTION COMPETED: NYS DEC adopted an Open Burning Regulation October 09

Policy 5.3.K: *The Town Board will enact and enforce a “Junkyard” Ordinance.*

2016 Revision ACTION COMPLETED Revised Zoning Code adopted March 8, 2011
Section 98.23

Policy 5.3.L: *The Town Board will enact and enforce an ordinance prohibiting the feeding of waterfowl.*

2016 Revision POLICY DROPPED, Already a NYS DEC Regulation and the cost of enforcement is prohibitive

Policy 5.3.M: *The Town Board will enact and enforce a municipal “Firearms Discharge Ordinance.”*

Action: The Town Board will prepare a municipal Firearms Discharge Ordinance in order to protect residents against the impacts of firearm discharges in the close vicinity of dwellings. This ordinance should prohibit the discharge of firearms within 500 feet of a residence in the lakefront area *without* the owner’s consent.

The ordinance should clarify that its sole intent is to preserve the ability of residents to enjoy their property without being disturbed by the noise of firearm discharges, and is not intended to restrict hunting practices.

This ordinance will *not* apply to firing ranges operated by the Seneca Lake Duck Hunter's Club, or any other outdoor recreational organization or program active in the Town.

Responsible Parties: Town Board, Town Planning Board, Zoning Board of Appeals, CEO

Timeframe: 2009 – 2011.

Potential Funding Sources: Local Resources, NYS Department of State.

Policy 5.3.N: *The Town Board will enact and enforce a town-wide "Noise Ordinance."*

2016 Revisions: ACTION COMPLETED. Revised Zoning Code adopted March 8, 2011 Section 98.25C

Policy 5.3.O: *The Town will continue holding regular "Clean-Up Days" to encourage local residents and property owners to safely dispose of debris and trash.*

Action: The Town will hold one or more "Clean-Up Days" each year to provide area residents and property owners with an opportunity to dispose of debris and trash in an environmentally friendly way. These Clean-Up Days will help prevent dumping in gullies, where debris can accumulate and lead to water quality degradation, among other problems.

Responsible Parties: Town Board.

Timeframe: 2008 – Ongoing.

Potential Funding Sources: Local Resources.

Policy 5.3.P: *The Town will enact land use regulations governing commercial Wind Farms to protect scenic vistas that offer views of both the countryside and Seneca Lake.*

2016 Revision: ACTION COMPLETED. Revised Zoning Code adopted March 8, 2011 as amended February 11, 2014 by Local Law 01/14 Article V-XII

Section 5.4: Transportation.

Goal Statement: The Town of Torrey will work to improve the safety, efficiency, and appearance of transportation infrastructure throughout the Town.

2016 Revision SECTION DROPPED

The entire transportation section has been removed from the comprehensive plan for two Reasons:

1. The original survey indicated that the residents of the town were very satisfied with the roads and services of the highway department; 83% of respondents indicated good or very good to questions about the roads.
2. The policies and actions as identified in the original plan are essentially redundant with the highway superintendent's responsibilities.

Section 5.5: Municipal Government and Public Services.

Goal Statement: The Town of Torrey will balance the improvement of public services with the need to protect property owners from heavy taxation.

Policy 5.5.A: *The Town will support the installation of public water and sewer infrastructure in the Ag/Res District (2016 Revision).*

Action: The Town will support the installation of public water and sewer infrastructure in lakefront areas of the Town. This should be done to: 1.) improve environmental conditions and water quality in Seneca Lake, 2.) ensure residential properties have a steady, continuous, and secure water supply.

The Town will form one or more “special improvement districts” to fund this initiative. Real property owners within the special districts will be responsible for raising funds to install and maintain water and sewer infrastructure; however, the Town should also pursue outside grant funding to help offset the cost of installing this infrastructure.

Responsible Parties: Town Board.

Timeframe: 2008- Ongoing

Potential Funding Sources: Local Resources, NYS Environmental Facilities Corporation.

Policy 5.5.B: *The Town will discourage the installation of public water and sewer infrastructure in areas of the Town that are primarily used for agriculture.*

Action: In order to guide new development away from prime agricultural land and minimize the cost of building and maintaining infrastructure for the Town’s taxpayers, the Town will generally oppose the installation of public water and sewage lines in prime agricultural land.

Responsible Parties: Town Board, Town Planning Board, Zoning Board of Appeals.

Timeframe: 2008 – Ongoing.

Potential Funding Sources: Local Resources.

Policy 5.5.C: *The Town Board will enact and enforce subdivision regulations that are aimed at reducing “sprawl” type development.*

2016 Revision: ACTION COMPLETED. Land Subdivision Law adopted February 12, 2013 and Planned Unit Development Law adopted December 2008

Policy 5.5.D: *The Town should encourage the use of “Cluster Development” design concepts to help protect local agricultural land and natural resources.*

2016 Revision: ACTION COMPLETED. Land Subdivision Law adopted February 12, 2013 and Planned Unit Development Law adopted December 2008

Policy 5.5.E: *The Town will enact and enforce a municipal Site Plan Review Law.*

2016 Revision:

ACTION COMPLETED. Revised Zoning Code adopted March 8, 2001 Article XIV Site Plan Review



Figure 5.5: *The Town can reduce the economic and environmental costs of sprawl development on farmland such as this in part through strong subdivision and site plan review regulations.*

Potential Funding Sources: Local Resources, NYS Dept. of State.

Policy 5.5.F: *The Town will coordinate with the Village of Dresden to realize planning objectives identified in the Dresden Comprehensive Plan.*

Action: Town officials will coordinate with Village officials on several objectives identified in the Village's Comprehensive Plan. Specifically, objectives identified for Town/Village coordination include:

1. The Town and Village will work to improve the inspection process of septic systems to help improve the water quality of the Keuka Outlet and Seneca Lake;
2. The Town and Village will study the consolidation of services and facilities in order to reduce expenditures on public services;

3. The Town and Village will coordinate the resurveying of the Town/Village boundary to correct inconsistencies and clarify for both the general public and local officials the true location of the corporate limits.
4. The Town and Village will work together to develop one or more public boat launches.

Responsible Parties: Town Board, Town Planning Board, Village Board, Village Planning Board.

Timeframe: 2008 – Ongoing.

Potential Funding Sources: Local (Town and Village) Resources, NYS Dept. of State.

Policy 5.5.G: *The Town will coordinate with nearby municipalities to undertake cost of services/consolidation studies aimed at reducing the cost of local government.*

Action: The Town will work with surrounding municipalities, such as the Village of Dresden and the Towns of Benton and Milo, as well as other nearby towns, Yates County, and state agencies, to develop studies that will offer the Town concrete proposals for reducing the cost of governmental operations. Specific studies might address the use of shared equipment and work/storage spaces, consolidated public works programs and recreational activities, consolidated municipal boards, shared septic inspection services, and other actions that can reduce the cost and improve the efficiency of municipal services.

Responsible Parties: Town Board, Town Planning Board.

Timeframe: 2008 – Ongoing.

Potential Funding Sources: Local Resources, NYS Dept. of State.

Policy 5.5.H: *The Town will reform the structure and operation of the Town Planning Board.*

ACTION COMPLETED. Planning Board increased to seven members, bylaws prepared and approved by Town Board defining procedures as well as responsibilities. Adopted February 2009

2016 Revision: Since the seven member board was adopted by Town Board, the board has not been fully staffed. Decreased Planning Board to a five (5) member board Adopted February 2016

Policy 5.5.I: *The expanded Town Planning Board will also serve as a Conservation Board/Conservation Advisory Council for the Town.*

2016 Revision: **POLICY DROPPED.** The duties and responsibilities defined in this action are outside of the scope for volunteer board members

Policy 5.5.J: *The Town will promote and support training opportunities for members of the Town Board, Town Planning Board, and Zoning Board of Appeals.*

Action: Town staff will track the availability of land use training programs and provide board members with this information so that they may attend training sessions. Board members should continually work to improve and broaden their knowledge of land use planning techniques, especially with regards to rural and agricultural planning issues.

Responsible Parties: Town Board, Town Staff, Town Planning Board, Zoning Board of Appeals (Yates County Planning Dept.).

Timeline: 2008 – Ongoing.

Potential Funding Sources: Local Resources, Yates County Planning Dept., NYS DOS, G/FLRPC

Policy 5.5.K: *The Town will monitor and investigate means of reducing the rising property tax burden faced by all property owners.*

2016 Revision: POLICY DROPPED. Fiscal responsibility is basic duty of the Torrey Town Board

Section 5.6: Lake front.

Goal Statement: The Town of Torrey will work to improve the condition of Seneca Lake and will promote environmentally responsible and aesthetically pleasing development along the Town's lakefront.

Policy 5.6.A: *The Town will create two new zoning districts along the Seneca Lake shoreline. These districts will be tentatively known as the "Ag/Res" and the "Recreational Zoning" districts. (2016 Revision)*

2016 Revision: ACTION COMPLETED. The Revised Zoning Law adopted March 8, 2011 established two zoning districts along the lake, the Agricultural/Residential and Recreational Districts. The action is to consider establishing a Land Conservation District along the lake front has been dropped. There is very little undeveloped land and it would be a considerable hardship for the land owners if the land could not be developed in the future. The action regarding residency levels, parking and absentee landlord accountability is addressed by NYS Property Maintenance laws.

Policy 5.6.B: *The Town will encourage development (both alterations as well as all new construction) that is in keeping with the lakefront's current residential character.*

2016 Revision: ACTION COMPLETED. Revised Zoning Law Article VI, adopted March 8, 2011 and ongoing implementations.

Policy 5.6.C: *The Town will promote environmentally sound development along the lakefront.*

2016 Revision: ACTION 1 & 2 COMPLETED. Sub Division adopted February 12, 2013, Steep Slopes Law adopted August 11, 2009, PUD Law, Site Plan Review Process within Revised Zoning Code, March 8, 2011

2016 Revision: ACTION DROPPED. There is only isolated lots that are undeveloped along the lake front and a CEA designation is not appropriate for a residential area.

Policy 5.6.D: *The Town will develop a uniform Docking and Mooring law in coordination with other Yates County municipalities that border Seneca Lake.*

Action: Town boards and officials will coordinate and collaborate with the other three Yates County towns that have frontage on Seneca Lake to develop a uniform Docking and Mooring (D&M) law. D&M laws have many advantages for municipalities that choose to enact them: they establish fair and consistent standards for docking and mooring structures, improve public safety, guard against overcrowding along the lakeshore, address environmental concerns, address visual/aesthetic concerns, help clarify a municipality's role and responsibilities in overseeing lakefront development issues, and can help improve neighbor relations among lakeshore property owners.

A Docking and Mooring law describes and explains the dimensional standards that all docks, berths, piers, slips, moorings, floating platforms, boat houses, boat hoists, and any other structure located on the water are required to adhere to. These laws typically include definitions of terms and phrases, a description of the municipal review and permitting process for installing new docking and mooring facilities, a description of how non-conforming (pre-existing) structures are addressed, a description of the appeals and variance process for relief from strict interpretation of the law, and various other components of municipal laws such as a separability clause and provisions about fees, violations, and penalties.

Responsible Parties: Town Board, Town Planning Board, Zoning Board of Appeals, CEO

Timeframe: To be determined.

Potential Funding Sources: Local Resources, NYS Department of State.

Policy 5.6.E: *The Town will enact regulations to provide additional oversight over lakefront rental properties.*

2016 Revision: ACTION COMPLETED. Revised Zoning Code, Section 98.127 adopted March 8, 2011



Figure 5.6: *The Town should work to make sure that future development along the lake shore is both environmentally sound and in keeping with the scale of existing construction.*

Policy 5.6.F: *The Town Board will establish zoning regulations prohibiting “keyhole” development.*

2016 Revision: ACTION COMPLETED. Subdivision Law adopted February 12, 2013

Policy 5.6.G: *Inclined elevators/trams in the lakefront area should be installed with minimal environmental disturbance and all proper safety precautions.*

2016 Revision: ACTION COMPLETED. Steep Slopes Law adopted August 11, 2009 and NYS Building and Electrical Codes.:

Section 5.7: Community Organizations and Recreation.

Goal Statement: The Town of Torrey will work to improve the availability of open spaces and opportunities for youth/adult recreation activities in the Town.

Policy 5.7.A: *The Town will identify organizations and locations that support and involve youth/adult recreation activities.*

2016 Revision: POLICY DROPPED. This section was dropped because it was to address an issue that is not perceived as a problem

Policy 5.7.B: *The Town will investigate outside funding and volunteer sources to assist with operating and expanding available recreational and educational programs.*

2016 Revision: POLICY DROPPED. This section was dropped because was to address an issue that is not perceived as a problem.

Policy 5.7.C: *The Town will investigate means of enhancing the use of its lakefront park.*

Action: The Town owns and operates a small park on the lakeshore, which features a beach, picnic areas, and a swimming area. In order to increase use of this park by the public, the Town will support expanded recreation activities such as swimming lessons and canoe/kayak lessons, as well as consider lengthening the hours that lifeguards are on duty at the swimming beach. 2016 Revision

Responsible Parties: Town Board, Town Planning Board, Interested volunteer citizens.

Timeframe: 2008 – Ongoing (2016 Revision)

Potential Funding Sources: Local Resources.

Policy 5.7.D: *The Town will investigate opportunities for expanding the range of recreation services offered to the community.*

Action : The town will investigate the possibility of providing a boat launch facility at one of the town roads that ends at the lake. (2016 Revision)

Responsible Parties: Town Board, Town Planning Board, Interested volunteer citizens.

Timeframe: 2008 – Ongoing.

Potential Funding Sources: Local Resources, NYS Dept. of Health.



Figure 5.6: *The Town should work towards protecting the long-term viability of lake front recreational areas such as this beachfront.*

CHAPTER 6: LAND USE: FUTURE CONDITIONS

The policies outlined in Chapter 5 provide the basis for this chapter on future land use patterns in the Town of Torrey. This chapter provides a narrative description, organized around the Town's various existing and proposed zoning districts, of what land uses this Comprehensive Plan recommends as the most appropriate for each distinct area of the Town.

As explained in the Plan's Vision Statement and illustrated in Chapter 5, one of the fundamental intentions of this Comprehensive Plan is to retain the Town's rural and agrarian character by achieving a sound balance between current land use conditions and new construction and development activities. In order to realize and maintain this balance, the Town should oversee the location of certain land uses through zoning regulations. In addition to ensuring the location of various land uses is appropriate for the Town's character, the Town should use subdivision and site plan review regulations to ensure the design and appearance of new construction is carefully considered when local boards are permitting new development.

As stated beforehand, this chapter explains and describes the recommended land uses in each of the Town's existing and proposed zoning districts. However, this chapter is not and should not be construed as a zoning code. This Comprehensive Plan is not a legally binding document and the contents of this chapter are simply intended to serve as a guide for the task force appointed by the Town Board to update the Town's zoning code.

The following lists of recommended land uses are not intended to be definitive or all-inclusive. Furthermore, these lists do not differentiate between as-of-right uses and uses that are allowed by special permit. Instead, this chapter is designed to provide readers of this Plan with a general idea of the types of land uses that would be best suited to the various proposed districts. Following the adoption of this Plan by the Town Board, the task force charged with re-writing the Town's zoning law will use the following lists as a guide to its work.

Section 6.1: Agricultural / Residential Areas.

Currently, most land in the Town is used for agricultural operations, with a mix of residential uses as well. Patches of forest cover are scattered throughout the Town. Key goals of this Comprehensive Plan include preserving and protecting working agriculture, fostering new development that is keeping with the Town's rural and agrarian character, and protecting natural resources such as wetlands, woodlots, and steep slopes.

Most of the Town is currently zoned for use as agriculture/residential. The recommendations of this Plan indicate that this zoning classification should remain in place, but can be modified where necessary through the addition of overlay districts.

Recommended Land Uses for the Agricultural Residential Area:

1. Farm fields, grazing lands, vineyards, orchards, etc.
2. Buildings related to agricultural/vinicultural operations such as barns, stables, kennels, silos, storage sheds, workshops, greenhouses, garages, etc.
3. Farm and vineyard-related businesses and industries such as farm equipment repair shops, wineries, roadside farm stands, etc.
4. A broad variety of "cottage industries," such as home-based businesses like woodworking and/or furniture shops, arts and crafts manufacturing, clothes making, and professional offices.
5. Garden shops and nurseries.
6. Forest/woodland.
7. Outdoor recreation areas such as playgrounds, campgrounds, golf courses, and hiking and cross country skiing trails.
8. Bed and Breakfasts.
9. Low density, low intensity residential uses such as single family homes with accessory structures including garages, tool sheds, decks, swimming pools, lawns, gardens, etc.
10. Cemeteries.
11. Historic interpretive sites.
12. Public and institutional uses such as schools and churches.
13. Carefully considered master-planned developments (Planned Unit Developments or PUDs) that are designed and built in such a way to minimize adverse environmental impacts and blend in with the surrounding landscape.

Section 6.2: Lake front Areas.

Much of Torrey's lakeshore is densely built up with a variety of seasonal and year round residences on small lots. Some of these residences are periodically rented out. Some stretches of the Town's shoreline north of Dresden are unable to be developed due to the proximity of the Norfolk Southern railroad tracks to the shore line; the lack of space between the tracks and the shore and the steep slopes down to the lake make it extremely difficult to safely build at these locations. In addition, there are

several camps located along the lakeshore in the southern part of the town that own long stretches of lakefront property; these areas will remain in use by the camps in the foreseeable future.

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 character. In addition, any new development or re-development in this area of the Town should be carefully designed to ensure that it will have a positive environmental impact.

Currently, five areas along the Town's lakefront are zoned for Resort Residential. As explained in Chapter 5, this basic zoning classification should be revised by the formation of a new zoning district, to be tentatively known as the "*Lakefront Residential District*", that would include all residential areas of the lakefront. The Town should consider forming a separate zoning district for the summer camps, to be tentatively known as the "*Lakefront Recreation District*", that would include all recreational areas of the lakefront. In addition, the Town could consider designating undeveloped portions of the lakeshore as a special *Land Conservation District*.

Recommended Land Uses for the Lakeshore Area:

1. Single family residences with accessory structures including garages, tool sheds, decks, swimming pools, lawns, gardens, etc.
2. Boathouses, docks, hoists, and other water-based recreation facilities.
3. Marinas and service facilities for watercraft.
4. A broad variety of "cottage industries," such as home-based businesses such as woodworking and/or furniture shops, arts and crafts manufacturing, clothes making, and professional offices
5. Camping/retreat facilities.
6. Bed and Breakfasts.
7. Parks and public access areas.
8. Historic Interpretive Sites.

Section 6.3: Commercial Areas.

Currently, there are eleven small commercial zoning districts located throughout the Town. The Town may want to reconsider the zoning of these districts in order to better accommodate and encourage the spread of agriculture based businesses throughout the community and concentrate new commercial development in the Route 14/54 area.

While agricultural based businesses should be allowed within any commercial zoning districts in the Town, the main purpose of these districts is to provide a place in the Town for commercial operations that are not dependent on local agriculture and viniculture.

Recommended Land Uses for Commercial Areas:

1. Any large-scale commercial operation such as a retail store, gas station/auto service shop, or restaurant/diner that is not directly related to agriculture.
2. Farm and vineyard-related businesses and industries such as farm equipment repair shops, wineries, roadside farm stands, etc.
3. A broad variety of "cottage industries," such as home-based businesses like woodworking and/or furniture shops, arts and crafts manufacturing, clothes making, and professional offices.
4. Garden shops and nurseries.
5. Any other miscellaneous business operations that would not be suitable for agricultural/residential areas

Section 6.4: Industrial Areas.

Torrey is unique among Yates County towns for having several active industrial areas within its boundaries. These industrial uses should remain intact as a means of supporting industry, manufacturing, and power-generating activities in the Town while guiding any growth and expansion of these operations away from agricultural, residential, and resort/camp areas.

Recommended Land Uses for Industrial Areas:

1. Light industrial/manufacturing plants and associated facilities.
2. Any special utility infrastructure needed to support manufacturing activities.
3. Power generation plants.

Section 6.5: Land Conservation Areas.

The Town has placed special zoning in place for the land along the Keuka Outlet, running from the Torrey/Milo town line to the Seneca Lake shore. This zoning classification should remain intact, but it should probably be revised in terms of its as-of-right and permitted uses.

Recommended Land Uses for Land Conservation Areas:

Generally, any uses allowed in agricultural/residential areas are probably appropriate in this district. However, the Land Conservation district regulations should ensure that any new construction that occurs within this district minimizes potential adverse environmental impacts, preserves timber stands, and blends with the surrounding landscape.

Section 6.6: Environmental Protection Overlay District(s) (EPODS).

Following the Plan's recommendations, the Town should consider enacting one or more Environmental Protection Overlay District(s) (EPODs) within its zoning law to provide additional protection for irreplaceable natural and cultural resources such as scenic vistas, wetlands, glens, gullies, forested areas, steep slopes, unique wildlife habitats, 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 help to ensure that any new construction has minimal adverse environmental impacts.

Recommended Land Uses for the Environmental Protection Overlay District(s) (EPODS):

Generally, any uses allowed in the base zoning district are appropriate in an environmental protection overlay district. However, the overlay district regulations will ensure that any new construction that occurs within an overlay district minimizes potential adverse environmental impacts and blends with the surrounding landscape.

Section 6.7: Special Flood Hazard Overlay District (SFHOD).

In order to protect life and property from flood damage, the Town should restrict certain types of development within 100 year flood plains as designated by the Federal Emergency Management Agency (FEMA) on Torrey's Flood Insurance Rate Map (FIRM), Community-Panel Numbers 360966 0001-0010.

Recommended Land Uses for the Special Flood Hazard Overlay District (SFHOD):

Most uses allowed in the base zoning district are appropriate in the special flood hazard overlay district so long as all buildings and structures are properly elevated above the flood plain.

CHAPTER 7: PLAN UPDATE PROCESS

The Comprehensive Plan of the Town of Torrey is designed to serve as a guide for Town boards and officials when they engage in the decision making process regarding land uses in the Town. In addition, the Plan will act as the basis for the Town's zoning law. Therefore, the Plan must be routinely maintained to reflect changing conditions in the Town such as new development; changes in state and federal regulations; shifts in public needs, interests and concerns; and the availability of information from outside sources such as watershed reports, county-wide and region-wide studies, and federal and state agencies such as the United States Census Bureau and the New York State Department of State.

The Town of Torrey Planning Board will oversee a two-year plan update process that will ensure the Comprehensive Plan is routinely maintained and remains up-to-date. The update processes, laid out in **Table 7.1** and **Table 7.2**, describe the update procedures that Town boards and officials will follow when revising the Comprehensive Plan. The Plan Update Schedule is laid out in **Table 7.3**.

These processes and schedules are designed to allow for full public participation. Provisions are included for public meetings on the Comprehensive Plan every two years. At the six-year point, a Citizen's Planning Committee consisting of interested citizens will be formed by the Planning Board to work with the Planning Board on the update process. Seasonal residents who might not be available during the winter months will be given the opportunity to comment on the Plan while they are in residence in the Town; therefore, the schedules are designed so as to allow for the bulk of the work in updating the Plan document to occur during the summer months.

Throughout the update process, the Town Planning Board will act as the lead agency, responsible for coordinating and publicizing meetings, collecting information to include in the updated Plan, working with the Town Board, Zoning Board of Appeals, Town staff, and interested citizens to integrate a range of ideas and concerns into the Plan, and revising the Plan document. The Planning Board will be responsible for determining what revisions are made to the Plan, although it must work closely with the Town Board to ensure that the Town Board accepts all proposed revisions. **Table 7.1** outlines the Two Year Plan Update Process:

Table 7.1: Two Year Plan Update Process		
Target Date:	Responsible Party:	Action:
Year Round (Jan. – Dec.)	Town Planning Board	The Town Planning Board will maintain a list of potential revisions to the Comprehensive Plan document. Board members will add notes and suggestions to this list based on their experiences with implementing the Plan and their observations and findings that come about as a result of their routine work.
April	Town Planning Board, Town Board, Zoning Board of Appeals	The Planning Board will publish a notice to the public inviting them to attend the first of two Public Meetings on the Comprehensive Plan. Planning Board members will hold a meeting with representatives of the Town Board and the ZBA. At this meeting the attendees will discuss land use related issues common to the three Boards and potential revisions of the Plan. Planning Board representatives will maintain a record of comments from the other two boards for use in revising the plan document.

May	Town Planning Board, Town Board, Zoning Board of Appeals, Interested Citizens	<p>The Planning Board will host the first Public Meeting. At this meeting the Board will briefly review progress made during the past year in implementing the Plan. Then, attendees will be given the opportunity to comment on the Plan, raise questions about land use issues, and offer their observations on revisions they would like the Planning Board to consider.</p> <p>Representatives of the Town, Planning, and Zoning Boards will meet on an “as needed” basis to continue their discussions on revisions to the Comprehensive Plan.</p>
June/ July	Town Planning Board	<p>The Planning Board will use the comments received at the Public Meeting and the suggestions for revisions received from the Town Board and ZBA to revise the Plan document.</p> <p>Representatives of the Town, Planning, and Zoning Boards will meet on an “as needed” basis to continue their discussions on revisions to the Comprehensive Plan.</p>
July	Town Planning Board	<p>The revised Plan document will be circulated to the Town Board, ZBA, and made available for public comment.</p> <p>The Planning Board will publish a notice to the public inviting them to attend the second of two Public Meetings on the Comprehensive Plan.</p>
August	Town Planning Board, Interested Citizens	<p>The Planning Board will host the second Public Meeting. At this meeting the Planning Board will review for the attendees all the proposed revisions and solicit public input on those proposed revisions.</p> <p>The Planning Board will, where necessary, make further revisions to the Plan document based on comments received at the second Public Meeting.</p>
September	Town Planning Board, Town Board	<p>The Planning Board will provide the revised Plan document to the Town Board for its review and consideration.</p> <p>The Town Board will host a formal Public Hearing at which the Plan will be presented to the public and additional public comments solicited.</p> <p>The Town Board will consider all proposed revisions as well as comments obtained at the Public Hearing and, if need be, work with the Planning Board to finalize the proposed revisions.</p>
November	Town Board, Planning Board, ZBA	<p>The Town Board will adopt a resolution that lists all revisions to the Plan document. The adoption of this resolution will signify the end of the Two Year Plan Update Process.</p>

Comprehensive Plan of the Town of Toney

The Six-Year Plan Update process is fundamentally the same as the two year update process, with the exception that it provides for additional public participation and a deeper and more thorough revision of the Plan document. Please see Table 7.2 for the six year plan update process:

Table 7.2: Six Year Plan Update Process		
Target Date:	Responsible Party:	Action:
Year Round (Jan. – Dec.)	Town Planning Board	The Town Planning Board will maintain a list of potential revisions to the Comprehensive Plan document. Board members will add notes and suggestions to this list based on their experiences with implementing the Plan and their observations and findings that come about as a result of their routine work.
April	Town Planning Board, Town Board, Zoning Board of Appeals	<p>The Planning Board will publish a notice to the public inviting them to attend the first of two Public Meetings on the Comprehensive Plan.</p> <p>Planning Board members will hold a meeting with representatives of the Town Board and the ZBA. At this meeting the attendees will discuss land use related issues common to the three Boards and potential revisions of the Plan. Planning Board representatives will maintain a record of comments from the other two boards for use in revising the plan document.</p>
May	Town Planning Board, Town Board, Zoning Board of Appeals, Interested Citizens	<p>The Planning Board will host the first Public Meeting. At this meeting the Board will briefly review progress made during the past year in implementing the Plan. Then, attendees will be given the opportunity to comment on the Plan, raise questions about land use issues, and offer their observations on revisions they would like the Planning Board to consider. Lastly, the Planning Board will organize interested citizens into one or more Focus Groups to study specific issues that are identified by the Planning Board as requiring additional citizen input.</p> <p>Representatives of the Town, Planning, and Zoning Boards will meet on an “as needed” basis to continue their discussions on revisions to the Comprehensive Plan.</p>
June/ July	Town Planning Board, Citizen Focus Groups	<p>The Focus Groups will meet on an “as needed” basis to discuss their concerns and ideas. Each Focus Group will prepare notes for the Planning Board to use in revising the Plan document.</p> <p>Representatives of the Town, Planning, and Zoning Boards will meet on an “as needed” basis to continue their discussions on revisions to the Comprehensive Plan.</p>

July	Town Planning Board, Citizen Focus Groups	<p>The Focus Groups will give their notes to the Planning Board, which will determine what material to include in the revised Plan.</p> <p>The Planning Board will revise the Plan document.</p> <p>The revised Plan document will be circulated to the Town Board, ZBA, and made available for public comment.</p> <p>The Planning Board will publish a notice to the public inviting them to attend the second of two Public Meetings on the Comprehensive Plan.</p>
August	Town Planning Board, Interested Citizens	<p>The Planning Board will host the second Public Meeting. At this meeting the Planning Board will review for the attendees all the proposed revisions and solicit public input on those proposed revisions.</p> <p>The Planning Board will, where necessary, make further revisions to the Plan document based on comments received at the second Public Meeting.</p>
September	Town Planning Board, Town Board	<p>The Planning Board will provide the revised Plan document to the Town Board for its review and consideration.</p> <p>If the proposed changes are extensive enough to require undertaking the SEQRA process, the Town Board will begin updating the Plan's Full Environmental Assessment Form.</p> <p>The Town Board will consider all proposed revisions and, if need be, work with the Planning Board to finalize the proposed revisions.</p>
November	Town Board, Planning Board, ZBA	<p>The Town Board will adopt a resolution approving the revised Plan document. The adoption of this resolution will signify the end of the Annual Plan Update Process.</p> <p>If the SEQRA process is underway, the Town will hold off on adopting the revised Plan until SEQRA is complete.</p> <p>If changes to the Plan are extensive enough to warrant revisions to the Town's Zoning Regulations, the ZBA will begin work on those revisions. The updated Comprehensive Plan will serve as a guide to the ZBA as it works to update and improve the Zoning Regulations.</p>

Table 7.3 provides the Plan Update Schedule, which simply lists the years that the Plan will be updated and the update processes the Town Planning Board will follow to properly maintain the Plan during each update year. This schedule should be expanded over time. As long as it is adhered to, the Town will be able to properly manage the Comprehensive Plan document.

Table 7.3: Plan Update Schedule.	
Year:	Update Process:
2010	Two Year Update
2012	Two Year Update
2014	Six Year update
2016	Two Year Update
2018	Two Year Update
2020	Six Year Update
<i>Ongoing every two (2) years.</i>	<i>The Update Process will re-occur every other year, with major revisions occurring every six years.</i>

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