Comprehensive Planning
Statutory definition

• Expression of municipality’s goals and recommended action to achieve those goals
• Outline for orderly growth, providing continued guidance for decision-making
• Document focusing on immediate and long-range protection, enhancement, growth and development

- Town Law §272-a
- Village Law §7-722
- City Law §28-a
Reasons for importance

• Zoning and other land use regulations must be in accordance with plan
  – Defense against spot zoning challenges

• Other government agencies shall consider town’s plan while proposing capital projects

• Annual budget and capital plan

• Grant applications

• Growth management and prioritization
  – NYS Public Infrastructure Policy Act, 2010
When to update your plan

How old is your existing plan?
Rapid growth or decline
New infrastructure needed
Special places are disappearing
Economic changes
Inconsistent development
Community resilience

“The ability of a system to withstand shocks and stresses while still maintaining its essential functions.”

Resilient Communities:
- Are familiar with their natural hazards
- Are prepared for them
- Recover quickly when they occur
Resilience planning

Considers multiple systems to create vital communities:
- A holistic approach
- New neighborhoods and relocations
- Infrastructure modification and backup

Expand, conserve or revitalize natural protective features:
- Storm damage benefits
- Environmental benefits
- Quality of life benefits for residents and visitors
NYS DEC Climate Smart Program

Climate Smart Communities (CSCs) engage in reducing greenhouse gas emissions and improving climate resilience

- Pledge to be a Climate Smart Community
- Set goals, inventory emissions, plan for climate action
- Decrease community energy use
- Increase community use of renewable energy
- Realize benefits of recycling and other climate-smart solid waste management practices
- Reduce greenhouse gas emissions through use of climate-smart land-use tools
- Enhance community resilience and prepare for the effects of climate change
- Support development of a green innovation economy
- Inform and inspire the public
- Commit to an evolving process of climate action

Adopt or revise land-use plans & regulations to minimize impact of new development:

- Smart Growth Principals
- Resource-efficient site design guidelines
- Green parking lot standards
- Complete streets & alternative transportation options
- Green building codes
Planning board’s role - drafting

A. Entire planning board drafts plan

B. Independent ‘special board’ with at least one planning board member drafts plan

C. Local governing board drafts plan and accepts recommendations from planning board
   • Board preparing plan must hold public hearing
   • Planning board or ‘special board’ may not adopt plan
Governing board’s role - adoption

- Passage of local enactment by governing board needed to implement or amend plan
- Hold public hearing within 90 days of receiving draft plan
- Governing board also responsible for:
  - Amending land use regulations
  - Developing design guidelines
  - Budgeting for capital improvements
  - Applying for appropriate state, federal and privately funded programs
Public’s role - participation

- Public hearings
- Informing the public
  - Open meetings
  - Local news media
  - Access to materials
- Involving public
  - Surveys
  - Informational sessions
  - Ongoing outreach
  - Design charrette
Getting started

• Governing Board determines body responsible for plan preparation
• Create a budget
• Refer to your current plan (if one exists)
• Review comprehensive plan statute

Possible Leaders:
• Governing Board
• Planning Board
• Special Board

Sources of Assistance:
• County planning department
• Consultant
• Others:
  – College students
  – Retired workers
  – Municipal employees
  – Resident experts

General City Law §28-a
Town Law §272-a
Village Law §7-722
Identify community stakeholders

- Business owners
- Civic leaders
- Elected officials
- Environmental experts
- Planning Board and ZBA
Who will draft the plan?

- Comprehensive Plan Committee
- Municipal planner
- Municipal engineer
- Municipal attorney
- County planners
- Planning consultant
- Not-for-profit consultant
- Combination of the above
Using a consultant

- Role in plan preparation varies
- Interview and check references
- Identify staff assigned to plan
- Consider relevance of their experience
- Identify any subcontractors

Consultants may provide an unbiased community view
Process at a glance

1. Identify issues
2. Survey
3. List goals
4. Prepare plan
5. Consider alternatives
6. Adopt plan
7. Implement plan
8. Evaluate plan
Step 1: Identify issues

What are your SWOTs?
- Strengths
- Weaknesses
- Opportunities
- Threats
Step 2: Survey

**AGRICULTURE**
- Farmland protection
- Agro-tourism
- Farmer’s markets

**HISTORIC/CULTURAL/ARCHEOLOGICAL**
- State & Federal historic sites and structures
- Native American sites

**PARKS & RECREATION**
- Open space preservation
- Trails
- Regional connections
Survey

**ENVIRONMENT**
- Natural features
- Endangered species
- Wind
  - Water resources
  - Minerals, soils
  - Gases

**DEMOGRAPHICS**
- Seniors
- School aged children
- College students
  - Seasonal residents
  - Immigrants
  - Household Income

**HOUSING**
- Styles/types
- Number of units
- Vacancy rates
  - Age
  - Quality
  - Value
<table>
<thead>
<tr>
<th>Survey</th>
</tr>
</thead>
</table>

### ECONOMY
- Economic trends
- Regional Employment
- Local Industry
- Retail Leakage
- Tourism

### PUBLIC SERVICES
- Schools
- Fire/police/hospitals
- Water/sewer
- Civic Centers
- Senior services
- Libraries

### TRANSPORTATION
- Streets/roads
- RR/airport
- Public transit
- Sidewalks
- Parking
- Bicycle lanes
Step 3: Identify goals

- Based on identified issues (SWOTs)
- Goals become priorities for future policy development decisions
- Goals are measurable and achievable
Town of Ledyard’s goals

- Farmland protection
Ledyard’s recommended actions

- Ag zoning district to support farming
- Subdivision law to reduce impacts of development on farm operations/active farmland
- Maintain lower property taxes for farmlands
- Site infrastructure away from farmland
Village of Wappingers Falls

“A public visioning process to promote pedestrian access and develop environmental tourism as catalysts for Village revitalization.”
Wappingers Falls: goals

- Village parks
- Village gateways
- Gorge, Falls, & Lake Wappinger
Wappingers Falls’ recommended actions

- Central business district revitalization
- Streetscape improvements
- Walkability/readability
- Park and open space improvements
City of Corning
Corning: goal

Increase effectiveness and cost-efficiency of municipal services
Corning: actions

• Consolidate scattered public safety services into one complex

• Use GIS to track service delivery

• Hire an additional Code Enforcement Officer to handle residential units inspection
  – Largely self-supporting, paid for by fees charged for each inspection
Village of South Glens Falls
South Glens Falls’ goals

• Provide affordable and accessible housing options
• Promote new construction in harmony with existing neighborhoods
S. Glens Falls’ recommended actions

• Update zoning:
  – Senior housing and assisted living facilities by allowed by SUP
  – Allow accessory and in-law apartments

• Create walkable and connected neighborhoods:
  – Link new housing to existing residential and commercial areas with access roads, sidewalks and trails
Financial Planning in the Comprehensive Plan

What is your community’s long range financial plan?
## Historical financial results: Village of Arkport, General Fund

### Revenues

<table>
<thead>
<tr>
<th>Source</th>
<th>2010</th>
<th>2012</th>
<th>2014</th>
<th>Av. Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Real Property Taxes</td>
<td>152,388</td>
<td>156,632</td>
<td>162,623</td>
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<tr>
<td>Other Real Property Tax Items</td>
<td>16,127</td>
<td>16,219</td>
<td>16,523</td>
<td>1%</td>
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<tr>
<td>Sales and Use Tax</td>
<td>103,506</td>
<td>115,975</td>
<td>110,447</td>
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<td>Charges for Services</td>
<td>14,604</td>
<td>14,656</td>
<td>14,104</td>
<td>-1%</td>
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<tr>
<td>State Aid</td>
<td>29,275</td>
<td>24,052</td>
<td>24,287</td>
<td>-5%</td>
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<tr>
<td>Other Local Revenues</td>
<td>22,689</td>
<td>733</td>
<td>0</td>
<td>-100%</td>
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<tr>
<td>Use and Sale of Property</td>
<td>15,582</td>
<td>11,186</td>
<td>31,449</td>
<td>19%</td>
</tr>
<tr>
<td><strong>Total Revenues and Other Sources</strong></td>
<td><strong>$354,171</strong></td>
<td><strong>$340,103</strong></td>
<td><strong>$360,083</strong></td>
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</table>

### Expenditures

<table>
<thead>
<tr>
<th>Category</th>
<th>2010</th>
<th>2012</th>
<th>2014</th>
<th>Av. Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Government</td>
<td>101,014</td>
<td>110,050</td>
<td>108,025</td>
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<tr>
<td>Public Safety</td>
<td>6,818</td>
<td>6,011</td>
<td>7,805</td>
<td>3%</td>
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<tr>
<td>Health</td>
<td>300</td>
<td>300</td>
<td>300</td>
<td>0%</td>
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<tr>
<td>Transportation</td>
<td>76,912</td>
<td>70,620</td>
<td>129,903</td>
<td>14%</td>
</tr>
<tr>
<td>Economic Development</td>
<td>11,500</td>
<td>0</td>
<td>2,750</td>
<td>-30%</td>
</tr>
<tr>
<td>Culture and Recreation</td>
<td>18,171</td>
<td>25,622</td>
<td>21,354</td>
<td>4%</td>
</tr>
<tr>
<td>Sanitation</td>
<td>960</td>
<td>982</td>
<td>1,066</td>
<td>3%</td>
</tr>
<tr>
<td>Other Community Services</td>
<td>15,877</td>
<td>17,496</td>
<td>19,620</td>
<td>5%</td>
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<tr>
<td>Debt Service (Principal and Interest)</td>
<td>0</td>
<td>0</td>
<td>47,687</td>
<td>N/A</td>
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<tr>
<td>Employee Benefits</td>
<td>17,002</td>
<td>38,803</td>
<td>52,448</td>
<td>33%</td>
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<tr>
<td><strong>Total Expenditures and Other Uses</strong></td>
<td><strong>$248,554</strong></td>
<td><strong>$269,884</strong></td>
<td><strong>$390,958</strong></td>
<td>12%</td>
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**Surplus (Deficit)**

<table>
<thead>
<tr>
<th></th>
<th>2010</th>
<th>2012</th>
<th>2014</th>
</tr>
</thead>
<tbody>
<tr>
<td>Surplus (Deficit)</td>
<td><strong>$105,617</strong></td>
<td><strong>$70,219</strong></td>
<td><strong>($30,875)</strong></td>
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</table>
# Projected results: Village of Arkport, General Fund

## Revenues

<table>
<thead>
<tr>
<th>Description</th>
<th>2015</th>
<th>2017</th>
<th>2019</th>
<th>Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Real Property Taxes</td>
<td>165,287</td>
<td>170,748</td>
<td>176,389</td>
<td>2%</td>
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<tr>
<td>Other Real Property Tax Items</td>
<td>16,624</td>
<td>16,826</td>
<td>17,032</td>
<td>1%</td>
</tr>
<tr>
<td>Sales and Use Tax</td>
<td>112,254</td>
<td>115,957</td>
<td>119,781</td>
<td>2%</td>
</tr>
<tr>
<td>Charges for Services</td>
<td>13,982</td>
<td>13,740</td>
<td>13,503</td>
<td>-1%</td>
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<tr>
<td>State Aid</td>
<td>23,179</td>
<td>21,112</td>
<td>19,230</td>
<td>-5%</td>
</tr>
<tr>
<td>Use and Sale of Property</td>
<td>37,485</td>
<td>53,253</td>
<td>75,655</td>
<td>19%</td>
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<tr>
<td><strong>Total Revenues and Other Sources</strong></td>
<td>$368,810</td>
<td>$391,636</td>
<td>$421,589</td>
<td>4%</td>
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</table>

## Expenditures

<table>
<thead>
<tr>
<th>Description</th>
<th>2015</th>
<th>2017</th>
<th>2019</th>
<th>Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Government</td>
<td>109,853</td>
<td>113,601</td>
<td>117,477</td>
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<tr>
<td>Public Safety</td>
<td>8,073</td>
<td>8,638</td>
<td>9,242</td>
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<tr>
<td>Health</td>
<td>300</td>
<td>300</td>
<td>300</td>
<td>0%</td>
</tr>
<tr>
<td><strong>Transportation</strong></td>
<td>148,090</td>
<td>192,459</td>
<td>250,121</td>
<td>14%</td>
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<td>Economic Development</td>
<td>1,923</td>
<td>940</td>
<td>460</td>
<td>-30%</td>
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<tr>
<td>Culture and Recreation</td>
<td>22,233</td>
<td>24,102</td>
<td>26,128</td>
<td>4%</td>
</tr>
<tr>
<td>Sanitation</td>
<td>1,094</td>
<td>1,153</td>
<td>1,215</td>
<td>3%</td>
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<tr>
<td>Other Community Services</td>
<td>20,686</td>
<td>22,996</td>
<td>25,563</td>
<td>5%</td>
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<tr>
<td>Employee Benefits</td>
<td>69,508</td>
<td>122,082</td>
<td>214,420</td>
<td>33%</td>
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<tr>
<td><strong>Total Expenditures and Other Uses</strong></td>
<td>$381,761</td>
<td>$486,271</td>
<td>$644,926</td>
<td>16%</td>
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</table>

## Surplus (Deficit)

<table>
<thead>
<tr>
<th>Description</th>
<th>2015</th>
<th>2017</th>
<th>2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>Surplus (Deficit)</td>
<td>($12,951)</td>
<td>($94,634)</td>
<td>($223,337)</td>
</tr>
</tbody>
</table>
Increase tax base or increase levy?

Sprawl is more expensive than infill development
• Attract businesses to increase tax base
• Increased levies are hard for taxpayers
Bridging the financial divide

• Utilize reserves (not sustainable)

• Raise revenues (increase tax base or tax levy)

• Reduce expenditures
  – Reduce staff (impacts service delivery, employee morale)
  – Scale back or eliminate services (voter backlash)

• Share services
### Revised Projection: Village of Arkport, General Fund

#### Revenues

<table>
<thead>
<tr>
<th>Description</th>
<th>2015</th>
<th>2017</th>
<th>2019</th>
<th>change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Real Property Taxes</td>
<td>165,100</td>
<td>167,615</td>
<td>172,760</td>
<td>2%</td>
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<tr>
<td>Other Real Property Tax Items</td>
<td>16,038</td>
<td>15,567</td>
<td>14,667</td>
<td>-3%</td>
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<tr>
<td>Sales and Use Tax</td>
<td>87,048</td>
<td>68,606</td>
<td>42,616</td>
<td>-21%</td>
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<tr>
<td>Charges for Services</td>
<td>7,450</td>
<td>3,935</td>
<td>1,098</td>
<td>-47%</td>
</tr>
<tr>
<td>Charges to Other Governments</td>
<td>450</td>
<td>312</td>
<td>149</td>
<td>-31%</td>
</tr>
<tr>
<td>State Aid</td>
<td>27,660</td>
<td>31,501</td>
<td>40,859</td>
<td>14%</td>
</tr>
<tr>
<td>Federal Aid</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Use and Sale of Property</td>
<td>11,450</td>
<td>44,679</td>
<td>63,473</td>
<td>19%</td>
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<tr>
<td>Total Revenues and Other Sources</td>
<td>$315,196</td>
<td>$332,215</td>
<td>$335,622</td>
<td>1%</td>
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#### Expenditures

<table>
<thead>
<tr>
<th>Description</th>
<th>2015</th>
<th>2017</th>
<th>2019</th>
<th>change</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Government</td>
<td>106,288</td>
<td>104,579</td>
<td>101,243</td>
<td>-2%</td>
</tr>
<tr>
<td>Public Safety</td>
<td>6,805</td>
<td>5,933</td>
<td>4,510</td>
<td>-13%</td>
</tr>
<tr>
<td>Health</td>
<td>300</td>
<td>300</td>
<td>300</td>
<td>0%</td>
</tr>
<tr>
<td>Transportation</td>
<td>121,137</td>
<td>112,963</td>
<td>98,231</td>
<td>-7%</td>
</tr>
<tr>
<td>Economic Development</td>
<td>400</td>
<td>58</td>
<td>1</td>
<td>-85%</td>
</tr>
<tr>
<td>Culture and Recreation</td>
<td>28,671</td>
<td>38,495</td>
<td>69,396</td>
<td>34%</td>
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<td>Sanitation</td>
<td>1,200</td>
<td>1,351</td>
<td>1,712</td>
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<td>Other Community Services</td>
<td>25,907</td>
<td>34,209</td>
<td>59,645</td>
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<tr>
<td>Debt Service (Principal and Interest)</td>
<td>21,658</td>
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<tr>
<td>Employee Benefits</td>
<td>47,921</td>
<td>43,785</td>
<td>36,552</td>
<td>-9%</td>
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<tr>
<td>Contingent Appropriations</td>
<td>11,549</td>
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<td></td>
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<tr>
<td>Total Expenditures and Other Uses</td>
<td>$371,836</td>
<td>$351,509</td>
<td>$373,619</td>
<td>5%</td>
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</table>

#### Surplus (Deficit)

<table>
<thead>
<tr>
<th>Description</th>
<th>2015</th>
<th>2017</th>
<th>2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>Surplus (Deficit)</td>
<td>($56,640)</td>
<td>($19,294)</td>
<td>($37,997)</td>
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</table>
## Revised Projection: expenditures

<table>
<thead>
<tr>
<th></th>
<th>2015</th>
<th>2017</th>
<th>2019</th>
<th>Change</th>
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<tbody>
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<td>104,579</td>
<td>101,243</td>
<td>-2%</td>
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<td>Transportation</td>
<td>121,137</td>
<td>112,963</td>
<td>98,231</td>
<td>-7%</td>
</tr>
<tr>
<td>Employee Benefits</td>
<td>47,921</td>
<td>43,785</td>
<td>36,552</td>
<td>-9%</td>
</tr>
</tbody>
</table>
Incorporate into plan

How can you incorporate paying for development into your plan?

- “Fix it First” strategies
- Infill development and revitalization
- Phased growth
Consider other plans

- County farmland protection plans
- Coastal resource plans
- State open space plan
- County economic development plan
- Neighboring municipalities
- DOT regional office
- School district
- Canal recreationway plan
Sample table of contents

1. Introduction and/or executive summary
2. Existing conditions
3. Trends
4. Environmental framework
5. Development goals & policies
6. Land use constraints & opportunities
7. Land use development plan
8. Fiscal impacts
9. Implementation strategies
10. Maps
11. Appendices
   (Surveys, public meeting notes/summaries, regulations, design guidelines, budgets for capital improvements, grant applications)
Step 4: Draft plan

When do you have enough research to begin writing?

• Primary concerns are addressed

• Public meetings held (statutorily required and others)
  – All Special Board meetings are open to the public

• Monitor consultant’s progress
  – Review work early to ensure consistency with community’s vision
Parallel reviews

- County planning
- Agricultural
  - If necessary
- SEQRA

Hold at least one public hearing during plan preparation
County planning agency review

- Governing Board must refer plan to County PB for review
- County review looks for county-wide or inter-municipal impacts
- GML §239-m

Local actions can affect regional growth
Agricultural review

Agriculture & Markets Law

- Plan is subject to requirements
  - Article 25-AA (§305a)

- Also consider county agriculture & farmland protection plans created under
  - Article 25-AAA

See DOS publication “Local Laws and Agricultural Districts: How do they Relate?”
Plan adoption is “Type I Action”
- Potential significant adverse environmental impact presumed

- Full EAF required
- EIS may be required
- May serve as Generic EIS
- Include thresholds and conditions triggering site specific EIS
Step 5: Evaluate alternatives

- Are goals achievable financially?
- Are there more attainable/sustainable alternatives?
- What are cost effective ways to achieve goals?
Step 6: Adopt plan

• Governing Board adopts plan by resolution or other local enactment

• Adopted plan must be considered by other governmental agencies when planning for capital projects
Step 7: Implement plan

Suggestions to promote concepts outlined in plan:

• Amend land use regulations
• Develop design guidelines
• Budget for capital improvements
## Implementation matrix

<table>
<thead>
<tr>
<th>Goal/Catalysts/Actions</th>
<th>*</th>
<th>Phase</th>
<th>Partners</th>
<th>Funding</th>
</tr>
</thead>
<tbody>
<tr>
<td>Encourage light industry, manufacturing and business parks which do not negatively impact the environment.</td>
<td></td>
<td>Ongoing</td>
<td>Town of Copake</td>
<td>No Cost</td>
</tr>
<tr>
<td>Review the effectiveness of the floating industrial district.</td>
<td>Z</td>
<td>Short</td>
<td>Town of Copake, Planning Board, Zoning Board, Zoning Update Committee</td>
<td>No Cost</td>
</tr>
<tr>
<td>Limit development around Copake Lake to protect water quality and encourage historic preservation in Copake Falls.</td>
<td>Z</td>
<td>Short</td>
<td>Town of Copake, Zoning Committee</td>
<td>No Cost</td>
</tr>
<tr>
<td>Support further development of the Rail Trail.</td>
<td></td>
<td>Short/Ongoing</td>
<td>Harlem Valley Rail Trail, Town of Copake</td>
<td>Town of Copake, Harlem Valley Rail Trail, NYS OPRHP</td>
</tr>
<tr>
<td>Recognize Copake North as an area of significance.</td>
<td></td>
<td>Ongoing</td>
<td>Town of Copake</td>
<td>No Cost</td>
</tr>
<tr>
<td>Explore provision of tax incentives to preserve historic resources.</td>
<td></td>
<td>Medium</td>
<td>Historical Society, Town of Copake</td>
<td>To Be Determined</td>
</tr>
<tr>
<td>Encourage low-impact development and sustainable infrastructure where appropriate.</td>
<td>Z</td>
<td>Medium</td>
<td>Town of Copake, Planning Board, Zoning Board, Zoning Update Committee</td>
<td>No Cost</td>
</tr>
</tbody>
</table>
Step 8: Evaluate plan

Plan must include maximum intervals for review

• General City Law §28-a (11)
• Town Law §272-a (10)
• Village Law §7-722 (10)
Amendments to plan: example

Priorities for Protection

- Water quality
- Agriculture
- Environmental sensitivity
- Geology
- Scenic, historic
Funding sources

- NYS DOS Local Government Efficiency Grants (LGE)
- NYS DOS Local Waterfront Revitalization Program
- NYS Smart Growth
  - For designated geographic areas
- NYS Dept. of Agriculture & Markets
  - Funds up to $25,000 for agricultural protection components of comprehensive plans
- Metropolitan Planning Organizations (MPOs)
- Citizens Empowerment Grant
Resources

• Pace Law School Land Use Law Center: www.law.pace.edu/landuse/landuse_library.html
• New York Department of State: www.dos.state.ny.us/lgss/pdfs/zncompmplan.pdf
• The Community Planning Website: www.communityplanning.net/index.html
• Design Charrette website: www.charrettecenter.net
• Planning Commissioners’ Journal: www.plannersweb.com
• Rural Smart Growth Audit Tool, Madison County: www2.epa.gov/sites/production/files/2015-07/documents/madison_county_sgia_071015.pdf
New York Department of State

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