



# Town of Jerusalem COMPREHENSIVE PLAN

August 2006

2006 Comprehensive Plan

Town of Jerusalem



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# TOWN OF JERUSALEM COMPREHENSIVE PLAN

## EXECUTIVE SUMMARY

The Comprehensive Plan of the Town of Jerusalem provides an overall framework for future public and private investment and decision making in the community. It articulates an overall vision for the town and the means to achieve the objectives set forth. The process for and the contents of the plan are consistent with New York State Town Law 272-a, and accordingly, must be adopted by the Town Board following a public hearing. The approval process, however, does not preclude future review and amendment. The visions and policies contained in the plan should be perceived as flexible. As the conditions upon which the document is based change, it is reasonable to assume that its contents may need to be changed as well. The plan is intended to serve as a guide for the next 10 to 15 years; nevertheless, it should be reviewed periodically by the community.



### Existing Conditions

The Comprehensive Plan includes a detailed Existing Conditions section. It consists of a detailed inventory and analysis of conditions that affect the social, economic and environmental character of the Town of Jerusalem. Reliable resources such as the United States Census, the New York Department of Transportation, the New York Department of Environmental Conservation, the Yates County Real Property Services Department, the Genesee Finger Lakes

Regional Planning Council, and the Town of Jerusalem were used to compile the data needed for an accurate representation of the town. Collectively, this information illustrates current conditions in the town, providing an important backdrop as the community pursues its vision and goals.

### Vision

The Town of Jerusalem recognizes that its natural resources, rural heritage, and unique environmental features are the primary reasons why people live, work and visit the community. Keuka Lake, scenic vistas, rolling terrain and abundant open space and farmland are just some of the features that make our community so special. A wide range of local recreational and cultural attractions are available throughout the town, with primary regional employment centers within a thirty minute drive. Jerusalem will continue to support its current farming industry, recognizing



its valuable economic and aesthetic contributions to the town. Community resources, such as Keuka College, will continue to attract visitors and residents to the township. The town will support and expand hamlet areas and well designed commercial development that meet the community's economic and social needs. Commercial and residential development will occur at a rate and density that is suitable for existing and future infrastructure and will be designed to preserve the town's rural character and rich cultural heritage.

## Policies

The following policies relating to various aspects of the community will be implemented by the Town of Jerusalem to guide future actions and decisions.

Natural Resources: To protect Jerusalem’s vital natural and environmental resources, ensuring the health, safety and welfare of the residents while conserving these critical assets for future generations including the identification and protection of key environmental areas, particularly the waterfront and steep slope areas.



Farmland & Open Space: To conserve Jerusalem’s rural heritage and to protect our active farmland and valuable open space through the support of regulations and actions designed to control encroachment of residential and commercial development on these areas.

Residential Living: To ensure that the Town of Jerusalem offers a wide range of residential opportunities to its residents, available at every income level, and designed to support the rural character and protect the vital environmental resources of the town.

Local Commerce: To have local businesses and managed commercial/industrial development within the town that meets the needs of residents and visitors through the encouragement of year-round small businesses that respect the scale and character of the community, promoting development within existing hamlet areas and areas with existing sewer and water infrastructure.

Tourism: To encourage tourism activities that celebrate the Town’s natural resources, scenic beauty, and rich history in ways that preserve them for future enjoyment, and to identify economic development opportunities related to tourism.

Community Resources: To have community resources, such as Keuka College and many historical sites, that meet the needs of residents, visitors, and local businesses and to seek new ways to protect and promote the community’s historical, natural, and cultural resources.



Parks and Leisure: To provide recreation and parks facilities that meet the current and future needs of our residents and visitors including the development of walking trails, historical interpretation, other recreational resources, and the expansion of public access to waterfront and open space areas.

## Strategies and Actions

The proposed strategies and actions to implement this plan are summarized on the following page.

## Future Land Use Plan

The future land use plan section of the Comprehensive Plan is primarily designed to provide guidance for future development patterns and appearances. This section does not constitute an enforceable law, such as a zoning ordinance, but it does outline the vision for future land use and should be considered a foundation for future zoning revisions.

The future land use pattern of the Town will build upon the unique natural features that define the rural landscape of the community, and respects the settlement patterns defined by citizens over the past several generations. It is intended to provide the Town with a predictable growth pattern, allowing for fiscal prudence and the long-term conservation of the features that define the community's rural quality of life.

## Conclusion

As the Town of Jerusalem enters the 21st century, pressures for additional growth and development will increase. The Town must build upon its rich heritage and natural beauty while addressing the growth of the community. This Comprehensive Plan is the result of several years of review and planning and provides the foundation for this growth management.

The policies, visions, and strategies set forth in this plan shall be used to guide future decision-making and actions. Designed as a user-friendly document for town officials and staff members, community leaders, and other involved community members, this plan will rely on everyone in the community to complete the tasks included in the Plan. Successful implementation requires ongoing communication and cooperation among the leaders and residents of Jerusalem.







## INTRODUCTION

Jerusalem is a picturesque, rural town located in central Yates County that enjoys a high quality of life and an abundance of agricultural land and open space. It boasts some of the most scenic landscapes in all of the Finger Lakes region, featuring rolling hills, dramatic valleys, and beautiful Keuka Lake. The Town is rich in agriculture and includes a significant presence of Mennonites or “plain” communities. Tourism and recreation are also strong in Jerusalem, as the lakes, wineries, and stunning landscape of the region attract thousands of people each year.

The Town contains a variety of residential settings, including lakeside cottages, rural homesteads, and traditional hamlets. The hamlets, such as Branchport, Keuka Park, and Guyanoga, offer a limited number of services and retail opportunities. Residents of Jerusalem mainly depend on larger adjacent communities, including Penn Yan, Canandaigua, and Geneva for their service and retail needs.

Jerusalem is home to a number of points of interest that serve both the Town and the surrounding region. Keuka College, Garrett Memorial Chapel, Esperanza Mansion, and Keuka Lake State Park are all popular destinations that contribute to the quality of life of the community. Jerusalem also has wineries and several bed and breakfasts that support the growing tourism industry in the Finger Lakes Region.

Whether residents were born and raised in this town or relocated here to find the quiet life, Jerusalem is the kind of place where people stay for a long time. Although Jerusalem has attracted a wide range of year-round and seasonal residents, there is a collective desire to maintain and protect the community’s quality of life, beautiful natural environment, and quiet lifestyle.

### WHAT IS A COMPREHENSIVE PLAN?

This Comprehensive Plan articulates an overall vision for Jerusalem and the means to achieve the objectives set forth. The process for and the contents of the plan are consistent with New York State Municipal Law (NYS Town Law 272-A), which defines a comprehensive plan as:

*“the materials, written and/or graphic, including but not limited to maps, charts, studies, resolutions, reports and other descriptive materials that identify the goals, objectives, principles, guidelines, policies, standards, devices and instruments for the immediate and long-range protection, enhancement, growth and development of the town. The town comprehensive plan shall...serve as a basis for land use regulation, infrastructure development and public and private investment, and any plans which may detail one or more topics of a town comprehensive plan...”*

A comprehensive plan provides an overall framework for future public and private investment and decision making in the community. This investment can take many forms, such as, but not limited to, financial, civic and creative resources. In Jerusalem, it is this collective investment by residents, businesses, churches, schools, volunteer organizations and local government that will shape the physical, social and economic character of the town. The very existence of this document will help simplify and accelerate the process of obtaining funding for future projects.

As government and non-profit money gets tighter, funding bodies are more and more insistent on long and mid-range planning. Granting agencies want to see that municipalities are acting in concert with stated objectives with a clear vision of some future goal. They want to eliminate ad hoc projects and assure that funds are spent in pursuit of a well-defined purpose.

According to New York State Law, the Town's comprehensive plan must be adopted by the Town Board, which requires a public hearing. However, this approval process does not preclude future review and amendment. The vision and policies contained in this document should be perceived as flexible. As the conditions upon which the document are based change, it is reasonable to assume that its contents may need to be changed as well. The plan is intended to serve as a guide for the next 10 to 15 years. However, this plan should be reviewed periodically by the community, with a more formal revision to occur at the end of the 10- to 15-year planning period.

## PROCESS OVERVIEW

In its simplest form, long-range planning includes three key activities: understanding the present condition; identifying the desired end state; and determining the best methods for achieving it. The Town selected a Steering Committee to help identify key issues that should be analyzed during the planning process. They guided the planning process from its inception, taking an active role in all key phases of plan development.

Committee members represented diverse perspectives from within the Town and served as an initial information source and sounding board for ideas and recommendations. In addition to citizen representation, the Steering Committee included representatives from the Town Board, the Planning Board, the Zoning Board, the Penn Yan Central School District, and the local business community.

In addition to the diverse perspectives represented on the Steering Committee, the planning process included several public outreach and input opportunities to ensure that the Comprehensive Plan reflects the entire community's vision for the future.

To accomplish this, the Town incorporated the following public participation techniques into its planning process:

**Community Survey** – A mailing was sent to each property owner in the Town, asking them to complete a survey about various issues such as community values, residential development, open space and agriculture preservation, and community services. Of the 2,270 surveys sent out, 871 (38%) were returned – a very high response rate.

Key findings of the survey included widespread support for managed growth, development standards, and other land use regulations. Questions about community values indicated support or strong support for protecting the Town's rural character (90%) and maintaining agricultural activities (92%), while encouraging additional office/industrial, and residential development were opposed or strongly opposed (58% and 56%, respectively). A large percentage of residents support or strongly support zoning and regulatory issues aimed at preserving scenic views (94%), lake water quality (97%), land subdivision regulations (81%), and commercial development guidelines (84%). Although it received over 72% support/strong support combined, the highest overall opposition in the zoning and regulatory issues section was to stricter property maintenance standards.

Regarding public infrastructure, 48% of respondents supported or strongly supported the expansion of the water system, while 35% opposed or strongly opposed it. Similar trends were noted with the expansion of sewer districts, with 59% voicing support or strong support and 27% opposing or strongly opposing any expansion.

The survey also found that economic development priorities included developing more cooperative ventures with Keuka College and promoting recreation and tourism opportunities. Respondents ranked the preservation of lakes, streams, wetlands, and scenic views as the top priorities regarding the natural environment.

**Community Design Workshop** – This workshop was held on Wednesday, June 29, 2005 at Keuka College. It provided community members with an opportunity to give their input on development patterns, the types of development suitable for the town, as well as preferences for the design of the community. The workshop included an overview of the planning process, a creative brainstorming exercise, a Preferred Development Survey, a Strengths, Weaknesses, Opportunities, & Threats (S.W.O.T.) Analysis, and a hands-on exercise in which participants created conceptual designs for Jerusalem’s future development.

The Preferred Development Survey (PDS) gave attendants an opportunity to view a variety of images and rate them according to their appropriateness for Jerusalem. For example, pictures of different residential styles were shown such as suburban subdivisions and traditional village streets. Each attendant rated the pictures, yielding an average score for each picture. The average scores gave insight into how the residents would like their community to look.

The following were the five highest-rated images.



The following were the five lowest-rated images:



The results of the PDS indicate that while residential and commercial uses are valued parts of the community, carefully-planned site design and attractive architecture are key components in any such future development. The survey also reinforced the community's desire to preserve open space and agricultural lands while encouraging any future development to be traditional style that is small-scale and pedestrian friendly.

The S.W.O.T. Analysis was a procedure that allowed the community to brainstorm about the issues and characteristics, positive or negative, associated with Jerusalem. It was performed first with the Steering Committee and then with the general public at the Community Design Workshop. The results of the two analyses were fairly consistent with each other.

The following are key items identified in both S.W.O.T. Analyses:

<p><b>Strengths</b>  Vineyards and farms  Lakes and hills  Wetlands  Quality people  Keuka College  Historical sites  Growing Mennonite population  Wild animal population  The Bluff</p>	<p><b>Opportunities</b>  Careful growth planning  Wind power  Open space and agriculture preservation  Lake water quality protection  Facilitating commercial development  Expanding sewer and water</p>
<p><b>Weaknesses</b>  High taxes  No subdivision plan  Lack of recreation facilities/access to the lake  Rough highways  Lack of jobs  No senior housing  Jet-skis on the lake  Not enough retail for residents</p>	<p><b>Threats</b>  Loss of landowner rights  Unplanned development  Lake pollution  Rising taxes  Development in environmentally sensitive areas  Pricing out long time residents</p>

The final component of the Community Design Workshop consisted of break-out groups that examined a Draft Future Land Use Map. A land use primer was presented at the beginning of the workshop, and attendants applied those concepts as they examined the map. Each break-out group discussed potential alterations to the map and the ramifications of these decisions. Marked-up maps and general input were gathered from each group and this information was used to make appropriate modifications to the Future Land Use Map (see Map 13).

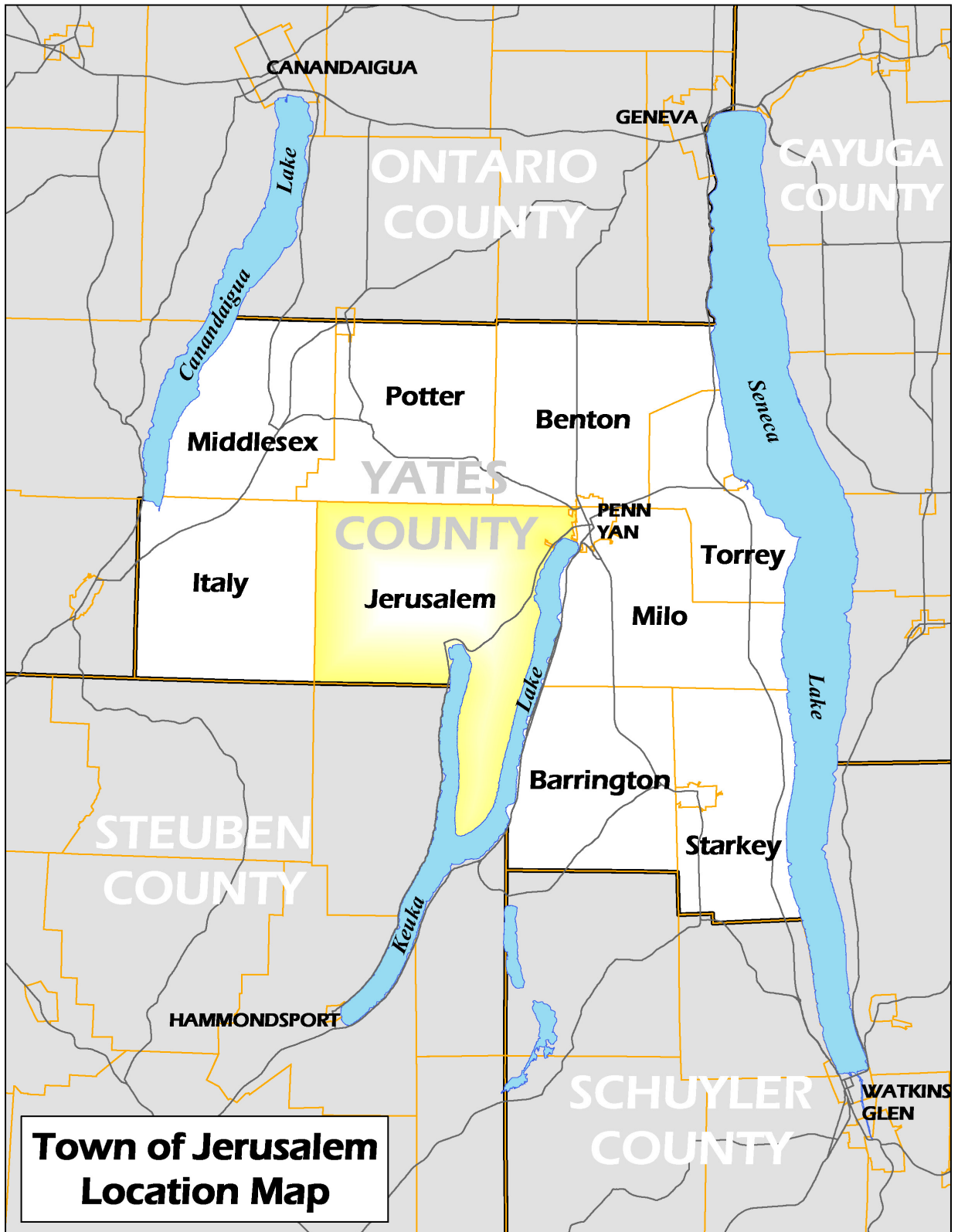
**Final Public Hearing** – A final public hearing was held to review the Final Plan, provide opportunities for public comment, and officially adopt the Plan.

The Community Survey, Steering Committee meetings, Community Design Workshop, Final Public Hearing, and S.W.O.T. Analyses contained a relatively consistent collection of priorities and values expressed by the Town. Using these priorities and values, the Town drafted and adopted the following Vision Statement.



## The Vision of the Town of Jerusalem

*The Town of Jerusalem recognizes that its natural resources, rural heritage and unique environmental features are the primary reasons why people live, work and visit the community. Keuka Lake, scenic vistas, rolling terrain and abundant open space and farmland are just some of the features that make our community so special. A wide range of local recreational and cultural attractions are available throughout the town, with primary regional employment centers within a thirty minute drive. Jerusalem will continue to support its current farming industry, recognizing its valuable economic and aesthetic contributions to the Town. Community resources, such as Keuka College, will continue to attract visitors and residents to the township. The Town will support and expand hamlet areas and well designed commercial development that meet the community's economic and social needs. Commercial and residential development will occur at a rate and density that is suitable for existing and future infrastructure and will be designed in a way that supports Jerusalem's desire to preserve its rural character and rich cultural heritage.*





## EXISTING CONDITIONS OVERVIEW

Community Planning is a complex process that requires considerable forethought. However, determining the direction and vision for a community's future demands an examination of past and present conditions. Understanding the current social, physical and natural environments and how they have changed over time helps to ensure better decision making.

The inventory and analysis portion of the plan addresses a wide range of conditions that affect the social, economic and environmental character of the Town of Jerusalem. The topics selected in this section were based on input received from the Steering Committee and reflect some of the critical areas that will be addressed by the plan's vision and goals.

Reliable resources such as the United States Census, the New York State Department of Transportation, the New York State Department of Environmental Conservation, the Yates County Real Property Services Department, the Genesee Finger Lakes Regional Planning Council and the Town of Jerusalem were used to compile the data needed for an accurate representation of the Town.

In the demographics section, data from several points in time have been provided to show the trends in the Town of Jerusalem. Observing changes over time allows us to make educated assumptions about future conditions based on recent trends. Where appropriate, information at the County level has been included as well, providing context and an understanding of regional dynamics that may be affecting the Town.

It is important to note that information from the 2000 Census was used when available. However, as more data are published, a review of the information should be conducted to ensure the accuracy of the conditions information, upon which the direction and goals of the plan are based.

## DEMOGRAPHIC INFORMATION

### Population

The number of people residing in a community is one of the most basic indicators of change in a community. Changes in population impact a wide range of community services, dictate development demands and affect environmental quality and stability.

According to 2000 US Census figures the Town of Jerusalem's population is 4,454, up almost 20 percent from 1990 (3,717). Jerusalem's population growth in that time period was more than double that of the County. Yates County's population increased almost 8 percent to 24,621 in 2000. That kind of dramatic population increase has not occurred in the Town since 1970 when it increased 29 percent from 1960. The population figures, as reported by the Census Bureau, are based on the Census' short form questionnaire, in which all households were surveyed. It is possible that the figures do not fully account for the community's seasonal residents since a majority of the questionnaires would have been completed (either by household residents or with Census workers' assistance) between March and April 2000. While the data contained in the Census is the most comprehensive, it should not be considered infallible.

Although the Town experienced an unusually large jump in population, projections for future population growth predict a steady, moderate rise. Developed by the Genesee Finger Lakes Regional Planning Council, the projected increase in population between 2000 and 2010 is 7.3 percent, approximately 2 percentage points higher than the County's anticipated population growth. While this is a good indicator of future growth in the community, the Town should be prepared for larger increases. The growing number of retired persons in the region, personal financial growth, and the abundance of available development opportunities could expedite Jerusalem's population growth.

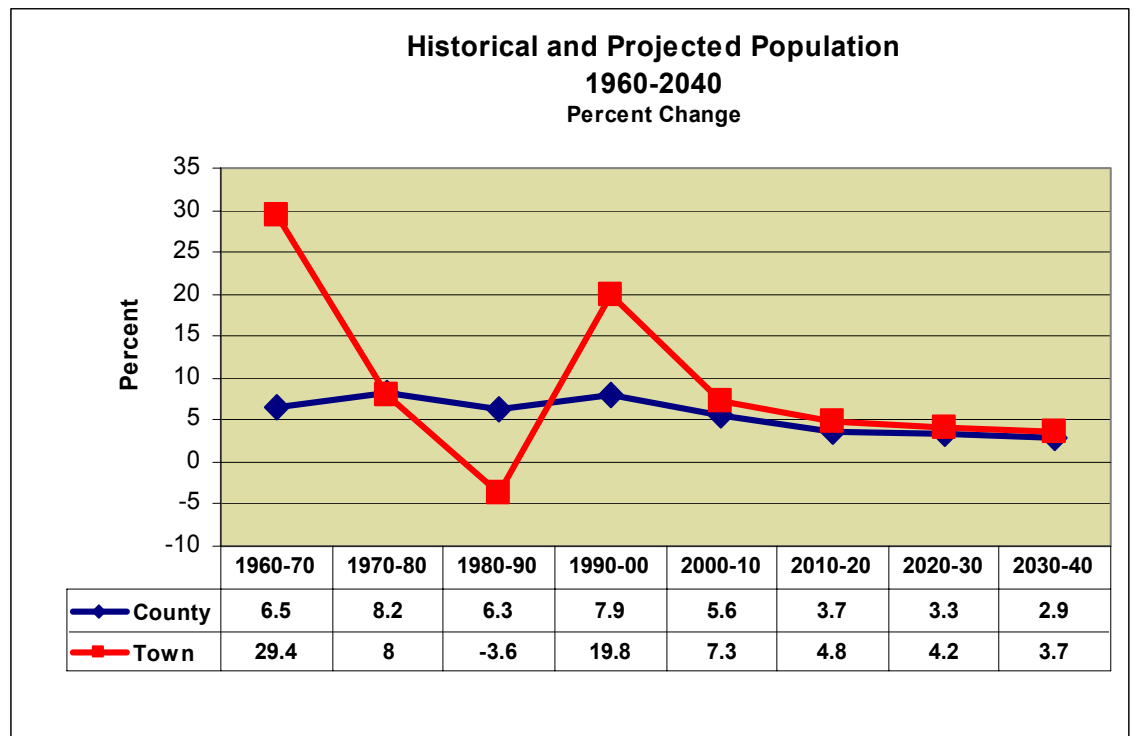


Figure 1: Source, Genesee Finger Lakes Regional Planning Council

# Age

The age breakdown of the Town's population is an important consideration in determining changes to current and future level of services provided within the community. For example, an increasing number of pre-school and school-aged children might indicate the need for enhanced educational services and facilities to accommodate future increases in demand. Changes in the senior population can impact the type and location of residential housing development and the need for services that cater to seniors.

As Figure 2 illustrates, marginal changes in the Town's age breakdown occurred between 1990 and 2000. For example, the number of children under the age of five decreased by 2 percentage points to 4 percent. Although this decrease may not be large enough to significantly impact services, this drop could change classroom numbers and sizes in the future. Additionally the loss of population in the age group could be an indication that people with young children are leaving the area or not locating here with the same frequency as people in other age groups. The number of people aged 25 to 44 years dropped eight percent to 20.2 percent of the entire population.

The change in households mirrors the changes in population. Families made up 69 percent of the total households in the 2000 Census, down from 73 percent in 1990. And between 1990 and 2000, the 45 to 54 age cohort grew over five percent. These changes in age might reflect the increased development of lakeside and lakeview properties during that same time period.

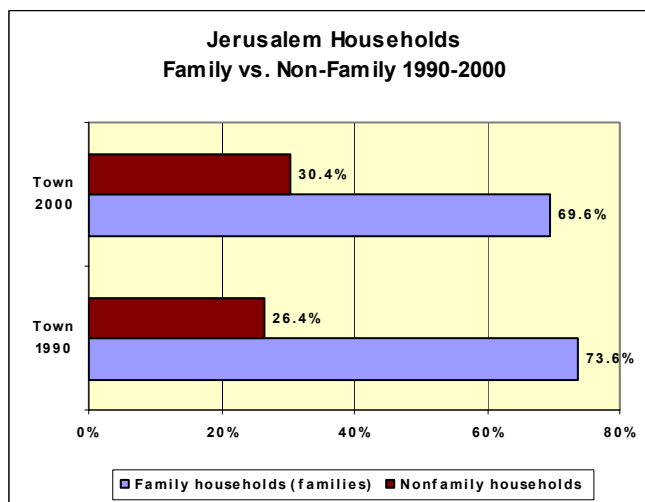
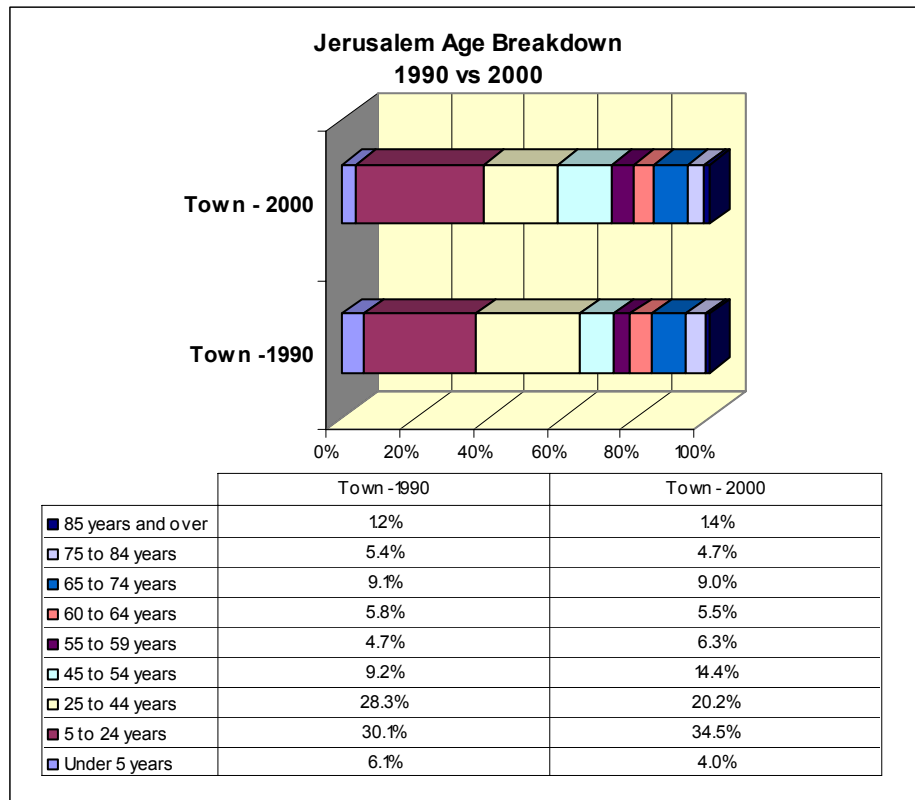


Figure 2 (Top): Source, US Census; Figure 3 (Bottom): Source, US Census

## Household Data

Although much of the demographic information outlined in the existing conditions analysis is based on total population, it is interesting to note changes in household makeup over time. Changes in household can provide insight into the dynamics of the community that will assist in identifying future service and development needs.

In 2000, the number of households in Jerusalem increased to 1,606, which is an 18 percent jump from 1,360 households in 1990. Jerusalem's household make-up also experienced some changes during this time period. The percentage of one- and two-person households increased by about four percent while the percentage of three- and four-person households decreased by about four percent. This change in the number of people per household is consistent with population trends showing slight decreases in pre-school and parent-aged groups.

In 2000, the number of total household units was 2,523. Of those units, 808, or 32%, were considered seasonal, recreational, or occasional use. While specific population figures are not available, this gives a sense of how much of Jerusalem is made up of part-time residents.

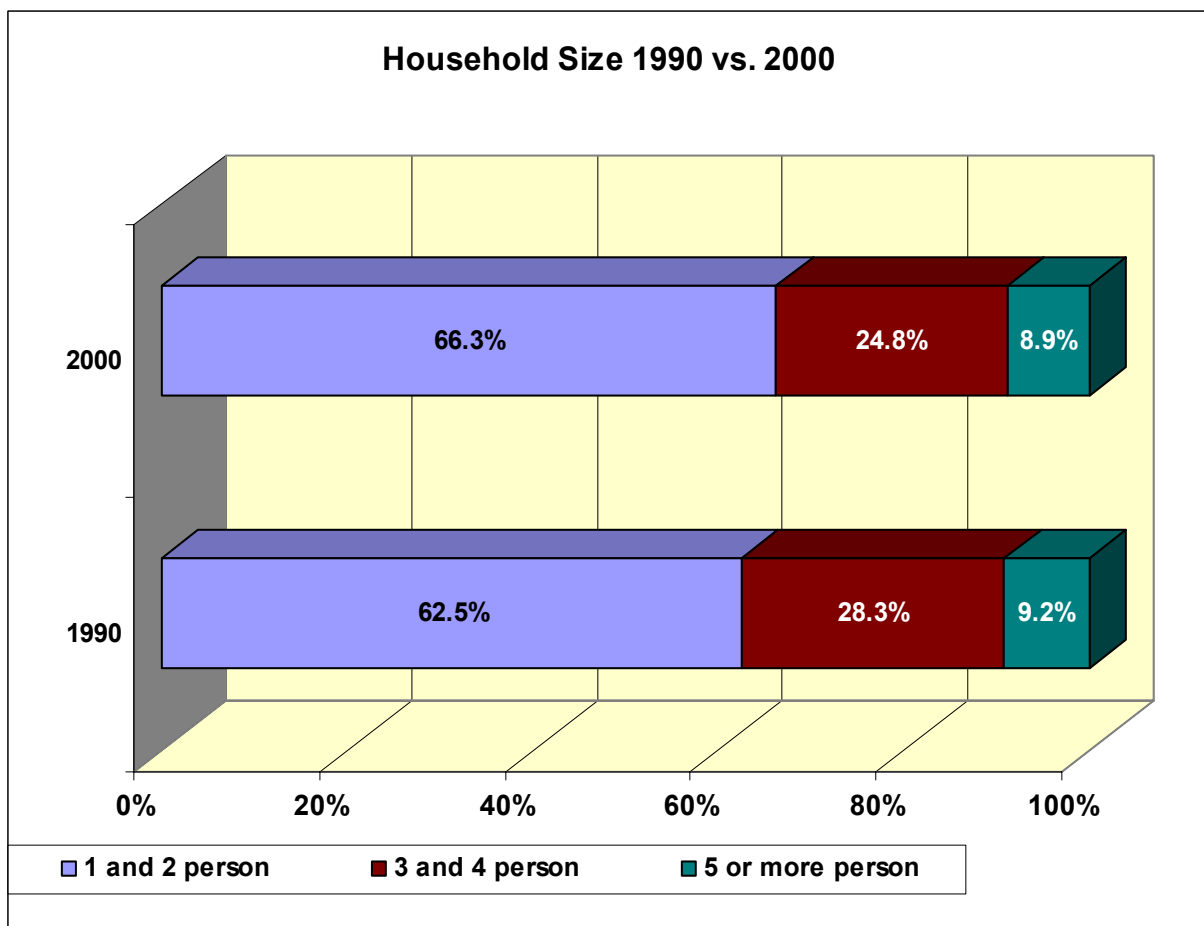


Figure 4: Source, US Census

## Income

Residents' wealth and disposable income provide insight into retail patterns and needs, the types of residential development that can be supported and the potential demand for future services. As Figure 5 indicates, the median family income, when adjusted for inflation, has only increased 3.7 percent. This increase is comparable to the County's increase of 4 percent.

Although the Median Family Income doesn't seem to indicate any major changes in income, the breakdown of family households tells a slightly different story. While the percentage of middle-class earners has remained relatively constant, the percentage of low-income residents and very high-income residents has changed considerably, as is shown in Figure 6. In 1990, there were no families in the \$150,000 or more income category; in 2000 that category consisted of 4.7% of Jerusalem's families. The percentage of families earning under \$25,000 decreased from 34.7 to 22.3 percent, while the percentage of families earning \$75,000 more than doubled, increasing from 8.3 to 18.5 percent. The increase in families with higher incomes may provide

commercial and support service development opportunities. It also raises the question of whether the Town's lower-income residents will continue to drop due to gentrification. A good mix of income levels helps to ensure that a community is diverse and balanced. Ensuring that all income levels are welcome in the Town will be addressed in the Plan's Vision and Goals.

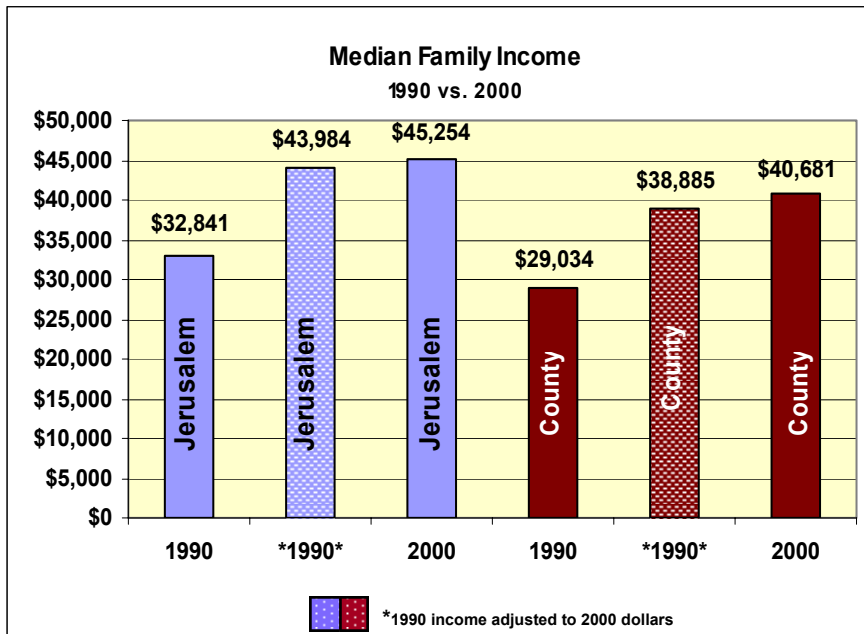


Figure 5: Source, US Census

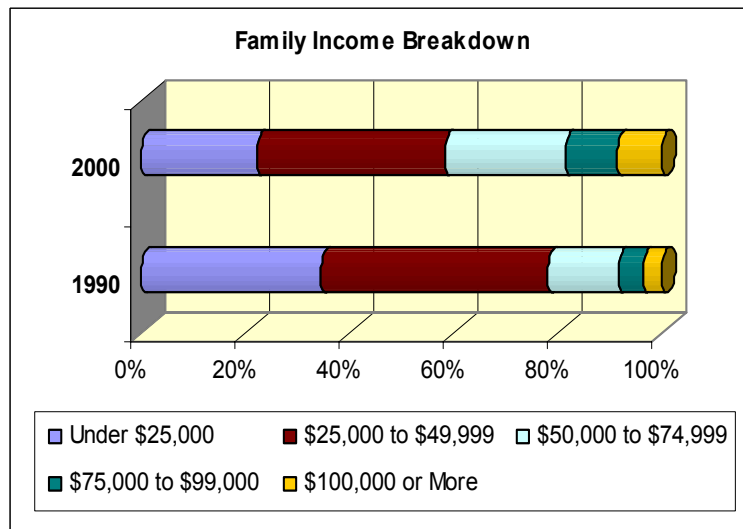


Figure 6: Source, US Census

## Education

The education level of a given community is almost always interconnected to employment and income levels. Communities with higher educational attainment tend to have higher employment and income levels. The educational attainment of a community or region is sometimes a significant factor in businesses' location decisions, especially employers requiring an educated labor force.

Between 1990 and 2000, a larger percentage of Town residents had obtained a college degree, Associates Degree or higher. In fact, the percentage of residents with graduate or professional degrees rose over 4 percent to 14.3% (Figure 7). Since it is not possible to know the age cohorts that comprise each educational level, we do not know whether the increase in educational attainment is a result of long-time residents seeking advanced degrees or a result of the influx of affluent lakeside residents who are likely to have college degrees. In 2000, just under 3 percent of school age children were enrolled in pre-primary school, 49 percent enrolled in elementary or high school and 48 percent enrolled in college (Figure 8).

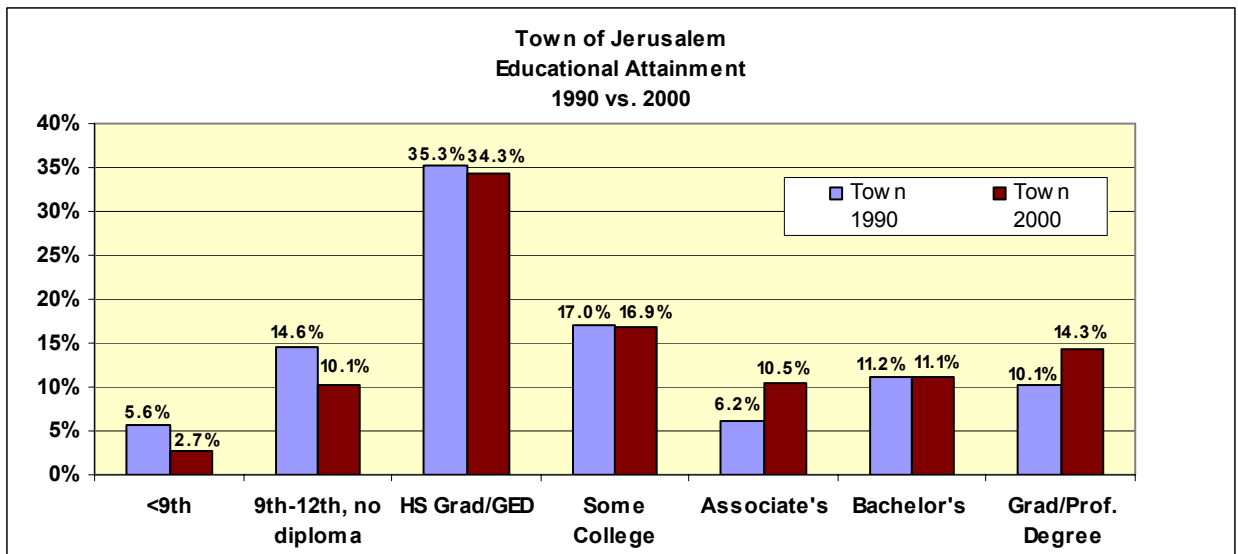


Figure 7: Source, US Census

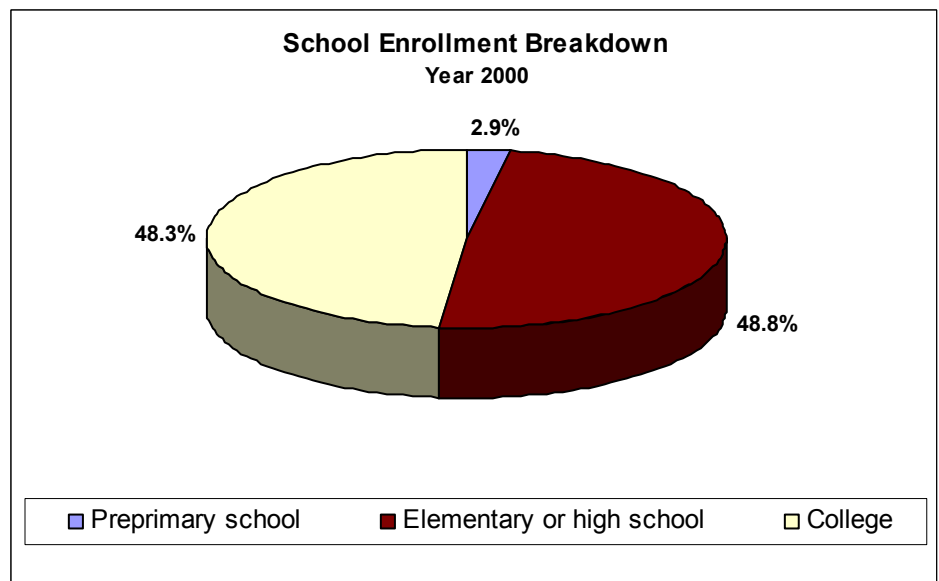


Figure 8: Source, US Census

## Employment

Employment statistics provide important information about a community's social and economic status. One of the most basic employment indicators is the unemployment rate. Unemployment data from the New York Labor Department is not available at the town level for communities with less than 25,000 people. However, County unemployment figures, which are available, offer a regional perspective that illustrates how the area's economy is performing. Yates County's unemployment rate in 2003 was 4.3 percent. The current unemployment rate is comparable to, and often lower than, other Western New York counties, which ranged from 5.6 (Ontario) to 8.4 (Steuben).

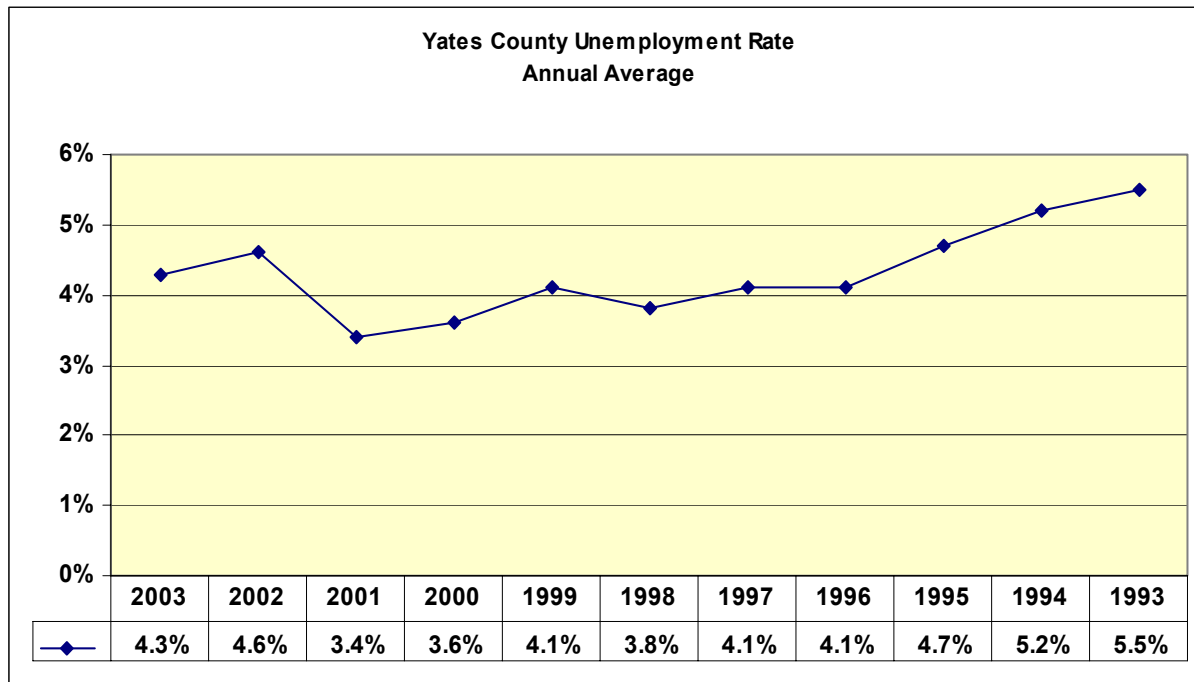


Figure 9: Source, NYS Labor Department

If unemployment rates provide a general indication of economic performance, a breakdown of residents' employment by occupation provides insight into the social climate of a community. The breakdown of occupations can often be tied to education levels and the types of resources found in a community. More than three quarters of Jerusalem residents have management, professional, sales and office, or service occupations. Consequently, it is reasonable to assume that there is a wide range of educational and income levels among town residents.

In reviewing the chart below (Figure 10), it is important to note that the breakdown of occupation provided for the town's residents does not equate to the breakdown of occupations available within the town.

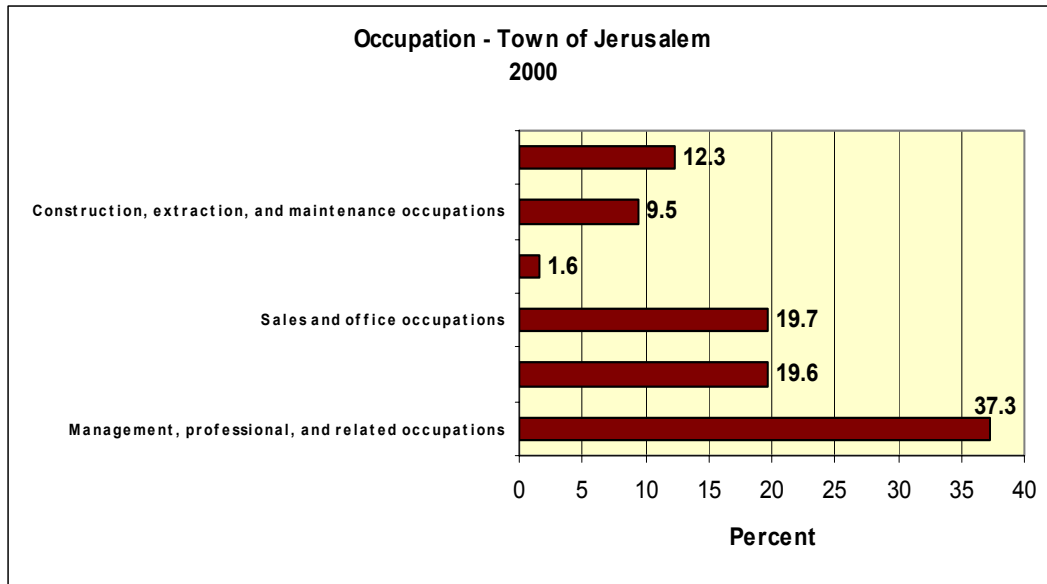


Figure 10: Source, US Census

In the early stages of review, Steering Committee members questioned the low percentage of residents identified in the farming, fishing and forestry occupation category. According to the Census, occupations describe the type of work that person does on the job, while industry describes the kind of business conducted by a person's employing organization. One industry could have multiple occupations within it, which could explain the low number in the farming, fishing, and forestry occupation field above. As Figure 11 shows, the agriculture and related industries account for 3.4 of Jerusalem's eligible workforce (16 years and older). A significant portion of Town residents (38.5 percent) are employed in the educational, health and social services; manufacturing was a distant second.

Industry (workforce 16+ in age)	Percent
Wholesale trade	1.3%
Information	2.2%
Public administration	3.2%
Agriculture, forestry, fishing and hunting, and mining	3.4%
Other services (except public administration)	3.9%
Finance, insurance, real estate, and rental and leasing	4.1%
Transportation and warehousing, and utilities	4.2%
Professional, scientific, management, administrative, and waste management services	4.4%
Retail trade	7.0%
Construction	7.3%
Arts, entertainment, recreation, accommodation and food services	8.8%
Manufacturing	11.6%
Educational, health and social services	38.5%

Figure 11: Source, US Census



## Housing and Residential Development

Over the last decade, Jerusalem's level of homeownership has remained relatively consistent, with owner-occupied housing increasing from 83 to 84 percent (Figure 12). Communities typically view a high percentage of homeownership favorably because it indicates that the community's residents are enjoying financial wellbeing and the town's property values will be maintained or increase. While this is true in many communities, the low percentage of renters can sometimes indicate a lack of diverse housing choices. Individuals or families that cannot afford to buy a home may have to leave town to find suitable rental options. This may be the case in Jerusalem, which has a lower percentage of renters than the County as a whole.

The housing stock in Jerusalem varies widely in age, style and condition. Almost 50 percent of the housing in Jerusalem was built in 1940 or earlier. The age of housing could become an issue for the Town in terms of the development and enforcement of property maintenance standards. Often times, older housing stock, especially homes that have not been maintained through the years, are the focus of property upkeep issues. The higher the percentage of older homes, the higher the chances that housing stock maintenance will be needed. A majority of the community's oldest homes are farm houses and homesteads located along the rolling terrain of the town.

However, a majority of the newer homes are single family homes built on lakefront or lakeview properties. Over 6 percent of the Town's housing stock (as of the year 2000) was built between 1995 and March 2000. This represents a significant increase in the housing stock in a relatively short period of time.

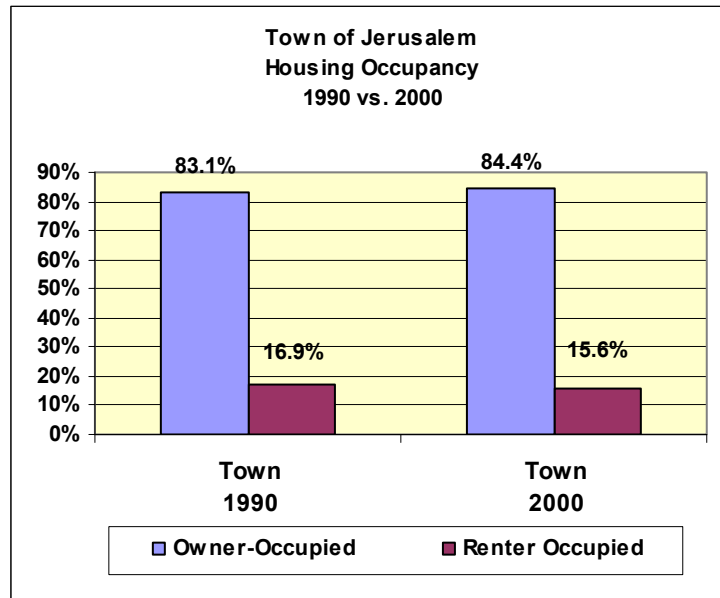


Figure 12: Source, US Census

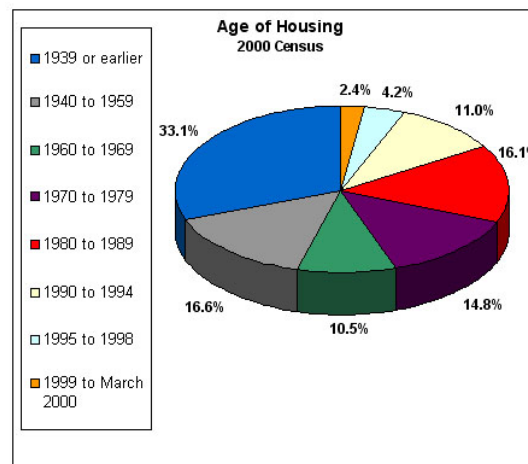


Figure 13: Source, US Census

## Housing Values

In 2000, the median value of owner-occupied housing in the Town (\$93,500) was over 23 percent higher than that of the County (\$75,600). The median rent was only slightly higher in the Town (5 percent). It is likely that the median housing value is skewed upward as a result of the more expensive lakefront properties. Housing and property values in these areas have increased significantly over the last 10 years or more.

Sales information for the entire Town was obtained from the Greater Rochester Association of Realtors. As the data indicates, housing sales have steadily increased in price, with the average sales price nearly doubling between 2002 and 2005. This data also is likely to be slightly skewed upward as a result of the more expensive lakefront properties. The amount of properties sold has remained fairly constant between fifty and sixty units per year, indicating steady sales in the Town.

Town of Jerusalem—House Sales by Year

	<b>2005</b>	<b>2004</b>	<b>2003</b>	<b>2002</b>
<b>Median Price</b>	\$249,000	\$126,500	\$135,000	\$137,500
<b>Average Price</b>	\$309,979	\$202,395	\$170,970	\$157,835
<b>Total Sales</b>	\$18,908,744	\$12,548,500	\$10,258,230	\$8,049,600
<b># Properties sold</b>	61	62	60	51

Figure 14: Source, Greater Rochester Association of Realtors

## Cost of Development

Although residential development is often an indicator of prosperity and growth in a town, it does come at a cost. “While farmland pays less in property taxes than residences do, it requires significantly less in public services. ‘Cost of Community Services’ studies from around the country have demonstrated that farmland and forestland generate a net property tax ‘profit’ while houses generally cause a property tax ‘loss’ (due to demand for expensive public services). Thus having farmland in a community can help maintain a lower demand for public services and keep property taxes lower. By forcing growth in areas with access to underutilized infrastructure, communities can promote fiscal efficiency, preserve farmland and open spaces and avoid costs of sprawl.”\*

\* “American Farmland Trust’s Guide to Local Planning for Agriculture in New York”, 2005; p8.  
This document is available for purchase online at [www.farmland.org/resources/publications](http://www.farmland.org/resources/publications).

## NATURAL AND PHYSICAL FEATURES

### Water Bodies and Wetlands

#### Wetlands

Wetlands play an integral role in the natural environment. Wetlands have highly absorptive properties that reduce the impact of flooding and water quality degradation from surface water run-off. They filter out particulate matter including various industrial and agricultural pollutants. From an ecological standpoint, freshwater wetlands can provide a wide range of habitat areas that increase biological diversity for plants, insects, fish, and terrestrial wildlife. Development practices should be minimized around critical wetland areas as defined by the New York State Department of Environmental Conservation (DEC).

Map 1 highlights DEC regulated wetlands in the Town of Jerusalem. The DEC regulates wetlands that are 12.4 acres or greater. Additional federally regulated wetlands not categorized by the DEC may exist in the town. In order to avoid costly fines and penalties, developers should contact the DEC Regional Office 8 for permitting information if any wetlands exist on a proposed site.

#### Watersheds and Waterbodies

A watershed is defined as the area of land that drains into a particular body of water. The Town of Jerusalem is primarily in the Finger Lakes – Lake Ontario watershed. Within that watershed, most of the town’s waterbodies flow into Keuka Lake. The southwestern corner of Jerusalem drains south into the Cohocton River and eventually into the Susquehanna River, making it one of the northernmost reaches of the Chesapeake Bay watershed.

The New York State Department of Environmental Conservation (DEC) classifies all waterbodies according to their “best use”, a designation that takes into account such factors as stream flow, water quality, and desired uses of the water and its bordering lands. DEC programs are designed to achieve and maintain the best use for each of these waterbodies. The following are the major waterbodies and their best use classification (see Map 1).

- Keuka Lake (AA) – suitable for drinking, swimming, fish propagation, and fishing. DEC studies conclude that Keuka Lake's water is very clear and well oxygenated at all depths, enabling fish to occupy both shallow and deep water habitats. Rooted aquatic vegetation is confined mainly to the northernmost ends of the lake's two arms, and to the lake's south end. There are also weedbeds around prominent points and deltas.
- Sugar Creek (C) – suitable for fish propagation and fishing. Sugar Creek flows

- south through the Guyanoga Valley into the west branch of Keuka Lake.
- Nettle Valley Creek (C) - suitable for fish propagation and fishing. Nettle Valley Creek flows north through the hamlet of Friend and into Ontario County and eventually Lake Ontario.
- Fivemile Creek (C) - suitable for fish propagation and fishing. Fivemile Creek, located in the southwest corner of Jerusalem, drains the Jubertown swamp and flows south into Steuben County and eventually Chesapeake Bay.

## Floodplains

Areas that are prone to flooding due to water volumes exceeding a natural water body's capacity are known as floodplains. The most critical floodplain to consider is the 100-year floodplain, which is typically impacted by a flooding event once every 100 years. Development in these areas should be minimized and may be subject to NYS Department of Environmental Conservation review and permitting. In addition, the town should cooperate with Yates County in any flood mitigation planning to minimize the potential for property damage and loss of life due to future flooding.

## Topography

The unique terrain of the Finger Lakes region is a result of thousands of years of glacial activity in the area. The glaciers carved out valleys, streams and rivers and left depressions that would later become the Finger Lakes. The region has long reaped the benefit of these natural processes in the form of prime agricultural land, scenic vistas, recreation, and tourism.

Jerusalem enjoys a diverse landscape including several gullies and valleys, deep ravines running down to Keuka Lake and Guyanoga Valley, rolling hills used primarily as farm land, and steep slopes along the edges of the lake (see Map 2). Bluff Point, which gives the lake its distinct "Y" shape, is one of the more dramatic lakeside hills in all the Finger Lakes. It provides scenic vistas from many of its roadways and cottages along the shore.

This unique topography is completely interwoven with the town's heritage, image, character, and overall sense of place. Therefore, it is critical to recognize the fragility of such a landscape and take measures to protect it. The measure of the slope of the land generally indicates its suitability for various types of development. Areas with very steep slopes are often limited as to the quantity and types of development that can be supported.

Steep slopes are found throughout the town, with the following being the most significant sites:

- the majority of lands on Bluff Point
- the hills adjacent to NY 54A between Penn Yan and the State Park
- the hills on both sides of Guyanoga Valley
- the ravines leading to Keuka Lake and Guyanoga Valley

Overdevelopment of these steep slopes can lead to increased erosion, siltation, excessive removal of vegetation and soil, flooding, soil slippage, water runoff, and destruction of unique land forms and scenic vistas. All of this threatens the water quality of Keuka Lake and other waterbodies in the area. Strategic land use planning and design is integral to maximizing the optimal use of this natural terrain and keeping the ridgelines and scenic vistas intact.

## Soils

The types of soil present in a community can have a significant impact on development potential. Highly erodable soils and hydric soils require fill or advanced engineering methods to ensure stability. According to the USDA Natural Resources Conservation Service, hydric soils are prone to, and formed by, heavy water saturation and flooding, while highly erodable soils have a higher potential for erosion due to certain soil characteristics.

According to the Yates County Soil and Water Conservation District, the soil types in Jerusalem are highly diverse. Map 3 shows the variety of soils and their location. Maps 4, 5 and 6 highlight those soils that are classified as highly erodable, hydric, or prime agricultural land. Highly erodable soils tend to be located along the steeper slopes, while prime agricultural land is often found in the valleys. Development in these sensitive areas should be minimized in order to preserve agricultural resources and reduce erosion, flooding, and even property damage.

## Public Sewer, Water and Natural Gas

Portions of the Town of Jerusalem are within the Keuka Park Water District and the Keuka Park Sewer District (see Maps 7 and 8). Properties within the water district receive their water from Keuka Lake via the Penn Yan Filter Plant on NY 54A, just south of Penn Yan.

The filter plant takes water from the lake, filters it, then pumps it up to the water tower on the west side of NY 54A. From there it is distributed to the Keuka Park Water District, as well as the Village of Penn Yan and other areas outside of Jerusalem. According to the Town Engineer the plant has a permitted peak production of 3,000,000 gallons per day. In 2003, its peak production day was 1,197,000 gallons, about 40% of its capacity.

Water pressure and gravity provide sufficient force to send water from the water tower to the majority of the Keuka Park Water District. The only exception is a

portion of Keuka Lake State Park, which requires a pump station to serve the highest elevations of the park.

Jerusalem has a contract with Penn Yan for this water service with a maximum daily allowance of 506,220 gallons. The town used an average of 165,000 gallons per day in 2004, which is about 33% of the maximum allowance. The maximum used on any day was approximately 250,000 gallons.

The town also has a contract with Penn Yan for a maximum of 265,000 gallons per day of sewer usage. On average, the town only uses about 104,000 gallons per day, which is 39% of the maximum allowance. The sewer system south of Keuka Park consists of individual grinder pumps. The waste is pumped north into the Keuka Park Sewage Pump Station, which has a capacity of 375 gallons per minute. It is then pumped north to the Indian Pines Pump station, which has a capacity of 400 gallons per minute. Finally, the waste is pumped into Penn Yan to a treatment facility.

A natural gas main serviced by NYSEG is available to residents along East Bluff Drive from Keuka Park south almost to Brown Hill Road. Natural gas is also available along NY 54A north of Keuka Park and on County Rd 25 west of Keuka Park (see Map 9).

## Transportation System

Transportation facilities in the Town of Jerusalem primarily serve the automobile, the most common mode of transportation. Streets and roads, regardless of their design and pattern, are generally classified according to administrative authority and function, that is, who owns and maintains them and what type of uses they are designed to handle. These jurisdictional levels include state, county, local, and private roads (see Map 10).

There are only two state highways in Jerusalem, NY54A and NY364, totaling 8.9 miles in length. The section of NY364 that passes through the town's northeast corner is only 0.2 miles long. NY54A, which connects Penn Yan to Branchport and then heads south into Steuben County, is 8.7 miles long.

According to Region 6 of the New York State Department of Transportation (DOT), while not the opinion of the Steering Committee, the state highways in Jerusalem have Surface Scores ranging between 7 and 9 out of 10, meaning they are all in good to excellent condition. The only scheduled improvement to state highways in the near future is a resurfacing project on NY54A. The work will be done on the southernmost two miles of the highway, which is the section that runs north from the Yates-Steuben County line to Branchport, then east for about 0.4 miles.

Route #	Section Length (miles)	Beginning Description	Ending Description	AADT
54A	1.52	Steuben County line	CR 32 Branchport	1,553
54A	3.26	CR 32 Branchport	CR 25 to Keuka Park	2,826
54A	0.88	CR 25 to Keuka Park	CR 21 North Jet	3,425
54A	3.41	CR 21 North Jct	NY 14A Penn Yan	4,826
364	0.20	NY 14A Penn Yan	Benton Town line	3,929

Figure 15: Source, NYSDOT

The DOT also maintains traffic counts for each section of state highway in the state. Figure 16 shows the Average Annual Daily Traffic (AADT) counts taken in 2003 for state highways in Jerusalem.

Below is a table showing an inventory of county roads in Jerusalem, as provided by the Yates County Highway Department. There are nine county roads, totaling 30.11 miles in length.

County Road #	Name	Length (miles)	Condition	Scheduled Improvements
21	West Lake Road	2.04	fair	
22	East Sherman Hollow Road	4.36	fair	Cold in place recycling and hot asphalt overlay (2005)
24	County House Road	6.37	fair-good	
25	Assembly/Central Ave	1.41	fair	
29	Guyanoga Road	5.21	fair	Major rehabilitation (2006)
31	Friend Road	2.98	fair	
32	Italy Hill Road	4.52	good	
33	Darby's Corners Road	1.55	fair	
35	Italy-Friend Road	1.67	good	

Figure 16: Source, Yates County Highway Department

According to the Town Highway Department, Jerusalem has 112 miles of town roads. 85.5 miles of those roads are paved while 26.5 miles are unpaved. Each year the highway department aims to resurface 18-19 miles of pavement and rebuild 2-3 miles of roads.

Yates County endures harsh weather in the winter and spring that, along with heavy traffic, takes a tremendous toll on the roadways. Weather conditions, combined with budget constraints, make it challenging for the Town Highway Department to perform all of the maintenance that they would like. Beyond standard improvements, the department intends to reconfigure the intersection of Armstrong Road and Belknap Hill Road in 2006, changing it to a more perpendicular alignment.

### Additional Modes

In addition to roadways, the town utilizes the lake as a form of transportation, both for recreational and non-recreational trips. This mode of transportation is served by 2 boat launches, 5 marinas, and dozens of private docks along the shore. Map 10 shows the location of these facilities, in addition to the rest of the transportation network.

Other modes of transportation include bicycling and walking. These modes are used occasionally in all parts of the town, with higher concentrations in the hamlets and at Keuka College. Biking and walking play an important role in promoting healthy lifestyles and fostering a sense of community. These modes should have as much consideration as the automobile when considering network and design improvements to streets and roads. This approach, while not particularly common in many communities,



has been shown to have a tremendous effect on improving the quality of life for citizens by elevating human concerns above the needs of the automobile. In addition to bicycling and walking, the increasing Mennonite community within the town uses the roadways for horse & buggy travel.

### **Public Access to Keuka Lake**

1) Keuka State Park - Located off Route 54A just east of Branchport. Concrete ramps are available with pumpout and parking for 50 cars and trailers. Winter launching is possible if icy conditions do not exist on a ramp. Operated by the Office of Parks, Recreation and Historic Preservation.

2) Sugar Creek Site - Located at the Route 54A bridge in Branchport, approximately 250 yards north of lake. A gravel ramp is available for cartop and small trailered boats. The site, operated by the DEC, has parking for several cars with trailers.

3) Indian Pines Park - Located off Route 54A on Old Pines Trail Road in the Village of Penn Yan. This site is maintained for ice fishing access but has no boat launching facilities. Operated by the Village of Penn Yan.

### **Agriculture**

Agricultural Districts are a landowner-based initiative, made possible by New York State Agricultural and Markets Law. According to the law, the purpose of the districting is to encourage the continued use of farmland for agricultural production. The program is based on a combination of landowner incentives and protections, all of which are designed to forestall the conversion of farmland to non-agricultural uses.

Included in these benefits are preferential real property tax treatment (agricultural assessment and special benefit assessment), and protections against overly restrictive local laws, government funded acquisition or construction projects, and private nuisance suits involving agricultural practices. Over 60% of Jerusalem is within an Agricultural District (see Map 11).

### **Current Land Use**

Land use plays a significant role in defining the pattern, appearance and form of a community. Poor land use planning and regulation can result in undesirable development patterns that negatively impact the town's quality of life. In the Town of Jerusalem, the dominant land uses are residential and agricultural. The town has expressed a desire to preserve this land pattern (see Map 12).

Residential land uses are located throughout the town, with the largest concentrations occurring along Keuka Lake, in the Village of Penn Yan, and in the hamlets of Branchport and Keuka Park. Agricultural uses cover a large portion of the rest of the

town, and include dairy, fruits, and vegetables. Some of the agricultural land is owned by Mennonites, or “plain” community. Because of this culture, there is a trend towards a larger number of small farms, as opposed to the national trend of consolidation. There are very few commercial or industrial properties in the town, the majority of which are found in the hamlet of Guyanoga and along the NY 54A corridor between Branchport and Penn Yan.

CODE	PROPERTY CLASS	# PARCELS	% OF TOTAL	ACREAGE	% OF TOTAL	ASSESSED LAND VALUE	% OF TOTAL	ASSESSED TOTAL VALUE	% OF TOTAL
100	Agricultural	253	7.73%	13513.70	37.29%	9,373,752	6.74%	17,410,552	6.44%
200	Residential	2193	66.98%	12906.35	35.62%	112,394,229	80.90%	222,789,285	82.41%
300	Vacant	479	14.63%	5560.39	15.35%	9,620,712	6.92%	10,382,892	3.84%
400	Commercial	35	1.07%	74.24	0.20%	826,800	0.59%	6,450,200	2.39%
500	Recreation and Entertainment	6	0.18%	68.25	0.19%	954,200	0.68%	1,731,000	0.64%
600	Community Service	28	0.86%	153.81	0.42%	1,674,800	1.20%	7,012,500	2.59%
700	Industrial	3	0.09%	33.59	0.09%	40,500	0.28%	40,500	0.01%
800	Public Service	7	0.21%	10.04	0.03%	784,700	0.55%	1,228,900	0.45%
900	Wild, Conservation, Forest	12	0.37%	1402.30	3.87%	3,243,021	2.32%	3,287,221	1.22%
0	Property Data Unavailable	258	7.88%	2512.90	6.93%	N/A	N/A	N/A	N/A
TOTAL		3274	100.00%	36235.57	100.00%	138,912,714	100.00%	270,333,050	100.00%

Figure 17: Source, Yates County Real Property Department, 2005

In all, there are 3,274 parcels representing approximately 35,000 acres in Jerusalem. The assessed land value of the town is \$138,912,714 and the total assessed value (including structures and improvements) is \$270,333,050.

## OTHER RELEVANT INFORMATION RESOURCES

### Existing Plans and Reports

The process of updating a Comprehensive Plan must include an examination of current and previous planning documents pertaining to the community in question. In this section we will provide a cursory overview of recent documents prepared for the Town and the Keuka Lake area.

#### Town of Jerusalem Comprehensive Master Plan, 1992

Major Plan Elements:

- Census Data – major Census Report findings:
  - ⇒ Increasing property values, primarily due to appreciation of lakefront real estate
  - ⇒ Major decrease in 15-24 age cohort
- Summary of Data Gathering - This section contained a chronology of the surveys, focus groups, idea sessions, and round table discussions that were held.
- Plan Goals – This section identified seven major goals:
  - ⇒ Protect natural resources
  - ⇒ Provide for well-planned residential growth
  - ⇒ Provide areas for commercial use
  - ⇒ Encourage/allow small business/cottage industry in non-commercial areas

- ⇒ Maintain/improve public services
- ⇒ Develop/promote recreation uses
- ⇒ Support agriculture with tax incentives
- Action Plan – This section summarized the specific initiatives intended to accomplish each of the above goals (a total of 20 specific actions).

#### Yates County Agricultural Development & Farmland Enhancement Plan, 2004

##### Major Plan Elements:

##### How Agriculture Contributes to Yates County

- Increases economic development, serves as a an economic multiplier
- Enhances support industries/services
- Requires considerably less investment in public services
- Creates rural character and limits sprawl
- Supports recreational land uses such as hunting

##### Characteristics of Yates County Agriculture

- 93% of county is farm or forest
- Primarily dairy, fruits, vegetables, cattle
- Dairy is predominantly owned by Mennonites or “plain” community
- Trend towards larger number of small farms, as opposed to national trend of consolidation, mainly due to influx of Mennonites

##### Land Development Trends

- From 1990-2000, the County’s population grew at a faster rate (8%) than the state average (5%)
- Increasing conflicts between residential and agricultural land uses
- No serious threat of suburban sprawl, but non-agricultural uses are still increasing

##### Some initiatives taken in other counties that the community believes are important to Yates County (Based on results of Agricultural Producer and Agriculture Business Surveys)

- Zoning ordinances that protect agriculture
- Additional right-to-farm protections
- More reasonable environmental regulations
- Help in negotiating lower utility rates
- Help in negotiating better pricing
- Increased local marketing of farm products
- Help in identifying/developing new markets

#### Listen to the Lake: A Keuka Lake Watershed Protection Summary (Keuka Lake Foundation), 1996

##### Major Report Elements:

##### Keuka Lake Looking Ahead Project

- Assessed the potential pollution sources and recommended a watershed management plan
- Concluded that water quality is very good but some evidence of pollution exists

- Stresses importance of preserving water quality as the lake is a drinking water source for about 20,000 people
- Stated that the protection of the lake requires the protection of tributaries and the watershed in general

#### Primary Goals

- Promote a cooperative and comprehensive approach to enhancing the quality of life in the watershed
- Protect and enhance the quality of Keuka Lake
- Encourage and improve management practices in the watershed
- Facilitate broad-based community involvement and support
- Provide an educational program to increase awareness of water quality issues and foster responsible use of watershed resources

## POLICIES AND ACTIONS OVERVIEW

A good comprehensive plan builds upon a framework that ties broad ideas and specific activities together, identifying the community's short- and long-term needs. Effective policies that will guide community investment and decision making in the Town of Jerusalem over the next decade often require a multi-level approach. The plan's framework is very much like the blueprint of a building. All of the components – from the largest to the smallest – must fit together in a logical way for the structure to stand and function well for years to come. This document is the base upon which the Town's future direction, development and success will be built.

The Comprehensive Plan has five key elements, which are described below. In addition, non-planning examples have been provided to help illustrate how these elements relate to one another.

*Vision* – A general statement about the future condition or state of the community; it is the end toward which all actions are aimed (see page 11).

*Policy* – Similar to a vision in that it is an end toward which actions are aimed, policies are more narrow in scope and tend to target a specific area or topic. Imagine what the community should "have" or "be."

*Strategy* – A statement of measurable activity to be accomplished in pursuit of the policy, which is reasonably attainable. Consider broad actions or aspirations, such as "increase," "develop," or "preserve."

*Policy Measure* – It identifies how, when, and amount to be done and helps to answer the question, "how do we tell if our objectives are working?"

*Action Item* – A specific proposal to do something that relates directly to accomplishing an objective, which usually takes the form of a plan, activity, project or program.

### How Do The Policy Elements Fit Together?

The following non-planning example helps to illustrate the inter-relatedness of these key elements.

#### **Example:**

*Vision Statement*

*Policy:* To have a well educated child.

*Strategy:* Increase my child's vocabulary.

*Measure:* Number of new words spoken in six months.

*Action Item:* Introduce one new word per week, repeating it three to five times a day.

## NATURAL RESOURCES

It is our policy to protect Jerusalem's vital natural and environmental resources, ensuring the health, safety and welfare of the residents while conserving these critical assets for future generations. Residents, businesses and community leaders will work with the Town to ensure that key environmental areas such as wetlands, floodplains, steep slopes, wood lots and water bodies (e.g. Keuka Lake) are identified and conserved to the extent practical. The Town will encourage and enforce sound development practices, proper zoning guidelines and community stewardship to reduce or eliminate the degradation of these resources. The Town of Jerusalem will give special attention to its waterfront and steep slopes areas by supporting the recommendations outlined in the Keuka Lake Watershed Protection Plan, "Listening to the Lake."

### Strategies

1. Improve land use controls to ensure that future development does not negatively impact the town's natural resources.
2. Increase volunteer involvement and activities related to environmental protection and stewardship.
3. Improve communication and cooperation with neighboring Keuka Lake communities.
4. Maintain and enhance cooperation with county and state agencies that can assist in protecting the town's natural resources.
5. Promote the town's efforts and successes related to environmental preservation.
6. Explore alternative funding opportunities to support the town's efforts to preserve natural resources.

### Measures

- Acres of undeveloped land
- Acres included in sensitive overlay districts
- Number of environmental-related activities held in the town each year
- Number of joint municipal activities and meetings conducted annually



**1. *Improve land use controls to ensure that future development does not negatively impact the town's natural resources.***

- A. Create regulations to guide development in steep slopes areas.
- B. Review and amend zoning regulations that directly impact the conditions of Keuka Lake, such as impervious cover, riparian buffers, critical environmental areas, cluster development, and dock and mooring regulations.
- C. Develop town conservation easement laws that can be utilized to acquire sites identified in the Town's Open Space Plan (see Farmland and Open Space, pages 38-41).
- D. Consider development guidelines that will ensure future development is designed in a manner that complements the surrounding natural areas and does not conflict with the preservation of the town's rural character.
- E. Establish an Overlay District that identifies and protects critical natural features within the town.
- F. Update the zoning regulations to ensure adequate storm water management provisions are included to reduce flooding potential and minimize the negative impacts of run-off.
- G. Develop and enact the Subdivision Law.

**2. *Increase volunteer involvement and activities related to environmental protection and stewardship.***

- A. Work with local institutions and organizations to create volunteer clean up days. For example, students from local high schools or Keuka College could be organized for a clean up session along a scenic roadway, stream or lakeshore area.
- B. Install interpretive signage near critical environmental features to enhance the experience with and knowledge of local natural resources.
- C. Work with local volunteer groups and schools to create a stream watch program to help protect the town's waterways.
- D. Develop informational brochures and hand-outs to alert residents, renters and recreational water users about the needs and benefits of water and environmental protection.
- E. Explore the possibility of creating a purchase-of-development rights program to preserve critical view sheds and natural features, especially along the lake shore and major corridors within the town.

## STATUS

- 3. Improve communication and cooperation with neighboring Keuka Lake communities.***
- A. Continue the town's involvement in and support of the Keuka Lake Improvement Cooperative (KWIC).
  - B. Develop multi-town sponsored clean-up events and environmental awareness days.
  - C. Team with neighboring communities in soliciting grant funds for projects related to natural resource protection.
- 4. Maintain and enhance cooperation with county and state agencies that can assist in protecting the town's natural resources.***
- A. Work with NYS Department of Environmental Conservation (DEC) to ensure regular monitoring of the lake and tributaries.
  - B. Continue to work with the County Soil and Water Conservation Service to minimize stormwater runoff.
  - C. Work with County to develop and/or expand "hazardous waste" drop-off days or weeks to encourage appropriate removal of unsafe materials (e.g. paint, oils, etc.).
- 5. Promote the town's efforts and successes related to environmental preservation.***
- A. Highlight environmental preservation activities, events, and meetings in local papers, town-sponsored newsletters and the town's website.
  - B. Send press releases to local and regional newspapers regarding town-sponsored activities, events and policies designed to enhance natural resource protection and preservation.
  - C. Work with Keuka College to create interpretive exhibits related to the surrounding area, focusing specifically on natural features.
  - D. Establish an ad-hoc committee of volunteers that can actively monitor environmental protection for the town and provide regularly scheduled updates to the Planning Board, Zoning Board of Appeals and the Town Board.
  - E. As changes to land use controls are made (e.g. zoning, sub-division regulations, etc.) , submit award applications to regional, state and federal organizations to gain recognition for successful programs and policies.
- 6. Explore alternative funding opportunities to support the town's efforts to preserve natural resources.***
- A. Consistently inquire with local, state, and federal agencies, such as NYS



Department of Environmental Conservation and NYS Department of State, about grant application opportunities that could support the preservation or maintenance of the town's natural resources.

STATUS

- B. Identify and pursue private and public partnerships for future grant funding applications to capitalize on the favorable consideration that joint applications/projects often receive.
- C. Research and pursue private funding sources to support preservation efforts, including local and national foundations, land and monetary donations from current/previous residents, and partnerships with major commercial and institutional entities in the area.
- D. Consider hosting fundraising events and activities to offset costs associated with smaller preservation efforts.



## FARMLAND & OPEN SPACE

It is our policy to conserve Jerusalem's rural heritage and to protect our active farmland and valuable open space. We understand the important role that agriculture and open space have in our community, in the region and beyond. Open space and agricultural lands define the community's landscape and scenic quality. In addition, these critical lands are an important part of our healthy local economy, due to agriculture-based businesses and their positive impact on the tax base. The Town will support regulations and actions that protect prime farmland and other important open space from encroachment of residential and commercial development. Conserving the town's open space areas is an important part of maintaining the quality of life and the character that makes Jerusalem a wonderful place to live and visit.

### Strategies

1. Support agriculture-related businesses and promote their presence and availability throughout the town and surrounding region.
2. Preserve contiguous parcels of open space and farmland throughout the town in order to maximize agriculture resources and maintain the rural appearance and function of the community.
3. Modify zoning and land use regulations to protect vital farmland and minimize the impact of residential and commercial development.
4. Encourage events, activities and enterprises that support the local farming community and continue Jerusalem's rural tradition.

### Measures

- Acres of active farmland
- Number of acres included in Agricultural Districts
- Annual agricultural sales
- Number of agri-tourism / agri-business events conducted annually



**1. Support agriculture-related businesses and promote their presence and availability throughout the town and surrounding region.**

- A. Develop and expand partnerships with regional, state and federal agencies related to farmland preservation. For example, the NYS Agriculture and Markets Department, the local Cornell Cooperative Extension and regional land conservancies offer a multitude of services and resources to assist the farming community.
- B. Encourage participation in local and regional farmers' markets.
- C. Encourage farmers to participate in local and regional agricultural organizations and to create a town-based volunteer group for local farmers and agricultural supporters.
- D. Develop signage and other marketing tools that promote the town's agricultural activity and heritage.

**2. Preserve contiguous parcels of open space and farmland throughout the town in order to maximize agriculture resources and maintain the rural appearance and function of the community.**

- A. Create a town-wide active farmland and critical open space inventory that identifies key parcels to be preserved for future farming activity or dedicated open space.
- B. Utilize cluster development techniques in and near designated agricultural areas to maximize development potential in a way that preserves contiguous blocks of farmland.
- C. Encourage land owners to participate and continue future participation in New York State's Agricultural Districts program that is operated through Yates County. The program provides tax incentives and right-to-farm protection in return for farmers' agreement not to develop or sell the land for development.
- D. Educate and encourage landowners about private land conservation techniques (e.g. conservation easements and land conservancies).
- E. Explore public and private grant funding opportunities that can be used to initiate a purchase of development rights program.

**3. Modify zoning and land use regulations to protect vital farmland and minimize the impact of residential and commercial development.**

- A. Survey and research other rural communities in New York State regarding their method for farmland protection in an effort to help Jerusalem prioritize and implement the land use tools most appropriate here. This "best practices" approach will help the town identify potential pitfalls, learn from other communities' experiences and avoid the unanticipated legal and development impacts that occur without proper planning.

## STATUS

- B. Ensure strict enforcement of development regulations, building, housing and zoning codes.
  - C. Initiate zoning changes that will encourage land preservation and farmland protection, such as limiting development in agriculture and open space areas, identifying zoning incentives to protect viable farmland, encouraging cluster development in appropriate areas of the town and setting appropriate lot sizes in districts with large blocks of agricultural lands.
- 4. Encourage events, activities and enterprises that support the local farming community and continue Jerusalem's rural tradition.*
- A. Work with neighboring communities to identify opportunities for collaborative preservation endeavors.
  - B. Work with existing businesses and organizations to enhance seasonal festivals such as Keuka Wine Trail events, the Windmill, Cooperative Extension programs, Wine/Grape Foundation, the Yates County Fair, and produce markets.
  - C. Work with the County to locate agricultural interpretive exhibits and or centers within the town that can be used for educational purposes. Examples in other communities include the Helmer Nature Center, Springdale Farms, the Cummings Nature Center and the proposed Wine Center in Canandaigua.

## CELEBRATING JERUSALEM'S FARMING HERITAGE

One way to celebrate Jerusalem's agricultural resources, such as grape vineyards, is to develop interpretative signage and interactive exhibit areas to inform and educate residents and visitors alike.

Interpretive opportunities will help to meet the increasing demand for educational visitor experiences. It also can be designed to serve a functional purpose. For example, in Saranac Lake, New York, interpretive signage was installed along a recently constructed Riverwalk to educate people about the types of fish found in the waters and the types of lures used to catch each species. A similar approach to signage could be adapted to agricultural resources. For example, interpretive signage could focus on the various types of grapes grown in the region and the kinds of products developed with each variety.

Interpretive signage and exhibit areas provide several key objectives; they

- Encourage visitors and residents to care about the places they visit;
- Educate people about the critical role that agriculture plays in the community, the region and beyond;
- Provide an inexpensive tourism attraction that is interesting and informative that requires very little long-term maintenance; and
- Encourage collaboration among stakeholder groups and organizations.

In Jerusalem, interpretive signage and exhibit areas present a unique opportunity to expand the town's ongoing relationship with Keuka College, local school districts and farming organizations.

The photos below provide just a few examples of what other communities have done to interpret their key natural and agricultural resources. These have been provided to illustrate the variety of topics that can be interpreted as well as the various types of signage that can be used. In considering interpretive signage, the Town will need to ensure that the design is consistent and respectful of its surrounding environment as well as the specific topic area.



*Springdale Farm is a premiere agricultural education facility open to the public that welcomes over 40,000 visitors annually.*



*Saranac Lake installed interpretive signs along its Riverwalk to educate people about fish populations.*

## RESIDENTIAL LIVING

It is our policy to ensure that the Town of Jerusalem offers a wide range of residential opportunities to its residents. While we value the presence of upscale housing, we will work to ensure that the Town offers high quality housing for residents at every income level. The Town will encourage residential development that supports the rural character of Jerusalem, preserves agricultural and undeveloped lands and maximizes existing infrastructure and public facilities. The Town will continue to manage lakefront and steep slope residential development in a way that protects vital environmental resources, especially Keuka Lake.

### Strategies

1. Minimize land consumption by utilizing an alternative land use and development technique.
2. Promote residential development at densities consistent with existing and future infrastructure in an effort to support principals of managed development.
3. Maintain and improve the quality and appeal of residential properties and housing stock.
4. Improve public spaces (e.g. roads, landscaped areas, open space, parks, etc.) within residential areas.
5. Preserve and expand the wide range of housing options available within the town.

### Measures

- Acres of preserved open space/agricultural lands
- Annual property valuations
- Number of cluster residential developments



**1. Minimize land consumption by utilizing an alternative land use and development technique.**

- A. Consider use of cluster development, wherein development at higher densities would be permitted in cases where significant amounts of open space or viable agricultural lands are preserved indefinitely.
- B. Include incentive zoning provisions in future zoning code updates to provide developers with incentives to preserve open space areas in future housing development.
- C. Educate residents and land owners on the practice and benefits of conservation easements as a way to preserve land from future development.
- D. Ensure that future zoning code changes adhere to the general framework provided for in the Future Land Use Map and Plan (Map 13).
- E. Limit waterfront development in areas that pose a serious environmental or physical threat through land use regulations and site plan review.
- F. Ensure that residential development in critical environmental areas meet all town, county and state guidelines governing development on or near natural features, such as steep slopes, streams, highly erodable soils and lake-front areas.
- G. Amend the zoning map and code to designate key rural and open space parcels for agricultural uses only.

**2. Promote residential development at densities consistent with existing and future infrastructure in an effort to support principals of managed development.**

- A. Locate residential development at densities consistent with the available services as well as the natural, physical and historic goals outlined in this Plan.
- B. Identify areas and specific sites within the town that would be suitable for higher density housing development. Consider availability of public infrastructure in determining prime locations.
- C. Consider the creation of "limited development" overlay districts to protect critical areas not suitable for residential development.

**3. Maintain and improve the quality and appeal of residential properties and housing stock.**

- A. Research and submit applications for grant funding to assist limited or low income residents with housing maintenance, upkeep and improvement.
- B. Inventory all historic buildings and structures within the town, ensuring that consistent, clearly defined criteria are used in the community-wide evaluation. Consider using local experts, such as the Town Historian and long-time residents, to complete the task.

## STATUS

- C. Determine whether any areas of the town would qualify as an historic district and what processes and restrictions apply to such a designation.
  - D. Survey affected property owners to determine interest in pursuing historic designation for individual properties or a collection.
  - E. Develop site plan and subdivision regulations that will improve the quality and appearance of future residential development.
- 4. *Improve public spaces (e.g. roads, landscaped areas, open space, parks, etc.) within residential areas.***
- A. Utilize traffic calming techniques to slow traffic through predominantly residential areas. Some examples include signage, temporary speed counting machines and speed humps or tables.
  - B. Establish volunteer gardening club(s) to maintain one or more public landscaping exhibits within the town.
  - C. Complete a pedestrian connectivity and safety plan that identifies problem areas for pedestrian and motorist safety and recommends potential solutions.
- 5. *Preserve and expand the wide range of housing options available within the town.***
- A. Identify areas within the town where future senior housing or assisted living facilities could be located to accommodate the town's growing senior populations. Specific, development-ready sites could be designated as Planned Unit development zones on the town's zoning map.
  - B. Encourage and promote expanded residential development in the mixed use areas, ensuring high quality, well-scaled designs.
  - C. Consider the creation of a hamlet master plan for Branchport that identifies future development and expansion opportunities, including conceptual designs that outline potential street connections.
  - D. Work with local financial institutions and real estate companies to develop home-ownership programs targeted to current and prospective town residents.
  - E. Ensure that zoning codes related to manufactured housing encourages the highest quality development possible. Additionally, ensure that the mobile home park regulations provide clear guidelines for site design, access, landscaping, buffering and other design elements needed to minimize negative impacts associated with this type of higher density development.



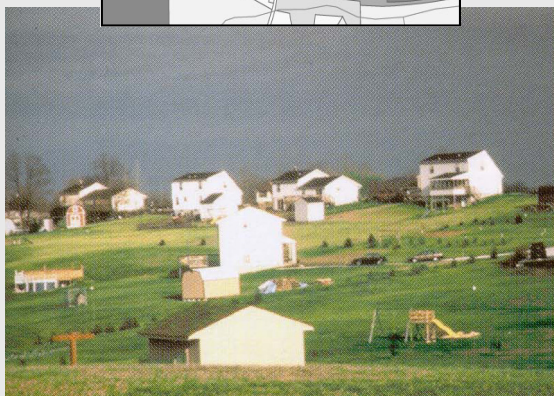
## SUBDIVISION REVIEW AND REGULATIONS

New York State Town Law §276 and §277 makes provision for the establishment of subdivision review and regulations. Subdivision review controls the manner in which land is subdivided into smaller parcels. The majority of growth or perceived change within a community occurs when land is subdivided, as this process typically results in new residential or commercial development. In order to strengthen the vision and goals outlined in a comprehensive plan, a subdivision review process can be established and thus administered by the local Planning Board. Subdivision regulations should ensure that all aspects of development, including lots sizes, infrastructure, building footprints, open space, and streets, are consistent with the objectives of the community's land use plan and overall vision and goals.

Subdivision review typically consists of a two-step (preliminary and final plan) process. Some municipalities use an informal sketch plan process to identify potential problems prior to the formal submittal of a subdivision plan. However, this informal step is not required of an applicant unless specifically noted in the subdivision review process established by the municipality. A municipality may classify subdivisions as major or minor, which would determine the level of detail involved in the plan submission and review.

The subdivision of land can have a significant impact on the character of a community. The absence of subdivision review and regulations often results in development that solely reflects the perspectives of developers. This approach may or may not be in the best interest of the community at large. A review process that reflects the values and desires of the community, as expressed through the comprehensive plan process, keeps growth and development accountable to those most affected by it. Additionally, if the process adheres to the principles of high-quality design, it preserves and enhances the character of the community and can stimulate future economic growth.

**What you may get without subdivision review**



**What you can have with subdivision review**



## LOCAL COMMERCE

It is our policy to have local businesses and managed commercial and small scale industrial development within the Town that meets the needs of residents and visitors. The economic vitality of the community depends on having locally supported businesses that are easy to access and offer the goods and services community members need and want. Although residents will continue to utilize other local and regional commercial centers (e.g. Penn Yan and Canandaigua), the Town will continue to encourage smaller-scale businesses that can be supported year round. Future commercial development and redevelopment must respect the scale and character of this rural lakeside community. The Town will continue to encourage development within existing hamlet areas and areas with existing sewer and water infrastructure. In areas which have sewer and water infrastructure but lie outside the hamlet areas, the Town will encourage commercial, retail and small-scale industrial development which complements the community's small town, rural character and does not compromise productive farmland and open spaces.

### Strategies

1. Identify and pursue business development opportunities related to the natural and cultural resources located in the community, such as the waterfront development and agri-tourism opportunities.
2. Promote the development of small-scale and niche businesses that are suitable to a rural lakeside community.
3. Maintain, and enhance when necessary, the public infrastructure necessary to sustain the desired level of development within the town.
4. Ensure complementary design of business, commercial and industrial establishments.
5. Improve access to and from businesses.

### Measures

- Number of new businesses
- Annual sales tax revenue generated in the town
- Number of local jobs



***1. Identify and pursue business development opportunities related to the natural and cultural resources located in the community, such as the waterfront development and agri-tourism opportunities.***

- A. Identify a list of prioritized businesses and services that are needed within the town and seek out prospective developers and business owners.
- B. Modify building and zoning codes to allow for mixed-use development, especially in the hamlet areas.
- C. Identify opportunities for collaboration with Keuka College that will expand economic development opportunities.
- D. Expand the town's promotion of local and regional farmers' markets.
- E. Sponsor seasonal festivals that celebrate the town's natural and cultural assets.

***2. Promote the development of small-scale and niche businesses that are suitable to a rural lakeside community.***

- A. Pursue niche businesses that would depend or thrive on the town's unique location such as water-dependent businesses, antique shops, arts and crafts, and restaurants.
- B. Work with county and regional business development agencies to improve the town's ability to attract business investors and development.
- C. Work with existing merchants to identify business expansion opportunities.
- D. Develop a town chamber of commerce or business association that local business owners can use to coordinate activities, plan events, support local business patronage and attract additional merchants.

***3. Maintain, and enhance when necessary, the public infrastructure necessary to sustain the desired level of development within the town.***

- A. Locate future development where adequate infrastructure is available, focusing specifically in the hamlet areas to enhance critical mass and maximize development opportunities.
- B. Consider development potential when determining future extensions of public water and sewer districts. In areas where commercial and office development is not desirable, land use controls may be necessary to ensure that infrastructure availability does not drive unwanted development.

***4. Ensure complementary design of business, commercial and industrial establishments.***

- A. Enhance site plan review regulations to provide more specific guidance regarding site design, landscaping, access and other site considerations in an effort to ensure that future development is in keeping with the town's character and scale.

## STATUS

- B. Include architectural review as part of the site plan review process for all commercial development that occurs within the town.
  - C. Develop design guidelines for commercial development throughout the town that provides a general framework for the type, scale and style of development that takes place.
5. *Improve access to and from businesses.*
- A. Utilize traffic calming techniques.
  - B. Install pedestrian crossing treatments at key intersections in the town.
  - C. Continue to support the efficient removal of snow and debris from town roadways.
  - D. Develop and maintain inventory of town roadway conditions to allow the town to efficiently manage the schedule of necessary investments and improvements to the transportation system.
  - E. Consider seasonal transportation options that capitalize on all modes of transportation, including boats and bicycles.
  - F. Codify access management principles to reduce the number of access points along major corridors within the town. This will maintain traffic-carrying capacity and safety of the roadways while permitting efficient use of interior land uses.

## TOURISM

It is Jerusalem's policy to encourage tourism activities that celebrate the Town's natural resources, scenic beauty and rich history in ways that preserve them for future enjoyment. Building on the positive reputation and appeal of the Finger Lakes Region, Jerusalem will support the promotion of its physical and cultural assets, such as Keuka Lake, local wineries and Native American heritage. Jerusalem understands that tourism is a growing industry, both regionally and nationwide. The Town will continue to identify economic development opportunities related to tourism, such as niche business development and tourism-related services, to help ensure a stable local economy. Jerusalem will collaborate with other agencies and institutions to coordinate events and activities, making Jerusalem an attractive destination for travelers near and far.

### Strategies

1. Improve tourism coordination and information sharing opportunities.
2. Expand opportunities for organized tourism opportunities within the Town.
3. Increase collaboration among local businesses to attract visitors.
4. Expand tourism-related services and retail within the town.
5. Expand partnerships with local, county and regional partners.

### Measures

- Attendance at local festivals
- Estimated number of visitors annually
- Number of guests at inns and bed and breakfast establishments each year
- Tourism-related revenue and sales



## STATUS

1. *Improve tourism coordination and information sharing opportunities.*
  - A. Establish ongoing/regular communication with tourism agencies in the county and region.
  - B. Ensure that Jerusalem is linked to all county and state-sponsored tourism promotion efforts.
  - C. Identify and pursue new opportunities where the Town of Jerusalem's attractions can be promoted locally, regionally and beyond. (e.g. Town brochure)
2. *Expand opportunities for organized tourism opportunities within the Town.*
  - A. Work with local travel agencies and tour organizers to ensure that Jerusalem is included in Finger Lakes Wine Tours.
  - B. Develop and promote walking and driving tours within the town (linked to other communities in the region) that visitors can use to explore the area.
  - C. Work with the college to develop afternoon outings for students and visiting families on key weekends during the school year (e.g. homecoming, parents' weekend, etc.)
3. *Increase collaboration among local businesses to attract visitors.*
  - A. Organize street sales where feasible to attract pass-through traffic.
  - B. Promote and conduct organized events and sales among a collection of business owners in the town. Examples might include scheduled outdoor sales, open houses and giveaway days.
  - C. Host community-wide festival and garage sales that will attract visitors to the area.
4. *Expand tourism-related services and retail within the town.*
  - A. Conduct postcard surveys with visitors inquiring about the kinds of goods and services they would like to see available in the Town of Jerusalem in the future.
  - B. Encourage restaurants, gift shops and other service-oriented businesses to locate in the township.
  - C. Maintain an inventory of available storefronts, commercial properties and build-ready sites available for potential business development.

**STATUS**

**5. *Expand partnerships with local, county and regional partners.***

- A. Participate in regional task forces, studies and standing committees related to tourism.
- B. Work with other communities in the Finger Lakes Region to organize and participate in joint advertising and promotional activities.
- C. Work with Keuka College in the development of a town brochure.

## COMMUNITY RESOURCES

It is the policy of the Town of Jerusalem to have community resources that meet the needs of residents and visitors as well as support local businesses. Jerusalem will promote and preserve its local heritage. The Town will continue to strengthen its relationship with Keuka College, recognizing the importance of this institution to the opportunities and resources available to local residents. Jerusalem's Finger Lakes location and rich heritage should be celebrated. The Town is one of the earliest settlements in Yates County with several registered historic sites. The town values its historic buildings and sites and will work diligently to maintain and promote them as an asset for generations to come. The Town will continue to seek new ways at the local and regional level to promote the community's historical, natural and cultural resources.

### Strategies

1. Preserve and promote the town's historic and cultural assets.
2. Enhance the overall appearance of the town by incorporating a consistent theme in landscaping, site design, property development and maintenance.
3. Increase residents' and visitors' awareness of the town's cultural and historic attractions and assets.
4. Continue to build and expand relationships among community organizations and institutions to capitalize on opportunities for collaboration and coordination.
5. Communicate available town, county and regional resources on the Town's website ([www.jerusalem-ny.org](http://www.jerusalem-ny.org))

### Measures

- Number of registered historic sites and/or properties
- Annual attendance at local festivals, historic attractions and other cultural attractions within the town.
- Number of multi-jurisdictional/multi-organizational projects and programs completed each year





**1. *Preserve and promote the town's historic and cultural assets.***

- A. Ensure that the town's description featured in regional and county publications highlights the many cultural and historic resources available in the community.
- B. Maintain an inventory of all designated historic structures within the town. Develop a map and description that can be included in visitors' packets.
- C. Identify potential sites and buildings within the town that may be eligible for future designation.
- D. Solicit grant funds for historic preservation projects for public and private buildings, including barn restoration projects.
- E. Create a promotional, points-of-interest map for widespread distribution.

**2. *Enhance the overall appearance of the town by incorporating a consistent theme in landscaping, site design, property development and maintenance.***

- A. Identify areas of the town where a theme to guide public space improvements would be warranted and feasible. Although the theme could guide large-scale capital improvements (e.g. roadway reconstruction, park development, etc.) it is more likely to enhance decorative features such as banners, landscaping, lighting and pedestrian amenities (e.g. benches and trash receptacles).
- B. Conduct volunteer-based clean-up days regularly during the year. The clean-ups should be targeted to main highways and commercial areas within the town.
- C. Ensure that wayfinding, historic market and location signage is well-scaled and well-designed.
- D. Create public landscaping areas within the town that can be installed and maintained by the town, by volunteers and/or by sponsors on a seasonal basis.
- E. Encourage residents to take pride in their community and home. Property improvement tips and suggestions can be provided through newsletters, articles in the local papers and other public forums. Additionally, local volunteer organizations could sponsor beautification and decoration contests.
- F. Install seasonal, non-denominational decorations at key areas within the town, such as town hall and the hamlet areas.

**3. *Increase residents' and visitors' awareness of the town's cultural and historic attractions and assets.***

- A. Ensure that the town's website has links to community resources, tourism sites as well as overviews of the town's history, attractions and natural assets.

- B. Develop promotional brochures and handouts that can be distributed to potential visitors to the area. Distribution points might include local and regional restaurants, gas stations, travel agencies and NYS Thruway rest areas.
- C. Create temporary exhibits that highlight the town's history and specific sites and dates of interest. The exhibits could be displayed at local schools, the college, town hall and other public venues in town.
- D. Conduct a "heritage days" dinner, festival or other community event to bring residents and visitors together to celebrate Jerusalem's history.

***4. Continue to build and expand relationships among community organizations and institutions to capitalize on opportunities for collaboration and coordination.***

- A. Ensure that Jerusalem is involved in, or kept up to date on, the activities of service-related committees, boards, and organizations throughout the county.
- B. Identify grants, projects and activities that the town and college can collaborate on to expand services or improve facilities within the community.
- C. Work with the local school district on a regular basis to identify needed programs and services.
- D. Ensure town representation on and participation in regional organizations that will impact the community.
- E. Attend local and regional conferences to establish relationships with other communities and develop opportunities for regional collaborations.

STATUS

## PARKS AND LEISURE

It is the policy of Jerusalem to provide recreation and parks facilities that meet the current and future needs of our residents and visitors. In addition to the State Park, there is an abundance of open space in the town that could be used in the future to meet community needs for walking trails, heritage interpretation and other recreational resources. Jerusalem will explore ways to expand access to public waterfront areas and the town's abundance of open space.

### Strategies

1. Preserve open space and scenic areas for future passive recreational opportunities.
2. Develop trails and linkages that interconnect park facilities, waterfront and existing trail systems both in the town and in neighboring municipalities.
3. Increase public access to Keuka Lake for passive recreational activities that will not have lasting negative impacts on the quality of life of residents or on the natural condition of the lake.
4. Expand recreational facilities and programming to ensure that they meet the community's needs and are available to all persons.

### Measures

- Miles of trails within town
- Number of recreation program participants each year
- Acres of preserved open space



**1. *Preserve open space and scenic areas for future passive recreational opportunities.***

- A. Identify, through any open space planning efforts, open space areas that would be suitable for passive recreation activities (e.g. trails, fishing, and nature walks).
- B. Identify interested stakeholders who will assist in open space preservation efforts. Consider the creation of an open space preservation committee that will begin collecting information about valued open space areas within the town.
- C. Identify potential waterfront access and trail linkage locations along Keuka Lake. Maintain a listing of prime parcels so that as funding or capital investment opportunities arise, the town will know which properties to pursue for recreational development.

**2. *Develop trails and linkages that interconnect park facilities, waterfront and existing trail systems both in the town and in neighboring municipalities.***

- A. Identify local hiking, biking and environmental groups that would support the development of additional trails in the area. These groups will be good resources for information and volunteers as projects arise.
- B. Identify key bicycling and walking routes within the town, recognizing that these routes may have on and off-road components.
- C. Explore ways to connect existing trailways within the town to regional trail systems.

**3. *Increase public access to Keuka Lake for passive recreational activities that will not have lasting negative impacts on the quality of life of residents or on the natural condition of the lake.***

- A. Highlight existing and work towards increasing the number of public boat launches at Keuka Lake. Identify additional entry points for non-motorized boats and watercraft.

STATUS

*4. Expand recreational facilities and programming to ensure that they meet the community's needs and are available to all persons.*

- A. Explore opportunities to expand summer and winter recreation programming for all ages, including those geared toward senior citizens. Example activities might include weekly euchre tournaments, chess club, as well as sport camps and clinics to enhance physical skills needed for youth sports.
- B. Identify opportunities to link existing parks, recreational facilities and other community resources through trails and bikeways.
- C. Purchase land or identify potential land donors to develop both active and passive recreation areas with the town for future use and enjoyment.
- D. Consider installing playground equipment on town property.

## FUTURE LAND USE PLAN

The future land use pattern of the Town of Jerusalem will build upon the unique natural features that define the rural landscape of the community. Just as important, the settlement pattern defined by the citizens of the Town over the past several generations will be respected.

The community survey, public workshop and steering committee identified a clear desire to retain the rural nature of the community, protect critical environmental features including Keuka Lake and ensure future growth occurs in areas where sewer and water are currently available. This approach to land use will provide the Town with a predictable growth pattern, allowing for fiscal prudence and the long-term conservation of the features that define the community's rural quality of life.

The following land use descriptions provide additional insight into the areas identified on the land use map. Imagery of appropriate development styles for each land use area are provided on the right hand side of each page. It is important to realize that the future land use plan section of a Comprehensive Plan is primarily designed to provide guidance for future development patterns and appearances. This section does not constitute an enforceable law, such as a zoning ordinance, but it does outline the vision for future land use and should be considered a foundation for future zoning revisions.



## Lakefront Residential

The Residential land use category of the Town is primarily identified as locations with lake frontage and smaller lots and higher densities. In general these areas represent locations where single-family homes exist today and are expected to be located in the future. Numerous seasonal cottages and summer homes that are frequently rented to visitors are located in this area as well. This practice is expected to continue and is encouraged as an option to allow a mix of income opportunities for lake home ownership and usage. Additionally, the development of townhomes and condo units may be considered if the project is of the appropriate scale and design. Ultimately, any development in residential areas should fit into the surrounding neighborhood and allow for the preservation of scenic views and potential public access to the lake.

The residential area of the town should be serviced by sewer, water or both in order to protect water quality in Keuka Lake. One of the primary reasons why lakefront homes are sought after in the Town of Jerusalem is the shoreline water quality. Eutrophication generated by failing septic systems and other sources of nutrient loading will frequently lead to poor water quality at the shoreline resulting in blooms of aquatic vegetation, algae and a potential change in the ecological balance of the shoreline habitat. Many communities in the Finger Lakes Region are now pressed to find ways, often more costly than the installation of water and sewer, to reduce the impacts associated with nutrient eutrophication.

The proposed types of uses seen as appropriate for this land use area include:

- Single-family residential development of smaller lots;
- Town-homes and multi-family residential development that respect the scale and design of surrounding uses;
- Home-based businesses with minimal parking requirements;
- Bed and Breakfasts; and
- Parks and public access areas.



Rural Residential

Rural Residential areas of the Town are generally identified in locations where existing and future single -family homes on larger, more suburban style lots are present and recommended in the future. For the most part, existing homes in these areas are on two plus acre lots today. This general practice is encouraged in the future. However, smaller lots may be appropriate in locations where sewer, water or both are present or in places where the Department of Health and Town Planning Board review requirements can be met.

The following uses are viewed as appropriate for this area of the Town:

- Single Family Homes;
- Home-based businesses;
- Open Space and Trails;
- Parks;
- Bed and Breakfasts; and
- Agriculture.





## Agriculture & Open Space

Agricultural lands used for vineyards, crops and livestock and open space, including woods, fields, and brushlots define the majority of the Town's landscape. A large majority of residents who responded to the survey and attended the public meeting identified these features as the most important characteristics to retain a high quality of life today and for future generations.

Development at higher densities may be feasible in these areas, but that may not be appropriate if the conservation of rural character is desired. The Town should carefully consider the long-term impacts of development in open space and agricultural areas. It is frequently difficult to consider the cumulative impacts of development on rural character. Frequently, communities find themselves reacting to development pressure rather than working proactively to define and enforce land use goals. This leads to a patchwork of development interspersed with active farming that can lead to nuisance concerns, increased costs for services and long-term impacts to environmental and scenic quality.

In the case of the Town of Jerusalem, it is very clear that rural character and quality of life are very important to residents. Therefore, the Town should encourage larger lot sizes in these areas as well as subdivision designs that cluster development to conserve open spaces. In sensitive areas of open space, the Town should carefully consider all development for impacts to slopes, erodible soils, water quality and views. This can be done effectively through the use of Site Plan Review and the New York State Environmental Quality Review Act process.

The following uses are viewed as appropriate for this area of the Town.

- Farming operations;
- Outdoor recreation;
- Farm related industries such as seed and feed stores, tractor and machinery sales and commercial uses including farmstands, winery product sales;
- Low-density and intensity residential development ;
- Parks and Trails;
- Bed and Breakfasts; and
- Historic Interpretive Areas.



Community Services

Community services generally include institutions, agencies and organizations that protect and enhance the health, safety and welfare of the community. Usually, these uses are tax exempt and not required to abide by local zoning laws.

The future land use plan identifies many existing community services in the Town. It does not, however, identify locations for future community services since they are exempt from land use and zoning restrictions. It is recommended that the placement of future community services be carefully considered for their potential impact to surrounding uses.

The following uses are viewed as appropriate for this area of the Town.

- Publicly owned land and facilities, such as town hall, town and county barns, the post office, and schools;
- Private Institutions, such as colleges and religious institutions;
- Fire, Ambulance and Police; and
- State/Town parks, historic locations and war memorials, and libraries.



## Mixed-Use

Mixed-use development refers to the combining of several uses within a given building, site or district. Mixed use development can include residential, commercial retail and office, community services and small pocket greenspaces, and is characterized by both vertical and horizontal organization of uses.

Places like Penn Yan, Branchport and Hammondsport are local examples of mixed-use areas. These places have a distinct sense of place that is defined by both public and private spaces. Public spaces typically grow to include streets that have curbing, sidewalks, pedestrian-scaled lighting, street trees, monuments, pocket parks and other interesting features such as public art. Private spaces range from multi-story, mixed-use buildings that are vertically organized to include retail on the first floor and office and residential uses in the upper stories to small single-family homes. Typically, buildings in the heart of the mixed use district are built to the sidewalk while single-family neighborhoods that surround the center are found on smaller lots with the home positioned to have a deeper back yard and shallow front yard.



This approach to development encourages a walkable community with greater interaction between those using the private and public spaces. These areas are generally thought of as good locations for higher density development such as senior homes, condos and apartments.

The Town has identified the long term goal of creating definable destinations that offer quaint shopping experiences and a mix of stores that cater to local and niche shoppers. These types of uses are not appropriate for conventional commercial areas and are best located in small, walkable hamlet-styled developments, similar to Branchport, Penn Yan and Hammondsport. Therefore, the areas identified on the map for mixed use are primarily located near existing villages and hamlets.

The future land use plan identifies appropriate types of uses for the mixed use areas of the Town.

- Mixed use structures that are vertically organized to have retail on the first floor and residential and office space on the upper floors;
- Hamlet-scaled residential development, town-homes, patio homes and senior housing facilities;
- Retail and service providers such as corner stores, coffee shops, cafes, restaurants, daily goods providers, crafts and other niche retail;
- Home-based businesses; and
- Motel/Hotel.

Commercial/Light Industrial

Commercial and light industrial uses are important generators of tax revenue, jobs, and locally available goods and services. Just as importantly, these types of uses can have a significant impact on the image and sense of place of a community. Frequently, communities need to reach a balance that allows commercial and industrial uses to be developed in a way that will not negatively impact the quality of life of residents, the value of surrounding properties and the potential long-term environmental and service costs associated with more intense commercial and industrial uses.



Certain areas of the Town are primarily light industrial today, specifically the Guyanoga hamlet. The land uses most predominant include Town and County barns, a gravel pit, a vacant store, a restaurant, open land and a few scattered residences. A portion of this area is currently serviced by public water and is therefore a good location for future light industrial uses such as woodworking, tack making, machine shops, storage and small distribution areas, building supplies and materials and other low intensity industrial uses. Additionally, this location is well positioned for future commercial uses that may include medium-sized retailers that require a footprint of less than 25,000 square feet. It is recommended that larger retailers are not allowed in this area primarily due to the number of trips generated, the amount of impervious surface required and the impact to this gateway’s view. The Planning Board should carefully consider all development in this location for the potential negative cumulative impacts associated with traffic, stormwater management and views in the area.



In order to keep the rural atmosphere of our area intact, any business or enterprise that is allowed should have a low to minimal visual impact on the surrounding area.

The following uses are viewed as appropriate for this area of the Town.

**Light Industrial**

- Machine Shops and small production facilities
- Warehousing and small storage yards
- Builder supplies and sales

**Commercial**

- Retail less than 25,000SF;
- Restaurants;
- Banks;
- Offices and Professional Services; and
- Gas Stations and Convenience Stores.

## CONCLUSION

The Jerusalem Comprehensive Plan is a culmination of several years worth of review and planning. As the community enters the 21st Century, it must build upon its many assets while addressing conditions that threaten the character of the town. Jerusalem has a proud history and is rich in natural beauty, and these assets must be protected and promoted. The community character could be compromised if future growth and development are not managed properly. This Plan provides the foundation for this growth management.

The vision, policies, strategies, and implementation items set forth in the Plan should be used to guide future actions and decision making. The Plan was designed to be a user-friendly, working document for key town officials and staff members, community leaders and other involved community stakeholders. The activities outlined in the Plan cannot be undertaken by the town's governmental leaders alone. Over the next several years, residents need to come together to complete the tasks included in the Plan. Successful implementation requires ongoing communication and cooperation among the leaders and residents of Jerusalem. Collectively, they can ensure a healthy and prosperous future for generations to come.



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## Appendix A

### 2005 Community Survey Summary







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