

TOWN OF LLOYD  
COMPREHENSIVE PLAN  
2013

This is a conceptual review draft only.

Draft #1

07/17/2013

Please see next page for directions and purpose.

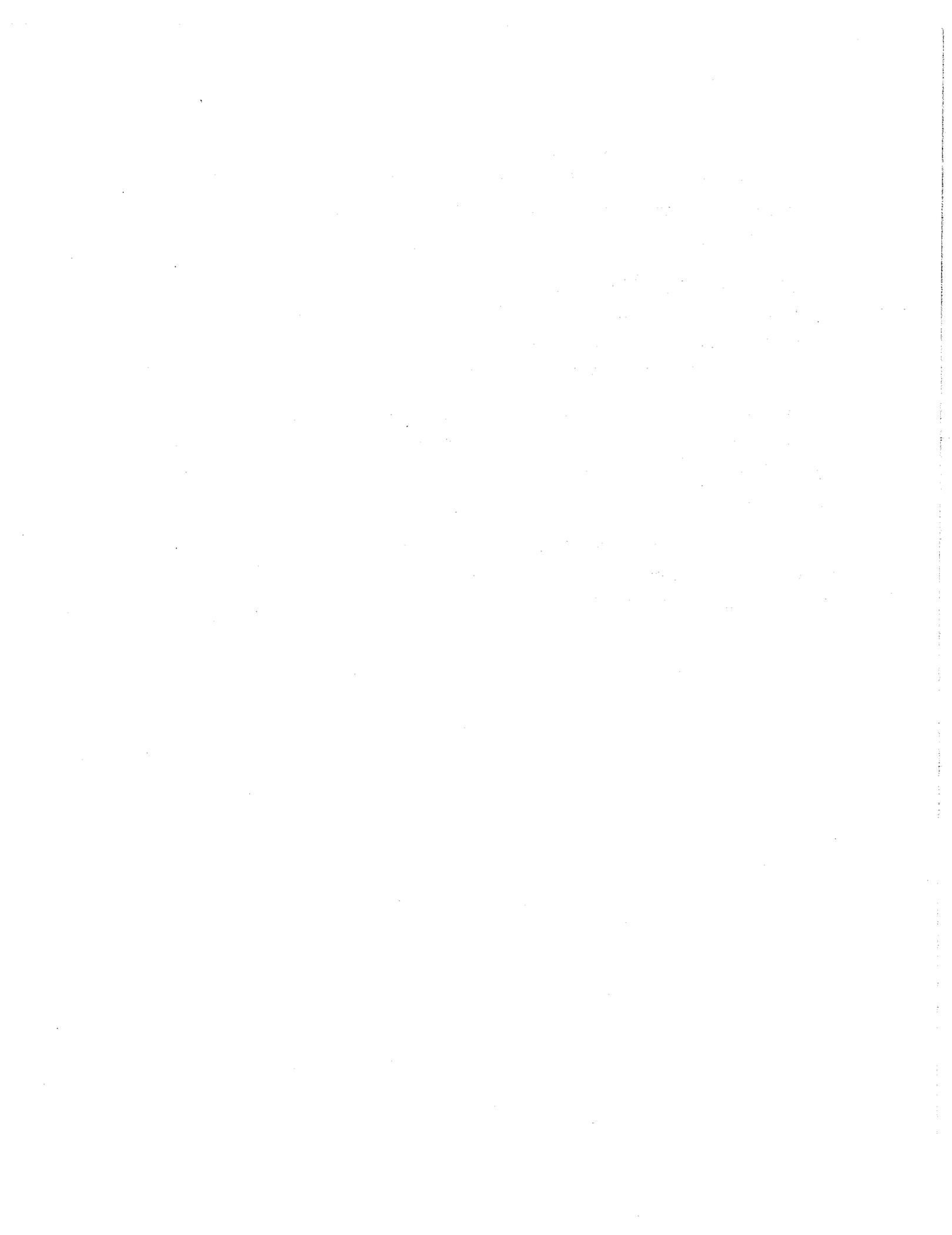


**This document is intended to be the preliminary review document for the Town Board of the Town of Lloyd, Planning Board of the Town of Lloyd, Ulster County Planning Board, general public, and other agencies and interested parties.**

**This document is not in its final draft format. The intent of presenting this document for preliminary review is to begin the discussion of major conceptual elements of the document. Further refinement of charts and graphs, in addition to inclusion of the full implementation chart, is ongoing.**

**For illustrative purposes, attached to this document is a sample sheet of the implementation chart, showing the objectives and actions, together with agencies responsible and timeline for implementation, from part of chapter 7 of the proposed draft.**

**Comments on this conceptual review and subsequent reviews should be submitted to David Barton, Building Department Director, at 12 Church Street, Highland, NY 12528.**



**TOWN OF LLOYD  
COMPREHENSIVE PLAN  
2013**

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# CHAPTER ONE INTRODUCTION 1

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## TOWN OF LLOYD VISION STATEMENT

Preserve the rural, residential, and agricultural character of the community and the town's rich tapestry of environmental resources while encouraging commercial development that enhances the tax base without detracting from historic settlement patterns and desired quality of life.

The Town of Lloyd adopted the previous Comprehensive Plan in 2005 after 15 years of review and revisions. In 2010, the Zoning Code was adopted based on that plan, with minor amendments applied the following year. Since the adoption of the 2005 Comprehensive Plan to present, many changes occurred that directly impacted the community; some in positive and others in negative ways. For example, the economic conditions in the country, indeed in the world, have been under heavy recessive pressures. The housing crisis of 2008 and the subsequent market collapse that accompanied it caused the development of Lloyd's commercial and residential components to slow down dramatically. On the other hand, the town experienced a substantial upswing in tourism when the Walkway Over the Hudson opened in 2009, rapidly becoming one of New York's busiest state parks. In addition, the town experienced substantial growth in population and also accomplished many of the actions set forth in the 2005 Comprehensive Plan.

The Town Board held many joint meetings, known as Tri-Board meetings, with the Planning Board and Zoning Board of Appeals. Part of the focus of the discussions in those meetings dealt with the direction of the town. As a result of some of those discussions, and with the factors above in mind, the Town Board decided a review was needed to ascertain if the existing Comprehensive Plan and Zoning Code made sense under current conditions. Thus, the Town Board appointed a Comprehensive Plan Review Committee in the early part of 2012. After meeting twice a month throughout the year, the Review Committee presented the Town Board a revised document that reflected the changes that occurred in the town over the past eight years, as well as a vision for the future based on the current desires and needs of the community and its residents. Once reviewed by the Town Board, public hearings were held to seek community feedback prior to adoption.

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## 1.1 PURPOSE OF THE COMPREHENSIVE PLAN

New York State Town Law states:

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

The Town Board takes this responsibility very seriously and uses the Comprehensive Plan as a guide for sound decision making, particularly in regard to issues pertaining to land use and the welfare of residents and visitors.

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## 1.2 HELPFUL PLANNING TOOLS

Preparing the Comprehensive Plan is an arduous task. The following resources provided assistance for data gathering and referencing:

### **2010 Census Data**

The 2010 Census indicates a growth in population amounting to a almost one percent per year in the Town of Lloyd since the 2000 Census was performed. This growth is similar to other Southern Ulster County towns and can be attributed to a large influx of people from New York City and other high density locales such as Orange County, Rockland County, and Westchester County. Although it is pleasing to know that many people choose to live in Lloyd because of its many outstanding attributes, population growth creates an increasing need for jobs, housing, goods and services. It also impacts the town's infrastructure. Avenues to address these issues while securing Lloyd's current sense of place are outlined throughout this document.

### **Hudson Valley Patterns for Progress**

The population of school age children in Ulster County and surrounding areas is in decline. Patterns for Progress has done studies that illustrate the impact of the decrease school age populations in the area. Schools will have fewer students, but taxes will continue to rise due to other inflationary causes. The studies released by Patterns for Progress suggest that the decline is the result of factors such as lower birth rates than in the past, parents moving to find jobs in other areas, and people being driven from the area due to higher cost of living in the Hudson Valley than in other areas of the county

### **Geographic Information System (GIS) and Global Positioning System (GPS)**

To properly manage Lloyd's growth, the town's boundaries, geology, typography, and zoning districts must be clearly defined. In 2012, the town upgraded its GPS device from consumer grade to professional grade. The GIS and GPS systems enable an accurate mapping of the above mentioned features and aid in making responsible decisions regarding planning and development.

### **The Highland Hamlet Development Analysis and Action Plan**

In 2011, with support from grant funding, the town conducted an economic and demographic study of Lloyd. This study resulted in the creation of the Highland Hamlet Development Analysis and Action Plan. This plan highlights current conditions in the town, recommendations for improvement, and the vision, needs, and desires of the community. The features of the report were taken into consideration during review and development of this document.

### **Walkway/Gateway Corridor Study**

The impact of the Walkway Over the Hudson, and its estimated one million visitors a year, cannot be understated. During recent meetings between the Town Board, Planning Board, Zoning Board of Appeals, town staff, and town residents, ideas were discussed regarding the Walkway's heavy tourist traffic and the area between Haviland Road, which is the primary access road to the Walkway, and Milton Avenue, which is the primary access road from Route 9W to the Town Center and its business district. The town's current Zoning Code allows General Business zoning (GB) along Route 9W from the Mid-Hudson Bridge overpass, north to Route 299. Partnering with Scenic Hudson, a Gateway Corridor Overlay Study was conducted culminating in a draft of new zoning for Town Board consideration to take advantage of increased tourism by encouraging more development along this corridor. This project and reasoning behind the intention are articulated in greater detail in Chapter 4: Town Center (see page XX of this document).

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## **1.3 GOALS, OBJECTIVES, AND ACTIONS**

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

A **GOAL** is a broad policy description of community desires for the future. It is a long-term end towards which programs or activities are directed.

An **OBJECTIVE** is a specific intermediate end that is achievable in the short-term and progresses toward a goal.

An **ACTION** is a specific program or project designed to implement an objective and ultimately achieve a goal.

The 2013 Comprehensive Plan was developed primarily by focusing on the following established goals:

### **Preserve Rural Character and Enhance Quality of Life**

Lloyd has a pleasant sense of place. It offers a balance of rural character, relatively diverse and affordable housing, and easy access to commercial and cultural amenities. These aspects of the town are of prime importance to the community and must be protected and enhanced.

### **Balance Lloyd's Growth With its Rural Character, While Enhancing the Quality of Life for Residents**

As Lloyd continues to grow, the Town Board must employ innovative planning techniques that ensure responsible land use and development. These techniques can be implemented through the adoption of carefully thought out zoning patterns and regulations, enforcement of design standards, and working with neighboring communities to address issues that cross municipal boundaries or impact the region as a whole.

### **Bring Life and Commerce Back to the Town Center**

It has been the community's wish to maintain the current Town Center as a hub of commercial, institutional, and cultural activities. Much discussion has taken place regarding the current status of this area and its need for revitalization. Revitalization can be promoted by expanding the business district and allowing compact mixed use development in and around the Town Center to balance commercial and light industrial growth with residential housing.

**Maintain Agriculture as an Important Economic Activity That Contributes to Community Character**

Farming is an important resource in Lloyd. Not only does it help maintain the scenic and rural character of the town, it boosts the economy by creating jobs and promoting tourism. It is important for the town to reaffirm its commitment to encouraging farming as a positive and valued land use.

**Enhance the Efficiency and Safety of the Town's Transportation Network, and Preserve the Scenic Quality of Rural Roads**

The safety of residents and visitors is a top priority in the Town of Lloyd. Therefore, it is important to enhance the efficiency and safety of town roads, walkways, and biking and jogging paths. It is also important to encourage the use of non-motorized means of transportation to reduce sound and air pollution.

**Protect and Enhance the Quality of the Town's Natural, Cultural, and Historical Resources**

Lloyd is proud of its natural, cultural, and historical resources. Emphasis is placed on the promotion and preservation of these amenities through land use regulations, support from the Town of Lloyd Historical Association, agencies that have an interest in environmental protection, and groups promoting outdoor recreation.

**Encourage Economic Development to Provide Products and Services, Enhance Cultural Opportunity, Grow the Tax Base, Promote Employment, and Foster Entrepreneurial and Business Opportunities Consistent With Lloyd's Sense of Balance and Desired Quality of Life**

Economic development is an essential tool for increasing the town's tax base and meeting the needs of a growing community. Zoning plays an important role in managing growth and development in the town.

**Develop a Comprehensive Expansion Plan for the Town's Municipal Water, Sewer, and Drainage Systems**

The town must continue to monitor, enhance, and expand its municipal water and sewer systems to adequately serve existing users, meet the demands of a growing population, support economic development and, most importantly, ensure public health safety. In addition, drainage systems must be monitored and expanded to address storm water runoff that could adversely affect the town's natural, cultural, and historical resources.

**Encourage Implementation of the Recreation Commission's Five-Year Strategic Planning Document That Addresses the Growing Demand for Services and Facilities**

The Town of Lloyd has an abundance of natural resources and town facilities that cater to a wide variety of recreational activities and leisure-time interests. These features enhance the quality of life for residents and promote tourism and economic development. Lloyd's parks continue to grow in number and in offerings. In addition, through the efforts of the Lloyd Recreation Commission and volunteer organizations, its natural resources are becoming more easily accessible.

These goals are based on portions of the previous Comprehensive Plan, discussions during public meetings, data collected through surveys and planning studies, and research and work conducted by the Comprehensive Plan Review Committee. These goals were periodically revisited to provide continuous guidance in developing this document. For convenience, the goals, objectives, and actions are outlined in the Implementation Plan below. The rationales for their development are presented in the chapters that follow.

## 1.4 IMPLEMENTATION PLAN

Preserve the rural, residential, and agricultural character of the community and the town's rich tapestry of environmental resources while encouraging commercial development that enhances the tax base without detracting from historical settlement patterns and desired quality of life.

COMMUNITY GOAL	OBJECTIVES	ACTIONS	AGENCY	TIMELINE
Chapter 4 Town Center Bring life and commerce back to the traditional Town Center.	4.1 Expand offerings to meet community needs and promote economic growth.	<ul style="list-style-type: none"> <li>Identify buildings that if rehabilitated would have the largest impact on improving the area's visual appeal.</li> <li>Identify potential sites for development or redevelopment.</li> <li>Promote Lloyd to prospective business owners and entrepreneurs.</li> <li>Continue to suggest the 1999 Town Center Facade Study renderings as one possible approach to the aesthetic improvements of the Town Center.</li> <li>Encourage business owners and developers to take advantage of low interest loans available through the Town of Lloyd Community Development Corporation's Revolving Loan Fund to finance expansion or improvements.</li> <li>Provide tax incentives, under the Tax Act of 1986, for the rehabilitation and restoration of old and historic buildings.</li> </ul>		
	4.2 Improve traffic flow.	<p><b>4.1.1 Mill Run Park</b></p> <ul style="list-style-type: none"> <li>Re-examine the Mill Run project's future viability as the Town Center's economic development progresses.</li> <li>Periodically ascertain the property owners' interest in a Mill Run Park.</li> </ul> <p><b>4.1.2 Gateway Neighborhoods</b></p> <ul style="list-style-type: none"> <li>Adopt zoning changes to support more mixed use and commercial development along Haviland Road, west to Route 9W, then north to Milton Avenue.</li> <li>Create standards for upkeep of vacant or unused properties.</li> </ul> <p><b>4.2.1 Redirect Truck Traffic</b></p> <ul style="list-style-type: none"> <li>Divert trucks from Route 44/55 to Chapel Hill Road, which offers more direct access to Route 9W and the Mid-Hudson Bridge. Encourage the New York State Department of Transportation to make these improvements.</li> </ul> <p><b>4.2.2 Walkable Neighborhoods</b></p> <ul style="list-style-type: none"> <li>Conduct a survey of current sidewalks to determine conditions, as well as a survey of potential areas for new construction to determine needs, impact, and prioritization of current and future expenditures.</li> <li>Install sidewalks that would connect adjacent streets, bicycling and walking paths, and neighborhoods to the Town Center.</li> <li>Allocate funding for sidewalk improvement in the Lloyd Capital Improvement Fund.</li> <li>Apply for federal and state grants to help finance sidewalk improvement.</li> <li>Require sidewalk installation in areas of concentrated residential development and close proximity to educational facilities or other major activity centers.</li> <li>Require sidewalks to be made of durable material, such as concrete, bluestone, or pavers.</li> </ul>		

	<ul style="list-style-type: none"> <li>• Install signage to identify all walkable loops that can bring people to the Town Center and, if the Gateway proposal is approved, adopt the Gateway signage system to ensure consistent visual symbols to direct people along the loops.</li> <li>• Use signage to point to significant historic sites and provide historical information along the routes.</li> </ul>		
<p><b>4.2.3 Parking</b></p> <ul style="list-style-type: none"> <li>• Encourage local business owners and their employees to utilize municipal parking lots to keep street parking available for customers.</li> <li>• Install information kiosks in municipal parking lots to highlight local attractions, businesses, and recreational opportunities throughout the town.</li> <li>• In municipal parking lots, install lighting that does not exceed 16 feet in height.</li> <li>• Line parking spaces to encourage more efficient use of municipal parking lots.</li> <li>• Encourage the sharing of private parking lots with businesses and other establishments with different hours of operation.</li> <li>• Increase access to municipal parking lots that are presently restricted by fences or other barriers, whenever possible.</li> <li>• Seek Community Block Grants to support municipal parking lot improvements.</li> <li>• Beautify municipal parking lots by installing flower beds and planting trees to provide shade for parked cars.</li> </ul> <p><b>4.2.4 Road Traffic</b></p> <ul style="list-style-type: none"> <li>• Place <i>Yield to Pedestrians</i> signs along the center of the streets and roads at all major intersections in the Town Center where permissible by New York State Department of Transportation law.</li> <li>• Continue to encourage higher density development in and around the Town Center to make appropriate use of the infrastructure investment and enhance the vibrancy of the community.</li> </ul>			
<p><b>4.3</b></p> <p>Increase density.</p>			

COMMUNITY GOAL	OBJECTIVES	ACTIONS	AGENCY	TIMELINE
<p><b>Chapter 6</b></p> <p><b>Transportation</b></p> <p>Enhance the efficiency and safety of the town's transportation networks, and preserve the scenic quality of rural roads.</p>	<p><b>6.1</b></p> <p>Minimize the traffic impact of commercial and industrial development on major roads.</p>	<p><b>6.1.1 Route 9W and Route 299</b></p> <ul style="list-style-type: none"> <li>• Require future commercial developers to create interior access roads, connecting parking lots, internal service roads, and shared access roads where possible.</li> <li>• Work with the New York State Department of Transportation and adjacent communities to conduct corridor studies of Route 9W and Route 299 to address long-term transportation needs and design issues.</li> <li>• Work with the New York State Department of Transportation to implement the recommendation in its Maybrook Multi-Modal Corridor Study to construct a paved, shared-use trailway that is set back from the highway along the Route 299 right-of-way.</li> </ul> <p><b>6.1.2 All Major Roads</b></p> <ul style="list-style-type: none"> <li>• Minimize the traffic impact of high-density development fronting on any main road through the use of zoning requirements, subdivision regulations such as minimum frontages and lot widths, and site plan controls</li> <li>• Encourage pedestrian access to commercial areas from nearby residential areas by requesting installation of sidewalks during site plan reviews.</li> </ul>		

	<ul style="list-style-type: none"> <li>• Ensure that offsite improvements or developer contributions are proportionate to development proposals when those proposals affect current transportation.</li> <li>• Minimize roadside friction (events along the road that impact speed and capacity, including pedestrians, bicycles, slow-moving vehicles, roadside parking, etc.) by limiting the number of driveways and discouraging on-street parking on arterial roads.</li> <li>• Develop and promote programs that support, increase, and facilitate the use of public transportation, ride sharing, pedestrian and bicycle transportation, and telecommuting to minimize vehicular traffic volume.</li> <li>• Work with Ulster County Rural Transportation and other bus companies to increase the number of bus stops in the town.</li> <li>• Identify appropriate locations for park-and-ride facilities that would support existing and new ride sharing and/or transit activities.</li> </ul>	
<p><b>6.2</b> Reduce traffic congestion by encouraging alternative modes of transportation.</p>	<p><b>6.2.1 A Pedestrian and Bicycle Friendly Community</b></p> <ul style="list-style-type: none"> <li>• Consider the potential for pedestrian and bicycle movement when authorizing road building projects, and when specific destination points are involved, such as connecting schools and parks with residential areas.</li> <li>• Use traffic calming techniques, such as narrowed roads, landscaped curb bump outs, street islands, signalized crossings, street trees, and speed bumps to reduce traffic speeds and provide a safer environment for pedestrians and bicyclists.</li> <li>• Encourage developers to build subdivisions with connected street networks that facilitate walking and bicycling and connect to the Hudson Valley Rail Trail where possible.</li> <li>• Require developers of new subdivisions to provide multiple routes that disperse traffic and provide roadway connections to existing streets and adjacent neighborhoods where possible, and eliminate cul-de-sacs whenever possible.</li> <li>• Continue to encourage the inclusion of bike racks in development site plans.</li> <li>• Include the Hudson Valley Rail Trail in all future trans-Lloyd transportation reviews and studies.</li> <li>• Provide, where appropriate, a three-foot-wide to five-foot-wide shoulder for pedestrians and bicyclists on the town's main roads when they are repaved and in new developments.</li> <li>• Create off-street walking and biking paths as opportunities arise to link neighborhoods with business districts.</li> </ul> <p><b>6.2.2 Bicycle Touring</b></p> <ul style="list-style-type: none"> <li>• Organize and promote Lloyd's many attractive secondary roads as scenic bikeways to attract recreational interest and tourism.</li> <li>• Establish design standards for bicycle routes on town roads.</li> <li>• Place <i>Bikes Share the Road</i> signs along bike routes throughout the town.</li> <li>• Create a pedestrian and bicyclist brochure that identifies routes including the Hudson Valley Rail Trail, the Walkway Over the Hudson, Illinois Mountain trails connecting to Berean Park, and town bike loops. Make the brochure available on the town website.</li> <li>• Promote safe biking practices and courteous pedestrian use of multi-use trails such as the Hudson Valley Rail Trail.</li> </ul> <p><b>6.2.3 Better Sidewalks</b></p> <ul style="list-style-type: none"> <li>• Require new or replaced sidewalks to be made of durable materials such as concrete, bluestone, or pavers. Where curbing is required, also use concrete or granite instead of asphalt, which does not stand up as well. Codify this requirement in the town's</li> </ul>	











# CHAPTER TWO

# TOWN OF LLOYD: PAST, PRESENT, AND FUTURE

# 2

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This chapter revisits the past, examines the present, and anticipates the future, raising important questions about Lloyd's character and prospects. For example: Can Lloyd persist as a rural area with a traditional small town atmosphere or is it inevitably moving toward either growth as a regional center or stagnation as a bedroom community with little distinct character? A number of factors will influence the outcome, including the town's transportation systems, population and demographics, commercial development, environmental conditions, cultural and historical resources and traditions, and public facilities and services. Successfully managing these factors will lead the town to its desired future.

Historically, the development of the Town of Lloyd has been influenced by transportation routes. The town started at the waterfront, in and around the landing near the Twaalfskill outfall. But in the early 20th century, automobile and truck transport eclipsed water traffic and West Shore Railroad passenger service gave way to freight trains that speed through the town without stopping. The Town Center then moved up the hill to its current location, and activity along the waterfront languished until all that was left of Highland Landing commerce was one restaurant and a private marina. However, since the adoption of the 2005 Comprehensive Plan, Lloyd is again focusing on its riverfront, but to a different purpose. The town is now far along in its development of the new Highland Landing Park, with assistance from the Bob Shepard Highland Landing Park Association. This park was created to provide public access to the river, increase use of the river for educational and recreational purposes, and promote tourism.

Even today, transportation routes are central to Lloyd's development. Lloyd has two primary corridors—Route 9W and Route 299. Route 9W is the main thoroughfare for north-south connections. It also features on and off ramps for traffic crossing east and west on the Mid-Hudson Bridge. There is heavy commuter traffic heading east, where Poughkeepsie is the closest large city with its passenger rail system for traveling farther north and south. Route 299 offers east-west connections and is heavily affected by traffic to and from the New York State Thruway, which connects to Route 299 in the neighboring town of New Paltz. In addition to commuter traffic, these routes have significant commercial traffic in the form of tractor trailers and smaller commercial vehicles.

For Lloyd residents, Route 9W and Route 299 offer quick and easy access to other areas of Ulster County as well as Dutchess County where, compared to hometown offerings, a much greater variety of retail stores and businesses is available. Lloyd's economy also suffers because both Route 9W and Route 299 bypass the Town Center where a few restaurants and small specialty shops are located. A town survey conducted in 2011 indicates that Lloyd experiences leakage of dollars because many residents go out of town to do their shopping. Stemming this loss will require creative solutions by the Town of Lloyd. One promising approach would be to adjust the town's zoning map to encourage appropriate development along the town's primary highway systems. There are several developable properties on or close to Lloyd's main corridors. Potential negative impacts of commercial strip development can be managed with the Town of

Lloyd Design Standards that were first adopted in 2012 and are regularly reviewed. Currently, the Design Standards apply to the Designed Business (DB) and General Business (GB) zones of the town, and restrict various elements of commercial development along Lloyd's primary highway areas. Various types of required landscaping are detailed, along with recommendations for parking, signage, lighting, pedestrian access, pedestrian-sized scaling of buildings and amenities, and channeled vehicle entry to the sites. New Walkway/Gateway Districts, currently under review by the town, incorporate the Design Standards and offers an amended Bulk Standards and Use Table for those areas.

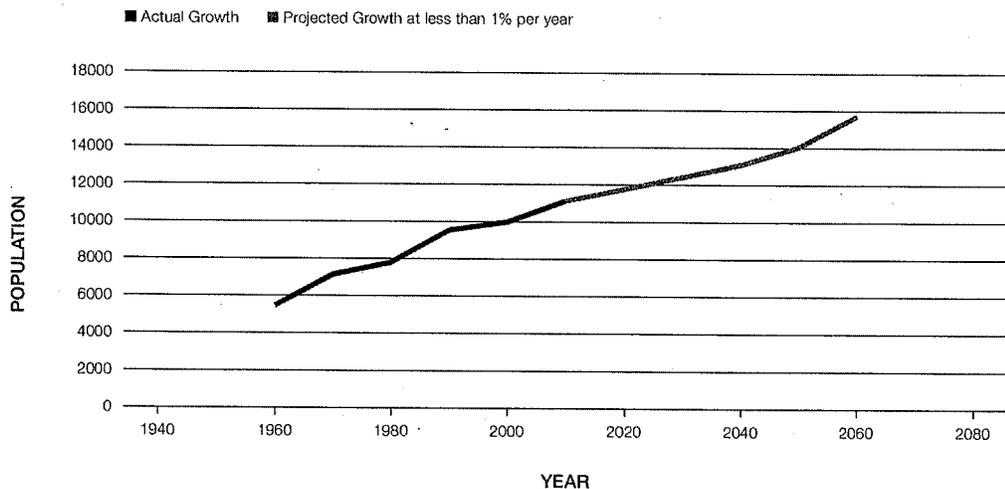
## 2.1 GENERAL POPULATION TRENDS FOR ULSTER COUNTY

According to the 2010 census, Ulster County, as a whole, increased in population by 2.7 percent since the previous census. Lloyd had one of the highest town population increases, at 9.3 percent over the 10 previous years. This amounted to almost one percent per year of population growth in Lloyd. The census also indicated that the greatest concentration of growth took place in the south-eastern section of Ulster County, including the municipalities of Marlborough with a 6.6 percent increase, Plattekill with a 6.2 percent increase, Gardiner with a 9.1 percent increase, Town of New Paltz with a 9.1 percent increase, Village of New Paltz with a 13 percent increase, and Shawangunk with a 19.2 percent increase. Interestingly, the population of several other municipalities in Ulster County decreased.

### 2.1.1 POPULATION TRENDS FOR LLOYD

According to the previous Comprehensive Plan, the greatest recent population growth in Lloyd occurred between 1980 and 1990, when it increased by 1,356 persons and went from a total of 7,875 to 9,231, resulting in an increase of 17 percent. Before that, the greatest population growth in Lloyd's history occurred between 1950 and 1960, with an increase of 1,339 persons, which raised the total from 4,503 to 5,842, resulting in an increase of 30 percent. The 2005 Comprehensive Plan attributes the latter to the development of the New York State Thruway. From 1990 to 2000 there was an increase of 710 persons, or 7.7 percent, resulting in a total population of 9,941. The increase from 2000–2010 was 922 persons, or 9.2 percent, resulting in total population of 10,863. The chart below shows a population forecast for Lloyd, assuming the same nine percent growth rate over the next 10 years. This amounts to almost one percent per year. Based on this projection, Lloyd's population should reach 12,000 by the year 2020.

Figure 1: Population Trends



It should be noted that the U.S. Census Bureau projections show the national trends will actually be slower than previously projected in 2008 and 2009 due to a reduction in birth and immigration rates. The chart above projects a slight decrease in the 2020 to 2040 rate of growth in Lloyd to account for that amendment. The average growth, however, is projected to be close to nine percent over the 10 year period between censuses, and will continue to the final projection date of 2060.

### 2.1.2. POPULATION DENSITY

In 2000, the 4.6 square mile area census tract (Track 9536), which is the area known as Highland, contained a population of 5,060 persons, with a density of 1,100 persons per square mile. Since then the population in this track area has grown to 5,647 persons, with a density of 1,227 persons per square mile or an increase of 127 persons per square mile. Considering Lloyd's total population of 10,863, this leaves approximately 5,216 persons for the rest of the 27.1 square miles of Lloyd, resulting in 192 persons per square mile or an increase of 12 persons per square mile.

### 2.1.3. Demographic Characteristics

The median age of the residents of Lloyd continues to increase. In 2000, the median age was 37.5. By 2010, that number had increased to 40.7.

Figure 2: Population Totals

Subject	2000 Census Number	2000 Total %	2010 Census Number	2010 Total %	2 Age Group Cohort (Split in 2010)	% Change from 2000 to 2010	% Change of Total % of Population
Age							
Under 5 years	554	5.57	639	5.88		15.34	0.31
5 - 9 years	693	6.97	626	5.76		-9.67	-1.21
10 - 14 years	729	7.30	723	6.70		-0.82	-0.60
15 - 19 years	777	7.80	786	7.20		1.16	-0.60
20 - 24 years	522	5.30	570	5.20		9.20	-0.10
25 - 29 years			588	5.40			
30 - 34 years	1259	12.70	686	6.30	11.70	1.19	-1.00
35 - 39 years			712	6.60			
40 - 44 years	1722	17.30	743	6.80	13.40	-15.51	-3.90
45 - 49 years			931	8.60			
50 - 54 years	1417	14.30	897	8.30	16.90	29.00	2.60
55 - 59 years	424	4.30	712	6.60		67.92	2.30
60 - 64 years	392	3.90	657	6.00		67.60	2.10
65 - 69 years			403	3.70			
70 - 74 years	641	6.40	335	3.10	6.80	15.13	0.40
75 - 79 years			289	2.70			
80 - 84 years	501	5.00	258	2.40	5.10	9.18	0.10
85+ years	310	3.10	308	2.80		-0.65	-0.30
Median Age	38		40.7	(x)			
Total Population	9941		10,863	100		9.27	

The age gap is shown clearly in the chart above. Generally, the total number of school age children, those in the 5-19 groups, trends down relative to the total population. This is true for the 35-44 groups as well. However, the 50-54 group, 55-59 group, 60-64 group, 65-74 groups, and the 75 and over groups all trend upward. In the 55-59 group and the 60-64 group, the increase in percentage of total population for each was close to 68 percent. In both categories, this is considerably more than in the 2000 Census. This is confirmed with the Census

Bureau projections through 2060 that suggest the population age 65 and older is expected to more than double between 2012 and 2060 nationally from 43.1 million to 92 million. The older population would represent just over one in five U.S. residents by the end of the period, up from one in seven today. The increase in the number of the "oldest old" would be even more dramatic. Those 85 and older are projected to more than triple from 5.9 million to 18.2 million, reaching 4.3 percent of the population (Census Press Release, U.S. Census Bureau Projections Show a Slower Growing, Older, More Diverse Nation a Half Century from Now, December 12, 2012).

Figure 3: Demographic Characteristics: Town of Lloyd, 1970–2010

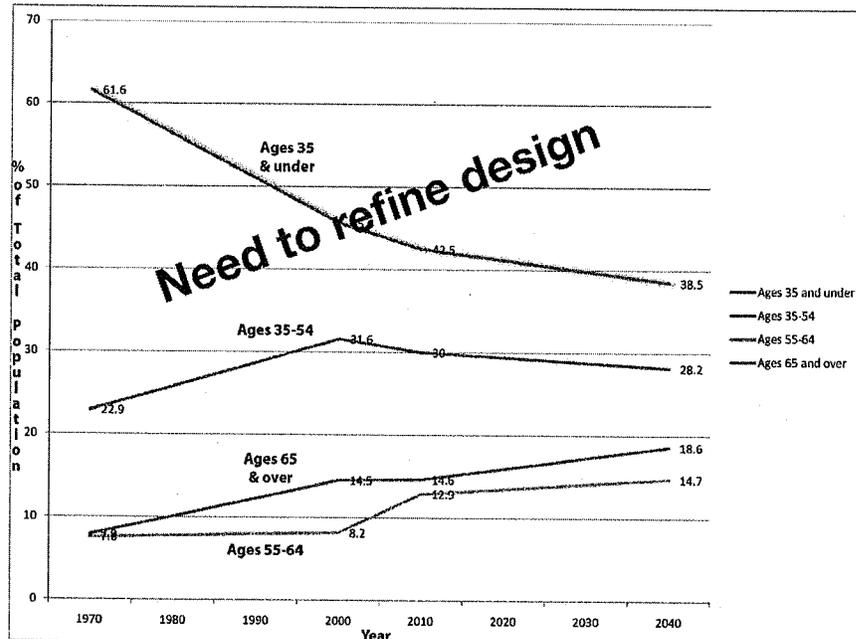
	1970	1980	1990	2000	2010
Median Age	No Data	No Data	33.3	37.5	40.7
Average Household Size	3.23	2.75	2.68	2.54	2.52

As indicated in the chart above, the average household size has held fairly steady since the 2000 Census, after trending downward since 1970. The distribution of population can help determine what services will be required for the future. People born between 1946 and 1964, also known as the baby boomer generation or the first generation after World War II, were included in the 48–66 group in 2012.

Figure 4: Changing Age Profile: Town of Lloyd 1970–2010

	Percentage of Total Population			
	1970	1990	2000	2010
Ages 35 and under	61.6		45.6	42.5
Under 5	8.5		5.5	5.9
Ages 5–19 (school age)	31.4		22.1	19.6
Ages 35–54	22.9		31.6	30
Ages 55–64	7.6		8.2	12.9
Ages 65+	7.9	15.7	14.5	14.6

Figure 5: Age Demographic in Percentage of Total Population



What the chart above shows is a reduction in the 20–35 group, with a slightly lower reduction in the 35–45 group, and corresponding reductions in the school age children groups. This indicates the young working age and child-rearing age groups are not staying in town. Many are moving away to find jobs and lower housing costs. Their seniors, however, are remaining, as evidenced by the substantial growth in their number and percentage of total population. The town must act quickly and decisively to encourage job creation and affordable housing to retain the younger workers and their children. This will increase the tax base, as a direct corollary to the increased commercial and industrial properties in use and disperse the total tax burden over a larger population. As a result seniors will experience a more stable tax bill.

Much discussion has taken place concerning school tax increases due to increased population. Part of the long-term vision for the Town of Lloyd must focus on this issue since the town population, as noted earlier, is projected to increase to just over 12,000 by the year 2020. If the projection is correct this figure will include an increase of about 200 school age children in the town. Although class sizes will increase, no new school should be required as there is space in the three schools in the Highland School District to accommodate those new students. Before the year 2040, a new school might be required and should be located, if possible, close to the high density area. The population at that time will be close to 14,000 persons, with a possible increase in school age children in the 400–500 range.

Further impacts will be felt in Lloyd as a result of regional economics. The Town of Marlborough and its school district, as well as the Town of Newburgh and its school district, are experiencing a crisis due to the loss of a major taxpayer, Dynegy, Inc., a major supplier of electric power. Dynegy filed for bankruptcy protection, with its Roseton plant to be sold and Danskammer plant to be retired and demolished. In 2012 the company failed to pay \$17.2 million in school taxes to the Town of Marlborough and \$7 million in school taxes to the Town of Newburgh. Ultimately, with the sale of the Roseton plant, those monies were paid to the districts, though at the time of this writing the Danskammer plant status is still in limbo. Marlborough and Newburgh are working to address the large shortfalls in their expected revenue. The long-term impacts will dramatically affect those municipalities for many years. The tax burden for the residents of these towns will increase to make up the shortfall, school services will be reduced, and property values will fall because people will not want to buy into these communities. The result may be that people who would have chosen those locales to settle in will choose other areas in close proximity instead. With this in mind, it is anticipated that the Town of Lloyd, which offers more central access to major transportation routes and commercial sites, will be one of the communities that grow in population and attract commercial and industrial developers who will want to avoid the higher tax burdens of some neighboring municipalities. It is anticipated that the demand for a wide range of housing, especially affordable units, will increase dramatically in Lloyd over the next two decades.

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## 2.2 HOUSING

Since the previous 2005 Comprehensive Plan was adopted, the Town of Lloyd has faced residential development issues due to an increasing and aging population, as well as slow economic growth. Little industry has been introduced and some businesses have folded or left the area. However, residential development in Lloyd continues to grow at a greater rate than in many communities throughout Ulster County.

Figure 6: Number of Owner Occupied Housing Units and Value

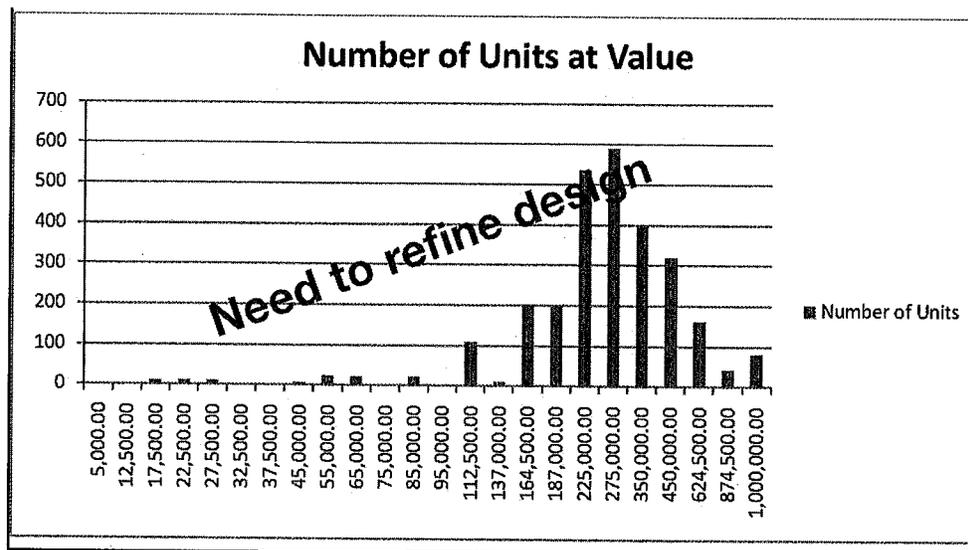


Figure 6 above shows the number of owner-occupied homes and their corresponding 2010 adjusted-for-inflation values. Of the 2,738 units represented, the median home value was \$318,279. This was a substantial increase from the 1990 median home value of \$130,900. About 77.5 percent of the homes in Lloyd are valued above \$200,000, with 36.5 percent of the homes in Lloyd valued above \$300,000.

The 2000 Census shows 2,365 or 65.2 percent of the total 3,626 occupied housing units in Lloyd were owner occupied, while 1,261 or 34.8 percent were renter occupied. The 2010 Census indicated that of the 4,112 total occupied units, 2,839 or 69 percent were owner occupied, while 1,273 or 31 percent were renter occupied.

Vacancies are also very different in the two censuses. In 2000 the total number of vacant housing units was 192 or about five percent of the total 3,818 housing units. In 2010 the total number of vacant housing units was 307 or nearly seven percent of the total 4,419 housing units. There were 1,261 renter-occupied units in 2000, with 1,273 renter-occupied units in 2010 or an increase of 12 units. Although there was a small increase in renter-occupied units in 2010, the change in total rental units (occupied or not) between 2000 and 2010 was very different. In 2000 rental units accounted for 34.8 percent of the total number of housing units; in 2010 that percentage fell to 31 percent, showing that owner-occupied units increased in number and percentage of total. Interesting to note is the number of units that are listed as sold or rented but not occupied. In 2000 that number was 24 or 12.5 percent of the total unoccupied units. In 2010 that number decreased to 10 or 2.2 percent of the total unoccupied units, suggesting a general lack of available rental units.

The housing crisis, and the recession that followed and continues to present, has caused many home owners to struggle with housing costs. This elevated the number of foreclosures and forced sales of existing homes. This also decreased the number of building permits issued for multi-family and single-family homes. In 2000 the number of housing units for sale was 31; the number in 2010 was 57 (nearly double). Further, the census counts a category of "Other Vacant." In 2000 that number was 26. In 2010 that number increased to 96. While there is no clear definition of "Other Vacant" on the census web site, a document created by the Government Accountability Office, titled Vacant Properties (GAO-12-34) states the following:

According to Census officials, the "Other Vacant" category could include foreclosed properties that were being held off the market by the owner or were not visibly for sale or rent and may include unattended properties. This category could also include properties that fall into the other categories—for example properties that may have been sold or rented but are not occupied—however, Census surveyors did not have enough information to place them in those categories. Because Census staff have used these vacant property categories in several decennial censuses and as part of compiling the ACS survey, changes in various types of vacant properties can be tracked over time.

This definition, coupled with the 2008 housing crisis, seems to indicate more and more housing is in foreclosure, which corresponds with anecdotal information. Another possibility for the low count of units is that the Vineyard Commons project on Route 44/55 was not at 100 percent occupancy at that time, though the census recognized all 182 units occupied.

The 2005 Comprehensive Plan stated that while Lloyd had a variety of housing types and a high proportion of rental units at the time, an extremely low vacancy rate drove up housing costs and reduced the supply of affordable housing. That plan also reported that average rents increased across the range of housing, while the adjusted median family income did not have a corresponding rate of increase. In addition, it reported that the rental vacancy in Lloyd in 2001 was at 2.7 percent and that this was still well below the five percent vacancy rate that housing professionals recognize as the benchmark of an optimally functioning housing market. The rate of vacancy in the 2006-2010 American Community Survey reported that the rental vacancy rate in Lloyd was 2.2 percent.

While no one would suggest that there is an optimally functioning housing market in Lloyd or anywhere at this time, the very low vacancy rate reported in the 2006-2010 American Community Survey indicates a very low local supply of housing. Although the total number of rental units increased very little from 2000 to 2010 in terms of the total housing stock, the number of vacant housing of all types is up dramatically. This could partly be the effect of a suppressed housing market, as people looking for all types of housing struggle to find them at affordable rates. The new trend appears to be toward smaller housing or rental housing rather than the larger models of the previous two decades.

Failure to develop more affordable housing stock will allow housing prices to increase beyond the affordability of median wage earners. This will price buyers out of town and increase the gentrification of the community. Pushing primary wage earners out and into neighboring communities will result in additional vehicle traffic for commuting and shopping, increase the tax burden on those who remain, and discourage larger commercial properties from being developed because of the limited number of rooftops in the town.

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## **2.3 ENVIRONMENTAL CONDITIONS**

### **2.3.1 TOPOGRAPHY AND SOILS**

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

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

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

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

### **2.3.2 SURFACE WATER AND WETLANDS**

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

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

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

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

### **2.3.3 BIODIVERSITY IN THE TOWN OF LLOYD**

The term biological diversity, often shortened to “biodiversity,” refers to all living things. It encompasses individual species, variability within species, and the habitats they require. The term biodiversity also refers to the interactions of all of these factors, which combine to form ecosystems. The Town of Lloyd is home to exceptional biodiversity, due to the following unique convergence of factors:

1. The diverse geological variation within the Town of Lloyd serves as a foundation for a wide variety of habitats. Features such as ridgelines, glacial till, and glacial outwash all give rise to distinctive habitat types, which in turn support many unique and rare species.
2. The geographic position of Lloyd has functioned as an ecological crossroad for millennia. At the close of the Wisconsin glaciation 15,000 years ago, plants and animals moved into and repopulated southern New York State from a variety of routes, including the Walkill Valley, the Atlantic Coastal Plain, and from the Midwest via the Mohawk Valley. These routes converged in southeastern New York’s lower Hudson Valley.
3. Historical development patterns have preserved many of the ecological treasures of Lloyd. The pattern of small rural communities with intervening open space has fostered both scenic and biodiversity values. Although the status quo is changing rapidly in some areas, large tracts of relatively pristine habitat remain in many areas of the town.
4. The presence of active agriculture has maintained many of the important grassland habitats within Lloyd. The importance of farmland to biodiversity has only recently been recognized. Preservation of working landscapes is not only an issue of community character and economic diversity, it can also have tremendous value for wildlife.
5. The Town of Lloyd shares with the towns of Esopus and New Paltz one of the last remaining large blocks of intact forest in the region, as shown in data created by The Nature Conservancy. This forest is exceptional relative to other forests of the region due to its connectivity and size—features that sustain biodiversity.
6. Other important areas for biodiversity in Lloyd include the Black Creek/Swartekill drainage and Illinois Mountain, among others. These areas are described in detail in Sections 2.3.5 and 2.6.6 below.

### **2.3.4 HUDSON RIVER SHORELINE**

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

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

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

The limited land area along the lower shoreline at the base of the bluffs and in direct contact with the river has historically been intensively used. Located here were a petroleum storage facility, a private marina and restaurant, the site of the former Columbia Boathouse (once used by Columbia University rowing crews and now in private ownership), and public water and sewer treatment plants. Very little vacant land is available for further development for either public or private use. The existing developments are the only sites with Hudson River access that are served by a public road. Moreover, a 100-foot wide strip of land owned by CSX runs the length of the town along the river and imposes a significant barrier to river access. The railroad tracks block public access to the river from all but about 1,000 feet of shoreline in the vicinity of the Bob Shepard Highland Landing Park where there are two at-grade crossings on River Road, protected by signal lights and crossing gates. Because of these constraints, little of the lower shoreline affords visual or physical access to the public.

### **2.3.5 ILLINOIS MOUNTAIN**

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

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

Although it is not likely that large developments will occur on the mountain because of slope constraints, the mountain's greater elevation would make homes, roads, and other improvements highly visible from the valleys and surrounding areas should such development occur. Design standards for siting and other aspects of new residential construction would give the Planning Board a greater ability to maintain the visual appearance of the ridgelines.

### **2.3.6 ECOLOGICALLY SENSITIVE AREAS AND THREATENED/ENDANGERED SPECIES**

The New York State Natural Heritage Program, a joint effort of the Department of Environmental Conservation (DEC) and The Nature Conservancy, has mapped significant habitat areas both on Illinois Mountain and along its western/northwestern watershed. Illinois Mountain has been

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

The Black Creek drainage contains two significant habitat areas designated by the DEC—Riverside Bog and Chodikee Lake. Riverside Bog, located at the northern base of Illinois Mountain, is considered significant for wildlife and plants. Chodikee Lake, located near the northern border of Lloyd, is considered potentially significant for wildlife. These areas are part of the Plutarch/Black Creek Wetlands Complex, which the New York State Open Space Plan has identified as a priority project. According to the Open Space Plan:

...these wetlands provide habitat for numerous wetland-dependent wildlife species, including critical habitat for the threatened Northern Cricket Frog. The area is important for breeding and migrating waterfowl and river otters. It includes significant and rare ecological communities, including one of the largest dwarf shrub bog forests in the Hudson River Valley.

The Natural Heritage Program has also identified significant areas of hemlock-northern hardwood forest, Appalachian oak-hickory forest, and dwarf shrub bog in Lloyd.

In addition to significant habitats, the Natural Heritage Program has identified rare animal species in Lloyd. Precise locations are kept confidential for the purpose of protection, but general areas in Lloyd are any freshwater wetland along the Hudson River, the intertidal zones of the Hudson River, and the entire Black Creek drainage. New York State engendered animal species in the Natural Heritage Databases for Lloyd are the northern cricket frog (*Acris crepitans*) and bog turtle (*Glyptemys muhlenbergii*). Rare plants have also been found.

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

### **2.3.7 POUGHKEEPSIE DEEPWATER HABITAT**

The Poughkeepsie Deepwater Habitat has been designated as a Fish and Wildlife Habitat of Statewide Significance under the New York State Coastal Management Program. It is considered important for three reasons: 1) deepwater estuaries are rare in the eastern United States, and the Hudson River is the only ecosystem of this type in New York; 2) it is a major wintering habitat

and migratory route for the shortnose sturgeon, an endangered species on the Federal and New York State lists; and 3) it supports populations of other estuarine species unusual in New York, including striped bass, bay anchovy, Atlantic sturgeon, shad, tomcod, and herring.

The Poughkeepsie Deepwater Habitat encompasses a 14-mile stretch of the Hudson River extending from the village of West Park to the hamlet of Marlborough. The important fish and wildlife habitat is a nearly continuous river bottom trench, from 30 feet deep to the bottom. Most of this area has water depths of 50 feet or greater, including a small area in the Crum Elbow section of the river (at the northern edge of Lloyd) which exceeds 125 feet in depth.

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

### **2.3.8 CULTURAL RESOURCES**

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

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

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

Lloyd was settled by Europeans in the mid-18th century and a number of structures in the town are remnants of this past. The Yelverton House, located at 39 Maple Avenue, is the oldest frame house in Ulster County, dating to 1754. The house was built by Anthony Yelverton, an early entrepreneur who established a sawmill in Lloyd when he saw that a town was forming in the area. Starting in 1777, Yelverton operated the first river ferry at this location, which was known as Yelverton's Landing. The ferry was sculled by slaves.

Other settlements and landings began to spring up along the narrow shoreline of the Hudson River in Lloyd. Scattered development extended south through the Lewisburg settlement, in the area that is now under the railroad bridge. The settlement was named after one of its residents, Leonard Lewis. From there it continued south to Blue Point and north to Crum Elbow where docks on the river served the small bluestone quarrying activities in the immediate vicinity. By

1793, there was so much economic activity at the landing that Noah Elting ran a ferry from the base of River Road across the Hudson to Poughkeepsie. This area became known as Elting's Landing and was later called Highland Landing following the formation of the hamlet. The town at that time was a thriving waterfront community. Away from the commercial settlements, wealthy families built spacious homes set in estates on rolling lawns, farmland, and orchards. These surroundings contributed to the scenic quality of the area.

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

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

### **2.3.9 SCENIC RESOURCES**

Lloyd abounds in scenic resources. The scenic quality of the waterfront has been recognized by inclusion in the Esopus/Lloyd Scenic Area of Statewide Significance (SASS), as designated by the Department of State on July 22, 1993. The Esopus/Lloyd SASS encompasses a 17-mile stretch of the Hudson River and its shore lands, extending from Riverview Cemetery (south of Port Ewen) to Church Road in Milton.

The Esopus/Lloyd SASS is of statewide aesthetic significance by virtue of the combined aesthetic values of landscape character, uniqueness, public accessibility, and public recognition. It is a highly scenic and valued region of the Hudson River Valley, rich in natural beauty as well as cultural and historical features. Most of the recent development in this area has been carefully sited out of the major viewshed of the river, leaving the large historic estates as focal points. However, prior to the enactment of Lloyd's Waterfront Bluff Overlay District some residential development on the ridgeline of the bluffs, and even on the bluffs themselves, was accompanied by clear cutting. This type of development has a negative impact on the scenic quality and is now discouraged.

Beyond the shoreline, much of Lloyd is a combination of rolling hills and ridges that contain either orchards or forest, and low areas filled with creeks and wetlands. While the topography, working landscape, and natural features afford many attractive vistas, the town has not officially designated any significant scenic views. These inland viewsheds highlight the town's rural

character and represent a significant resource. In particular, many of the town's secondary and local roads offer sweeping rural vistas of farms, woods, and orchards, often with the ridges as a backdrop.

Chapter 7: Natural, Cultural, and Historical Resources, pp. XX to XX, defines the town's objectives for protecting and enhances these resources and lists actions to be taken to meet these objectives.

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## 2.4 TRANSPORTATION

### 2.4.1 EXISTING ROAD SYSTEM

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

- The New York State Thruway, which provides the major north-south transportation link and can be accessed at the junction of Route 299 in New Paltz.
- Route 9W, the town's primary north-south transportation corridor, which runs parallel to the Hudson River and provides access to Kingston to the north and Newburgh and Route I-84 to the south.
- The Mid-Hudson Bridge, which connects Lloyd to Poughkeepsie and links Ulster County and Dutchess County.
- Route 299, the town's major east-west corridor, which links Route 9W and Lloyd to the New York State Thruway and New Paltz to the west and the Mid-Hudson Bridge and Poughkeepsie to the east.
- Route 44/55, a secondary east-west corridor.

Excluding the Thruway, the Mid-Hudson Bridge is the most heavily used route, with an average of 39,637 vehicles crossing it each day in the year 2009, up from 35,200 in 2000. In 2010, approximately 18,125 vehicles per day traveled along Route 299 between Lloyd and New Paltz, up from 15,500 per day in 1999; 15,865 vehicles traveled between Lloyd and Marlborough via Route 9W, up from 14,000 per day in 1999; 10,313 vehicles per day traveled on Route 9W between Lloyd and Esopus, down from 12,000; and 5,557 per day traveled between Lloyd and Plattekill over Route 44/55. In 2012, the New York State Thruway exit at New Paltz saw approximately 41,322 vehicles per day.

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

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

## **2.4.2 ROAD ISSUES**

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

There are no plans for additional lanes along Route 299, although the potential exists for new signals and intersection improvements. While the DOT owns the right-of-way along Route 299 and could expand it to four lanes at some time in the future if needed, this route is currently classified as requiring only changes of "local concern" in the next 25 years.

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

Due to increased residential and commercial development, a number of intersections, most notably Tillson Avenue and Toc Drive on Route 44/55 are not adequately designed to safely and efficiently handle existing traffic. Future inadequacies within the road network are most likely to occur where a small section of the town is faced with a large development proposal resulting in a sizeable increase in traffic volume. In addition, census data indicate that people are commuting further to work, which also increases traffic. Increased traffic results in congestion and the need for expensive road improvements and maintenance.

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

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

## **2.4.3 PUBLIC TRANSPORTATION**

The only public mass transit in Lloyd is by bus. The Arrow Transportation Corporation operates a bus route between Poughkeepsie and New Paltz, and makes stops in Lloyd. Ulster County Rural Transportation (UCRT) makes stops along New Paltz Road and continues to other destinations throughout Ulster County. UCRT, through the Ulster County Office for the Aging, also runs jitney service once a week from Lloyd for shopping trips to New Paltz. In addition, there is a bus stop at the park and ride located at the junction of Route 9W and Route 299, with service throughout the county. Bus service is also available to the train station in Poughkeepsie.

#### 2.4.4 RAILROAD SERVICE

Railroad service in Lloyd was suspended in 1974 when the Poughkeepsie Railroad Bridge burned and the Penn Central Rail Line was permanently abandoned. While rail service is not available in Lloyd, Metro-North and Amtrak make stops in Poughkeepsie and other stations in Dutchess County. Both lines run south to New York City, and Amtrak also runs north to Albany and points beyond. CSX owns and operates the rail line that runs the length of the Lloyd along the Hudson River but makes no stops in Lloyd. These tracks transport freight between New York City and the Port of Albany.

#### 2.4.5 PEDESTRIANS AND BICYCLISTS

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

Streets in need of sidewalks need to be inventoried. The table below summarizes the results of a recent study. The committee responsible for performing the study recommended that existing sidewalks in poor condition be repaired first, with the installation of new sidewalks the next priority.

Figure 7: 2012 Sidewalk Conditions in the Town of Lloyd

##### Existing Sidewalks

##### in Good Condition Existing Sidewalks

##### in Need of Replacement

##### Streets in Need of Sidewalks

- Main Street from Vineyard Avenue to the Middle School
- Church Street
- Milton Avenue
- Vineyard Avenue from Tillson Avenue to Lower Grand Street
- Van Wagner Avenue from Vineyard Avenue to Hasbrouck Avenue
- Grove Street from Church Street to Village View for Seniors
- Lower Grand Street from Vineyard Avenue to Thorns Lane
- Washington Avenue
- Woodside Place from Vineyard Avenue extending 500 feet
- Tillson Avenue                      Wilcox Avenue
- Grove Street from Village View to Phillips Avenue
- Commercial Avenue from Vineyard Avenue to Phillips Avenue
- Phillips Avenue from Commercial Avenue to New Paltz Road
- Elting Place
- New Paltz Road from Main Street to Phillips Avenue
- North Road from the Middle School to Grand Street
- Woodside Place from the Middle School to Route 9W
- Van Wagner Avenue from Hasbrouck Avenue to Route 9W

*Need to refine design*

The town has recently started preparing a Safe Routes to Schools grant for funding to install sidewalks in and around North Road and various side streets near the Highland Elementary School and Highland Middle School.

In recent years bicycling has grown in popularity nationwide both for transportation and recreation. However, there are few bicycle friendly facilities in Lloyd other than the Walkway Over the Hudson and the Hudson Valley Rail Trail, which are shared with thousands of pedestrians and numerous baby carriages, as well as skaters and young children on tricycles. Inexperienced bicyclists and children are generally limited to these two areas and small streets in residential neighborhoods. The Route 299 right-of-way includes a bikeway provision that has not yet been implemented. The secondary roads provide a scenic bikeway with limited traffic for moderately skilled cyclists.

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## **2.5 PUBLIC FACILITIES AND SERVICES**

### **2.5.1 WATER AND SEWER FACILITIES**

The Town Center is served by central water and sewer. The Town of Lloyd sewage treatment plant, which was constructed in 1939 and updated in 1980 and again in 2010-2012, has a design flow of 1.75 million gallons per day. The 2011 average daily flow for the facility was approximately 600,000 gallons per day. The Town of Lloyd water treatment plant was built in 1989. This facility has a design capacity of four million gallons per day and a pumping capacity of two million gallons per day. Water is supplied from the town reservoirs on Illinois Mountain (on first call) and the Hudson River. The 2011 average daily consumption was 600,000 gallons per day, well below capacity. In 1995, the Town of Lloyd Water District was awarded the Ulster County Best Tasting Water Award.

The Town of Lloyd Water and Sewer District is illustrated at the end of this document. Private wells and septic fields serve development outside the Water and Sewer District.

### **2.5.2 SCHOOL FACILITIES**

Lloyd children attend the Highland Central School District, which is comprised of an elementary school, a middle school, and a high school. Highland Elementary School and Highland Middle School are located in the Town Center. Highland High School is located on Pancake Hollow Road. In 2010, St. Augustine Elementary School closed. Many private preschool facilities are available throughout the town.

Enrollment in the Highland Central School District increased from 1,700 students in 1980 to 1,895 in 2002. In 2012, that number was 1,887. Lloyd's annual school budget has increased from \$5.8 million in 1980 to \$38.5 million for the 2013-2014 school year. In 2000-2001, Highland Elementary School and Highland Middle School were enlarged to create more classroom space.

### **2.5.3 RECREATION SITES AND PROGRAMS**

The Town of Lloyd currently has five recreation parks, including a linear park known as the Hudson Valley Rail Trail. The Bob Shepard Highland Landing Park is nearing completion as a new addition to recreation in the town. By the end of 2013, this waterfront park will include an education center, open grass areas for passive recreation use, a deep water dock, a kayak and canoe launch site, and a boat launch ramp. The park is the only area in Lloyd where the public can access the Hudson River.

Tony Williams Park is the largest town park. It offers ball fields, tennis and basketball courts, and a pavilion. Berean Park provides swimming, fishing, hiking, picnicking, a playground, and a concession stand. Johnson-Iorio Park, which permits picnicking, provides a scenic overlook to the Hudson River. The Village Field, the most under-utilized site in the town, has playing fields.

Almost four miles long, the Hudson Valley Rail Trail opened in 1997, along the old Maybrook railroad corridor. The Hudson Valley Rail Trail is used by pedestrians and bicyclists and links the Walkway Over the Hudson, Town Center, and Tony Williams Park. Access points exist at Tony Williams Park, the Hudson Valley Rail Trail Depot and Rotary Pavilion on New Paltz Road, Commercial Avenue in the Town Center, and several points farther east, as it makes its way to the Walkway Over the Hudson. Parking is provided at most of the access points. The feasibility of future expansion of the Hudson Valley Rail Trail along the railroad bed west to New Paltz and beyond is currently being studied.

Utilizing the town's many parks, the Lloyd Recreation Commission provides year-round recreational opportunities for its residents. The town's playing fields are extensively used for organized sports, such as softball, baseball, football, and soccer. The tennis and basketball courts are also extensively used by many town residents. The Recreation Commission also sponsors a Summer Youth Arts & Crafts Program and a Summer Youth Sports Program. Approximately 1,000 people annually participate in the organized programs.

In addition, Lloyd's three public schools and the large firehouse on Milton Avenue offer a variety of recreational program opportunities. The conservation subdivision at the end of Toc Drive dedicated 120+ acres of open space to the town for preservation and further expansion of a trail system that will connect the property known as the Gaffney Farm, currently owned by Scenic Hudson, through the town owned property that houses the reservoirs and water plant, through the conserved open space to the Hudson Valley Rail Trail, creating a connection to the top of Illinois Mountain.

More details regarding recreational offerings in the Town of Lloyd are highlighted in Chapter 10 of this document.

#### **2.5.4 THE HIGHLAND PUBLIC LIBRARY**

The Highland Public Library, located in the Town Center, has been an integral part of the community since 1921. In addition to print materials such as books, periodicals, local newspapers, and local historical records, the library offers audiobooks, music and movie sources, and computers with online databases and Internet access. The library runs many programs for children, teens, and adults, and hosts presentations by authors and book illustrators. As a member of the Mid-Hudson Library System, the Highland Public Library has access to an even broader scope of materials and resources.

#### **2.5.5 POLICE AND FIRE PROTECTION**

Police protection in Lloyd is provided by the Ulster County Sheriff's Department, New York State Police, and Town of Lloyd Police Department, which has a station located on Route 9W and Milton Avenue. The Town of Lloyd is served by two fire districts. The Highland Fire District serves the bulk of the town and has two firehouses. Firehouse #1 is located at the intersection of Route 9W and Milton Avenue. Firehouse #2 is located on Old New Paltz Road. The Clintondale Firehouse located on Route 44/55 in Clintondale serves the southwestern corner of Lloyd.

### **2.5.6 TOWN GARAGE**

The Town Garage is located on Old New Paltz Road next to Tony Williams Park. The garage was constructed in the 1980s and serves as a base for the Town of Lloyd Highway Department's personnel and equipment.

### **2.5.7 ELECTRONIC SUPPORT CAPABILITIES**

The Town of Lloyd has maintained a strong Geographic Information System (GIS) and intends to do so in the future. Lloyd recently acquired a more accurate Trimble Global Positioning System (GPS) device to better record infrastructure. In addition, plans are underway by the Lloyd Highway Department to review and revise catch basin and outfall structures in the town's drainage systems.

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## **2.6 SUMMARY**

Lloyd's population and economy is poised to grow. The trend of growth will continue because of an influx of people from outlying areas as well as natural growth from within. The Town of Lloyd is at a precarious point in its development. It can choose to continue on the path toward a bedroom community and create prosperity for other regions by outsourcing jobs and requiring residents to travel outside its borders for goods and services or it can encourage responsible growth through commercial, industrial, and residential development. This Comprehensive Plan recommends the latter more proactive approach to encouraging growth, especially commercial growth to attract consumers. Failure to do so will continue the trend of dollars crossing the Hudson River, going to other areas of Ulster County, or going south to Orange County. This proactive approach will also enable us to hold on to our young working and child-bearing population, which has shown a decrease in recent years.

Solid and consistent design standards help mitigate negative environmental and aesthetic impacts of newly developed or renovated commercial properties. Requiring the attractiveness of commercial development ensures those properties reflect a sense of community and can, if appropriately designed, even project a sense of rural character in areas that might be heavily commercial in nature.

The town also needs to rezone some areas to allow commercial use, for example the area along Route 9W south of Chapel Hill Road. By working with developers in this area the municipal water and sewer lines could be extended south from Chapel Hill Road toward the southern border of Lloyd. Besides the long discussed water interconnection with Marlborough to allow for redundancy in the water supply system, a water main south could encourage commercial and light industrial uses to locate along the 9W corridor. Offering density bonuses also attracts developers, while providing a wide range of housing types, maintaining open space, increasing the amenities on a project, and lowering or eliminating the infrastructure and maintenance costs to the town for those developments, in exchange for an increase in allowable units.



# CHAPTER THREE

# LAND USE **3**

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## COMMUNITY GOAL

Preserve the rural character of the town and enhance residents' desired quality of life.

## OBJECTIVES

- Employ innovative planning techniques that ensure responsible land use and development.
- Ensure continuance of existing housing diversity and increase affordable housing stock.
- Encourage compatible mixed use zoning and create design standards for commercial development.
- Encourage regional coordination with adjacent communities to address issues that cross municipal boundaries.

To ensure a prosperous future, Lloyd needs adequate housing, employment, recreation, goods, services and cultural opportunities for its residents. Providing these while preserving the town's rural character enhances the quality of life for community members and attracts investors and visitors, which helps build a stable economic base.

Preserving the town's rural character was the defining goal of the previous Town of Lloyd Comprehensive Plans since 1981. The town continues to support this goal primarily by: 1) encouraging concentrated development in appropriate locations where municipal or private central water and sewer facilities are available or feasible, and 2) encouraging innovative development planning for sections outside the high growth areas. These actions focus on preserving open space as well as the scenic and cultural resources in Lloyd, while balancing the need for increased commercial activity in the town.

The Town of Lloyd is evolving. With an increasing population comes an increasing need for housing, goods and services, changes in traffic patterns, and impact on infrastructure. While traffic is covered in later chapters, a primary focus of the last several years of discussion concerning development in the town revolves around the commercial corridors of Route 9W in the north-south axis and Route 299 in the east-west axis.

In its response to the Town of Lloyd 2005 Comprehensive Plan, the Ulster County Planning Board questioned whether Lloyd will continue as a rural area with a small town center or develop into a regional center and all that being a regional center means. It is arguable that Lloyd may already be a regional center. The real question is not if but rather as growth continues how does the town appropriately control that growth.

The Ulster County Planning Board's response also noted that the 2005 Comprehensive Plan lacked a sense of scale, in that it did not project a "What will Lloyd become?" position but rather "...reduces the plan's vision to a snapshot in time and its longer-term recommendations [therefore] exist in a vacuum." Central to this current plan is a vision of the long-term impacts of either allowing or restricting development. Part of the discussion that continues is the importance of allowing certain types of development in appropriate areas. The Ulster County Planning Board's response is in alignment with the town's position that the Route 9W corridor and the Route 299 corridor need to be a central focus for what the Ulster County Planning Board calls growth corridors.

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## **3.1 EMPLOY INNOVATIVE PLANNING TECHNIQUES THAT ENSURE RESPONSIBLE LAND USE AND DEVELOPMENT**

### **3.1.1. SMART GROWTH**

Conventional residential zoning determines the number of units allowed on a parcel by setting minimum lot sizes. This can result in suburban-style subdivisions with uniform lots that permanently alter the landscape and negatively affect the rural character of a town. Although some portions of Lloyd are prime areas for high density development, particularly around the Town Center, many portions are more suited for low density development, particularly where there are steep slopes and wetlands. However, large lot zoning by itself can consume open space rapidly and lead to sprawl development unless it is paired with other conservation planning techniques that produce what is referred to as "Smart Growth."

For nearly 20 years now, the concept of Smart Growth has continued to gain popularity as the importance of creating a balance between preservation of ecological resources and socioeconomic benefits of development is recognized. The National Center for Smart Growth Research and Education at the University of Maryland, a nonpartisan center for research and leadership training on Smart Growth and related land use issues, prepared a report in January 2011 stating the following:

Smart Growth covers many economic, social, and environmental issues, but it is fundamentally about development patterns. Smart Growth principles call for mixed uses, compact development, revitalizing urban centers, preserving farms, and protecting open spaces. A primary purpose for protecting natural areas is to preserve the ecosystem services they provide with the intent of maintaining or improving environmental quality.

In a May 2, 2012 article in *Urban Land*, a web site devoted to land use and economic issues, Kaid Benfield, Director, Sustainable Communities, National Resource Defense Council (NRDC) noted:

... by building homes, shops, and services on vacant and underutilized land left in our older communities by decades of disinvestment, and by building in more compact development patterns with more efficient transportation links, we can reduce the spread of environmental harm and growth in emissions while conserving valuable wilderness and rural land outside of the development footprint. More than anything else, Smart Growth was—and remains—about a more deliberate and sensible allocation of land and development.

The Town of Lloyd has recognized these fundamentals and implemented Planned Unit Development Districts, Planned Residential Development Districts, Adaptive Reuse Properties, and several overlay districts to guide development consistent with Smart Growth.

The town has used innovative planning techniques for residential subdivisions such as cluster development and conservation subdivision design. These techniques separate density from lot size, permitting developers to build the allowable density on very small lots in exchange for permanently protecting the remaining portion of a parcel as open space. Well-planned, high density developments with dedicated open space protect a town's rural character better than low density, uniform sprawl. Lloyd's current zoning encourages cluster subdivisions. However, the mandatory requirement to cluster in the agricultural zone in the town limits the possibilities of other unconventional subdivision designs. Mandating conservation subdivisions in the agricultural zones can make it difficult to supply appropriate water and sewer facilities for the new development. Supplying water and sewer in zones where the town has historically desired low density and open space could have a detrimental effect, possibly allowing much higher density because of the lack of need for private septic areas and the associated setback distance from well-heads. The trade-off presents a difficult and possibly contradictory position and may not be in the town's best interest.

#### **Actions**

- Build flexibility into the zoning code by allowing broad discretion to those boards with authority to enact or review projects or applications brought to the town.
- Make waivers available to the mandatory requirement of conservation in the agricultural zones when the Planning Board finds that a conservation subdivision does not provide the type of conservation that is in the best interests of the town and its residents.

#### **3.1.2 SUBDIVISION DESIGNS**

As noted above, one of the components of Smart Growth relates to the development of residential housing. The 2005 Town of Lloyd Comprehensive Plan described and illustrated the following subdivision design concepts in great detail: cluster subdivisions, conservation subdivisions, conservation density subdivisions, limited development subdivisions, and average density zoning.

While the town has not adopted all the recommendations above, it has adopted zoning code regulations for conservation subdivisions, community benefits incentive zones, and affordable housing. The specific standards under which these housing development alternatives operate should be outlined and guided by revisions to the zoning code as needed. In addition there are other techniques the town can use to facilitate these goals, including adopting average density zoning and creating a dual category procedure for subdivisions.

Average density zoning allows smaller than otherwise permitted lots to be created when the layout of a subdivision at the standard lot size would require poor use of property that could otherwise be beneficially used to achieve community goals. With average density zoning, the number of dwellings permitted is based on the area of the tract or property, rather than minimum lot size. But the dwellings must be built on small building lots, thus leaving large areas intact for agriculture or conservation unimpeded by development. The regulations can direct that dwellings

be situated on the areas of the site with little conservation or agricultural value. The advantage of average density zoning is that it permits landowners to develop a parcel over a period of time while still achieving the benefits of clustering.

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

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

The current community benefits incentive section of the zoning code creates a payment per density bonus that effectively acts as a punishment. It therefore discourages some efforts that would achieve the goal of density where the town desires it and limits developer contributions to the town for community amenities. While some community benefit could result from giving a density bonus to development, the primary route to achieving the town goals should be from full alignment of its zoning to accomplish those goals. By creating the appropriate zoning and density allowances to encourage higher density where the town desires it, and restricting density where the town prefers lighter population, the town can achieve its goals without the need for complicated or discouraging-to-development purchased density bonuses.

A dual category procedure for subdivisions would streamline the review process for some smaller subdivisions. The two categories are minor and major subdivisions. The minor subdivision category covers subdivisions under five lots. Often, a major subdivision triggers much more intense scrutiny of environmental and aesthetic issues than does a minor subdivision. Minor subdivisions do not always require high-level engineering review for roads or storm water drainage. However, adoption of dual categories should not affect the Planning Board's ability to determine what, in its opinion, it would need to adequately review a minor subdivision. Nothing in the determination of the type based on size of the subdivision should completely limit the Planning Board's ability to determine that more intense review might be required for a subdivision.

#### **Actions**

- Amend the conservation subdivision provisions in the zoning code to streamline the project review process.
- Adopt average density zoning.
- Adopt a dual category procedure for subdivisions, differentiating between major subdivisions and minor subdivisions of fewer than five lots.

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## 3.2 ENSURE CONTINUANCE OF EXISTING HOUSING DIVERSITY AND INCREASE AFFORDABLE HOUSING STOCK

### 3.2.1 HOUSING DIVERSITY

Lloyd has the responsibility as well as an economic need to provide the opportunity for development of housing for all its residents, including the elderly, young households, people just entering the workforce, and families of low or middle income, as defined by U.S. Department of Commerce statistics. The provision of diverse housing types and costs is important for sustaining businesses and encouraging economic growth. Businesses are unlikely to locate in an area where their employees cannot afford to live. In Ulster Tomorrow, a document and initiative started by the Ulster County Planning Department, there is mention again and again of the need to assist development of small and mid-size businesses. One of the ways to recruit businesses to move to our area or develop home-grown startups is to encourage a variety of appropriate and affordable housing to supply both the consumers for the businesses as well as the workers in them.

Since development tends not to provide affordable housing on its own, the Town of Lloyd can provide assistance through its affordable housing policy. According to Ulster Tomorrow:

Lack of affordable housing is a negatively compounded barrier for economic development. It discourages businesses from expanding and locating in our county, while at the same time it discourages workers with the necessary skill sets for those businesses from moving into our county. Therefore, it has been and continues to be difficult to support the growth of existing businesses, recruit new businesses, and obtain the required matching workforces [without adequate affordable housing].

The existing affordable housing regulations in the Town of Lloyd Zoning Code begin the process of encouraging affordable housing. This process can be expanded by designating priority areas for regulated affordable housing, providing developers with density bonuses for including regulated affordable units in their projects, and determining eligibility for purchase or renting based on income levels.

In Lloyd, the most appropriate places for allowing affordable housing are near commercial development and in and around the Town Center. The designations should be flexible and adaptable to allow unforeseen possibilities in the configuration and location of projects with residential components. An appropriate bonus for developers is one additional unit for each regulated affordable unit. The bonus unit does not need to be affordable. Projects with affordable housing units could be reviewed under an average density bulk standard, allowing for smaller lots than are permitted under the standard bulk table. Discretion must be given to the Planning Board to waive affordable housing requirements in areas where, in its judgment, the town is not served with locating affordable housing.

#### **Actions**

- Add a density bonus for developers of one additional unit for each regulated affordable unit.
- Set eligibility income requirements for the purchase of regulated affordable housing units at 120 percent of the area median income and review requirements at regular intervals.
- Set eligibility income requirements for regulated affordable rental units at 100 percent of the area median income to enable low to moderate income households to have housing choices.

- Allow the Planning Board to waive the affordable housing requirement for projects where an affordable housing component would not be in the town's best interests.

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### **3.3 ENCOURAGE COMPATIBLE MIXED USE ZONING AND CREATE DESIGN STANDARDS FOR COMMERCIAL DEVELOPMENT**

The Planned Unit Development (PRD), Planned Residential Development (PUD), Traditional Neighborhood Development (TND), and Mixed Use Development (MUD) overlay zones allow a flexible environment for development. These zones permit mixed uses within a single project. Residential components supply workers and consumers for the commercial components. In these zones, the town encourages commercial uses that best enhance the combination of residential and commercial development in close proximity of each other.

The Town of Lloyd has adopted revisions to the zoning code to permit two-family dwellings and accessory apartments by special use permit in residential zones, as well as mixed uses in the central business district by permitting apartments above commercial structures. Additionally, home occupation code revisions have been implemented to allow residents to engage in gainful employment on their properties, provided the operation does not lead to excessive noise, traffic, nuisance, fire hazard, or other possible adverse effects attributed to nonresidential uses.

#### **Actions**

- Develop regulations for light industrial manufacturing in areas beyond the light industrial zones where negative impacts of those uses are mitigated to the fullest extent possible, in terms of light, noise, excess traffic, visual appearance, and so forth.
- Determine the feasibility of allowing light manufacturing to occur within a building that shares space with different uses, such as retail or services.

#### **3.3.1 ENVIRONMENTAL CONSTRAINTS**

Natural environmental constraints in the form of wetlands and steep slopes occur throughout the town. Lloyd has the greatest concentration of wetlands of any municipality in Ulster County and these wetlands are protected. The ridgelines are the dual north-south lines of the Illinois Mountain ridge and the north-south line that runs along the ridge between Pancake Hollow Road and South Street. Intermixed with those ridges, and often in the low valleys at their bases, are typically north-south areas of wetlands and streams. The primary industrial, retail, and residential development growth areas have historically been along or near the primary transportation corridors, especially Route 9W, and offset from the major wetland areas. Natural environmental constraints are well mapped in the town's Geographic Information System (GIS), and are carefully considered during review of proposed projects for development in the town.

#### **3.3.2 AMEND ZONING**

Zoning is informed by the Town of Lloyd Comprehensive Plan, as required by state statute. The current Town of Lloyd Zoning Code was adopted in 2010. This was five years after the adoption of the previous Comprehensive Plan. The Town of Lloyd Zoning Map remains primarily unaltered since its adoption in 1975. The map was the result of the 1966 Comprehensive Plan. That plan and subsequent plans prior to 2013 reflect a static vision based on the uses in place at the time of adoption. This current Comprehensive Plan encourages a more flexible approach to zoning

that supports consideration of development in areas that the original framers of the zoning code could not have imagined. For example, they projected that the Route 9W corridor would be the area of commercial development, but they could not foresee the growth potential that would result from the creation of the Walkway Over the Hudson and other newly developed resources in the community. The revised plan encourages a realignment of zoning to best take advantage of the population growth and tourism impact resulting from these new resources. In addition more commercial development is anticipated to take place along the Route 9W corridor south of Chapel Hill Road. The previous Comprehensive Plan suggested that concentrated, hamlet-type development occur in carefully selected areas, primarily in and around the Town Center and at the junction of Route 299 and North Eltings Corners Road, where the previous Comprehensive Plan recommended the provision of central water and sewer. Newer thinking suggests that concentrated development might also be appropriate in other places, where higher density mixed use could allow for areas of open space, while meeting regional needs for workforce housing and an increase in commercial opportunities.

The previous plan recognized a danger that the existing commercial zoning along most of Route 9W and parts of Route 299 could lead to widely spread out commercial strips or strip malls along these corridors. That plan recommended downsizing and commercial transfer of development rights to avoid that outcome. But more current analysis indicates that parcel size, natural environmental and other constraints, and transfer of development rights might actually increase density in those areas. Rather than restraining development, the 2013 Comprehensive Plan encourages new development that adheres to design standards that will enhance rather than destroy the visual appeal and economic vitality of 9W and 299 commercial zones. In 2012, the Town Board adopted the Town of Lloyd Design Standards for Commercial Development. The town is currently considering Walkway/Gateway Districts with design standards to take best advantage of the additional tourism created by the Walkway Over the Hudson and other local amenities while minimizing the visual impact on the town's sense of place.

The town should encourage development with adequate water and sewer where appropriate. Currently, municipal water and sewer does not exist on Route 9W south of the intersection of Mack Lane and Route 9W, where a Rite Aid pharmacy is located. A conceptual plan for new development at the site of the old Borghese Winery that faces Route 9W has been under review by the Town Board. It would allow concentrated development on the property, with residential and commercial areas and a light industrial component. Part of the proposed commercial component includes a mid-size conference center with an approximately 100-room hotel. Previous conceptual projects for review of the development of this property have been forestalled because of the lack of municipal water and sewer in this area. However, this is a correctable condition. Part of the proposal includes a package plant for sewer, and the Town Board has been discussing the possibility of extending municipal water from Rite Aid to the property, with a possible extension to the Marlborough border. The extension to that border would enable Lloyd to sell water to Marlborough to gain tax revenue. To avoid heavy visual impact, the proposed winery development is designed to be primarily shielded from the highway corridor by distance and wooded areas between Route 9W and the closest proposed buildings on the property. Furthermore, the town would require the developer to abide by the town's current design standards, and their future refinements including, when adopted, a presently proposed standard for signage being reviewed by the Town Board. Through these means, the visual impacts of such a large development would be controlled.

During the discussions that led up to the development of the previous Comprehensive Plan, drafts of zoning maps were drawn up that would rezone the Borghese Winery and other properties, including the Nardone cooler and adjoining property on North Road, and the old, now fallow, Distasi farm on Clearwater Road for multiple use or higher density residential use. The winery was variously considered for Mixed Use Development (MUD) zoning or Planned Unit Development (PUD) zoning. The Nardone property and the Distasi property were considered for Planned Residential Development (PRD) zoning or Traditional Neighborhood Development (TND) zoning. While placing overlay zones on the zoning map could indicate the town's intent to substantially allow development on those properties, the town is best served by allowing broad discretion to the Town Board as the legislative body empowered to review and implement zoning changes. This would enable the Town Board to consider zoning map amendments on a case by case basis and determine the practicability of each petition on its own merits, rather than giving certain as-of-right development capabilities to those individual parcels. It is understood that while the Town Board may rezone areas, such as the three large parcels mentioned above, as it deems appropriate, the Town of Lloyd Planning Board maintains its own discretion to review and approve or deny site plans or subdivision requests for those areas as appropriate.

There are areas at intersections in the town (South Riverside Road and New Paltz Road, North Eltings Corners Road and New Paltz Road, Chapel Hill Road and Vineyard Avenue, and Chapel Hill/Mack Lane and Route 9W) where small local retail or service shops were once located. As stated above, the original zoning map took a snapshot of the uses at that time and created zones around those uses. Those areas are no longer best served by Local Business (LB) designation. The areas above, with the exception of the Route 9W LB zone, should be re-designated and incorporated into their surrounding zones. The Route 9W LB zone should be changed to a General Business (GB) zone, which is better suited for the town's primary highway areas. The DB commercial zone is a fairly general zone and allows all uses except light industrial, first floor residential, or any automotive use. The adopted design standards offer suggestions as to the layout and amenities of those properties along the DB zone. In 2010, when the Town of Lloyd Zoning Code was finally adopted, the DB zone bulk table for this zone was increased to three acres. The intent was to have control over the scale of buildings on the site and encourage fairly dense commercial development, rather than multiple, disconnected structures dotted along the corridor. While there are many properties that lie within the Route 299 corridor, many do not comply with the three acre requirement. The bulk standards can be safely reduced to a one acre minimum. The design standards will serve to discourage highway strip malls.

#### **Actions**

- Delete the Local Business (LB) zones on the zoning map.
- Change the existing Local Business (LB) zoning in the Route 9W corridor south to the Marlborough border to General Business (GB) zoning.
- Amend the area of Lumen Lane, currently zoned as Designed Business (DB) to General Business (GB) to take advantage of the primary access to the highway corridor.
- Consider revising the zoning code to combine the Designed Business (DB) and General Business (GB) zones into a single business zone, with strong design standards controlling the projects in commercial zones.
- Amend the Bulk Standard Dimensional Table to change the minimum area for a dwelling unit in the agricultural zone to one acre, from two acres currently allowed.

- Review the incentive zoning section of the zoning code and make adjustments to the contribution amounts on a regular basis.
- Amend the Bulk Standards Dimensional Table to change the minimum lot size for Designed Business (DB) to one acre.

### **3.3.3 DESIGN STANDARDS**

It is impossible to overstate the importance of creating design standards not only for overlay zones but also for all new commercial development. Further, there has been much discussion concerning the governing of existing buildings, their appearances, and any alterations that might occur to the building as a result of an upgrade or change of tenancy. These discussions center on requiring any upgrades or change of tenancy to be reviewed before the Planning Board to facilitate the regulation of the architectural appearance of the building and parcel. The Planning Board must have the authority to review upgrades or modification to existing structures or properties when a change of tenancy takes place. The change of tenancy might not be given the level of review that a new proposal for a full site plan is given, but elements of the change should be given some thought. For example, changes to signage, lighting, building color, and fenestration size could trigger review. This will give the Planning Board the ability to guide development consistently across the range of commercial projects, from new construction to modification of existing buildings.

#### **Actions**

- Create and regularly review design standards for commercial development. These standards should be applied to new construction during site plan review by the Planning Board.
- Create a set of triggers to allow the Planning Board responsibility to review building or site modification for change of tenancy in existing commercial sites.

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## **3.4 ENCOURAGE REGIONAL COORDINATION WITH ADJACENT COMMUNITIES TO ADDRESS ISSUES THAT CROSS MUNICIPAL BOUNDARIES**

Many of the recommendations discussed in this section and throughout this document will be implemented most effectively through cooperation with neighboring municipalities as well as local and regional agencies. The benefits of preserving rural character and desired quality of life for Lloyd's residents will not be realized if adjacent municipalities encourage sprawling residential subdivisions and commercial strip development. Activities in adjacent municipalities can have a significant impact on the Town of Lloyd. Peripheral development can result in increased traffic on Lloyd roads, affect property values, and change the character and appearance of the area. Moreover, environmental resources, such as streams, wetlands, and watersheds, frequently cross municipal boundaries. The town should be aware of land use policies in neighboring communities and plan cooperatively with these municipalities.

Lloyd participates in a number of regional planning initiatives and organizations, such as the Southern Ulster Chamber of Commerce, Association of Towns, New York Planning Federation, American Planning Association, and Hudson Valley Greenway.

It is recommended that municipal officials and interested community members also attend workshops and seminars such as the Community Leadership Alliance (CLA) Training Program. This four-day program, co-sponsored by the Pace University Land Use Law School and the Glynwood Center, provides training on collaborative leadership skills and land use law. The CLA also provides research and technical assistance to government officials and community leaders. Numerous communities throughout the Hudson Valley have participated in this program, and a number of inter-municipal agreements have resulted, including the recently formed Wappingers Watershed Inter-Municipal Council that includes representatives from 14 communities. Individual local leaders are encouraged to attend this program. However, Lloyd could also work with neighboring municipalities and request the CLA to conduct a training program specifically tailored to address regional issues and needs.

**Actions**

- Maintain participation in regional initiatives and organizations to keep abreast of issues that cross municipal boundaries.
- Attend or sponsor workshops on community leadership and land use.
- Continue the Tri-Board meetings, where members of the Town Board, Planning Board, Zoning Board of Appeals, and other interested parties meet to discuss long-range planning for the town.

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See *Implementation Plan* on page XX of this document.

# CHAPTER FOUR

# TOWN CENTER

# 4

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## COMMUNITY GOAL

Bring life and commerce back to the traditional Town Center.

## OBJECTIVES

- Expand offerings to meet community needs and promote economic growth.
- Improve traffic flow.
- Increase density.

Lloyd's Town Center falls within a half-mile radius of the junction of Vineyard Avenue and Main Street. This is the part of town often referred to as the hamlet of Highland. The Town Hall, Highland Public Library, Highland Fire Department, Highland Police Department, Highland Elementary School, and Highland Middle School are located here, along with several churches, retail stores, restaurants, and professional service providers. Several of the buildings in or close to this area date back to the late 18th century. These historic structures contribute to the town's charm and are important reminders of Lloyd's heritage.

As the town's population continues to grow, so does local demand for goods and services. Unfortunately, the Town Center has been suffering from significant decline since the 1970s. The Highland Post Office, which once created a strong draw to the area, moved to the upper portion of North Road. Fires, population shifts, economic trends, and new shopping patterns also contributed to the downturn.

Consumer spending plays an important role in supporting a town's tax base. A study conducted in 2011, entitled *Highland Hamlet Development Analysis and Action Plan for Town Of Lloyd*, highlights the fact that Lloyd is losing a substantial amount of business to other communities. Community surveys noted a number of desired facilities, businesses, and attractions, such as a visitors' center, community center, fine and performing arts center, and movie theater, are missing in the town. Participants also noted a desire for specialty shops such as clothing boutiques and art galleries. The town board must look ahead and determine if the Town Center can accommodate the needs of anticipated population growth and increasing demand for goods and services.

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## **4.1 EXPAND OFFERINGS TO MEET COMMUNITY NEEDS AND PROMOTE ECONOMIC GROWTH**

In spite of ongoing efforts by the Town Board, Lloyd Beautification Committee, and Lloyd Economic Development Committee to reinvigorate the Town Center, it has remained mostly stagnant, with small businesses coming and going, and a considerable number of landlords and property owners showing little interest in maintaining or improving their properties.

### **Actions**

- Identify buildings that if rehabilitated would have the largest impact on improving the area's visual appeal.
- Identify potential sites for development or redevelopment.
- Promote Lloyd to prospective business owners and entrepreneurs.
- Encourage business owners and developers to take advantage of low interest loans available through the Town of Lloyd Community Development Corporation's Revolving Loan Fund to finance expansion or improvements.
- Provide tax incentives, under the Tax Act of 1986, for the rehabilitation and restoration of old and historic buildings.

### **4.1.1 MILL RUN PARK**

In 1997, the Poughkeepsie-Dutchess County Transportation Council and Dutchess County Department of Planning and Development proposed creating a Mill Run Park along Twaalfskill Creek at the rear of Vineyard Avenue's east side commercial strip, with the intention of drawing more residents, visitors, and developers to the Town Center. Although the proposal is impressive and inspiring, it is only feasible with the cooperation of the affected property owners.

### **Actions**

- Re-examine the Mill Run project's future viability as the Town Center's economic development progresses.
- Periodically ascertain the property owners' interest in a Mill Run Park.

### **4.1.2 WALKWAY/GATEWAY DISTRICTS**

One of the largest drawbacks for promoting economic growth in Lloyd is the fact that the town's two major highways, Route 9W and Route 299, bypass the Town Center. This makes it extremely difficult to capitalize on the heavy traffic along these roads.

In October 2009, Walkway Over the Hudson opened with great fanfare. The growing popularity of the Walkway has influenced thinking among those concerned with the future of the Town Center. It has opened up discussion on how to take advantage of the projected one million annual Walkway visitors who could substantially boost Lloyd's economy if offered additional venues where they could spend their money.

Several Town of Lloyd community members and Town Board liaisons joined representatives from the City of Poughkeepsie in 2012, with support from the Dyson Foundation and Scenic Hudson, to discuss ways to enhance the economies of both communities. Drawing Walkway visitors to patronize local businesses and amenities was the priority. These discussions resulted in a proposal to create vibrant walkable neighborhoods linked to the Walkway Over the Hudson, Hudson Valley Rail Trail, and streets and trails located in Dutchess County.

Much attention is being given to develop a new community hub and continuous corridor on Route 9W that would connect with the Walkway and Town Center. The area would be well landscaped and include sidewalks, bicycle paths, adequate parking, and small retail shops with professional offices and residences on the upper floors. This proposed neighborhood is referred to as the Walkway/Gateway Districts. Additional details are highlighted in the report entitled *Re-Envisioning the Walkway-Gateway Neighborhoods in the City of Poughkeepsie and the Town of Lloyd* and can be accessed through the Town of Lloyd web site at [www.townoflloyd.com](http://www.townoflloyd.com).

This section of the town has much vehicular traffic due to its close proximity to the Mid-Hudson Bridge and Walkway Over the Hudson. It also contains several large vacant properties that could be developed.

As the community contemplates the idea of the Walkway/Gateway Districts, the Town Board will continue its efforts to attract more residents, visitors, and developers to the Town Center as indicated throughout this chapter.

#### **Actions**

- Adopt zoning changes to support more mixed use and commercial development along Haviland Road, west to Route 9W, then north to Milton Avenue.
- Create standards for upkeep of vacant or unused properties.

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## **4.2 IMPROVE TRAFFIC FLOW**

To foster increased support of the Town Center, it is necessary to ensure the safety of pedestrians, bicyclists, and drivers coming into this area.

### **4.2.1 REDIRECT TRUCK TRAFFIC**

A major problem is the routing of trucks along Route 44/55 into the Town Center. Large tractor trailers have difficulty negotiating the area's narrow intersections. Not only is this a safety issue, but at times it has resulted in property damage that has left the intersections looking shabby.

#### **Action**

- Divert trucks from Route 44/55 to Chapel Hill Road, which offers more direct access to Route 9W and the Mid-Hudson Bridge. Encourage the New York State Department of Transportation to make these improvements.

### **4.2.2 WALKABLE NEIGHBORHOODS**

The town favors the creation and promotion of walkable and bikeable neighborhoods. This requires sidewalk installation and ongoing maintenance to ensure pedestrian and bicyclist safety. Walkable and bikeable loops are also encouraged. For example, the Hudson Valley Rail Trail, connecting to Walkway Over the Hudson, has ingress and egress points from or near adjacent residential neighborhoods and town recreation sites, as well as sections of the Town Center. The proposed Walkway/Gateway Districts also hold great promise for increasing foot and bicycle traffic, as well as extending walkable and bikeable loops. These loops can have a positive effect on traffic calming, economic development, and the environmental quality of the town.

## **Actions**

- Conduct a survey of current sidewalks to determine conditions, as well as a survey of potential areas for new construction to determine needs, impact, and prioritization of current and future expenditures.
- Install sidewalks that would connect adjacent streets, bicycling and walking paths, and neighborhoods to the Town Center.
- Allocate funding for sidewalk improvement in the Lloyd Capital Improvement Fund.
- Apply for federal and state grants to help finance sidewalk improvement.
- Require sidewalk installation in areas of concentrated residential development and close proximity to educational facilities or other major activity centers.
- Require sidewalks to be made of durable material, such as concrete, bluestone, or pavers.
- Install signage to identify all walkable loops that can bring people to the Town Center and, if the Gateway proposal is approved, adopt the Gateway signage system to ensure consistent visual symbols to direct people along the loops.
- Use signage to point to significant historic sites and provide historical information along the routes.

### **4.2.3 PARKING**

The Town Center has limited street parking. However, the town owns and maintains four municipal parking lots in this area. The largest is located adjacent to the Village Field and has two access points; one from Vineyard Avenue, the other from Main Street. Another lot is located behind the Town Hall on Grove Street. The third is located on the south side of Milton Avenue. The fourth is on the west side of Vineyard Avenue directly across from its intersection with Milton Avenue.

*Municipal Parking* signs were installed to encourage people to utilize off-street parking. A survey conducted in 2011 concluded that all four parking lots are under-utilized. Although ample space is available, the parking lots are barren, poorly lit, and uninviting.

## **Actions**

- Encourage local business owners and their employees to utilize municipal parking lots to keep street parking available for customers.
- Install information kiosks in municipal parking lots to highlight local attractions, businesses, and recreational opportunities throughout the town.
- In municipal parking lots, install lighting that does not exceed 16 feet in height.
- Line parking spaces to encourage more efficient use of municipal parking lots.
- Encourage the sharing of private parking lots with businesses and other establishments with different hours of operation.
- Increase access to municipal parking lots that are presently restricted by fences or other barriers, whenever possible.
- Seek Community Block Grants to support municipal parking lot improvements.

- Beautify municipal parking lots by installing flower beds and planting trees to provide shade for parked cars.

#### **4.2.4 ROAD TRAFFIC**

The Town Center requires traffic calming. Some techniques used in other towns include highlighting pedestrian crosswalks, narrowing roads with extended curbs or flared sidewalks, changing the road texture, and installing medians and speed bumps.

##### **Action**

- Place *Yield to Pedestrians* signs along the center of the streets and roads at all major intersections in the Town Center where permissible by New York State Department of Transportation law.

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### **4.3 INCREASE DENSITY**

Compact development is a cost-saving means of supporting public infrastructure, such as new roads and expanded water and sewer lines. It can result in lower property taxes and lower cost to consumers. In addition, compact development in defined areas, coupled with density reductions in agricultural and environmentally sensitive areas, preserves open space and maintains rural character. The Town Center is currently served by municipal water and sewer and is the traditional location of intensive development in the town. Permitting increased density in this area will result in economic benefits to taxpayers, and help preserve the town's natural environment and rural character.

##### **Action**

- Continue to encourage higher density development in and around the Town Center to make appropriate use of the infrastructure investment and enhance the vibrancy of the community.

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See *Implementation Plan* on page XX of this document.



# CHAPTER FIVE AGRICULTURE **5**

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## **COMMUNITY GOAL**

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

## **OBJECTIVES**

- Support methods for maintaining agriculture and open space in the community.
- Promote agriculture as a local industry.
- Promote historical barn preservation and protection of Lloyd's agricultural heritage.
- Reduce land use conflicts between farms and residential properties.
- Promote community awareness of the importance of agriculture in the town.

Agriculture contributes greatly to Lloyd's visual character, economy, and tax base. It also enhances the quality of life for town residents. In 2013, 2,661.86 acres were listed on the town tax rolls as active farm land. Most of this land is used for growing and harvesting fruit, primarily apples; the remaining acres are used to raise cattle, horses, hay, or flowers and vegetables. Although farm owners receive a partial tax exemption on this land, the town reaps an average net profit of 60 cents for every tax dollar paid by farm owners. In contrast, the town suffers an average net loss of 21 cents for every tax dollar paid on residential properties. This disparity is because residential properties, unlike agriculture, cost more to service.

While Lloyd's soil and topography are favorable for farming, current depressed market conditions threaten the viability of farming in the community. Over the past several decades, farms in Lloyd have continued to dwindle as more and more farm owners trade off their productive land to residential and commercial developers. If this trend continues, Lloyd will lose one of its most valued historical and scenic resources.

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## **5.1 SUPPORT METHODS FOR MAINTAINING AGRICULTURE AND OPEN SPACE IN THE COMMUNITY**

### **5.1.1 FARMLAND PROTECTION COMMITTEE AND LOCAL FARMLAND PROTECTION PLAN**

The Town of Lloyd is considering appointing a Farmland Protection Committee to provide advice on Smart Growth techniques and agricultural issues. The Farmland Protection Committee would serve as liaison between the town government and the agricultural community, advising farmers on available tax opportunities and land use options. The committee would also assist the town with developing strategies to enhance agriculture protection rights. These rights are contained within the amended New York State Agricultural Districts Law. In addition, the committee would assist the town in preparing a Town of Lloyd Farmland Protection Plan after surveying Lloyd farm owners to determine how long they have been farming in the town, how long they plan to continue to farm, whether they plan to buy or sell farmland in the future, and what factors hinder and help agriculture. The Ulster County Farmland Protection Plan could serve as a basis for the development of Lloyd's plan.

One advantage of adopting a local Farmland Protection Plan is that it will give Lloyd an edge if the town chooses to apply for state and federal funds to purchase development rights. Communities that demonstrate a strong commitment to the future of agriculture are more likely to receive this funding.

#### **Actions**

- Appoint a Farm Protection Committee.
- Develop a Town of Lloyd Farmland Protection Plan.

### **5.1.2 PURCHASE OF DEVELOPMENT RIGHTS**

The purchase of farmland conservation easements, frequently known as Purchase of Development Rights (PDR), preserves farmland and open space by compensating owners for some or all of the equity in their farmland. The owner also receives a tax exemption, retains title, and can sell or bequeath all or portions of the land to others, provided the conservation easement is attached to the land in perpetuity. Often residential development on the land is prohibited, except for the owner, the owner's children, or farm laborers. The program is voluntary and can be implemented at the local, county, or state level.

The most important consideration for PDR is prioritizing which farmland to preserve. The decision is usually based on such factors as the significance of the land to the practice of farming in the town, the viability of farming on the land, the effect of critical massing of farms on the rural fabric of the community, and the economic benefits of a PDR to the town. Conservation easements can be held and monitored by local or regional land trusts or by the town.

#### **Actions**

- Support Purchase of Development Rights (PDR) easements on farmland when such action serves in the best interest of both the landowner and the town.
- Apply for state or federal grants, or work with outside land preservation agencies, to compensate the farm owner for forfeiting development rights.

### **5.1.3 DENSITY TRANSFERS**

Another farmland and open space protection process is the Transfer of Development Rights (TDR). A TDR makes it possible to limit development in one area, called the sending district, where there is an important resource such as active farmland or significant open space, and transfer the development rights to another area, called the receiving district, where there are little or no impediments to higher density. When the owner of a sending district sells development rights to the owner of a receiving district, the purchaser increases density beyond otherwise permissible limits, and the selling landowner places a conservation easement on the sending parcel. The sending and receiving parcels do not have to be contiguous.

In order to achieve a density transfer, the property owners must obtain a special permit from the Planning Board. But first the density transfer must meet the following criteria for Planning Board approval.

1. The selling landowner must demonstrate to the Planning Board the right to develop the number of lots possible under the town zoning code on the property for which the development rights will be given up.
2. Both landowners must demonstrate that all the town special permit standards have been met.
3. The transfer of density units to the receiving parcel must not adversely affect the surrounding areas.
4. The transfer of density must benefit the town by protecting open space for conservation.
5. The density transfer must be consistent with the Town of Lloyd Comprehensive Plan and the Town of Lloyd Zoning Code.
6. A conservation easement must be executed on the sending parcel, reducing the number of dwelling units by an amount equal to the number of units gained by the receiving parcel.
7. If the transfer is viable and approved by the Planning Board the receiving landowner gets a density credit for additional building lots.

### **5.1.4 EASEMENT BENEFITS**

For farm owners who plan to continue farming, willingness to sacrifice land for easement rights could prove to be beneficial, as it reduces the potential for land use conflicts such as residential neighbors' having concerns about intensive spraying on farmland.

### **5.1.5 SMART GROWTH DEVELOPMENT**

Some farm owners may choose to develop all or some of their land, or sell all or some of their land to commercial developers. Under such circumstances, it would serve the town well to encourage Smart Growth techniques for the development of these parcels. These techniques include clustering, conservation subdivisions, and limited development subdivisions. They encourage the continuation of farming or preserve open space for the benefit of the community.

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## **5.2 PROMOTE AGRICULTURE AS A LOCAL INDUSTRY**

To preserve Lloyd's scenic character and the benefits of farming on the local economy, Lloyd's agricultural resources must be supported and promoted. Otherwise Lloyd will lose a good portion of its scenic beauty and tax base.

### **5.2.1 ACCESSORY RETAIL BUSINESSES AND RECREATIONAL USES**

Lloyd's farmers are competing in the national and international market. Food imported from other states with lower property taxes and nations with significantly lower labor costs place local farmers at a disadvantage. The town can assist local farm owners by permitting them to supplement their farm income with accessory businesses and flexibility in the use of their farm structures. Pick-your-own operations, road stands, farm markets, wineries, greenhouses, food processing facilities, and other low impact endeavors related to agriculture can possibly improve prospects for economic success. Outdoor recreational uses related to agriculture or the enjoyment of nature and open space could be permitted as well. These could include fishing, cross-country skiing, camping, hunting, hiking, biking, and special events like hayrides and harvest festivals.

Zoning laws must include performance standards to ensure that new accessory farm businesses and activities are compatible with other land uses and have no negative impact on neighbors or the community at large.

#### **Actions**

- Encourage farmland use for related accessory retail businesses and recreational use, provided they pose no negative impact on the neighborhood or community.
- Review the zoning law to ensure it is "farm friendly."
- Include performance standards in the Lloyd zoning law to make certain extended use of farmland for accessory retail business or recreational use will have no negative impact on the neighborhood or the community.

### **5.2.2 AGRITOURISM**

Agritourism is a term used to promote activities, such as shopping at farm markets, sampling wine at wineries, and visiting pick-your-own farms, that draw visitors to agricultural operations. Some ways to promote agritourism are holding bike tours through farming operations, scheduling harvest festivals, and developing crop art. Many maps and publications highlight local farm stands, farm products, and farms available for visitation. It benefits farm owners, residents, and the entire community to encourage agritourism.

#### **Action**

- Promote agritourism through the use of the town web site, regional publications, participation in county Chamber of Commerce groups, etc.

### **5.2.3 FARM-TO-TABLE MOVEMENT**

In recent years, the farm-to-table movement has become popular not only in New York State, but all across the nation. The primary concept is to produce local food and deliver it to local consumers. It is often associated with organic farming, sustainable agriculture, and community-supported agriculture. This movement not only boosts local agriculture, it supplies fresh produce and ingredients to local residents, small businesses (like bakeries and restaurants), and large food retailers and distributors. It is a prime example of people within a community coming together to support each other. Supporting farm-to-table endeavors can positively impact the local economy.

#### **Action**

- Support local farm-to-table endeavors by promoting local agriculture through the town web site and print materials.

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### **5.3 PROMOTE HISTORICAL BARN PRESERVATION AND PROTECTION OF LLOYD'S AGRICULTURAL HERITAGE**

New York State provides investment tax credit for barn rehabilitation. In 1996, the state legislature enacted the Farm Protection and Farm Preservation Act. This act allows a credit of 25 percent of a taxpayer's qualifying rehabilitation expenditures for any barn considered a qualified rehabilitated building. Most recently New York State launched a Barn Restoration and Preservation Program to help pay for the renovation of barns and other aging farm buildings that are at least 50 years old to preserve them as monuments to the state's agricultural heritage. The \$2 million dollar program helps pay for as much as 80 percent of the cost of repairs, up to \$25,000 per project. Owners must pay the other 20 percent in cash or labor. This program is administered by the New York State Office of Parks, Recreation and Historic Preservation. Structures being improved for active agricultural use that are visible from scenic roads, fixtures in the rural landscape, or eligible for listing on the state or national

historic registers are given priority. The New York State Environmental Quality Review Act (SEQR) can also be used effectively to help protect the town's agricultural heritage.

#### **Actions**

- Encourage barn owners to apply for barn rehabilitation funds available through the New York State Farm Protection and Farm Preservation Act.
- Consider whether amendments to the town zoning laws concerning agricultural character are appropriate.

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### **5.4 REDUCE LAND USE CONFLICTS BETWEEN AGRICULTURAL AND RESIDENTIAL PROPERTIES**

The New York State Constitution acknowledges the necessity of agriculture. Laws enacted by the legislature have affirmed that state and local legislative and other decision-making activities must not interfere with or serve to discourage agriculture. To protect these rights, it would be beneficial for the town to adopt a Right-to-Farm Law. Such legislation is encouraged by the New York State Department of Agriculture and Markets and is designed to protect a farm owner against regulations and private nuisance suits that would prevent conducting normally accepted agricultural practices. The Right-to-Farm Law should identify the importance of agriculture to the town's economy, visual appeal, and manner in which farming generates well-being in the community. Adopting this law would make clear that Lloyd encourages farming and urges understanding and cooperation with the necessary day-to-day operations involved in farming.

In keeping with Smart Growth development, the Comprehensive Plan supports the model that new subdivisions contiguous to farmland be clustered, have vegetative buffer strips and windbreaks where applicable. These features protect the health of the individuals living on these subdivisions, reduce nuisance complaints, and supplement agricultural notices placed on all subdivision maps.

It is also recommended that homeowners sign a disclosure notice and legally binding disclaimer, which includes right-to-farm notices and provisions prior to closing on a home adjacent to an active farm. This information should be included on the deeds of new subdivisions within 200 feet of a farm and 2,000 feet of a certified agricultural district.

### **Actions**

- Adopt a Town of Lloyd Right-to-Farm Law.
- Encourage new development adjacent to farmland to be clustered and provide adequate buffer strips and windbreaks where applicable to minimize the potential conflicts between agricultural and adjacent non-agricultural landowners.
- Encourage a disclosure notice and disclaimer for homebuyers adjacent to farms and land associated with agricultural use, and put this notice on subdivision maps and in deeds of new subdivisions in proximity of agricultural land.

#### **5.4.1 ABANDONED ORCHARDS**

Measures must be taken to reduce the negative impact of abandoned orchards. In addition to diminishing the town's scenic beauty, if left untreated these properties can become infested and create a land use conflict with adjacent working farms and residential neighborhoods. Removal of abandoned trees, where possible, should be encouraged to help reduce the need for pesticides.

#### **Action**

- Adopt a town law to enforce maintenance on abandoned orchards.

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## **5.5 PROMOTE COMMUNITY AWARENESS OF THE IMPORTANCE OF LOCAL AGRICULTURE IN THE TOWN**

Modern farm practices result in minimal environmental pollution and help maintain a vital industry that makes significant economic, social, and cultural contributions to the town. The Town of Lloyd Environmental Conservation Council, as well as a Farmland Protection Committee, can help promote citizen awareness of the economic and environmental benefits of preserving farmland. Programs that educate residents on this topic can also gain support for local agriculture.

### **Actions**

- Invite guest speakers to public gatherings to discuss the benefits of farming in the community.
- Encourage the Highland Central School District to develop an "Agriculture in the Classroom" curriculum for students, with support from agencies such as the Cornell Cooperative Extension, to highlight the benefits of agriculture in the town, garner support for agriculture in the town, and encourage young people to choose farming as an occupation.

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See *Implementation Plan* on page XX of this document.

# CHAPTER SIX TRANSPORTATION **6**

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## COMMUNITY GOAL

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

## OBJECTIVES

- Minimize the traffic impact of commercial and industrial development on major roads.
- Reduce traffic congestion by encouraging alternative modes of transportation.
- Improve transportation efficiency.

Transportation is a key factor in determining quality of life for town residents. Roads should not only serve to transport people easily, but should make the experience enjoyable as well. An adequate street system that provides for the safe and expeditious movement of people and goods is vital to the well-being of a community. Moreover, well-designed streets can be important public spaces, particularly in areas of concentrated development. A successful streetscape becomes a social center of a community, where people interact informally and benefit from chance encounters with friends, neighbors, and colleagues.

Transportation refers to the movement of people, goods, services, and information. It is a term that covers various modes of getting around, including driving, walking, bicycling, public transportation, and telecommuting. However, over-reliance on cars for transportation, coupled with a growing population, has created problems in Lloyd including traffic congestion, unsafe conditions for pedestrians and bicyclists, and loss of rural and scenic qualities associated with the community.

Attempts to reduce traffic congestion, decrease travel time, and ease traveler frustration focused in the past on expensive road widening and improvements. However, continually widening roads to alleviate traffic congestion is not a long-term solution. Redesigning roads to handle higher volumes of traffic simply attracts more vehicles and negatively impacts rural character. Moreover, widening roads and further promoting automobile dependency is expensive and environmentally degrading. This chapter recommends alternative solutions to traffic problems through more efficient utilization of existing roads, alternative modes of transportation, traffic calming, and zoning changes that reduce reliance on the automobile.

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## **6.1 MINIMIZE THE TRAFFIC IMPACT OF COMMERCIAL AND INDUSTRIAL DEVELOPMENT ON MAJOR ROADS**

Route 9W and Route 299, the two major corridors that traverse Lloyd, play an important role in the regional transportation system. It is imperative to preserve capacity along these corridors and other major roads by utilizing the present road structure more efficiently and carefully analyzing the potential capacity impacts of new development.

### **6.1.1 ROUTE 9W AND ROUTE 299**

Developers along these corridors are now required to analyze the potential impact of their projects on levels-of-service for a 10-year horizon beyond a project completion date. The new Walkway/Gateway proposal (see Chapter 4, Section 4.1.2, page XX) for sections of Route 9W can be a model for development that improves corridor efficiency by moving much non-through traffic off the main road.

#### **Actions**

- Require future commercial developers to create interior access roads, connecting parking lots, internal service roads, and shared access roads where possible.
- Work with the New York State Department of Transportation and adjacent communities to conduct corridor studies of Route 9W and Route 299 to address long-term transportation needs and design issues.
- Work with the New York State Department of Transportation to implement the recommendation in its Maybrook Multi-Modal Corridor Study to construct a paved, shared-use trailway that is set back from the highway along the Route 299 right-of-way.

### **6.1.2 ALL MAJOR ROADS**

Many of the issues that impede traffic flow on Route 299 and Route 9W also affect the other major roads in Lloyd such as Route 44/55, New Paltz Road, and other arterials. Several actions to improve transportation are as important to these roads as to the main corridors. (See Chapter 4, Section 4.2, page XX, for a discussion of traffic issues in the Town Center and actions for addressing them.)

#### **Actions**

- Minimize the traffic impact of high-density development fronting on any main road through the use of zoning requirements, subdivision regulations such as minimum frontages and lot widths, and site plan controls.
- Encourage pedestrian access to commercial areas from nearby residential areas by requesting installation of sidewalks during site plan reviews.
- Ensure that offsite improvements or developer contributions are proportionate to development proposals when those proposals affect current transportation.
- Minimize roadside friction (events along the road that impact speed and capacity, including pedestrians, bicycles, slow-moving vehicles, roadside parking, etc.) by limiting the number of driveways and discouraging on-street parking on arterial roads.

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## 6.2 REDUCE TRAFFIC CONGESTION BY ENCOURAGING ALTERNATIVE MODES OF TRANSPORTATION

Fewer cars on the road mean less traffic congestion and faster travel time moving from place to place in the community. And that's just one reason for encouraging alternative modes of transportation. The entire community would benefit from a reduction in air pollution. Local businesses, particularly in the Town Center would benefit if shoppers could access them as easily as pulling up to stores in a mall. In addition, reliance on a car to shop for basic goods automatically erects barriers to youth, the disabled, lower income residents, and senior citizens. Improvements in transportation alternatives to the automobile are necessary; otherwise the mobility of a large proportion of the population will be impaired.

### Actions

- Develop and promote programs that support, increase, and facilitate the use of public transportation, ride sharing, pedestrian and bicycle transportation, and telecommuting to minimize vehicular traffic volume.
- Work with Ulster County Rural Transportation and other bus companies to increase the number of bus stops in the town.
- Identify appropriate locations for park-and-ride facilities that would support existing and new ride sharing and/or transit activities.

### 6.2.1 A PEDESTRIAN AND BICYCLE FRIENDLY COMMUNITY

To facilitate bicycling and walking, issues of access, education, enforcement, safety, and security need to be addressed. All town actions that might affect traffic and circulation should be guided by the principle of *pedestrians first*.

While this plan is not advocating the construction of wider shoulders on existing town streets, a pedestrian and bicycle friendly community should have wide paved shoulders on arterial routes, well demarcated pedestrian crosswalks at intersections, and signage announcing that bicycles share the roadway. The New York State Vehicle and Traffic Law specifically describes the rights and responsibilities of bicyclists and pedestrians on public highways. New York State Department of Transportation Design Standards prescribe a four-foot-wide paved shoulder on newly constructed or reconstructed state routes. Addition of non-motorist amenities makes the roads safer for all users, and could possibly reduce liability exposure for the local government following an accident.

### Actions

- Consider the potential for pedestrian and bicycle movement when authorizing road building projects, and when specific destination points are involved, such as connecting schools and parks with residential areas.
- Use traffic calming techniques, such as narrowed roads, landscaped curb bump outs, street islands, signalized crossings, street trees, and speed bumps to reduce traffic speeds and provide a safer environment for pedestrians and bicyclists.
- Encourage developers to build subdivisions with connected street networks that facilitate walking and bicycling and connect to the Hudson Valley Rail Trail where possible.
- Require developers of new subdivisions to provide multiple routes that disperse traffic and provide roadway connections to existing streets

and adjacent neighborhoods where possible, and eliminate cul-de-sacs whenever possible.

- Continue to encourage the inclusion of bike racks in development site plans.
- Include the Hudson Valley Rail Trail in all future trans-Lloyd transportation reviews and studies.
- Provide, where appropriate, a three-foot-wide to five-foot-wide shoulder for pedestrians and bicyclists on the town's main roads when they are repaved and in new developments.
- Create off-street walking and biking paths as opportunities arise to link neighborhoods with business districts.

### **6.2.2 BICYCLE TOURING**

Bicycle touring is a growing business. Most weekends, groups of cyclists share the town's country lanes with travelers in cars. All are drawn to the winding roads that curve around hills and open onto scenic vistas or wend their way among old stone walls, wooden fences, stands of mature trees, and green meadows. Keeping these roads welcoming and safe for cyclists and drivers alike will support Lloyd's future as a tourist attraction.

#### **Actions**

- Organize and promote Lloyd's many attractive secondary roads as scenic bikeways to attract recreational interest and tourism.
- Establish design standards for bicycle routes on town roads.
- Place *Bikes Share the Road* signs along bike routes throughout the town.
- Create a pedestrian and bicyclist brochure that identifies routes including the Hudson Valley Rail Trail, the Walkway Over the Hudson, Illinois Mountain trails connecting to Berean Park, and town bike loops. Make the brochure available on the town web site.
- Promote safe biking practices and courteous pedestrian use of multi-use trails such as the Hudson Valley Rail Trail.

### **6.2.3 BETTER SIDEWALKS**

An extended network of sidewalks linking destinations within walking distance of each other encourages people to leave their cars parked and travel on foot. To ensure safety and ease of use for families with small children in strollers and people with disabilities, sidewalks need to be flat, regular, and well-maintained surfaces.

#### **Actions**

- Require new or replaced sidewalks to be made of durable materials such as concrete, bluestone, or pavers. Where curbing is required, also use concrete or granite instead of asphalt, which does not stand up as well. Codify this requirement in the town's regulations and ensure it is implemented by the appropriate board.
- Seek funding for those streets identified as needing new or repaired sidewalks.

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## 6.3 IMPROVE TRANSPORTATION EFFICIENCY

The Official Town Map, pursuant to Section 270 of New York State Town Law, shows the location of all existing and proposed streets, highways, bike paths, and trails, including the Hudson Valley Rail Trail. This map provides a foundation for the town to base certain decisions on such matters as reserving right of ways in subdivisions, and providing appropriate locations for trails, parks, drainage facilities, and new roads. It also assists the town in improving transportation efficiency in areas of the town where development of new through roads would alleviate congestion on existing corridors.

### Actions

- Identify potential locations for new through roads that could take some traffic off the existing major roads.
- Minimize additional road lengths as much as possible by clustering future housing to reduce traffic and lower costs of road construction and maintenance.
- Avoid constructing wide roads in new developments wherever possible.
- Update the Official Town Map to show planned new roads.
- Reference the Official Town Map during site plan and subdivision reviews, and require that developers incorporate mapped roads, streets, and other travel ways into the design of their projects, either constructing these themselves or providing rights of way for future roads and trails to be built.
- Work closely with the Ulster County Transportation Council, New York State Department of Transportation, and New York State Bridge Authority to ensure consistency between their transportation plans and the town's goals.

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See *Implementation Plan* on page XX of this document.



# CHAPTER SEVEN **7** NATURAL, CULTURAL, AND HISTORICAL RESOURCES

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## COMMUNITY GOAL

Protect and enhance the quality of the town's natural, cultural, and historical resources.

## OBJECTIVES

- Identify and conserve all areas with significant natural, cultural, and historical resources in the town.
- Protect wetlands, surface waters, floodplains, the watershed, and other environmentally sensitive areas.
- Maintain the Hudson River shoreline as an important scenic resource, and develop and protect riverfront access and activities.
- Develop a preservation plan for Illinois Mountain.
- Reinforce the town's cultural heritage and enrich the current culture by supporting development of new resources for art, music, and literature.
- Strengthen the town's sense of place by identifying, preserving, and commemorating significant historical structures and sites.

Since the adoption of the 2005 Comprehensive Plan, the Town of Lloyd has taken steps to safeguard its natural, cultural, and historical resources by encouraging cluster developments and conservation easements that protect large sections of contiguous open space. In recent years, several changes and events have drawn attention even more sharply toward the importance of this conservation.

The Walkway Over the Hudson opened in 2009. This visitor magnet is expected to attract one million people to Lloyd each year. The Hudson Valley Rail Trail expanded to meet the Walkway in 2010. In addition, new parks in the town, such as the Bob Shepard Highland Landing Park, Franny Reese Park, and Illinois Mountain Recreation Area, heightened Lloyd's outdoor attractions. These resources, spurred by the beauty of the Mid-Hudson Valley, hold great promise for strong economic development in the area.

Unfortunately, two natural events brought negative consequences to the town. Severe storms in 2011 and 2012 wreaked havoc on the town's storm water drainage systems. These misfortunes reinforced the town's need to safeguard and enhance the protection that nature itself provides.

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## **7.1 IDENTIFY AND CONSERVE ALL AREAS WITH SIGNIFICANT NATURAL, CULTURAL, AND HISTORICAL RESOURCES IN THE TOWN**

The Town of Lloyd is beautiful, steeped in history, and within easy reach of cultural amenities. These features enhance quality of life for residents, draw visitors to the region, and add to the town's desirability for many new commercial endeavors. Protecting these resources is among the town's highest priorities.

### **Actions**

- Inventory the town's natural, cultural, and historical resources and map the visual qualities that residents most value.
- Appoint an Open Space Committee with representatives of town boards and committees to research the economic and quality-of-life benefits of open space planning, and prepare a plan that will enhance the town's economic base as it grows increasingly dependent upon its natural resources for expanding Lloyd's growing tourism industry.
- Adopt Conservation Overlay Districts for areas with identified significant natural and cultural resources.

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## **7.2 PROTECT WETLANDS, SURFACE WATERS, FLOODPLAINS, THE WATERSHED, AND OTHER ENVIRONMENTALLY SENSITIVE AREAS**

Since the 2005 Comprehensive Plan was written, the town implemented several actions to protect its environment. It passed a local wetlands law, remediated a hazardous waste site where groundwater contamination was confirmed, and enforced limitations on development adjacent to most wetlands.

### **7.2.1 STORM WATER MANAGEMENT**

Recent flooding highlighted the need to rehabilitate storm water infrastructure and continue careful stewardship of natural water resources and other environmentally sensitive areas to improve storm water management and safeguard the community's well-being.

#### **Actions**

- Research and apply storm water management techniques that preserve natural drainage, increase natural local infiltration rates, reduce runoff from impervious surfaces, and improve groundwater recharge rather than impose expensive engineering solutions.

### **7.2.2 WETLANDS**

Lloyd has the greatest concentration of wetlands of any municipality in Ulster County. The wetlands associated with the Swartekill, Black Creek, and Twaalfskill waters comprise some of Lloyd's most environmentally sensitive areas. Freshwater wetlands play a critical role in flood abatement, water quality improvement, and recharging of aquifers. In addition, many of these wetlands are biologically rich. They support a diversity of rare, endangered, and locally significant plants and animals.

Many recent studies show that biodiversity helps sustain a healthy food chain and promotes good water and soil quality. In addition, the most obvious legacy of a region rich in plant, animal, and geographic diversity is that it attracts outdoor enthusiasts and enhances the lifestyle and well-being of residents and visitors alike.

The Town of Lloyd rescinded its local wetlands law in spring of 2013 after a challenge to the essentially identical New Paltz law was upheld in court. Both federal and state agencies, however, have enhanced their wetlands protection in recent years.

#### **Actions**

- Ensure that development proposals incorporate all laws to protect water bodies, watercourses, and naturally occurring vernal pools (seasonal pools that provide habitat for certain plants and animals, particularly young amphibians).
- Partner with the Hudson River Estuary Program to implement biodiversity conservation in order to sustain the health and resiliency of Lloyd's watershed.
- Take advantage of the technical assistance, information, and training offered by the Estuary Program to develop planning strategies that support economic growth and quality of life, while keeping nature in mind and recognizing that our natural resources are increasingly critical to Lloyd's developing tourism industry.

#### **7.2.3 BLACK CREEK REGION**

The Black Creek is an unusually pristine waterway that offers unique opportunities for recreation and for naturalists to observe and study plants, wildlife habitats, and bird migration. The town's Environmental Conservation Council has developed a water trail along the Black Creek, extending from where the Hudson Valley Rail Trail crosses the creek to Chodikee Lake. This trail allows canoeists and kayakers access into a part of the Esopus/Lloyd Wetlands and Ridges Ecosystem, which has been recognized by the Hudson River Estuary Program as a significant biodiversity area. A stairway leads down from the Hudson Valley Rail Trail to the creek. The Environmental Conservation Council has obtained a Hudson River Valley Greenway Grant to develop a canoe and kayak launch site where Route 299 crosses the creek. It is also in communication with landowners in the Chodikee Lake area in efforts to improve the trail there. One of the Environmental Conservation Council's goals is to work with the Town of Esopus to lengthen the trail through the Black Creek Forest Preserve to the Hudson River.

#### **Actions**

- Work with neighboring municipalities to develop an Inter-Municipal Corridor Management Plan for the Swartekill, Black Creek, and Twaalfskill, and their designated wetlands and tributaries.
- Support the Environmental Conservation Council's efforts to improve the Black Creek Water Trail as it approaches and enters Chodikee Lake, and work with the Town of Esopus to extend the trail to the Hudson River.
- Recommend designation of the Black Creek to the New York State Wild, Scenic and Recreational Rivers Program.

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### **7.3 MAINTAIN THE HUDSON RIVER SHORELINE AS AN IMPORTANT SCENIC RESOURCE, AND DEVELOP AND PROTECT RIVERFRONT ACCESS AND ACTIVITIES**

The Hudson River shoreline is one of the town's most significant natural resources. The town has honored this resource by adopting a Local Waterfront Revitalization Program and a Waterfront Bluff Overlay District.

The shoreline is also historically important to the town. From pre-Revolution days through the early 20th century, it was the region's commercial and residential center. Since the adoption of the 2005 version of this plan, the town purchased land along the riverfront and created the Bob Shepard Highland Landing Park. This park provides residents and visitors with a deep-water dock, free public boat launch ramp, and canoe/kayak launch site. An historical riverwalk, and Environmental Education Center are also planned.

Also, Scenic Hudson purchased a tract of land along the river bluff to create the Franny Reese Park, with hiking trails that provide spectacular Hudson River views and pass intriguing stone ruins. The park's trails provide the town with an opportunity to facilitate an extension of trails southward along the ridge with the cooperation of bluff landowners.

#### **Actions**

- Continue to support the Hudson River Valley Greenway goals consistent with the town's Local Waterfront Revitalization Program and Waterfront Bluff Overlay District.
- Create an inventory of all cultural and historical resources along the river.
- Promote pedestrian access to the river.
- Work with property owners and developers to extend the ridge trail southward.

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### **7.4 DEVELOP A PRESERVATION PLAN FOR ILLINOIS MOUNTAIN**

The highest elevation in Lloyd is Illinois Mountain, which provides a scenic backdrop for many views from both Ulster County and Dutchess County. It is an important area in Lloyd for many reasons. The mountain contains a diversity of natural habitats and is a wildlife dispersal route. It is home to a state-designated significant habitat area and protected native plants. In addition, it is a watershed that drains into significant habitats, wetlands, and the reservoir system that supplies drinking water to the municipal water district.

In 2008, Scenic Hudson purchased 242 acres of land on Illinois Mountain, and since then has developed hiking and biking trails on the land. The Scenic Hudson Recreation Area is adjacent to Lloyd's Berean Park, as well as town-owned watershed land. The town has recognized Illinois Mountain's scenic and environmental significance in its emphasis on conservation subdivisions in new development plans in close proximity to this area.

At the top of Illinois Mountain are telecommunications towers. Their importance to modern lifestyle and commerce cannot be denied. A town goal is to support this technology without degrading the mountain's beauty and natural resources. Protecting the mountain's steep slopes, fragile soils, scenic properties, and recreational opportunities continues to be a priority for the Town of Lloyd.

## Actions

- Encourage conservation easements to protect open spaces, steep slopes, and sensitive mountain resources.
- Work with local land trusts to seek easements or purchase properties for conservation and/or public access.
- Designate an Illinois Mountain Conservation Overlay District to protect those areas on the mountain above a certain elevation.
- Adopt a telecommunications law to protect scenic resources on the Illinois Mountain ridge.

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## 7.5 REINFORCE THE TOWN'S CULTURAL HERITAGE AND ENRICH THE CURRENT CULTURE BY SUPPORTING DEVELOPMENT OF NEW RESOURCES FOR ART, MUSIC, AND LITERATURE

Lloyd's cultural heritage is the legacy passed down from earlier generations, polished in the present, and sustained for future generations. That legacy is revealed, for example, in the names of its residents, many of whom still carry surnames of the original New Paltz patentees, who cultivated the land, founded the hamlets, and built infrastructure and civic institutions. Many other residents have surnames that date back to the influx of Italian immigrants in the late 18th and early 19th centuries, who brought new crops, vineyards, crafts, and trades to the town. Since those earlier days, the resident roll has swelled with names reflecting worldwide ethnicities that contribute to new traditions, new foods, and new arts and literature.

The town's cultural heritage can also be found in history books written by former town historians Ethan Jackman (*Highland and the Town of Lloyd*) and Beatrice Hasbrouck Wadlin (*Times and Tales of the Town of Lloyd*), as well as author Warren Sherwood (*Poems of the Platt Binnewater and History of the Town of Lloyd, Volumes 1-3*). These publications are storehouses of interesting historical facts and legends.

Lloyd's current culture can be defined in a number of different ways. Most obvious to a visitor would be its emphasis on outdoor recreation, with its Hudson Valley Rail Trail, Walkway Over the Hudson connection, several parks, and playing fields for children, youth, and adults. A growing contribution to the town's culture is the resurgence of town festivals, such as SpringFest in the Town Center, Highland HudsonFest on the Rail Trail next to the Walkway Over the Hudson in the fall, and WinterFest on the Rail Trail every January. In addition, a new summer music series began in 2012.

Another outstanding feature of the town culture is its strong volunteer force. Town committees are staffed by volunteers. The Hudson Valley Rail Trail and the Bob Shepard Highland Landing Park are managed by volunteer boards, supported by their membership organizations. These are just a few ways Lloyd residents donate their time, knowledge, and energy to make the town a better place to live and visit.

Recent community surveys indicate residents' wishes for several resources that are typically referred to as cultural, but not currently available in the town. Among those referenced were a bookstore, movie theater, art gallery, performing arts center, and historical museum. While these can be visited easily in neighboring towns and cities, having these resources in Lloyd would be a draw and point of pride.

### **Actions**

- Promote Lloyd to performance arts groups and potential art gallery, theater, and bookstore owners.
- Cooperate with the Town of Lloyd Historical Preservation Society to place historical and cultural exhibits in various locations around the town.

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## **7.6 STRENGTHEN THE TOWN'S SENSE OF PLACE BY IDENTIFYING, PRESERVING, AND COMMEMORATING SIGNIFICANT HISTORICAL STRUCTURES AND SITES**

Historic structures connect the town to the rich history of the Hudson Valley and remind residents and visitors alike that Lloyd respects and cherishes its heritage. The town is dotted with beautiful old stone buildings, elegant Victorian and Edwardian homes, arts and crafts cottages, fine examples of mid-20th century modern architecture, and vestiges of industrial and commercial buildings that hold within them the stories of Lloyd's economic underpinnings. There are a few centuries-old frame buildings, including the Yelverton House, which is on the National Register of Historic Places and is reputed to be the oldest frame house in Ulster County. In times past, many of these structures were catalogued and mapped in pamphlets, calendars, and even placemats. No such inventories are currently in print.

There were also six historical markers throughout the town. However, some of these are damaged and others have disappeared. Such markers were placed throughout New York State, mostly by the State Education Department, beginning in 1926. State markers cannot be destroyed without state permission although they can be removed for repair and replacement.

While the state program is currently in hiatus, other agencies and organizations are free to post markers, identical in appearance to the state ones. In such cases, these are owned by the funding organization. Thus the town or another funding organization could replace missing state-posted markers and add new markers where appropriate. Repair and replacement of original markers and placement of new markers is another way to connect the town to its history.

### **Actions**

- Establish a complete inventory of the town's architecturally significant buildings through the 20th century.
- Repair and re-post damaged historical markers.
- Identify and replace missing state historical markers.
- Identify opportunities for new markers and seek a funding source to create them.
- Establish an Historic Preservation Committee to advise the Planning Board on development proposals that involve historically significant properties.
- Permit a wider variety of uses of historical structures and encourage adaptive reuse of underutilized agricultural buildings to maintain the town's architectural heritage.

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See *Implementation Plan* on page XX of this document.

# CHAPTER EIGHT **8**

## ECONOMIC DEVELOPMENT

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### COMMUNITY GOAL

Encourage economic development to provide products and services, enhance cultural opportunity, grow the tax base, promote employment, and foster entrepreneurial and business opportunities consistent with Lloyd's small-town, agrarian character and residents' desired quality of life.

### OBJECTIVES

- Ensure zoning laws provide property owners the most latitude in developing their properties, while safeguarding the provable or quantifiable economic, safety, and infrastructure interests of neighbors and other affected residents.
- Promote tourism.
- Investigate and consider alternatives to typical modern highway-oriented development such as strip malls and commercial plazas.
- Attract light industry.
- Encourage home-based businesses.
- Make all Lloyd Geographic Information System (GIS) data on public infrastructure and land features available to the public.
- Schedule regular reviews of the Comprehensive Plan.

Population growth and commercial development in the Town of Lloyd in the next several decades is projected to outpace the projected overall growth pattern for Ulster County and the State of New York for the same period. Lloyd is poised to be a transportation, economic, and recreational hub for a large swath of Ulster County and the Mid-Hudson Valley. This is predicated on the expected influx of new residents and visitors from the southern counties between Lloyd and New York City. Factors contributing to this growth include access to transportation provided by the Mid-Hudson Bridge, Poughkeepsie Amtrak Station, New York State Thruway, Route 9W, Route 299, and the Hudson River. The importance of the river will increase as cruise lines take advantage of the new Bob Shepard Highland Landing Park's deep water docking facility.

In addition, Lloyd offers access to municipal water and sewer, large tracts of developable land, comparatively low property taxes and rents, vast recreational resources, a desirable quality of life, quality medical care, advanced medical centers, and senior housing.

Many prospective residents ask about educational offerings within a community. Lloyd's primary and secondary schools remain well-ranked and maintain high standards for their students. SUNY Ulster, SUNY New Paltz, SUNY Dutchess, Bard College, Marist College, Vassar College, and The Culinary Institute of America are all within an easy commute and offer excellent undergraduate, graduate, and adult education.

A significant population of new residents and visitors is already impacting Lloyd's resources and businesses. Scenic Hudson's Franny Reese Park and Lloyd's many other recreational facilities (see Chapter 11) enhance the draw of nearly one million visitors a year to Walkway Over the Hudson. Second home owners and retiring seniors often consider relocating to an area they have experienced as visitors or tourists. Maintaining Lloyd as a high-quality community for current residents is the best way to entice the kind of development that will have the least impact on the quality of life currently available in Lloyd.

Strategically managing Lloyd's growth for the benefit of property owners, taxpayers, and residents in times of rapid changes in technology, family patterns, and expected and unexpected external factors requires a new flexibility in our thinking and planning. Accommodating the aspirations of residents and potential residents includes considering the need for commercial development to provide goods and services, employment, and prevention of significant economic leakage. Additionally, Lloyd needs to encourage industrial development to provide attractive jobs and mitigate tax burdens, and at the same time, preserve its rural sense of place.

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## **8.1 ENSURE ZONING LAWS PROVIDE PROPERTY OWNERS THE MOST LATITUDE IN DEVELOPING THEIR PROPERTIES, WHILE SAFEGUARDING THE PROVABLE OR QUANTIFIABLE ECONOMIC, SAFETY, AND INFRASTRUCTURE INTERESTS OF NEIGHBORS AND OTHER AFFECTED RESIDENTS**

Tax-paying property owners need to have options in the use of their property to make the best economic and personal choices for themselves and their families. However, because many possible choices and actions may adversely affect others, zoning must also protect the legitimate, but more narrow, interests of non-owners. Finding the balance between the land-owners' rights and neighbors' concerns may be eased by a clear statement in Lloyd's zoning code of certain land-use limits based on criteria such as land topography, hydrology, geology, building footprint size, and building height.

### **Actions**

- Design faster response mechanisms within zoning to reflect changing external conditions and opportunities such as new building materials and processes, and changes in demographics or housing needs.
- Encourage appropriate vertical and horizontal scale for building massing and coverage for all development projects. Change the bulk table to allow taller buildings (3–4 stories) in areas where those heights allow for greater concentration of population and where the adverse environmental impacts would be least manifested.
- Designate areas of town where taller buildings or greater coverage would be encouraged, for example along the Walkway/Gateway Districts, or along boulevards where taller buildings would give a sense of a streetscape or where mixed use or higher residential density exists or is permitted.

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## 8.2 PROMOTE TOURISM

To promote tourism, the Town of Lloyd should celebrate and capitalize on its agricultural businesses, industrial history, scenic beauty, and recreational options. Continued agricultural enterprises provide the town with productive open space that not only is beautiful, but impacts the town far less per acre than housing. Maintaining picturesque fields, orchards, and farm buildings is a priority for Lloyd. You-pick farms are resident and tourist attractions. The town has historical structures and sites of significance that add to visitor interest such as the 1754 Yelverton House on Maple Avenue, the Federal Style stone home built by the Hasbrouck family in 1846 on Vineyard Avenue, the First United Methodist Church (1869) on Main Street, and the Presbyterian Church (1844) on Church Street.

### Actions

- Encourage owner preservation and restoration of historical commercial, residential, and agricultural buildings of significance with the advice of the Town of Lloyd Historical Preservation Society when owner-requested.
- Encourage outlets selling local farm produce, products, and related items.
- Promote hiking, biking, kayaking, and transportation accessory businesses.
- Capitalize on the town's tourist attractions and its proximity to regional tourist attractions by linking electronically to their web sites, using printed brochures and installing directional signage where possible.
- Maintain paid memberships in the Ulster County Chamber of Commerce, Southern Ulster Chamber of Commerce, and New Paltz Regional Chamber of Commerce, and appoint town board members as liaisons to attend chamber meetings on some regular basis.
- Ensure the town's printed materials are on display at all regional chambers of commerce or other tourism related distribution sites.
- Encourage the development of additional B&Bs and inns to attract and accommodate more visitors.
- Create a permitting process for short-term rentals with a special use permit issued by the Planning Board and a yearly review for continuance.
- Develop signage and minimal landscaping requirements on roads with likely significant use by tourists.
- Continue supporting agricultural businesses and recreational venues via electronic links, the town web site, and print media.
- Using all Town of Lloyd outreach, highlight the various loops and connections created by the Hudson Valley Rail Trail and sidewalks taking visitors to the Town Center.

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## 8.3 INVESTIGATE AND CONSIDER ALTERNATIVES TO TYPICAL MODERN HIGHWAY-ORIENTED DEVELOPMENT SUCH AS STRIP MALLS AND COMMERCIAL PLAZAS

In public meetings and resident surveys, participants have strongly expressed preference for alternatives to conventional strip mall development. Strip malls are seen as destructive to the rural character of Lloyd and blights on the scenic beauty of the area. Small commercial centers with innovative architectural designs situated to take advantage of natural land features are

avored. The Walkway/Gateway zones encourage mixed use of a portion of Route 9W with buildings as high as three stories. It proposes retail on the first floor with offices and housing on floors above.

#### **Actions**

- Review the zoning codes of other towns that might address development alternatives to strip malls and commercial plazas.
- Discourage small frontage parcels along main corridors when possible and mandate service or parking lot connectors at the rear of buildings between parcels along main thoroughfares such as Route 9W, Route 44/55, and Route 299.
- Locate parking lots, when feasible, at the rear or sides of commercial buildings rather than between main roads and structures.
- Mandate all sidewalk systems within the Lloyd Census Tract link to the Hudson Valley Rail Trail, corridor businesses, and the Town Center.
- Amend zoning to allow developers to stage parking as site build-out develops.
- Encourage mixed use, including housing, along Route 9W between Haviland Road and the White Street and Milton Avenue intersection .
- Develop building and landscaping design guidelines for any property visible from Route 9W, Route 44/55, and Route 299 consistent with good transportation visibility and pedestrian access.

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## **8.4 ATTRACT LIGHT INDUSTRY**

Light industries are generally not objectionable because they do not generate excessive noise, truck traffic, fumes, or other nuisances, but add significantly to the tax base and create employment. Examples are: research facilities, professional offices, small manufacturing, art studios, and high-tech firms. The actions listed below will help attract light industry to Lloyd.

#### **Actions**

- Consider a modified Business Improvement District (BID) for the light industrial area that includes Route 9W, North Road, and Red Top Road to improve infrastructure and encourage use or adaptive reuse of existing buildings.
- Extend the municipal water and sewer district on Route 9W, North Road, Lower Grand Street, and Route 299 to attract light industry.
- Apply for Community Development Block Grants to extend municipal water and sewer on Route 9W to town lines with the Town of Esopus and the Town of Marlborough.
- Encourage developers of light industry to consider using Lloyd's Revolving Loan Fund.
- Require that new light industrial construction conforms with the design standards of the New York Planning Federation or the Hudson Valley Greenway.
- Allow owners or agents to place available industrial properties on the Town of Lloyd Economic Development Committee's web site.
- Provide developers with relevant Geographic Information System data and demographic information on the Town of Lloyd web site.

- Make light industrial developers aware of the local labor pool and specialized training available through local educational institutions by inviting the educational institutions to place literature at the Town Hall or inviting them to speak to prospective developers.
- Create check-lists of Lloyd planning and zoning requirements and procedure/decision trees for Lloyd's would-be developers and place them on the Town of Lloyd web site.
- Continue to work with county and state agencies to ensure Lloyd properties are considered for development.
- Establish a square-foot footprint limit above ground for commercial buildings depending on land terrain and visibility.

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## **8.5 ENCOURAGE HOME-BASED BUSINESSES**

Evolving technology makes working from home more feasible for more people every year. It not only saves companies money, it provides workers with choices that better fit their lives. The major points for Town Board action relate to protecting neighborhoods from excess traffic, noise, and light and sign pollution (see Town of Lloyd Zoning Code 100-33).

### **Actions**

- Promote the town's receptiveness to home-based businesses.

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## **8.6 MAKE LLOYD GEOGRAPHIC INFORMATION SYSTEM (GIS) DATA ON PUBLIC INFRASTRUCTURE AND LAND FEATURES AVAILABLE TO THE PUBLIC**

In the 2005 Comprehensive Plan, it was suggested that the town adopt a Generic Environmental Impact Statement (GEIS) that established thresholds and conditions to mitigate environmental impacts of new development and speed the permitting process for development. It was further suggested that it be paid for by the Community Development Corporation, from the town's revolving loan fund. Creating a Geographic Environmental Impact Statement (GEIS) is an expensive process and would single out some properties to benefit at the exclusion of others. However, Geographic Information System (GIS) technology has developed to allow mapping of all public infrastructure and important land features, except where historic artifacts are to be protected. This could aid developers in discovering properties with features that may make GEIS less of a cumbersome process. When disputes arise, mediation can mitigate costs for developers and the Town of Lloyd when disputes arise.

### **Actions**

- Continue with the current process of individual property owners/developers taking responsibility for generic environmental impact statements.
- Make all Geographic Information System (GIS) maps and data available online to help developers and property owners evaluate sites.
- Encourage use of proven state-of-the-art technological improvements for all utilities in new construction or upgrades.
- Amend Lloyds' zoning to include mediation.
- Use land use mediation to avoid costly and time consuming litigation between the Town of Lloyd and prospective developers.

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## 8.7 SCHEDULE REGULAR REVIEWS OF LLOYD'S COMPREHENSIVE PLAN

The Lloyd Town Board must regularly revisit the Comprehensive Plan to ensure its decisions are in accordance with the plan's purpose. Instituting a scheduled review process for town committee members and board members whose decisions are affected by its content will remind everyone of the central purpose of their actions.

### **Actions**

- Present a copy of the Comprehensive Plan to all new Town of Lloyd committee members upon their appointment and require them to read it before the first public meeting.
- Schedule a yearly meeting of the Town Board to ascertain if the Comprehensive Plan is functioning as anticipated and to review the composition and achievements of committees as recommended in the Comprehensive Plan.

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See *Implementation Plan* on page XX of this document.

# CHAPTER NINE WATER, SEWER AND DRAINAGE 9

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## COMMUNITY GOAL

Develop a comprehensive expansion plan for the town's municipal water, sewer, and drainage systems.

## OBJECTIVES

- Expand water and sewer services in appropriate areas with minimal expense to taxpayers and users.
- Continue to maintain and upgrade existing water, sewer, and drainage systems.
- Increase the technological resources available to the departments that manage the infrastructure in the town.

It is essential for the Town Board to ensure adequate municipal water, sewer, and drainage provisions are in place to serve current users and meet the needs associated with population growth and new development. Since the adoption of the previous Comprehensive Plan in 2005, many upgrades have been implemented to expand the efficiency and capacity of the town's water and sewer plants. The water plant now has a treatment capacity of four million gallons per day and a pumping capacity of two million gallons per day. Currently, the average use of town water is approximately 600,000 gallons per day. The average flow capacity for the sewer plant is now 1.75 million gallons per day, with a current flow of approximately 850,000 gallons per day. The town also decreased the inflow and infiltration into the wastewater system by repairing and replacing pipes and mains to commercial and private residences in the Water and Sewer District, which increased the available capacity of the sewer plant.

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## **9.1 EXPAND WATER AND SEWER SERVICES IN APPROPRIATE AREAS WITH MINIMAL EXPENSE TO TAXPAYERS AND USERS**

The current Water and Sewer District is indicated on the map contained on page XX of this chapter. The Town Board has been giving considerable thought to the potential expansion of its boundaries.

### **9.1.1 NEW DEVELOPMENT**

As the town population continues to grow, so does local demand for housing, goods, and services. Although these factors can place stress on municipal water and sewer offerings, they also hold promise for increased economic development, employment, and enhancement of the tax base. Expanding the Water and Sewer District could play an important role in encouraging proposals from residential, commercial, and industrial developers. Places in the town that would be appropriate for expansion of the Water and Sewer District or water and sewer mains are areas within or close to the Town Center, as well as areas along Route 9W, North Road, and Route 299. Two major concerns, however, are the additional cost to taxpayers and the impact new development can have on the character of the town. The town can address these concerns by encouraging compact development in newly developed areas, mandating that the expense be shared or totally assumed by developers, and enforcing design standards for new development that protect the character of the community.

Other sources of infrastructure funding may be available and the town should, when new projects are under review, work diligently to secure those monies. The benefit to the town as a whole should always be forefront in the consideration of infrastructure expansion or repair. Ulster County is an excellent partner in the further development of infrastructure. Further, working with Ulster County and property owners to create shovel ready sites for development would help to streamline review of development proposals. The town should also consider public/private partnerships to enhance or create new infrastructure when the cumulative benefit has the possibility to achieve the town's goals.

#### **Actions**

- Enlarge and extend water and sewer mains to encourage and support appropriate development in areas within or close to the Town Center; along Route 9W north and south of the Town Center, North Road, and Route 299; and where public health is a concern.
- Encourage new projects that will help finance the expansion of the Water and Sewer District, while protecting natural resources and adjacent residential properties near commercial and light industrial sites.
- Mandate private developers to assist with financing or assume the responsibility of the cost associated with the expansion of the municipal water and sewer infrastructure needed to serve their projects.
- Work in a public/private partnership with developers to secure funding from grants or other outside sources for expansion or new infrastructure construction.
- Apply strict control standards for new commercial development where water and sewer mains are required to minimize adverse impact on community character.

- Work with other agencies, such as Ulster County, to create shovel ready sites so development can quickly occur when an end user is ready to invest in a property.

### **9.1.2 WATER, SEWER, AND DRAINAGE COMMITTEE**

The Water, Sewer, and Drainage Committee advises the Town Board during review of all residential and commercial development proposals that impact the Water and Sewer District, as well as proposals for major development that include private water and sewer systems. For large projects, the town requires private systems that are not directly tied to the municipal system be installed and inspected to the town's satisfaction, in case of a future need to dedicate those facilities to the town. This committee should also have coordination with the Planning Board and Highway Superintendent to determine and propose long range planning of expansion of the infrastructure for the future development of the town.

#### **Action**

- Maintain cooperation among the Town Board, Planning Board, Highway Superintendent, Building Department, and Water, Sewer, and Drainage Committee for review of new development proposals.

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## **9.2 CONTINUE TO MAINTAIN AND UPGRADE EXISTING WATER, SEWER, AND DRAINAGE SYSTEMS**

The town must continually monitor its municipal water, sewer, and drainage systems to ensure they pose no threats to public health, have no negative impact on the environment, and can provide sufficient water supply and sewage treatment to all users in the Water and Sewer District. Ongoing attention must also be given to estimated population growth and the potential for new development that could require future expansion of the Water and Sewer District.

#### **Actions**

- Maintain and upgrade the municipal water, sewer, and drainage systems to ensure public health, protection of the environment, and adequate water supply and waste treatment.
- Promote water conservation measures, including the use of water-saving fixtures, among existing users, and mandate these measures for new projects.
- Continue to work on mitigating sewer flows from unwanted groundwater through continuation of inflow and infiltration measures.

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## **9.3 INCREASE THE TECHNOLOGICAL RESOURCES AVAILABLE TO THE DEPARTMENTS THAT MANAGE THE INFRASTRUCTURE IN THE TOWN**

The Water and Sewer Department has a program to replace water meters with new meters that have a radio transmitter attached for more efficient and accurate reading. This program should be continued to increase the efficiency and economy of the collection of water consumption. The town has also begun the collection of Global Positioning System (GPS) coordinates of water hydrants and other water fixtures. Expanding the collection of Geographic Information System (GIS) data to include all infrastructure related to the Water and Sewer Department would help the town manage this infrastructure for current and future capacity.

## **Actions**

- Continue to replace water meters with new meters, working to replace the old meters with radio transmitter heads for the efficient collection of meter readings.
- Continue to collect Geographic Information System (GIS) data on existing infrastructure in the town.
- Require all new major development to submit Global Positioning System (GPS) data on new infrastructure related to that development.
- Increase the development of its Geographic Information System (GIS) system to create master maps of all existing infrastructure in the town, such as the locations of mains, taps and valves, and sewer lines.
- Also collect data on elevations of inlets and outlets of manholes and water lines, in addition to pipe sizing, so easier and quicker calculations of flow capacities can occur.

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See *Implementation Plan* on page XX of this document.

# CHAPTER TEN RECREATION 10

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## COMMUNITY GOAL

Encourage implementation of the Recreation Commission's Five-Year Strategic Planning Document that addresses the growing demand for services and facilities.

## OBJECTIVES

- Encourage greater use of existing recreational facilities.
- Expand recreational facilities and programs to support the interests of the community and meet the demands of town growth.

The Town of Lloyd has a very active Recreation Commission. In recent years, much work has been accomplished to enhance and increase recreational offerings in the community. Starting in 1999, the Commission prepared a strategic plan based upon community surveys and discussions during combined meetings with the Commission and Town Board. The mission developed from this planning process is as follows:

To improve the quality of life for residents and visitors of all ages by providing year-round, high-quality active and passive recreation programs and opportunities utilizing the town's resources.

The Recreation Commission developed the following strategies to fulfill this mission:

1. Evaluate currently programs.
2. Formulate a unique recreational theme for the town and promote this focus throughout the community and beyond.
3. Utilize community facilities including schools, churches, and fire houses for recreational programs.
4. Collaborate with other organizations to provide integrated leisure services.
5. Enhance the town's natural resources to meet local, state, and national environmental regulations regarding outdoor appreciation and activities.
6. Complete construction of new facilities and plan for the improvement and/or expansion of existing facilities.
7. Promote the town's recreation program through the news media, other organizations, and the Internet.
8. Survey residents for specific interests regarding programs and services to be offered.
9. Evaluate and develop new affordable programs and services.
10. Investigate additional properties for new programs.
11. Seek support through grants and develop new avenues for funding.

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## **10.1 ENCOURAGE GREATER USE OF EXISTING RECREATIONAL FACILITIES**

The Town of Lloyd provides many recreational offerings for residents and visitors. With a strong emphasis now being placed on health and fitness in our society, the town has expanded its recreational facilities to improve the quality of life for the community. In recent years, a considerable number of improvements were made to the town's parks, fields, trails, and waterways. These improvements heightened the attractiveness of the town. They encourage residents to remain here, entice newcomers, foster economic development, increase property values, and broaden the tax base. It is extremely important to continue to draw public awareness to these resources.

### **Actions**

- Promote the town's recreational facilities through the town web site, other Internet links, local news media, schools, community groups, and organizations.
- Coordinate shared use of school and town recreational facilities.

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## **10.2 EXPAND RECREATIONAL FACILITIES AND PROGRAMS TO SUPPORT THE INTEREST OF THE COMMUNITY AND MEET THE DEMANDS OF TOWN GROWTH**

There are still many recreation goals and visions that have not yet been achieved. The challenge is to raise adequate funding. The town has benefitted from some grant monies over the years. However, most ongoing efforts are supported by fees charged to real estate developers and organizations using the facilities for special events. With the recent downturn in the economy, private, state, and federal funding has become scarce and the competition for available money has increased greatly. Without support, Lloyd's recreational facilities will rapidly decline.

### **Actions**

- Expand parks and recreational programs as recommended in the Recreation Commission's Five-year Strategic Planning Document.
- Apply for grants, while also seeking new and creative ways to support the expansion of the town's recreational resources.

### **10.2.1 HUDSON RIVER WATERFRONT**

Over the last decade, the development of the Walkway Over the Hudson, Franny Reese State Park, and Bob Shepard Highland Landing Park, combined with the pre-existing Johnson-Iorio Memorial Park, opened up a broad scope of new recreational opportunities along the town's Hudson River waterfront. These additions have had a major positive impact on our community.

### **Actions**

- Seek and support waterfront offerings by working with environmental agencies, property owners, and developers.
- Develop a waterfront trail south of Franny Reese Park along the Hudson River bluff.

### **10.2.2 WALKWAY OVER THE HUDSON STATE HISTORIC PARK**

The Walkway Over the Hudson opened to the public in 2009. This New York State historic park was created from an abandoned railroad bridge. It is 212 feet tall, 1.28 miles long, and recognized as the longest elevated pedestrian bridge in the world. Walkway Over the Hudson, a not-for-profit organization, works with the New York State Office of Parks, Recreation, and Historic Preservation to make visiting the site a truly memorable experience. Each year, an increasing number of residents and tourists enjoy the magnificent vistas that can be seen from the Walkway. The Walkway Over the Hudson is a major key to the revitalization of the Town of Lloyd and its business districts.

#### **Actions**

- Promote tourism and provide greater opportunities for residents by coordinating activities held on the Walkway, Hudson Valley Rail Trail, and other Lloyd recreational sites.
- Improve the infrastructure to link the Walkway with town recreational facilities.

### **10.2.3 HUDSON VALLEY RAIL TRAIL**

The development of an underpass beneath Route 9W and construction of a pedestrian bridge over Vineyard Avenue in 2010 enable walkers, runners, and bicyclists to use the Hudson Valley Rail Trail and directly connect to the Walkway Over the Hudson and its adjacent waterfront attractions. The paved Hudson Valley Rail Trail extends 3.5 miles from Tony Williams Park to the Walkway entrance that provides a link to the City of Poughkeepsie. This Rail Trail also features two historic cabooses, fitness stations, an observation deck and staircase that provide access to the Black Creek, and a potential connection to the Illinois Mountain hiking trails. Restrooms and a water fountain are available at the Hudson Valley Rail Trail Depot and its Highland Rotary Pavilion.

When fully developed the Hudson Valley Rail Trail will extend throughout Ulster County via the proposed Ulster County Trail System, which will include the proposed Catskill Trail connecting the Ashokan Reservoir to Kingston, Walkkill Valley Rail Trail, and Hudson Valley Rail Trail connecting to the Walkway Over the Hudson. The 2012 Trail User Count conducted by Parks & Trails New York, in conjunction with the New York State Trails Council and the Office of Parks, Recreation and Historic Preservation, estimated 670,000 annual users of the Hudson Valley Rail Trail.

#### **Actions**

- Create a tourist/historical center using the caboose parked at the far eastern entrance of the Hudson Valley Rail Trail adjacent to the Walkway Over the Hudson site.
- Expand the Hudson Valley Rail Trail westward from Tony Williams Park to Route 299 as part of the proposed Ulster County Trail System connecting Ulster County and Dutchess County by collaborating with town officials, as well as county, state, and federal agencies, to support linkage with other rail trails in Ulster County.
- Create a nature walk along the Hudson Valley Rail Trail.
- Create an art and sculpture garden along the Hudson Valley Rail Trail.
- Repave the original 2.5 miles of the Hudson Valley Rail Trail from Commercial Avenue to Tony Williams Park including safety shoulders and drainage.

- Create a better connection to the Town Center with a bike path along Commercial Avenue.
- Install interpretive signage along the Hudson Valley Rail Trail.

#### **10.2.4 FRANNY REESE STATE PARK**

Scenic Hudson continues to manage this 251-acre New York State park that offers stunning landscapes and views of the Hudson River. The park's 2.5 miles of trails follow, in part, an historic carriage road that passes the ruins of a 19th century estate. Franny Reese State Park links to Johnson-Iorio Park and is within short walking distance to the Walkway Over the Hudson.

##### **Action**

- Promote increased use of the Fanny Reese State Park by residents and tourists.

#### **10.2.5 BOB SHEPARD HIGHLAND LANDING PARK**

Much progress has been made since the inception of the Bob Shepard Highland Landing Park in 2007. The town purchased the property with grants from New York State, Scenic Hudson, and the Town of Lloyd Revolving Loan Fund. The town authorized the formation of the Highland Landing Park Association, a volunteer non-profit organization, to develop and maintain the facility, as well as seek additional funding. This site is the town's only public access to the Hudson River shoreline. In 2013, the installation of a bulkhead, boat launch ramp, and docking facility was completed. Picnic tables are provided and fishing and river watching are encouraged. Community celebrations and special events are often hosted at the park.

##### **Actions**

- Encourage touring, historic, and other vessels to dock at the site to promote economic development.
- Renovate the existing brick building to house an environmental and historic education center.
- Install landscaping.
- Create an historic river walk.
- Build an outdoor education pavilion.

#### **10.2.6 JOHNSON-IORIO MEMORIAL PARK**

Prior to the completion of the Walkway Over the Hudson and the development of the Bob Shepard Highland Landing Park and Franny Reese State Park, Johnson-Iorio Memorial Park was the only park in Lloyd that offered public river viewing. The park is set on a bluff and offers a scenic view of the Hudson River, Walkway Over the Hudson, and Mid-Hudson Bridge. Although it was under-utilized for many years, the overlook has now become a frequently visited attraction due to its close proximity to the Walkway and access to Fanny Reese Park, as well as its direct connection to the Mid-Hudson Bridge pedestrian path. Over the years, several grants have provided funding for improvements. The park includes a stone memorial, benches, and a picnic table. There is also a placard with information about the Walkway.

##### **Actions**

- Trim embankment overgrowth to improve overlook visibility.
- Install flower beds and other formal landscaping to improve the general appearance of the park.

### **10.2.7 ILLINOIS MOUNTAIN**

Illinois Mountain is an outstanding scenic and environmental resource. Its variety of natural habitats holds great importance in the Town of Lloyd. Scenic Hudson, which owns the 242-acre parcel known as the Illinois Mountain Recreation Area, has been working with the Town of Lloyd and Fats in the Cats Mountain Biking Club to continue the development of a multi-use trail system spanning 512 acres of land on this mountain. This trail system is being developed solely by volunteers. The trails range from easy to difficult and can be used for biodiversity and ecological observation and study, as well as leisure activities such as hiking, biking, running, and snowshoeing.

#### **Action**

- Link Illinois Mountain trails to Berean Park and the Hudson Valley Rail Trail.

### **10.2.8 TONY WILLIAMS PARK**

Tony Williams Park has a large assortment of recreational offerings including playing fields, a batting cage, tennis courts, and basketball courts. The park hosts the Town of Lloyd Summer Recreation Sports Program. Over the years, enhancements to this park included landscaping, redesign of the parking lot, and installation of playground equipment and a picnic pavilion. In 2012, the tennis courts and basketball courts were resurfaced and relined. The facility continues to expand and is utilized by many residents, visitors, organizations, sports leagues, and school groups.

#### **Actions**

- Install a bocci ball court.
- Consider converting the Town of Lloyd Highway Department garage, adjacent to the park, into a Park & Recreation Center that would include a swimming pool, and relocate the Highway Department facility.

### **10.2.9 BEREAN PARK**

Berean Park is open year-round and hosts the Town of Lloyd Summer Recreation Arts & Crafts Program. The park offers fishing, swimming, tennis and pickle ball courts, basketball courts, playground equipment, nature trails, and a picnic pavilion. In 2012, the town invested over \$154,000 in renovations to the park. The improvements included new retaining walls, stockade fences, chain link fences, tree removal, topsoil, beach sand, and parking lot paving.

#### **Actions**

- Repair the tennis courts, resurface the basketball courts, and install lighting for evening court activities.
- Add a beach volley ball area, a water slide, paddle boats, and a small concert shell.

### **10.2.10 TOWN FIELD**

Progress has been made to increase the utilization of the Town Field. The field is conveniently located within the Town Center and Business District and bordered by the Highland Elementary School, Highland Middle School, and one of the town's municipal parking lots. These features make the field ideally suited for sports and community activities. The field is frequently used for special town celebrations, events, and outdoor performances.

#### **Actions**

- Install an ice skating rink at this facility during the winter months.

- Install an information kiosk in the parking lot that will highlight local attractions, businesses, and recreational opportunities throughout the town.
- Install a performance stage.

### **10.2.11 BLACK CREEK**

The Black Creek and its wetlands complex provide year-round recreation such as canoeing, wildlife observation, fishing, hunting, and trapping. The creek can be accessed within the town from the Hudson Valley Rail Trail, Chodikee Lake, and Route 299. Much progress has been made by the town's Environmental Conservation Council to extend the Black Creek Water Trail to the Black Creek Forest Preserve in the Town of Esopus.

#### **Actions**

- Continue to support the advancement of the Black Creek Water Trail.
- Develop a kayak and canoe launch on Route 299.
- Negotiate with landowners in the area to increase access to the water Black Creek Water Trail.
- Extend the Black Creek Water Trail to the Black Creek Forest Preserve.

### **10.2.12 CHODIKEE LAKE**

This oval-shaped lake, with its inlet and outlet being the Black Creek, has a 63-acre surface and a shore length of 1.3 miles. The maximum depth of Chodikee Lake is 20 feet. The shore line is primarily wetlands, so fishing from car-top size boats is the only option. Only electric motors are permitted. Public access is available on the west side of the lake where the New York State Department of Environmental Conservation has provided a boat launch and parking for 20 cars. The lake contains largemouth bass, bluegills, black crappie, yellow perch, and brown bullheads.

#### **Action**

- Place direction signs for Chodikee Lake, starting at the intersection of Route 299 and N. Chodikee Lake Road.

### **10.2.13 SHARED USE OF FACILITIES**

The Town of Lloyd does not have a formal community center or recreation center. Therefore sharing school and municipal facilities for the benefit of town residents is encouraged. The firehouse on Milton Avenue provides meeting rooms for large community gatherings, such as public hearings, on a limited basis. School facilities are used weekly by the Boy Scouts, Girl Scouts, and other non-profit organizations. In addition, the Town of Lloyd Recreation Commission coordinates the use of school and town sports fields for athletic events. Sharing facilities keeps expenses down for the Town of Lloyd and the Highland Central School District. Eliminating duplication of facilities reduces the tax burden on residents.

#### **Actions**

- Continue to find ways to eliminate duplication of recreational facilities.
- Discontinue support of recreational facilities not sufficiently utilized by the community.

### **10.2.14 RECREATION FEES**

The recreational amenities within the Town of Lloyd enhance the lifestyle of residents by providing leisure and fitness opportunities. These resources also promote economic development and tourism. They attract visitors and encourage newcomers, businesses, and industry. Many studies demonstrate that high-quality recreational offerings increase local property values,

which in turn increase the tax base. The town charges various fees to help support recreational offerings. Residential developers must provide recreation areas or pay fees to defray any additional recreation costs attributed to new development. The fees can also be used to provide opportunities beyond those currently offered, including land acquisition. To determine the appropriate fees, the Recreation Commission works with the town to conduct ongoing evaluations of present and future recreation needs and the impact of projected population growth. Currently, subdivision developers are charged \$2,500 per lot, with 100 percent of the fee going to the Recreation Fund. For Planned Unit Development and Planned Residential Development new dwelling units the fee is \$2,500 per unit, with 50 percent going to the Recreation Fund, 25 percent going to the Hudson Valley Rail Trail, and 25 percent going to the Bob Shepard Highland Landing Park. Additional fees are charged for use of facilities by individuals, groups, organizations, sports leagues, etc., for special events. Summer admission fees to Berean Park and fees charged for participation in the town's summer recreation programs also provide revenue.

#### **Actions**

- Review fees charged and disbursement allocation structure on an annual basis.
- Collaborate with town committees and other agencies to review future recreational needs.
- Improve and maintain the appearance of all Town of Lloyd parks and recreational facilities.

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See *Implementation Plan* on page XX of this document.



COMMUNITY GOAL	OBJECTIVES	ACTIONS	AGENCY	TIMELINE
<p><b>Chapter 7</b> <b>Natural, Cultural, And Historical Resources</b> Protect and enhance the quality of the town's natural, cultural, and historical resources.</p>	<p><b>7.1</b> Identify and conserve all areas with significant natural, cultural, and historical resources in the town.</p>	<ul style="list-style-type: none"> <li>Inventory the town's natural, cultural, and historical resources and map the visual qualities that residents most value.</li> <li>Appoint an Open Space Committee with representatives of town boards and committees to research the economic and quality-of-life benefits of open space planning, and prepare a plan that will enhance the town's economic base as it grows increasingly dependent upon its natural resources for expanding Lloyd's growing tourism industry.</li> <li>Adopt Conservation Overlay Districts for areas with identified significant natural and cultural resources.</li> </ul>	<ul style="list-style-type: none"> <li>Town Board</li> <li>Planning Board</li> <li>Environmental Conservation Council</li> </ul>	Immediately
<p><b>7.2</b> Protect wetlands, surface waters, floodplains, the watershed, and other environmentally sensitive areas.</p>	<p><b>7.2.1 Storm Water Management</b></p> <ul style="list-style-type: none"> <li>Research and apply storm water management techniques that preserve natural drainage, increase natural local infiltration rates, reduce runoff from impervious surfaces, and improve groundwater recharge rather than impose expensive engineering solutions.</li> </ul> <p><b>7.2.2 Wetlands</b></p> <ul style="list-style-type: none"> <li>Ensure that development proposals incorporate all laws to protect water bodies, watercourses, and naturally occurring vernal pools (seasonal pools that provide habitat for certain plants and animals, particularly young amphibians).</li> <li>Partner with the Hudson River Estuary Program to implement biodiversity conservation in order to sustain the health and resiliency of Lloyd's watershed.</li> <li>Take advantage of the technical assistance, information, and training offered by the Estuary Program to develop planning strategies that support economic growth and quality of life, while keeping nature in mind and recognizing that our natural resources are increasingly critical to Lloyd's developing tourism industry.</li> </ul> <p><b>7.2.3 Black Creek Region</b></p> <ul style="list-style-type: none"> <li>Work with neighboring municipalities to develop an Inter-Municipal Corridor Management Plan for the Swartekill, Black Creek, and Twaalfskill, and their designated wetlands and tributaries.</li> <li>Support the Environmental Conservation Council's efforts to improve the Black Creek Water Trail as it approaches and enters Chodilkee Lake, and work with the Town of Esopus to extend the trail to the Hudson River.</li> <li>Recommend designation of the Back Creek to the New York State Wild, Scenic and Recreational Rivers Program.</li> </ul>	<ul style="list-style-type: none"> <li>Research and apply storm water management techniques that preserve natural drainage, increase natural local infiltration rates, reduce runoff from impervious surfaces, and improve groundwater recharge rather than impose expensive engineering solutions.</li> <li>Ensure that development proposals incorporate all laws to protect water bodies, watercourses, and naturally occurring vernal pools (seasonal pools that provide habitat for certain plants and animals, particularly young amphibians).</li> <li>Partner with the Hudson River Estuary Program to implement biodiversity conservation in order to sustain the health and resiliency of Lloyd's watershed.</li> <li>Take advantage of the technical assistance, information, and training offered by the Estuary Program to develop planning strategies that support economic growth and quality of life, while keeping nature in mind and recognizing that our natural resources are increasingly critical to Lloyd's developing tourism industry.</li> </ul>	<ul style="list-style-type: none"> <li>Planning Board</li> <li>Building Department</li> <li>Town Board</li> <li>Planning Board</li> </ul>	Ongoing
<p><b>7.3</b> Maintain the Hudson River shoreline as an important scenic resource, and develop and protect riverfront access and activities.</p>	<ul style="list-style-type: none"> <li>Create an inventory of all cultural and historical resources along the river.</li> <li>Promote pedestrian access to the river.</li> <li>Work with property owners and developers to extend the ridge trail southward.</li> </ul>	<ul style="list-style-type: none"> <li>Continue to support the Hudson River Valley Greenway goals consistent with the town's Local Waterfront Revitalization Program and Waterfront Bluff Overlay District.</li> <li>Create an inventory of all cultural and historical resources along the river.</li> <li>Promote pedestrian access to the river.</li> <li>Work with property owners and developers to extend the ridge trail southward.</li> </ul>	<ul style="list-style-type: none"> <li>Town Board</li> <li>Environmental Conservation Council</li> </ul>	Ongoing
<p><b>7.4</b> Develop a preservation plan for Illinois Mountain.</p>	<ul style="list-style-type: none"> <li>Encourage conservation easements to protect open spaces, steep slopes, and sensitive mountain resources.</li> <li>Work with local land trusts to seek easements or purchase properties for conservation and/or public access.</li> <li>Designate an Illinois Mountain Conservation Overlay District to protect those areas on the mountain above a certain elevation.</li> <li>Adopt a telecommunications law to protect scenic resources on the Illinois Mountain ridge.</li> </ul>	<ul style="list-style-type: none"> <li>Encourage conservation easements to protect open spaces, steep slopes, and sensitive mountain resources.</li> <li>Work with local land trusts to seek easements or purchase properties for conservation and/or public access.</li> <li>Designate an Illinois Mountain Conservation Overlay District to protect those areas on the mountain above a certain elevation.</li> <li>Adopt a telecommunications law to protect scenic resources on the Illinois Mountain ridge.</li> </ul>	<ul style="list-style-type: none"> <li>Town Board</li> <li>Planning Board</li> <li>Environmental Conservation Council</li> </ul>	Ongoing and within 2 years
<p><b>7.5</b> Reinforce the town's cultural heritage and enrich the current culture by supporting development of new resources for art, music, and literature.</p>	<ul style="list-style-type: none"> <li>Promote Lloyd to performance arts groups and potential art gallery, theater, and bookstore owners.</li> <li>Cooperate with the Town of Lloyd Historical Preservation Society to place historical and cultural exhibits in various locations around the town.</li> </ul>	<ul style="list-style-type: none"> <li>Promote Lloyd to performance arts groups and potential art gallery, theater, and bookstore owners.</li> <li>Cooperate with the Town of Lloyd Historical Preservation Society to place historical and cultural exhibits in various locations around the town.</li> </ul>	<ul style="list-style-type: none"> <li>Town Board</li> <li>Economic Development Committee</li> </ul>	Immediately and ongoing
<p><b>7.6</b> Strengthen the town's sense of place by identifying, preserving, and commemorating significant historical structures and sites.</p>	<ul style="list-style-type: none"> <li>Establish a complete inventory of the town's architecturally significant buildings through the 20th century.</li> <li>Repair and re-post damaged historical markers.</li> <li>Identify and replace missing state historical markers.</li> <li>Identify opportunities for new markers and seek a funding source to create them.</li> <li>Establish an Historic Preservation Committee to advise the Planning Board on development proposals that involve historically significant properties.</li> <li>Permit a wider variety of uses of historical structures and encourage adaptive reuse of underutilized agricultural buildings to</li> </ul>	<ul style="list-style-type: none"> <li>Establish a complete inventory of the town's architecturally significant buildings through the 20th century.</li> <li>Repair and re-post damaged historical markers.</li> <li>Identify and replace missing state historical markers.</li> <li>Identify opportunities for new markers and seek a funding source to create them.</li> <li>Establish an Historic Preservation Committee to advise the Planning Board on development proposals that involve historically significant properties.</li> <li>Permit a wider variety of uses of historical structures and encourage adaptive reuse of underutilized agricultural buildings to</li> </ul>	<ul style="list-style-type: none"> <li>Town Board</li> <li>Historical Association</li> </ul>	Immediately

