

Town of Jefferson Schoharie County, NY COMPREHENSIVE PLAN



January 2008

Prepared by:

**Town of Jefferson Comprehensive Plan Committee
Town of Jefferson Town Board**

With assistance from:

**Schoharie County Planning & Development Department
and Shepstone Management Company**

Town of Jefferson, Schoharie County, New York Comprehensive Plan - 2008

Foreword

This Plan was prepared by the Town of Jefferson Comprehensive Plan Committee with support from the Town of Jefferson Planning Board and Town Board as well as the Schoharie County Planning and Development Agency. We also received tremendous help from the hundreds of individuals who took the time to return our planning survey.

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1.0 Introduction

This Comprehensive Plan sets forth a combination of strategies to deal with the growth and future needs of the Town of Jefferson. Needs are largely based upon a "Town of Jefferson Planning Survey" conducted in 2006. The survey was distributed to approximately 1,206 Jefferson taxpayers and some 444 persons (37%) responded - an excellent return. The detailed results are attached as Appendix A.

Question No. 1		
How many years in total have you lived in the Town of Jefferson?		
72	16.2%	Less than 5 years
41	9.2%	5 to 9 years
36	8.1%	10 to 14 years
40	9.0%	15 to 19 years
38	8.6%	20 to 24 years
117	26.4%	More than 25 years
100	22.5%	None, I am a 2nd-home owner
444	100.0%	Total

The survey, completed by a mix of old, new and second-home residents (see Question No. 1 results tabulated above), indicated several things about how Town of Jefferson taxpayers perceive the Town and the land development challenges and opportunities it faces:

- The largest share (51%) of respondents felt the Town hadn't changed noticeably in its desirability as a place to live. Some 21% thought it had become less desirable, but 12% said it had actually become more desirable.
- A total of 62% of respondents said they were influenced to come to or stay in the area by its rural nature and farmland.
- Some 37% of those surveyed said the costs of services and taxes were what they liked least about the Town of Jefferson, followed by 30% who stated it was the lack of shopping in the area that concerned them and 20% who cited the impact of New York City regulations on the Town and its landowners.

- A very high 74% stated that reviewing junkyard and property maintenance aspects of development were important. Some 63% felt the same about scenic impacts and 62% said it was impacts on streams that mattered.
- Respondents indicated they supported adding, expanding or improving special property cleanup day programs and Town roads with their tax money.
- Some 47% of respondents stated that they had come from the New York City/Westchester/Rockland/Long Island area (that geography being one of their last two addresses. Many were retirees or executives, managers or professionals.
- Ambulance and fire protection were the highest rated services by residents, followed by State highway maintenance. Code enforcement, County road maintenance and Town road maintenance received the lowest ratings.
- Respondents favored establishing or improve local control with respect to the following (in order of priority for respondents):
 - Regulating junk vehicle storage.
 - Regulating mobile home parks.
 - Site plan review of commercial uses.
 - Regulating cellular towers.
 - Protecting right to timber.
 - Updating Town Subdivision Regulations.
 - Regulating wind power facilities.
- There were strong feelings toward protecting private property rights as compared to managing the impact of development. However, the bulk of respondents also rated preservation of existing character more important than economic development; and preserving scenic character more highly than harvesting resources.

The survey results taken as a whole suggest the overall direction the Town needs to take to deal with development and change. It needs to craft very basic land use controls that help sustain rural character without intruding too much on the property rights of its residents and landowners.

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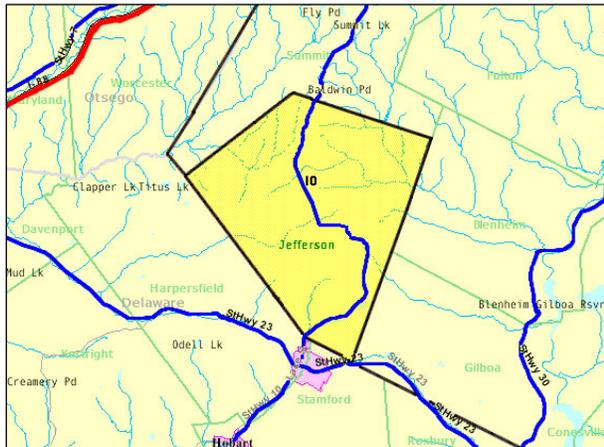
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2.0 Background Studies

2.1 Regional Location and History

2.1.1 Regional Setting

The Town of Jefferson is located at a latitude of 42.4812 degrees North and a longitude of 74.6104 degrees West (coordinates for the hamlet of Jefferson) in the southwestern portion of Schoharie County, north of Stamford and south of Richmondville, New York. Adjoining municipalities include the Towns of Harpersfield and Stamford in Delaware County, Worcester in Otsego County and Blenheim, Gilboa and Summit in Schoharie County.



NYS Route 10 bisects the Town with much of the area to its east draining to the Delaware River and much of the area to its west falling into Susquehanna River Basin. It is a relatively hilly area of higher elevation and colder temperatures than most of Schoharie County. The Town consists of approximately 27,800 acres or 43.4 square miles of land.

2.1.2 History

According to the *History of Schoharie County* by William E. Roscoe, the Town of Jefferson was first settled by emigrants from the Berkshires of Massachusetts and the Lebanon hills of Connecticut in 1793 and 1794. Originally a part of the Town of Blenheim, it was set off as a new town on February 12, 1803, by act of the New York State Legislature. The first Town meeting was

held at the house of Stephen Judd and the first Supervisor was Ezra Beard. William P. Hilton was the first Town Clerk.



Heman Hickok was the first school teacher and instrumental in founding the Jefferson Academy on the ground known as the Military Square through sales of stock subscriptions. The building frame was erected in the latter part of 1812 and first occupied by a school in 1817, the intervening period being used to finish raising funds and build the school in sections. Stephen Judd gave one hundred and eight rods of land (the $\frac{2}{3}$ acre constituting the current village green) to his brother, William Judd, for the use of the Academy, which, as the deed says, "was intended for the instruction and education of youth in the arts and sciences."

The building when fully completed, in about 1822, was 45 feet square and three stories in height. It cost about \$4,000. Unfortunately, the Academy didn't do especially well over the years and was closed about 1851, but it served to further the development of the hamlet of Jefferson, the green remaining a focal point of Town activities and adjoined by the Maple Museum, "Heartbreak Hotel" and several other attractive historical structures.

Historical hamlets of the Town include not only Jefferson, but also Arabia, Baird Corners and East Jefferson in the northern part of the Town, South Jefferson on Route 10 between Jefferson and Stamford and West Jefferson on the western side of the Town.

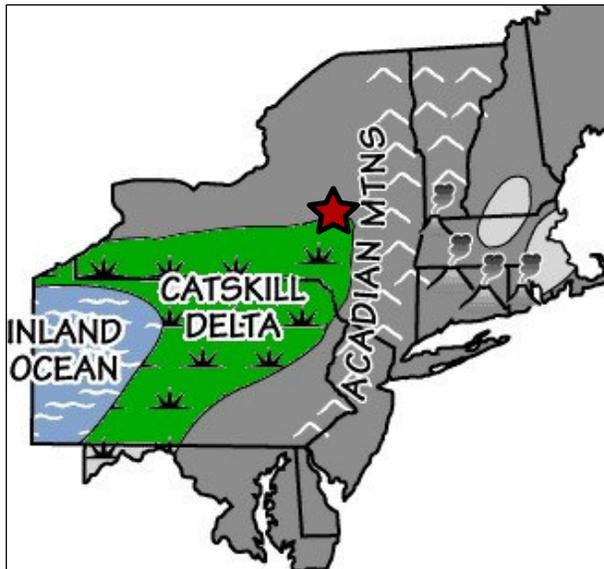
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2.2 Natural Features

2.2.1 Geology

The Town of Jefferson is located at the very northern edge of the Allegheny Plateau. This plateau was formed from sedimentary deposits due to the erosion of the Acadian Mountains to the east. They washed into what was an ancient inland ocean, resulting in the formation of the "Catskill Delta."



Bedrock found in the Town of Jefferson is part of the Oneonta formation created during the late Devonian Genesee period that extended from 410 to 360 million years ago. It consists of conglomerate and sandstone interspersed with shale. The coarse-grained layers of bedrock have proved to be very erosion resistant, leaving in place many of the ridges that define the character of the area. This bedrock has also been uplifted over the eons by tectonic forces and shaped by glaciers and erosion to produce the current mountainous landscape. It tends to yield good supplies of water, but is often found near the surface, thereby limiting building development and agricultural potential.

The Catskill Center for Conservation and Development describes area surface geology as follows:

"The majority of the surficial geology of the Catskills was determined during the last 1.6 million years. Four ice ages inundated this area, most recently the Wisconsin advance. The Wisconsin glaciers finished retreating from this area only approximately 14,000 years ago. The majority of the region is composed of glacial till. Till (material deposited by a glacier) is unstratified, unsorted, and is made up of a wide range of sizes. For this reason, glacial till generally acts as an aquifer, holding large amounts of groundwater. The high peak regions are entirely comprised of bedrock. These sandstone and conglomerate mountaintops were scoured and scraped by glaciers moving around and over their summits, leaving virtually no loose material."

2.2.2 Water Resources

The Town of Jefferson is located partly within three major river basins; the Delaware, the Hudson and the Susquehanna. It is generally a plateau area, characterized by relatively few areas of floodplains and wetlands. There are scattered Federal wetland and hydric soil areas along many of the roads throughout the Town, but they do not constitute a major development limitation. The *Suitability Map* illustrates their locations.

It also depicts a more serious problem – substantial areas of the Town where the soil depth to the seasonal high water table is less than 20" making it quite difficult to install functioning on-lot sewage disposal systems that are essential for development in this rural area. More than 50% of the Town may well fall into that category. Interestingly, however, the hamlet of Jefferson does not possess this limitation and, therefore, can accommodate somewhat more intensive development. Some of the newer subdivisions do fall under this limitation, but relatively large lot sizes suggests the potential for finding suitable areas on given lots.

2.2.3 Topography

A *Slope Map* has also been developed for the Town. It indicates that, other than the southernmost portion of the Town (including the ski slope on Bald Mountain and Mine Hill) and the northeastern section (on both sides of Hollow

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Brook and the West Kill), slope is not a major development limitation for the Town of Jefferson.

2.2.4 Agriculture and Forest Resources

The Town of Jefferson includes several important farms and niche agricultural enterprises as well as major timber resources. Among these are dairies, beef operations, maple syrup producers and other specialized farm activities. The area's relatively high elevation and cooler climate is well-suited to grass production and grazing. Several former dairies are still in use as hay farms and provide valuable open spaces that both sustain tourism and create residential appeal.



The Town's hardwood forests provide similar benefits and support an active regional timber industry.

2.3 Existing Land Use

An *Existing Land Use Map* has been prepared using data from real property tax records. This map reveals a large proportion of the Town consists of Rural Residential (Code 240) land uses. Vacant land and agricultural acreage are also large, indicating major potential for further development if the demand for second homes continues to be strong and New York metro area professionals continue to be attracted to the area.

Residential uses, moreover, already represent the largest share of the parcels in the Town of Jefferson. Vacant land also accounts for a large share of the parcels. Commercial properties are mostly limited to the hamlet of Jefferson, but there

are also numerous home occupations throughout the Town.

**Table 2-1
Parcels by Land Use, 2005**

Broad Use Category	Land Use Description	Parcel Count
100	Agricultural Properties	51
200	Residential Properties	804
300	Vacant Land	543
400	Commercial Properties	57
500	Recreation and Entertainment	7
600	Community Service Properties	24
700	Industrial Properties	5
800	Public Service Properties	33
900	Public Parks and Conservation	26
Total Parcels in All Broad Use Categories		1,550

Source: NYS Office of Real Property Services

2.4 Population and Economic Base

2.4.1 Population Trends

The following table illustrates the growth of Jefferson compared to Schoharie County and the State:

**Table 2-2
Population Changes, 1990 - 2000**

Year	New York State	Schoharie County	Town of Jefferson
1990	17,990,778	31,840	1,190
2000	18,976,457	31,582	1,285
Change	985,679	-258	95
% Change	5.5%	-0.8%	8.0%
Persons Per Square Mile	402	51	30

Based on the Census Bureau data for 2000, the Town of Jefferson grew by 8.0% between 1990 and 2000. New York State as a whole grew by only 5.5% during this same period with much of that growth occurring in the Metropolitan New York City area. Moreover, Schoharie County experienced a decrease in population of -0.8% between 1990 and 2000, so the Town increase demonstrates some vitality. Nevertheless, this rate of growth was still well below the U.S. average of

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13.2% for the decade. Also, the Bureau of Census estimates Jefferson's population declined slightly to 1,273 persons in 2004. There is overall population growth over the long term but it is not overwhelming in any sense.

Notwithstanding the modest population growth, there has been considerable growth in housing and particularly in second homes. The increase in second home ownership throughout the 1990's (see Section 2.6.1), has led to large numbers of second home conversions to permanent residences, the number of occupied housing units having risen by 72 or 16.1% despite the low level of population increase. This indicates that much of Jefferson's growth is being masked by shrinkage in household sizes due to aging in place and in-migration of smaller households of retirees and professionals.

The increase in second home ownership (up 31.9% in 10 years) will likely lead to steady, though modest, growth in the Town's population over the next decade. This will occur as second homeowners choose to make the Town of Jefferson their permanent residence for retirement or other purposes.

2.4.2 Age of Household Members

The Town population by age differs somewhat from that of the County, as Table 2-3 illustrates.

Table 2-3 Population by Age, 2000				
Year	Jefferson	%	County	%
Under 5 years	73	5.7%	1,757	5.6%
5 to 9 years	64	5.0%	2,075	6.6%
10 to 14 years	98	7.6%	2,262	7.2%
15 to 19 years	87	6.8%	3,014	9.5%
20 to 24 years	39	3.0%	1,794	5.7%
25 to 34 years	111	8.6%	3,480	11.0%
35 to 44 years	215	16.7%	4,800	15.2%
45 to 54 years	224	17.4%	4,608	14.6%
55 to 59 years	94	7.3%	1,724	5.5%
60 to 64 years	76	5.9%	1,371	4.3%
65 to 74 years	111	8.6%	2,485	7.9%
75 to 84 years	75	5.8%	1,625	5.1%
85 years+	18	1.4%	587	1.9%
TOTAL	1,285	100%	31,582	100%

There were relatively large numbers of workers. The 35-44 years group represented 16.7% of total population in the Town but only 15.2% Countywide. The largest age cohort, those persons 45-54 years of age, accounted for 17.4% of Jefferson's residents, but only 14.6% of the County's.

Some 15.9% of persons were 65+ years of age in the Town compared to 14.9% in the County. The 65-74 age cohort, accounted for 10.3% of Town residents, compared to only 7.9% for the County.

2.4.3 Years of Education

The 2000 Census indicated that 746 persons or 81.3% of the population age 25 years or more had a high school diploma. Significantly, only 79.1% of this New York State population as a whole had a high school diploma in 2000. Fully 28.9% of Town residents possessed a college degree (Associate or higher), compared to 27.8% for the County and 34.6% for the State. These numbers may be influenced by SUNY-Cobleskill employees and students in County data.

**Table 2-4
Education Levels, 2000**

Education Level	Town of Jefferson	Town %	County %
< 12 Yrs Education	172	18.7%	18.3%
12+ Years	481	52.4%	53.8%
Associate Degree	99	10.8%	10.6%
Bachelor's Degree	83	9.0%	8.9%
Graduate Degree	83	9.0%	8.4%
TOTAL	918	100%	100%

Source: U.S. Census - 2000, Persons 25+ Years Old

The in-migration of new households from the metro region may have also played a factor in these numbers, as managers and professionals have moved to the area.

2.4.4 Incomes

Data gathered during the 2000 Census indicates per capita income for the Town of Jefferson was, at \$19,569, significantly higher than that of the

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County as a whole (\$17,778). Per capita income Statewide, nevertheless, was \$23,389, indicating the great need for economic development within the Town, County and this region of New York State as a whole. The State's tax burden, based on higher incomes downstate, cannot be borne without economic growth.

percentage of households in the Town with Social Security income, some 34.2% versus 32.6% for the County and the overall trend toward smaller households and families within the Town. The single most important fact with respect to incomes is that both the Town and County are economically gaining on the State as a whole in every category, with inflation adjusted per capita income in the Town growing by a remarkable 29.7% over the decade.

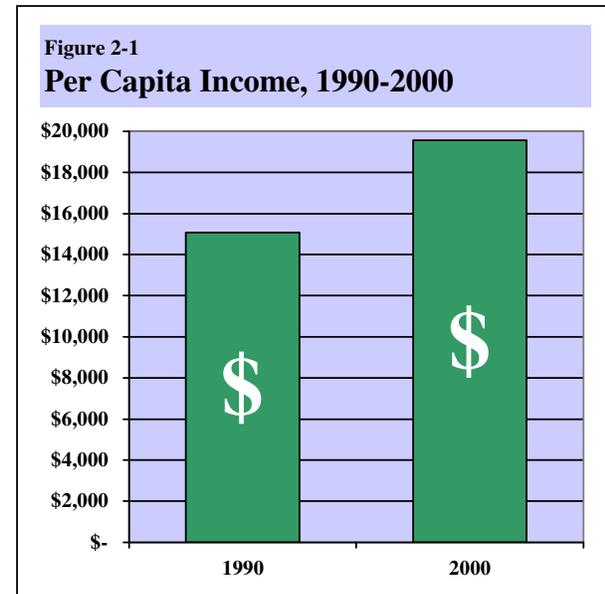
**Table 2-5
Incomes, 1990 - 2000**

Incomes	Town 1990*	Town 2000	County	NY State
Per Capita	\$15,084	\$19,569	\$17,778	\$23,389
Gain 90-00	-	\$4,485	\$2,600	\$1,289
% Gain	-	29.7%	17.1%	5.8%
Median Household	\$29,377	\$35,000	\$36,585	\$43,393
Gain 90-00	-	\$5,623	\$1,660	-\$757
% Gain	-	19.1%	4.8%	-1.7%
Median Family	\$37,224	\$43,269	\$43,118	\$51,691
Gain 90-00	-	\$6,045	\$2,651	-\$1,534
% Gain	-	16.2%	6.6%	-2.9%

* Adjusted for inflation to 2000 dollars.

There are obviously, still gaps to be dealt with through economic development, but they are closing relatively fast. This is very positive news but there are two important caveats. First, the State is falling behind more than the Town and County are gaining.

This is especially true in the median family income category, where New York actually lost 2.9% while the nation was gaining 6.1%. Both Jefferson and Schoharie were able to beat the national average. Secondly, much the growth can probably be attributed to the in-migration of wealthier households.



2.4.5 Employment Status

The Town of Jefferson had a workforce of 559 employed persons over 16 years of age in 2000, of which 266 or 47.6% were female. It experienced a small shift in private industry versus government employment between 1990 and 2000. The percentage of government workers increased from 23.2% in 1990 to 25.6% in 2000.

This compares to a Statewide average of only 17% of employees. Self-employment dropped from 16.6% (very high and possibly an error in the 1990 data) to 8.6%.

It is interesting, also, that median family income in the Town was, at \$37,224, well below the County figure of \$43,118. Additionally, the Town median household income was, at \$35,000, also somewhat lower than the County median of \$36,585. One explanation for the discrepancy is the higher

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**Table 2-6
Workers by Job Class, 2000**

Class	1990	%	2000	%
Private wage/salary	280	59.6%	367	65.7%
Self-employed	78	16.6%	48	8.6%
Unpaid family	3	0.6%	1	0.2%
Total Private	361	76.8%	416	74.4%
Government	109	23.2%	143	25.6%
TOTAL	470	100%	559	100%

Over time, such a continued shift in employment from private industry to government will place a major burden on the local tax base to support municipal and State government. There is a major need for more private industry employment.

2.4.6 Employment by Industry

Table 2-7 breaks down the employed Town population aged 16 years or more in 2000 by industry. The largest single industry in which Town residents are employed is education, health and social services, comprising an extremely high 33.6% share of the employment base. Many are the government (public school) employees discussed above.

**Table 2-7
Employment by Industry, 2000**

Industry	Persons 16+ Years Employed	%
Educational, health, social services	188	33.6%
Manufacturing	67	12.0%
Retail trade	60	10.7%
Construction	51	9.1%
Transportation, warehousing, utilities	41	7.3%
Arts, recreation, lodging & food	39	7.0%
Public administration	26	4.7%
Wholesale trade	23	4.1%
Professional, management, admin.	16	2.9%
Finance, insurance, real estate	15	2.7%
Other services (except public admin.)	14	2.5%
Information	11	2.0%
Agriculture, forestry, hunting, mining	8	1.4%
TOTAL	559	100%

Source: U.S. Census, 2000

Those persons involved in manufacturing made up another 12.0% of the local labor force. Retail trade at 10.7%, construction at 9.1%, transportation and utilities at 7.3% and tourism (arts, entertainment, recreation, lodging and food service) at 7.0% rounded out the 2000 employment base of the Town of Jefferson. Together, these industries comprised 79.8% of jobs held by Town residents.

The agricultural, forestry and mining sector employed only 8 individuals, down from 41 in 1990 and only 1.4% of the Town labor force. This does not include all self-employed individuals, however, many of whom work at non-employer enterprises.

Those employed in the arts increased from 9 workers in 1990 to 39 individuals or 4.2% in 2000, reflecting the migration of metropolitan area employees to the Town as permanent residents and the growth in importance of tourism.

Data on employment by occupation from the 2000 Census is summarized in Table 2-8. The data indicates that 186 or 33.3% of Town residents were employed in management, professional or related occupations. An additional 142 persons, or 25.2%, were employed in sales and office occupations, confirming the importance of service industry jobs.

**Table 2-8
Employment by Occupation, 2000**

Occupation	Persons 16+ Years Employed	%
Management, professional	186	33.3%
Sales, office	142	25.4%
Service	75	13.4%
Construction, mining, maintenance	55	9.8%
Production, transportation	99	17.7%
Farming, forestry	2	0.4%
TOTAL	559	100%

Source: U.S. Census, 2000

2.4.7 Travel to Work

Some 16 persons, or 2.9% of workers within the Town worked from home in 2000. This was

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somewhat less than the County, which has a more typical rural rate. The commute time was slightly higher, reflecting the relative isolation of the Town.

Town of Jefferson residents used public transportation at a somewhat higher rate than County residents in 2000, with 2.5% having used that mode in the Town, compared to 1.2% Countywide. This is probably due to workers who use public transportation for a part of their commute and may also reflect answers from metro area residents.

**Table 2-9
Travel to Work, 2000**

Geography	Mean Travel Time to Work	% Worked at Home	% Public Transit
Town of Jefferson	29.0 Minutes	2.9%	2.5%
Schoharie County	28.5 Minutes	4.3%	1.2%
New York State	31.7 Minutes	3.0%	24.4%
United States	25.5 Minutes	3.3%	4.7%

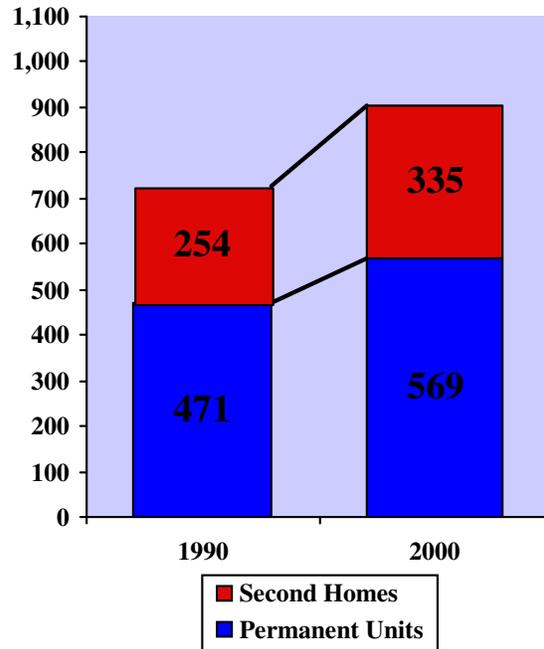
Source: U.S. Census, 2000

2.5 Housing

2.5.1 Housing Stock

The Town of Jefferson had 904 housing units in 2000, of which 520 were occupied and 384 were vacant or seasonally occupied. Some 433 of these units were owner occupied and 87 were rentals.

**Figure 2-2
Jefferson Housing Growth**



There was a total increase of 179 housing units between 1990 and 2000. This 24.7% gain, while the population expanded by only 8% illustrates the growing importance of second homes in the Town. There were 335 second homes in the Town in 2000, representing 37.1% of the housing stock. This compared to 254 second homes in 1990, when they accounted for 35.0% of the stock. Not only are second homes growing in number, but they now make up a larger proportion of housing units in the Town, even as primary residences also increase.

Short-term, this is a positive trend since there are a greater number of tax payers who do not place as much demand on services, particularly in regards to public schools. Over time, however, as these homes become primary residences, there is the potential for major impacts on local services, as second home owners, who once paid taxes without demanding much in services, become part of the services consuming local population. These impacts are likely to be gradual but the cumulative impact could be quite large.

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It is important the Town anticipate the future conversions to first homes in its budgeting and planning. Keeping the costs of government low now while second home revenue is coming in will help tremendously in preserving the tax capacity required in the future to support needed services.

2.5.2 Number of Persons per Household

The number of people living in each household was 2.47 persons in 2000. This was slightly lower than the County average of 2.49 persons and less than the New York average of 2.61 persons per household. These numbers are all quite low and probably close to bottoming out.

When this happens, the impact on population growth can be large. Growth in households is then no longer absorbed by declines in household sizes. If the household size had stayed at the 2.66 persons it was in 1990, the 72 new occupied units gained would have added 192 persons to Jefferson's population. As it was, only 95 individuals were added, but the impact on schools and services can be great if household sizes stop declining, as they almost surely will in the future.

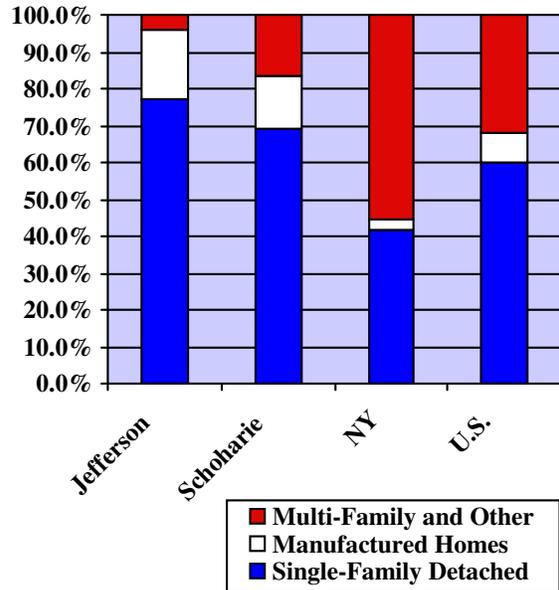
2.5.3 Housing Values

The 2000 Census revealed a median housing value of \$82,500 for the Town of Jefferson, which was identical to the County figure. This is, however, very low compared to the Statewide median of \$148,700. Nationally, the figure was \$119,600. These low values also reflect the discounted cost of Upstate New York's relatively high taxes. Nonetheless, within New York State, the area represents a good housing value, a fact that is likely to encourage more in-migration of New York metropolitan area residents seeking such value.

2.5.4 Housing Type

Single-family homes accounted for 698 units or 77.2% of the Town of Jefferson's housing stock in 2000, according to the U.S. Census.

**Figure 2-2
Housing Types, 2000**



Manufactured homes accounted for 169 units or 18.7% of the housing units in the Town, well above the County figure of 14.3%. Both have much higher proportions of manufactured homes than the State or U.S. because the latter include large urban areas where such housing is not typical. Multi-family housing, by contrast, is much more typical in those areas, and even in Schoharie County where it accounts for 16.5% of the housing stock, but represents only 4.1% of Jefferson's units. Multi-family housing is a majority of the stock Statewide and is about a third of the national stock.

2.5.5 Contract Rents

Town of Jefferson rents were relatively low in 2000, the median being only \$559. The median rent Countywide was slightly lower at \$506.

2.5.6 Owner vs. Renter Occupancy

Between 1990 and 2000, the percentage of owner occupied units in the Town decreased very slightly from 83.7% of all occupied units to 83.3% in 2000. Countywide, only 75.3% of the housing units were owner occupied. These numbers were all

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significantly higher than New York State where only 53% of all occupied housing units were owner occupied in 2000.

2.5.7 Housing Needs

The Town needs to ensure its land use regulations do not unnecessarily raise the cost of moderate income housing. A practical approach to land use regulation that recognizes the varying needs of different segments of the population and different parts of the Town is warranted.

There is also a need to upgrade the quality of a portion of the existing housing stock. Some 9.1% of 2000 Census surveyed owner-occupied housing stock was valued at less than \$50,000. Overcrowded units (more than 1 person per room) accounted for 2.7% of the total housing stock. Also, 36.2% of surveyed renters and 31.8% of homeowners paid out more than 30% of their income as gross rent or monthly owner housing costs, suggested much of the stock is not truly affordable to residents.

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3.0 Goals and Objectives

The following are the goals and objectives on which this Plan is based:

3.1 Base all land use regulations on a foundation of protecting private property rights.

3.1.1 Preserve and respect the rights to use of private property by limiting land use regulations to those essential to the health, safety and welfare of the community and for addressing land use conflicts.



3.1.2 Update and employ the Town's Subdivision Regulations to allow Jefferson to develop in a traditional mixed-use fashion, with regulations directed more toward the quality of development than the location.

3.1.3 Incorporate as much flexibility as possible into land use standards to fit individual development circumstances and offer density bonuses or other incentives for developers who provide additional open spaces, protect important environmental features or otherwise contribute to quality forms of development.

3.1.4 Encourage home occupations, and limit oversight to those features having a direct bearing upon adjacent land uses (e.g. noise, lighting, outdoor storage).

3.2 Provide for the orderly growth and development of the Town of Jefferson.

3.2.1 Create incentives for use of those subdivision and land development techniques that best preserve the valuable open spaces and working landscapes of the Town of Jefferson.

3.2.2 Establish land development performance standards applicable to steep slopes, wetlands and other areas of the Town with natural resource limitations.

3.2.3 Address the need for affordable housing by maintaining reasonable minimum lot sizes (e.g. 1-2 acres) in Town land development regulations.

3.2.4 Ensure a high quality housing stock at various price ranges by allowing for manufactured homes, but regulating their placement under a set of manufactured home and park standards.

3.3 Make the Town secure from the dangers of flooding, fire and other dangers.

3.3.1 Maintain firefighting equipment needed to ensure the proper capacities of the local fire companies to address emergencies and institute volunteer recruitment incentives.

3.3.2 Apply the Town's Floodplain Damage Prevention Law as a tool to steer development away from dangerous flood locations.

3.4 Preserve, where practical, the character of existing rural highways and promote efficient and safe circulation of traffic through the Town.

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3.4.1 Require, where feasible, use of joint highway accesses onto Town, County and State roads.

3.4.2 Reduce speeds on roads with safety hazards and avoid new hazards by applying traffic calming measures to new development.

3.4.3 When reviewing site plans, require new roads to be designed to preserve natural topography and tree cover, minimize cuts and fills and preserve important views and features such as stone walls.



3.4.4 Where practical, scale street widths and alignments to neighborhood size (typically 18 feet width) while meeting minimum standards for safety and maintenance.

3.4.5 Require developers to mitigate existing traffic safety issues, wherever possible, with offsite improvements.

3.4.6 Limit highway dedications to those roads imposing low maintenance burdens on the Town, by incorporating Town highway specifications into a Town Road Law setting high standards for construction.

3.5 Protect surface and ground water quality, maintain high-quality physical environments and preserve wildlife habitats through effective design.

3.5.1 Incorporate stormwater management and erosion control planning requirements in both site plan and subdivision reviews so as to reduce phosphorous loads and turbidity to streams.

3.5.2 Allow for and provide density bonuses as an incentive for conservation subdivision designs where lots are clustered to provide open space buffers that can trap stormwater run-off.

3.5.3 Incorporate the highly ranked objectives from the community survey into a set of rural land development regulations.

3.5.4 Develop and/or update and aggressively enforce junkyard and property maintenance rules, including inspection and renewal procedures to ensure continued compliance.

3.6 Economically revitalize the Town and hamlet of Jefferson.

3.6.1 Seek out State and local Historical Society and other assistance in identifying buildings of historical significance for purposes of tourism promotion, erecting historical signs and securing tax credits or other forms of funding assistance for restoration and other improvements, including the historical school renovation and upgrade of the Maple Museum as the central feature of the hamlet.

3.6.2 Allow for the development of convenience shopping opportunities and niche service businesses in the Town land subdivision and site plan review regulations.

3.6.3 Erect community welcoming signs at major entrances into the hamlet of Jefferson with links to individual Town businesses.

3.6.4 Ensure that all land use regulations are accommodating to small business and home occupations as well as natural resource industries.

3.6.5 Promote tourism and other Town businesses through Town brochures, a town website linked to businesses offering services and materials identifying potential sites for businesses.

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3.7 Encourage agricultural niche enterprises and other similar industries with the potential to improve incomes, support tourism and protect working landscapes.

3.7.1 Promote the use of the New York State Agricultural District program within the Town on a satellite basis as a means of offering farmers additional protection of their rights to farm, complementing local legislation, extending these opportunities, also, to small niche agricultural enterprises.

3.7.2 Arrange for training of Town officials on agricultural planning issues through Cornell Cooperative Extension of Schoharie County and the Schoharie County Planning and Development Department.

3.7.3 Work with landowners, the Schoharie County Agricultural and Farmland Protection Board, the Watershed Agricultural Council, the Schoharie Land Trust, the New York State Department of Agriculture and Markets and others to promote agricultural conservation easements as a public/private tool to preserve valuable farmland.

3.7.4 Actively promote the Town of Jefferson as a location for new farm and agri-business enterprises by working with a Chamber of Commerce and others.

3.8 Protect the Town's valuable scenery through incentives.

3.8.1 Provide and promote options for property cleanup, including identifying and promoting junk hauling services and disposal locations and sponsoring cleanup days and similar events.

3.8.2 Develop growth-neutral design standards and incentives that will allow economic use of property without excessive clearing, applying measures that reward preservation of ridgelines and other areas of valuable scenery.

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4.0 Plans

4.1 Land Use

4.1.1 Existing Land Use Regulations

There are Land Subdivision Regulations and a number of individual ordinances and local laws already in effect in the Town of Jefferson that serve to guide development. There are also *New York City Water Supply Watershed Regulations* applicable in certain parts of the Town. The details of these various regulations as they impact upon future land use are as follows:

SUBDIVISION REGULATIONS

The Town Board authorized its Planning Board to regulate land subdivisions and the Planning Board subsequently prepared subdivision regulations, that were approved in September, 1986. The regulations are comprehensive but need to be brought into compliance with State requirements.



Conventional Subdivision

The following are some other observations regarding the *Town of Jefferson Subdivision Regulations*:

- The *Town of Jefferson Subdivision Regulations* no longer comply with the provisions of *New York State Town Law* pertaining to land

subdivision procedures and *State Environmental Quality Review Act (SEQRA)* coordination.

- There is currently no exemption for lot combinations, boundary line adjustments and natural subdivisions already divided by roads, which would be useful in streamlining the regulations. Similar techniques are used by many other towns to reduce the compliance burden and resulting costs of housing in such innocuous situations.
- Design standards for stormwater management are lacking. There should be a general requirement that post-development run-off not exceed predevelopment conditions. Stormwater management requirements should also be coordinated with New York State requirements for *Storm Water Pollution Prevention Plans (SWPPP's)*.
- There are no provisions to encourage conservation design subdivisions where lots are clustered to preserve open space or save farmland.



Conservation Subdivision

- There are no standards in the *Town of Jefferson Subdivision Regulations* for soil testing for subsurface sewage disposal. There are also no cross-references to the Schoharie County

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Department of Health or the New York City Watershed regulations.

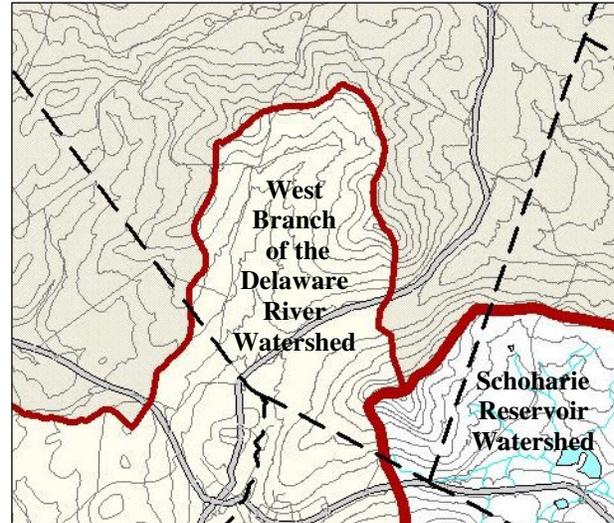
- Standards are missing for common open space and recreational facilities in larger subdivisions. There are also no requirements regarding management of common facilities or the operation of homeowner associations. This is becoming a much more important issue as the Town is beginning to get more attention from larger land developers.
- The road design standards and general approach to regulating road construction are potentially problematic. Currently, the *Town of Jefferson Subdivision Regulations* require roads be constructed "in accord with the standards for Roads for Dedication." Those specifications regulate dedications of streets to the Town. Therefore, all subdividers are effectively required to put their streets into dedication ready condition before approval, giving the subdivider every incentive to dedicate sooner rather than later. This is a not a good policy unless the Town wants the roads. Standards for private streets are needed, along with a separate local law establishing higher standards for road takeovers by the Town.
- The *Town of Jefferson Subdivision Regulations* establish minimum lot sizes that more properly belong in a site plan review, zoning or similar local law if they are to be enforceable.
- The "major subdivision" classification is arbitrary and the procedure for installation of improvements after Final Approval is highly risky in allowing lots to be sold before roads are in.

NEW YORK CITY WATERSHED REGULATIONS

The regulations adopted for the New York City water supply watershed are comprehensive in scope. Procedurally, they have an impact on all development in that portion of the Town inside the watershed boundaries (see map following).

The *Memorandum of Agreement* between local and City authorities defines many of the relationships between the parties but there are still difficulties

that result from the procedurally top-heavy approaches employed by City agencies to make decisions. This often results in excessive delay and added costs from a local perspective.



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Nevertheless, the *Watershed Regulations* are less of an obstacle to development than the procedures used to apply them. The standards, in fact, are not substantially different from those imposed by many communities on their own initiative. They include the following requirements:

- New petroleum storage facilities (including those used for home heating fuel storage) must be located at least 100 feet from a stream and 500 feet from a reservoir.
- All new subsurface sewage disposal systems must be approved by the City's Department of Environmental Protection and be located at least 100 feet from a stream or wetland and 300 feet from a reservoir (increased to 250' and 500', respectively, for "raised systems").
- Impervious surfaces constructed in connection with new commercial uses are prohibited within 100 feet of a stream or wetland or 300 feet of a reservoir (not prohibited within designated hamlets, but still subject to review and permit).

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- New residences are generally prohibited within 100 feet of a stream or wetland or 300 feet of a reservoir.
- Stormwater pollution prevention plans for review by the City are required in connection with new subdivisions, earth disturbances of 5+ acres and new impervious surfaces of 40,000+ sq. ft. within commercial zones.

That portion of the Town affected by these regulations is fairly limited, as the map shows. Also, new EPA stormwater pollution control requirements for disturbances of one acre or more have now been incorporated in State regulations mandating the preparation of SWPPP's. This reduces the impact of City requirements on a relative basis. The Town may wish to assume more control of these matters for itself by developing compatible local standards that serve to resolve the major issues before they reach the New York City Department of Environmental Protection or the New York State Department of Environmental Conservation for decision.

OTHER REGULATIONS

The Town of Jefferson has also enacted several other specific laws and ordinances having a bearing on land development in the Town. These regulations include the following:

- ***Town Highway Specifications***

Like most towns in New York, Jefferson has a set of adopted highway specifications setting out criteria applicable to dedication of streets to the Town. These regulations are attached to the *Subdivision Regulations* as the baseline standard for all new roads. They require a 60 feet wide right-of-way, an 18 feet wide roadbed, 5 feet wide shoulders, 10% maximum grade and 500 feet minimum length. While these are strict standards in some respects, this policy could have the unintended consequence of encouraging road dedications (see additional discussion under *Subdivision Regulations*). The highway specifications have not been incorporated into local law.

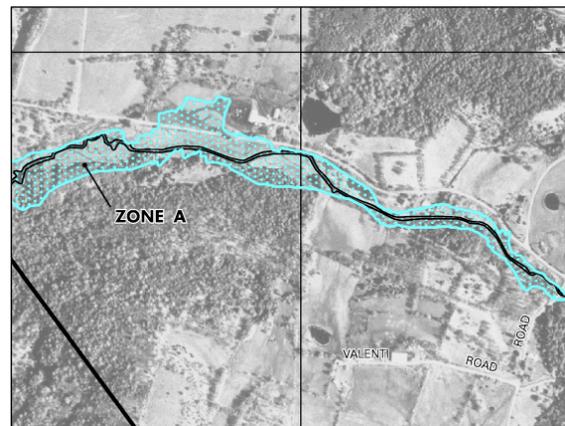
- ***Junkyard Law***

The Town adopted a *Junkyard Law* in 2000. This *Law* establishes licensing requirements for junkyards. It requires, also, that all junkyards be fenced. Authority for this *Law* is found in Sections 136 of both the *Town Law* and the *General Municipal Law*.

Jefferson's requirements are similar to those of the *General Municipal Law* and apply to all automobile junkyards with two or more abandoned vehicles. A site plan is required of all junkyards, which is subject to public hearing and review by the Town Board. There are no specific landscaping or natural buffering standards but there is generic authority to impose such measures during site plan review. There is also a rule that any junkyard must be separated by 1,000 feet from any church, school, hospital, public building or place of public assembly. Existing junkyards are effectively treated as legal non-conforming uses although fencing and site plan requirements still apply.

- ***Flood Damage Prevention Law***

This *Law* is based upon the models generated for the *National Flood Insurance Program*. It establishes detailed building and floodproofing standards and several specific prohibitions regarding development in areas designated as flood hazard zones on the *National Flood Insurance Maps* for the Town of Jefferson.



These maps have been produced by the Federal Emergency Management Agency and are

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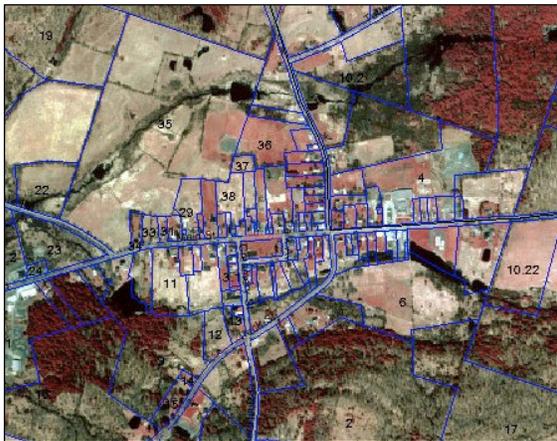
periodically updated with further studies. Some communities have enacted higher standards for floodplain development than required under the national program. Jefferson fully complies with the Federal requirements but has not imposed any such stricter regulations. It has relatively few flood hazard areas.

- **Unsafe Buildings Law**

The Town of Jefferson has an *Unsafe Buildings Law* providing for the identification of unsafe buildings that could present safety hazards, notice to owners to repair or remove such buildings and establishing a procedure for the Town to do so by default and assess the costs to the owner. There is also a requirement that abandoned buildings be secured by boarding up of the windows and doors.

- **Wellhead Protection Law**

The Town Board enacted *Land Use Regulations for the Protection of Wellhead Areas* in 1994, using Municipal Home Rule Law authority. This *Law* designates a specific wellhead protection area within the Town and establishes regulations governing land uses within that relatively confined area. Somewhat similar regulations, enacted by the Department of Health, apply to the Jefferson Water District, which encompasses the hamlet pictured below.



Development activities affecting 5 acres or more, involving the use or storage of fertilizers and pesticides, mining, sewage disposal, solid wastes disposal and several other land uses are regulated under the *Wellhead Protection Law*. A Certificate of Compliance with this *Law* is required to obtain any building permit. There are also provisions for Planning Board review and *SEQRA* compliance. There are no variance procedures but conditioned approvals by the Code Enforcement Officer are permitted.

- **Noise Law**

The Town of Jefferson enacted a *Noise Law* in 1988 and updated it in 1992 to delete exceptions for organized shooting events. This short law contains no specific standards or procedures, excepting that it prohibits disturbing of the peace through use of firearms, sound reproduction or other “loud, unnecessary or unusual noise.” Although there is a \$250 penalty provision, this *Law* is essentially limited to use as a warning mechanism.

- **Right-to-Farm Law**

The Town enacted a model *Right-to-Farm Law* recommended in the *Schoharie County Agricultural Development and Protection Plan*. This law establishes a Town policy encouraging agriculture as a land use, protects the use of sound agricultural practices by the farm community and, provides a local mechanism for resolving landowner disputes over such practices.

- **Air Emissions Law**

This is an unusual local law adopted in 1987. It is directed at facilities “combusting materials in excess of 500 pounds per day exclusive of fuel oil, natural gas and organic agricultural wastes.” It establishes air emissions standards for such facilities, requires permits to establish such facilities and mandates both testing and monitoring of operations. There is also a requirement to use the “best available control

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technology.” The particular purpose of these regulations is unclear but it appears they were adopted in anticipation of a specifically proposed incineration use that did not materialize. Given that such facilities are regulated by the State, and standards have changed considerably in the last two decades, the practical impact of the *Air Emissions Law* is limited.

The Town's land use regulations as a whole are out of date and do not provide an adequate basis for dealing with most of the development faced by Jefferson today.

4.1.2 Future Land Use

The Town of Jefferson can expect continued residential growth, particularly second home growth and conversions of these units to permanent residences. This is changing the face of the community, with the population under 45 years of age dropping by 4.7% during the 1990's, while those 45 years and older grew by 27.5%. The Town of Jefferson is, as a consequence, rapidly aging and will become more and more focused on issues of interest to retirement and near retirement age groups, with associated land use impacts. The in-migration of new households, nevertheless, is what will separate Jefferson from much of the Upstate New York region, which is facing an exodus of young people with little or no growth among other cohorts, leading to general decline. The Town of Jefferson has a future because of appeal to second-home and retirement households.



Commercial activity is largely limited to the hamlet of Jefferson, but there are various large recreation uses, home occupations and

agricultural enterprises scattered about the Town. Residential development will stimulate some demand for new commercial uses but the level of demand is likely to be modest. Home occupations

are likely to grow in number as in-migrating urban households bring jobs with them and do more telecommuting. Agricultural niche activity and small-scale industrial enterprises may also expand, along with natural resource industries, including wind power generation, for example.

Accordingly, land use controls must continue to provide the flexibility to accommodate development in all areas of the Town but in a manner that allows the Town to exercise reasonable control to deal with the impacts of the development. The existing *Town of Jefferson Subdivision Regulations* can help in this regard but are outdated and inadequate for dealing with new commercial uses or enterprises such as wind power generation. Some new laws and updating of old ones are both needed to address land use issues.

4.1.3 Land Use Recommendations

Specific recommendations relating to land use in the Town of Jefferson are provided below:

A. Subdivision Regulations

The *Town of Jefferson Subdivision Regulations* should be updated to address the issues identified in Section 4.1.1 and provide for Conservation Design Subdivisions. This type of subdivision is a form of clustering where the emphasis is put on preserving usable open space, not just the lands that cannot be developed. This concept can be used to avoid subdivision of the entire Town of Jefferson into 3 and 5 acre lots and, instead, preserve some larger contiguous tracts that will serve to maintain much of the Town's existing character. It can also facilitate the continuation of farming and forestry as enterprises on the saved open spaces.

A recommended new set of *Subdivision Regulations* is found as Appendix A. It is recommended these be adopted under Municipal Home Rule authority to allow for some important modifications of *Town Law* (e.g. to provide more than six months to install

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improvements and file final plans). The model regulations are consistent with the current requirements of New York State law and include updated stormwater management and SEQRA provisions. They also better define how waivers and modifications are to be applied, which has been a problem with the current regulations.

B. *Rural Land Development Law*

The Town of Jefferson needs an additional tool to deal with major non-residential development issues and legally establish minimum lot size criteria for both residential and non-residential projects. Accordingly a *Town of Jefferson Rural Land Development Law* is proposed. A recommended version is attached hereto as Appendix B.

This proposed *Rural Land Development Law* is intended to provide a procedure, thoroughly grounded in the *New York State Town Law* while also using the *Municipal Home Rule Law* to tailor an approach to land use regulation suitable for meeting Jefferson Township's particular needs. The recommended *Rural Land Development Law* includes minimum lot size and other development standards, stormwater management provisions and numerous other general standards for development in the Township that would not be covered by the *Town of Jefferson Subdivision Regulations*. It should establish a low density formula for most of the Town, combined with maximum lot sizes that ensure open space protection. It can be expanded as needed to address specific needs such as time-shared multi-family development (very possible near the ski slope), cellular towers and other specific issues of interest to the Town.

The *Rural Land Development Law* can also be modified to include additional detail on parking, signs or other special aspects of development that have been problems for the Town. This is the proper place, for example, to deal with the air emissions and noise matters

now dealt with inadequately by separate local laws.

The most important features of the recommended *Rural Land Development Law* are those pertaining to due process. There is a non-conforming buildings provision that grandfathers existing development, for example. There is a clear procedure for processing site plans, much in the same way subdivision plans are now processed. A Board of Appeals would be established to deal with variances.



C. *Wind Energy Facility Law*

Some forms of development are sufficiently complex to warrant separate local laws, building not only on site plan review authority discussed above but also specific authority that exists elsewhere in the Town Law or New York State law generally. Among these is wind power generation. A *Wind Energy Facility Law* is recommended for the Town of Jefferson and is attached as Appendix C.

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The proposed *Wind Energy Facility Law* distinguishes between industrial size and small on-farm type windmills and establishes standards for each. These include location and building standards, site safety measures, traffic rout and access road criteria, setbacks, noise standards and numerous other specific regulations intended to allow for both types of wind energy generation facilities with protections for adjoining property owners.

D. *Junkyard Law*

The Town should also consider updating its *Junkyard Law* to establish some additional specific standards for such enterprises and an effective enforcement program. The screening standards now contained in the *Junkyard Law* are inadequate, requiring only a fence that can be as ugly as the junkyard. Moreover, there is no effective mechanism in the Law to ensure the cleanup of existing junkyards that do not conform to the Law.

Merely requiring licenses will not work if there is no requirement that existing junkyards be eliminated or brought into conformance over a specified time period. Finally, the classification of only two unlicensed vehicles as a junkyard may be unrealistic.

More detailed standards governing commercial junkyards are needed along with mechanisms for cleaning up backyard junkyards. Such regulations got strong support in the community survey. A Model Junkyard Law and Junk Storage Law are attached as Appendix D and E.

E. *Manufactured Home Law*

The Town has no significant standards with respect to manufactured (mobile) home park development. Specific authority to regulate manufactured homes is provided under the *Town Law* and is also inherent in site plan review authority. The Town of Jefferson should consider enacting a *Manufactured*

Home Law (see Appendix F) for this purpose that would address density, sewer and water requirements and require the provision of a recreation area.

4.2 Community Facilities

The Town of Jefferson's housing expanded almost 25% between 1990 and 2000. If this pace continues and second home conversions continue, there could be some major impacts on the demands for community facilities and services.

Notwithstanding this fact, many of the households moving to the Town are, as noted earlier, of a second-home, retirement or near retirement nature. These households tend not to make major demands on community facilities. This was apparent in the community survey where respondents favored continuing emergency services and recreational programs at their current level. They did, however, favor special property clean-up days and similar programs.

Planning and budgeting now for such community facilities and public services as will be required is important, even if the needs are not now pressing. The following is a discussion of the major needs.

4.2.1 Parks and Recreation

The Town should consider acquiring and/or developing land for a Town Park over the next 5-10 years. Such a facility should be largely oriented toward passive recreational facilities with some ballfield areas, playground facilities and other minor improvements to attract activity and support for the facility. Picnic areas, trails and a pavilion for community events should take precedence, however. Construction of new facilities should rely on volunteer support and contributions more than public expenditures.

Consideration should also be given to working with the School District to share facilities and thereby

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minimize costs. There are several models around the country for these types of shared facilities.

The Village Green in the hamlet of Jefferson is an existing park and recreational resource that should receive continued support and improvement. It is a distinguishing feature of the Town and hamlet, providing many opportunities for celebrations and events. It could be improved with some benches landscaping and other minor embellishments that would serve to make it more accommodating for seniors and others desiring to enjoy the park.



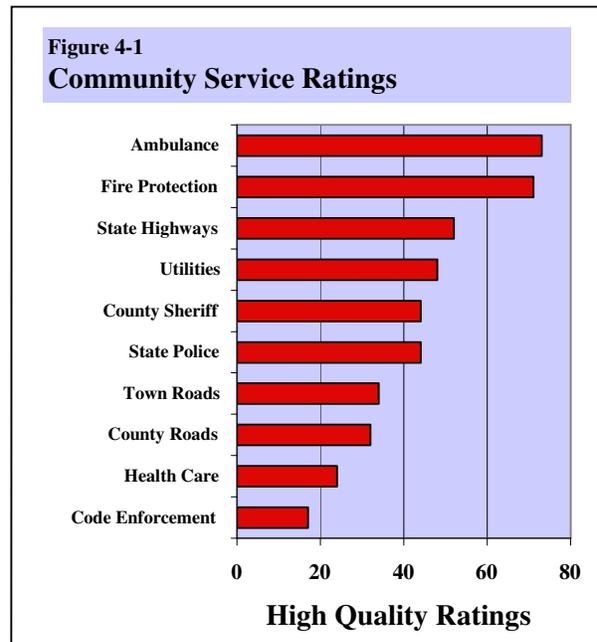
4.2.2 Town Hall

The Jefferson Town Hall is a modern facility that can easily accommodate reasonably large groups of people. It offers adequate space for services now provided. School facilities and other nearby community buildings are available for occasional large group events. The Town Highway Department facilities are also modern. Therefore, there are currently no unmet needs in regard these facilities.

4.2.3 Fire and Ambulance

The Town of Jefferson is well-served by existing fire and ambulance services. The Jefferson Volunteer Fire Department and its Rescue Squad provide those services on a volunteer basis with backup from similar entities in Stamford, Summit and other nearby communities. The organization has about 40 volunteers.

Residents and taxpayers who responded to the community survey rated fire and ambulance protection as the two highest quality services among all public and semi-public services provided within the Town of Jefferson. They enjoy very broad support for the work they've accomplished on a volunteer basis. This volunteer support is increasingly difficult everywhere to obtain during the daytime, indicating the very high value of those volunteers who do serve the community in this fashion.



Volunteer incentives, including awards and other recognition, the best equipment and other support services need to be provided on a continuing basis to maintain the high levels of commitment demanded of volunteers. The Town should participate with its neighbors in supporting emergency providers through these types of incentives.

4.2.4 Sewage Facilities

Given the scattered development within the Town and increased sophistication of design with respect to on-lot sewage disposal systems, continued use of such systems is warranted. Subsurface disposal is also the preferred option for reducing impacts on both ground and surface water from excess

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nutrients. Nevertheless, there are, as discussed earlier, serious soils limitations throughout the Town for subsurface sewage disposal, indicating the importance of soil and percolation testing, requirements for engineered system designs and review of such information in the course of processing development plans.

The recommended *Subdivision Regulations* and *Rural Land Development Law* should be used to reinforce County Department of Health requirements for soil testing and sewage system design in connection with new homes and businesses.

The hamlet of Jefferson may be an appropriate candidate for either an on-lot sewage maintenance program or installation of a community subsurface sewage treatment system, given its density. Either approach will take much investigation and funding from outside sources, which the Town should begin to search out by working with its Town Engineer, recognizing this requires a long-term effort to assess need, determine feasibility and secure funds and permits for the work itself.

Fortunately, the provision of public water in the hamlet from a central source that is protected reduces the threat of contamination from sewage system malfunctions. This is a very important piece of infrastructure to the hamlet.

4.2.5 Water Supplies

There is one public water supply system serving the Town of Jefferson, that being the one operated by the Jefferson Water District and encompassing the hamlet. It serves a population of approximately 300 persons and recently obtained \$150,000 of State revolving funds to upgrade the water treatment plant, the ground water source and the transmission and distribution system.

Other Town of Jefferson homes and businesses are supplied by individual wells. The groundwater supply is both high-quality and plentiful. In order to protect this high quality Town water supply, the recommended *Subdivision Regulations* and *Rural Land Development Law* should be used to minimize subdivision and control land use in the Well Head Protection Area.

4.2.6 Stormwater Management

There are no stormwater collection systems in the Town other than those connected with individual new construction projects. *Watershed Regulations* have required stormwater planning for some time in that portion of the Town. More importantly, however, new State permitting requirements extending regulation to projects disturbing as little as one acre in size are now in effect.

These Federal standards (being implemented through the State) effectively mandate stormwater management throughout the Town of Jefferson. The Town, therefore, needs to integrate stormwater management into the provisions of the proposed *Rural Land Development Law* and *Subdivision Regulations* to ensure this issue is not neglected as the Planning Board processes development proposals. The recommended versions of these (Appendices A and B) do this.

4.3 Transportation

4.3.1 Functional Road Classifications

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<p>Table 4-1 Town of Jefferson Highway Functional System</p>
<p>ARTERIAL ROADS</p>
<p>FUNCTION: Carries medium-to-heavy volumes of traffic at moderately high speeds and provides access to major traffic generators.</p>
<p>ROADS:</p> <ul style="list-style-type: none"> <input type="checkbox"/> NYS Route 10
<p>COLLECTOR ROADS</p>
<p>FUNCTION: Provides connections between Arterials and Local Roads at comparatively slower speeds and carries moderate traffic volumes.</p>
<p>ROADS:</p> <ul style="list-style-type: none"> <input type="checkbox"/> County Route 2 (North Road) <input type="checkbox"/> County Route 2A (North Harpersfield Road) <input type="checkbox"/> County Route 12 (Blenheim Hill Road) <input type="checkbox"/> County Route 13 (Shew Hollow Road) <input type="checkbox"/> County Route 15 (Moxley Street) <input type="checkbox"/> County Route 16 Wharton Hollow Road) <input type="checkbox"/> County Route 42 (Peck Street) <input type="checkbox"/> County Route 43 (West Kill Road) <input type="checkbox"/> County Route 45 (Churchill Road) <input type="checkbox"/> CR 64 (Meade Road) & Morrisville/Peraglia Rd.'s <input type="checkbox"/> County Route 71 (Taber Road) <input type="checkbox"/> Clapper Hollow Road <input type="checkbox"/> Enid Road
<p>LOCAL ROADS</p>
<p>FUNCTION: Provides direct access to abutting properties and channels Local Road traffic to Collector</p>
<p>ROADS:</p> <ul style="list-style-type: none"> <input type="checkbox"/> All other roads

Highways support economic development by allowing the efficient movement of people and goods and, thereby, influence the overall direction of Town growth as well as the location of specific commercial, industrial and residential activities. Every road plays a special function in moving people and goods within and through the Town of Jefferson and the surrounding region.

Table 4-1 identifies State, County and Town roads by those functions based on current conditions, nearby development and future traffic growth expectations. Many of these highways are already functioning adequately in their suggested capacities. Nonetheless, increased subdivision activity and economic development needs both suggest some upgrading and other improvements are warranted to bring about a more functional

highway system that will serve anticipated needs. These include a number of specific recommendations offered below.

A. Collector Road Upgrades

The Town is continuously engaged in upgrading its road system. The greatest attention should be given in this regard to those highways identified above as existing or potential collector roads that collect and carry traffic from local roads to Routes 7, 10, 23, 30 and I-88. Subdivision activity in the northern end of the Town strongly suggests the combination of County Road 64 and Morrisville and Peraglia Roads will become more and more important in the future as the connection to Route 10. A 10-year capital budget for such road improvements should be developed to address these and other similar issues.

B. Town Road Law

The Town should, for reasons articulated in Section 4.1.1, enact a Local Road Law incorporating its standards for highways being dedicated to the Town. This will address procedural and enforcement issues and ensure the Town is not burdened with unnecessary new upgrading or maintenance expenses for sub-quality roads. A Sample Road Law may be found as Appendix G.

C. Stormwater Management

The Town should consider using an engineer to develop a stormwater management plan for highway maintenance activities (e.g. culvert replacements) that will reduce nutrient loadings and stormwater flows to all water bodies. Implementation of best management practices used by towns in other regions of the Northeast would simultaneously improve roads, reduce flooding, decrease pollution and help lower the area's burden for phosphorous reduction within all three watersheds, this being of particular importance in the Delaware and Susquehanna River watersheds. Grant funds may well be available through the Environmental Protection

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Agency, New York City DEP or other sources to develop such a plan.

The Town Planning Board also needs regular access to a Town Engineer (on a consulting basis) to review development plans for their stormwater impacts, especially on the Town of Jefferson road system. The costs of such reviews can be charged back to developers so there are minimal, if any, impacts on the Town budget.

The Town of Jefferson includes many large properties with potentially large stormwater impacts if subdivided. The Town needs to protect its own infrastructure while simultaneously ensuring that all new roads and accompanying stormwater management systems are designed, constructed, and operated using best management practices that will avoid these improvements from coming back to the Town or creating unusual future burdens on lot buyers.

4.3.2 Other Recommendations

A. Highway Maintenance Program

Highway maintenance should, employing a highway capital improvement program, be directed towards reducing traffic hazards, cutting back the long-term cost of highway improvements and increasing capacity. New large-scale projects are not required and could even be counterproductive in stimulating additional traffic too quickly.

B. Accident Analysis

Accident-prone areas should be continually documented to justify improvement projects, working cooperatively with the New York State Department of Transportation and the Schoharie County Department of Public Works.

There are a number of turns and intersections on sections of County Roads where the sight distance is limited and realignment is justified.

The intersection Route 10 with County Roads 13 (Shew Hollow Road) and 71 (Taber Road) is poorly aligned as are the intersections of County Road 64 and Morrisville Road with Route 10 and County Road 42 (Peck Street) with County Road 45 (Churchill Road). These need to be examined and considered for safety improvements.

C. Public Transportation

Schoharie County Transportation provides limited service to the Town of Jefferson on a regular basis.

D. Rail and Air Service

Railroad freight service is available in nearby Oneonta and other locations of similar distance away and the reasonable accessibility of the Albany International Airport suggests the Town has no further needs in either of these categories.

4.4 Economic Development

4.4.1 Economic Strengths, Weaknesses, Opportunities and Threats

Economic development planning always begins with an analysis of the basic strengths, weaknesses, opportunities and threats of the economy being studied. These include, in the Town of Jefferson's case, the following:

STRENGTHS

- Reasonable proximity of the Town of Jefferson to urban centers of various sizes (Albany, Cobleskill, Oneonta and New York City) combined with relative isolation, which serves to make the area appealing as a residential and second-home environment.

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- Working landscapes of farmland, with an abundance of attractive views, architecture and scenery that draw visitors to the area for camping, second homes, hunting, fishing, riding and various other outdoor recreational pursuits.
- An existing agricultural base, including a Maple syrup industry and heritage that provide opportunities for niche agricultural economic development.
- A reservoir of varied talents associated with the economic pursuits of existing residents combined with access to a number of executives, professionals and managers who have retired or moved to the area as seasonal residents.
- A plentiful supply of natural resources ranging from high-quality soils for growing forage and grazing to superior hardwood timber resources and mountain peaks and plateaus capable of generating wind power.
- A growing population and housing market that stands in contrast to much of economically depressed Upstate New York.
- Open spaces that provide the rural character so many new residents and visitors are seeking.

WEAKNESSES

- A declining population of younger people that will make it difficult to pursue economic

development and sustain valuable traditional institutions such as the School.

- A high New York State tax burden combined with relatively low incomes locally that make it difficult to hold onto properties or stay in the area with jobs elsewhere.
- A rapidly changing culture with groups of competing interests (e.g., earning a living versus enjoying a vacation) that will engender some community conflicts.
- A shrinking labor force that makes it difficult to employ workers for certain enterprises.
- A relatively cold climate that makes year-round occupancy less appealing than some other areas.
- Relatively steep roads to the area that inhibit the potential for trucking products in and out.

OPPORTUNITIES

- Further tourism development focused on the scenery, Maple heritage and natural resources of the Town.
- Niche agricultural development that takes advantage of market proximity and an intrigued visitor population.
- Further natural resources development, including timber industries and related offshoots and wind power generation.
- Home occupations that rely upon proximity to the various centers for business but allow owners to still reside in a vacation area.
- Further second-home development, including time-shared seasonal housing at or near major recreational attractions such as a revitalized ski slope.
- Additional outdoor recreational facility development (e.g., campgrounds, hunting preserves).

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THREATS

- Careless development that depreciates the value of the working landscapes that attract people to the Town of Jefferson.
- Continued growth of the Upstate New York tax burden, making it impossible to hold land or use it productively for uses that preserve the open space.
- NIMBY attitudes that make it difficult to pursue new economic development projects within the Town.
- A demographic collapse of younger age cohorts that deprives the Town of needed earners, workers, customers and vibrancy.

Such factors as those listed above do not necessarily limit the Town's potential. The actions of individual entrepreneurs and the marketplace will do far more to determine Jefferson's future than any government action.

Nevertheless, this overview analysis does suggest the likely future and proper direction of Jefferson's economy toward agriculture, tourism and second-home development, natural resource industries and home occupations. There are several ways the Town can marginally assist in realizing the maximum benefits from economic development. There are, additionally, some actions the Town could take that would unnecessarily interfere with the marketplace and, therefore, should be avoided in the interest of allowing economic development to take place.

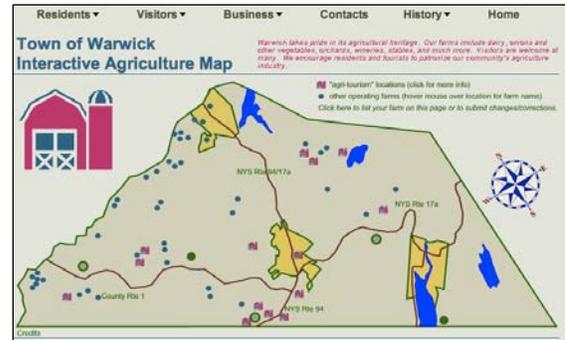
4.4.2 Recommendations

Given the above analysis, the following recommendations are offered for the economic development of the Town of Jefferson:

A. Town Website

Promotion of the Town for tourism and other economic development purposes can be encouraged through improvement of the Town website. The site is now carried on Schoharie

County's network and links to the Southern Schoharie website. The latter is a useful site that does list private businesses and promote visitation to the area.



However, more direct promotion is needed and a comprehensive Town website should be developed. It should consider retaining the association with the Schoharie County and Southern Schoharie websites but include more information on tourism offerings, agricultural buying opportunities and special attractions such as the Trout Farm and the Little Lake Campground, for example. It could also offer self-guided tours of the area and even promote business real estate offerings in the manner of many downtown business improvement districts.

A good example of a website that promotes local business is the Town of Warwick site. The address of the Warwick site is <http://www.townofwarwick.org>. The site includes an *Interactive Agricultural Map*. The website could also be used to make this Comprehensive Plan, Town regulations, meeting minutes and other public information directly available to residents and visitors.

B. Home-Based Businesses

The Town should promote the development of home occupations through its website and ensure its *Rural Land Development Law* gives such businesses broad discretion to establish such business in the Town of Jefferson.

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C. Agricultural Marketing Initiative

The Town should consider working with the Schoharie County Planning and Development Agency to establish a mini-grant program for marketing assistance to individual farmers in the area, particularly those farmers engaged in niche enterprises with growth potential.

Successful small farms have diversified into or specialized in niche businesses where margins are higher and prices are less subject to the wide swings typical of commodities. The key to a diversification or specialization strategy, however, is marketing. Acquiring those skills, therefore, is critical.

A mini-grant program to equip interested farmers with marketing skills or provide them with the outside marketing expertise to pursue new ventures and new markets will go far in addressing this need. It is recommended that \$25,000 to \$50,000 be sought through USDA Rural Development or similar sources for the purpose of funding this program. Such programs could be administered through the County or other entities experienced in administering mini-grant and loan programs.



D. Agricultural Promotion Initiative

A loose organization of Schoharie or Southern Schoharie agricultural producers might be assembled with the goal of developing a common signage program to complement the

website recommended above. The Town should consider sponsoring a design competition for a sign logo. The signs should be of the “wayfinder” types used to mark wine trails, scenic byways and similar attractions.

A bus or van tour of agricultural tourism sites should also be considered along with promotion of agricultural tourism events involving multiple farms or attractions. Packaging of visits with restaurants, lodging places and other attraction should be considered.

There is also a need for agricultural education of the seasonal population regarding matters such as the necessity to respect slow-moving vehicles and understanding the importance of farms as open space and contributors to the working landscape.

E. Natural Resource Development

The Town should adopt a *Wind Energy Facilities Law* that establishes reasonable regulations for wind energy development, if the Town wants to both protect residents and develop this resource. Such a *Law* was recommended as part of the *Land Use Plan*, but also has an economic development purpose. The Town cannot hope to accommodate such uses and allow landowners to secure the economic benefits of the leases involved if there are not sound regulations in place that protect the public interest.

Such regulations need to address issues such as noise, electronic interference, shadow flicker, access road construction and aesthetic impacts. Wind turbines can be as high 400 feet or more and have dramatic effects on ridgeline appearances, although opinions vary as to whether such facilities diminish the quality of the landscape or add visual interest. The turbines do create a certain amount of curiosity and tourism, as evidenced by their frequent promotion as attractions in those areas where wind farms have been established. However, residents and taxpayers who answered the

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community survey indicated they gave a higher priority to preserving scenic character than harvesting resources. Therefore, a thorough set of regulations is warranted.

Timber resources present similar issues and opportunities. The area offers high-quality hardwoods that provide a potential source of income for owners of open space. The income opportunities also extended to wood processing ventures. The Town should consider enacting a Right-to-Practice Forestry Law (see Appendix H for sample) to protect the rights of forest industries to grow and expand, similar to the Right-to-Farm protections already enacted by the Town.

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5.0 Community Survey Results

Please help us plan for the Town of Jefferson by checking the appropriate box or by writing the answer. Some questions will ask for only one response, while others will ask for multiple answers. Also if more than one person in your household would like to respond to the opinion questions, please feel free to pick up an additional survey form at the Town Hall or off the project website at www.shepstone.net/Jefferson.

1) How many years in total have you lived in the Town of Jefferson?

72	Less than 5 years
41	5 to 9 years
36	10 to 14 year:
40	15 to 19 year:
38	20 to 24 year:
117	More than 25 years
100	None, I am a 2nd-home owner
444	Total

2) What most influenced your decision to live here? (Please check no more than 3)

72	Born or raised here	61	Low crime rate	72	Low taxes
40	Close to work	8	Quality of local services	90	Had 2nd home here
90	Close to friends/relatives	35	Quality of schools	23	New job opportunity
68	Affordable housing costs	27	Rural nature and farmland	79	Inexpensive land

3) Which BEST describes how Jefferson has changed since you have lived here? (Please check ONE.)

50	The Town of Jefferson has become a more desirable place to live.
85	The Town of Jefferson has become a less desirable place to live.
209	The Town of Jefferson has not changed noticeably in its desirability as a place to live.
67	I have not lived here long enough to form an opinion.

4) What do you like LEAST about the Town of Jefferson? (Please check no more than 3)

163	Cost of services/taxes	131	Lack of shopping	14	Housing costs
57	Quality of services	87	Poor job offerings	54	Lack of culture & recreation options
62	Transportation difficulties	86	Lack of business opportunities	90	Impact of New York City regulations
74	Property maintenance	75	Changing landscape	44	Changing culture

5) How important, if at all, is it for the Town of Jefferson to review each of the following aspects of developments

	Not Important	Somewhat Important	Very Important
Business signs	155	175	98
Density of development	51	148	207
Hillside develop	75	164	156
Historic character	31	159	224
Impacts on right to farm	30	111	269
Impacts on streams	25	111	275
Junkyards & property maintenance	27	74	329
Mobile homes and parks	38	140	243
Landscaping	87	180	138
Lot sizes and setbacks	48	183	172
Proximity of commercial development to homes	61	136	235
Scenic impact	29	102	279
Site design and layout	49	175	175
Special uses such as cell towers & windmills	50	141	230

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6) Modern technology and ease of travel has made it possible to conduct more businesses from home.

Do you now have one or more home-based businesses? Yes No

If yes, please check the appropriate boxes that best describe those businesses.

<input type="checkbox"/> 7 Vehicle or equipment repair	<input type="checkbox"/> 7 Cosmetic sales	<input type="checkbox"/> 4 Beauty or barber shop
<input type="checkbox"/> 4 Craft or gift shop	<input type="checkbox"/> 2 Farm stand	<input type="checkbox"/> 15 Other agricultural niche business
<input type="checkbox"/> 18 Profession (e.g., accountant)	<input type="checkbox"/> 4 Welding or similar service	<input type="checkbox"/> 11 Telecommute type business
<input type="checkbox"/> 4 Gun shop or similar enterprise	<input type="checkbox"/> 0 Home care (child)	<input type="checkbox"/> 6 Home care (adults)
<input type="checkbox"/> 15 Contractor	<input type="checkbox"/> 6 Trucking business	<input type="checkbox"/> 4 Lodging
<input type="checkbox"/> 5 Clerical or similar service	<input type="checkbox"/> 3 Taxidermy	<input type="checkbox"/> 28 Other _____

7) To what extent would you generally favor spending your tax money ADDING, EXPANDING or IMPROVING public services and facilities?

	Add or Increase Support	Continue As Is	Decrease Support
Ambulance services	<input type="checkbox"/> 166	<input type="checkbox"/> 236	<input type="checkbox"/> 10
Fire protection	<input type="checkbox"/> 159	<input type="checkbox"/> 229	<input type="checkbox"/> 19
Recreational facilities or programs	<input type="checkbox"/> 124	<input type="checkbox"/> 228	<input type="checkbox"/> 36
Special property cleanup days (e.g., tire day)	<input type="checkbox"/> 207	<input type="checkbox"/> 184	<input type="checkbox"/> 16
Town roads	<input type="checkbox"/> 234	<input type="checkbox"/> 177	<input type="checkbox"/> 9

8) Where is the last place you lived prior to moving to your current address? (Please check for last TWO addresses)

<input type="checkbox"/> 32 Elsewhere in Town of Jefferson	<input type="checkbox"/> 26 Lower Hudson Valley (Ulster, Dutchess, Orange, Putnam)
<input type="checkbox"/> 35 Elsewhere in Schoharie County	<input type="checkbox"/> 210 New York City/Westchester/Rockland/Long Island
<input type="checkbox"/> 79 Elsewhere in Upstate NY	<input type="checkbox"/> 49 Pennsylvania/New Jersey/Connecticut
<input type="checkbox"/> 15 Always lived where I do now	<input type="checkbox"/> 59 Elsewhere in U.S. or outside U.S.

9) Please indicate where you work.

Principal Householder:			
<input type="checkbox"/> 59 The Town of Jefferson	<input type="checkbox"/> 5 Schenectady Cty.	<input type="checkbox"/> 64 Delaware County	<input type="checkbox"/> 112 Elsewhere in NY
<input type="checkbox"/> 40 Elsewhere in Schoharie County	<input type="checkbox"/> 2 Greene County	<input type="checkbox"/> 2 Montgomery Cty.	<input type="checkbox"/> 34 Another state
<input type="checkbox"/> 12 Albany County	<input type="checkbox"/> 11 Otsego County	<input type="checkbox"/> 1 Ulster County	
Second Householder:			
<input type="checkbox"/> 74 The Town of Jefferson	<input type="checkbox"/> 3 Schenectady Cty.	<input type="checkbox"/> 34 Delaware County	<input type="checkbox"/> 62 Elsewhere in NY
<input type="checkbox"/> 24 Elsewhere in Schoharie County	<input type="checkbox"/> 3 Greene County	<input type="checkbox"/> 2 Montgomery Cty.	<input type="checkbox"/> 27 Another state
<input type="checkbox"/> 3 Albany County	<input type="checkbox"/> 11 Otsego County	<input type="checkbox"/> 1 Ulster County	

10) Please indicate your age bracket (principal householder only).

<input type="checkbox"/> 2 <25 years	<input type="checkbox"/> 42 40-44 years	<input type="checkbox"/> 64 60-64 years	<input type="checkbox"/> 16 80-85 years
<input type="checkbox"/> 7 25-29 years	<input type="checkbox"/> 60 45-49 years	<input type="checkbox"/> 35 65-69 years	<input type="checkbox"/> 6 > 85 years
<input type="checkbox"/> 19 30-34 years	<input type="checkbox"/> 65 50-54 years	<input type="checkbox"/> 28 70-74 years	
<input type="checkbox"/> 25 35-39 years	<input type="checkbox"/> 68 55-59 years	<input type="checkbox"/> 15 75-79 years	

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11) How would you describe your present occupation?

Principal Householder:

61	Executive/administrative/managerial	31	Service occupation
87	Professional occupation	10	Farming, forestry or mining
27	Technician or support occupation	7	Precision production, craft or repair
22	Sales occupation	12	Machine operator/assembler/inspector
4	Administration support occupation	10	Transportation or material moving
1	Private household occupation	15	Handler, cleaner, helper or laborer
122	Retired	10	Homemaker
15	Retired but pursuing second career (please specify)		

Second Householder:

40	Executive/administrative/managerial	18	Service occupation
67	Professional occupation	4	Farming, forestry or mining
15	Technician or support occupation	3	Precision production, craft or repair
11	Sales occupation	3	Machine operator/assembler/inspector
18	Administration support occupation	1	Transportation or material moving
2	Private household occupation	10	Handler, cleaner, helper or laborer
70	Retired	52	Homemaker
7	Retired but pursuing second career (please specify)		

12) How would you rate the quality of the following public and semi-public services?

	High Quality	Good Quality	Neutral/Undecided	Fair Quality	Poor Quality
State Police protection	44	161	117	60	20
County police (Sheriff) protection	44	157	111	68	18
Fire protection	71	196	95	41	10
Ambulance services	73	177	100	38	17
Health care services	24	107	138	62	54
Utilities (e.g. electric)	48	206	59	62	24
State highway maintenance:	52	217	57	56	18
County road maintenance:	32	171	60	80	58
Town road maintenance:	34	142	56	100	71
Overall Town code info	17	91	154	62	67

13) Should the Town establish or improve local controls with respect to the following:

Conducting site plan review of commercial uses?	317 Yes	78 No
Protecting the right to timber using sound management practices?	366 Yes	91 No
Regulating the construction of cellular communications towers?	308 Yes	97 No
Regulating junk vehicle storage?	367 Yes	48 No
Regulating mobile home	346 Yes	57 No
Regulating wind power generation facilities?	276 Yes	122 No
Updating the Town of Jefferson Subdivision Regulations?	283 Yes	101 No

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14) Please compare the importance of each of these development issues. Circle your rating for each using the following guide, and comparing the choices: 1 = Not that important 2 = Slightly important 3 = Moderately important 4 = Very important 5 = Extremely important	Land Development Issue No.1	1	2	3	4	5	
	Protecting private property rights	12	17	56	96	240	
	COMPARED TO:						
	Managing the impact of development	24	35	107	99	144	
	Land Development Issue No.2	1	2	3	4	5	
	Economic development and job creation	43	55	122	83	106	
	COMPARED TO:						
	Staying primarily residential in character	32	34	87	98	160	
	Land Development Issue No.3	1	2	3	4	5	
	Harvesting resources (e.g., timber)	38	44	131	96	98	
COMPARED TO:							
Preserving existing scenic character	19	33	82	89	186		

Please note the above choices are not meant to suggest some of both is not possible in each case, but rather to simply compare the importance of each where choices must be made.

15) Which of the following statements BEST describes your view of zoning as a method of dealing with

78	I don't know enough about it and I am unsure about the costs and benefits of zoning for my community
71	I view zoning as an infringement on my private property rights and, therefore, favor other methods
208	I support zoning but favor a limited approach that balances property rights and development
59	I want to see a very strong zoning law that addresses all the major land development issues

16) Where would you like to see your community in the next 10-20 years? Please indicate how important each possible goal is to you. Circle your rating for each using the following guide: 1 = Not that important 2 = Slightly important 3 = Moderately important 4 = Very important 5 = Extremely important	Clean and green environment	1	2	3	4	5
	Clean and green environment	9	11	44	102	270
	Vibrant tourism industry	83	74	134	81	58
	Strong natural resources industry	41	64	148	92	75
	Higher quality forms of development	69	58	132	103	53
	More affordable housing	94	88	127	61	55
	More high valued housing	117	88	106	72	33
	More local shopping opportunities	81	66	104	107	73
	More recreation for residents	78	75	118	91	69
	More second-home development	145	92	104	51	29
More small-scale industrial jobs	82	89	116	84	51	
Preservation of remaining farms	11	15	70	119	218	
Jefferson hamlet revitalization	25	33	85	142	138	
More agricultural niche business	15	38	130	127	117	

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6.0 Appendices

- A - Draft Revised *Subdivision Regulations*
- B - Draft *Rural Land Development Law*
- C - Draft *Wind Energy Facilities Law*
- D - Draft *Junkyard Law*
- E - Draft *Junk Storage Law*
- F- Draft *Manufactured Home Law*
- G - Draft *Road Law*
- H - Draft *Right-to-Practice Forestry Law*

(SEE ATTACHED)