Part 1

Town of North East

Adopted November 14, 2019

Village of Millerton

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List of Acronyms and Abbreviations

5G – Refers to small cell technology
A5A – North East Zoning District - Agricultural
ACS – American Community Survey
Ag District – New York State Certified Agricultural District
AML – Agricultural and Markets Law
B&B – Bed and Breakfast
BD1-6 – North East Zoning District – Boulevard District 1 through 6
BID – Business Improvement District
BOCES – Board of Cooperative Education Services
CAC – Conservation Advisory Council
CIP – Capital Improvement Plan
EAF – Environmental Assessment Form
EV – Electric Charging Station
GB – Village of Millerton Zoning District – General Business
HB1 – Village of Millerton Zoning District – Highway Business 1
HB111 – North East Zoning District – Highway Business
HVA – Housatonic Valley Association
HVTA – Harlem Valley Rail Trail Association
LB – Village of Millerton Zoning District – Limited Business
LC – North East Zoning District – Land Conservation
LC – Village of Millerton Zoning District – Land Conservation
LED – Light Emitting Diode Lighting Fixture
LEED – Leadership in Energy and Environmental Design
LID – Low Impact Development
M – Village of Millerton Zoning District - Industry
MA – North East Zoning District – Light Industrial
MBA – Millerton Business Alliance
NECC – North East Community Center
NYS – New York State
NYS DEC – New York State Department of Environmental Conservation
NYS DOT – New York State Department of Transportation
PRB – Village of Millerton Zoning District – Planned Residential Business
R10,000 – Village of Millerton Zoning District – High Density Residential
R1A – North East Zoning District – Low Density Residential
R1A – Village of Millerton Zoning District – Low Density Residential
R20,000 – North East Zoning District – Medium Density Residential
R20,000 – Village of Millerton Zoning District – Medium Density Residential
R3A – North East Zoning District – Very Low Density Residential
SEQRA/SEQR – State Environmental Quality Review Act
SUP – Special Use Permit
SWOT – Strengths, Weaknesses, Opportunities and Threats
SWPPP – Stormwater Pollution Prevention Plan
TDR – Transfer of Development Rights
ZBA – Zoning Board of Appeals

Executive Summary

Welcome to the Town of North East and Village of Millerton Comprehensive Plan

About the Plan

This Plan, created with extensive involvement of residents, business and community leaders, and elected and appointed officials, describes a vision for a vibrant future that maintains a high quality of life for our residents in a way that is both environmentally and economically sustainable. The following statement represents a shared consensus of North East and Millerton's vision for the future.

> **The enduring theme of North East and its historic, vibrant Village of Millerton is its entrepreneurial spirit that benefits from its location within 100 miles of a major metropolitan area and its resource-rich landscape guided by a strong commitment to preserve the environment and ecosystems. We prioritize economic and environmental resiliency in the midst of climate disruption. By 2035, we will have drawn on our social, cultural and economic diversity in an equitable, collaborative, creative, and forward-thinking way to enable our residents and visitors to experience a community proud of its agricultural heritage and supportive of its future. We are committed to providing our current and future generations with opportunities, sustainability and compassion.**

This Plan is a policy document that will be used by Town of North East and Village of Millerton leaders, developers, business owners, and citizens to help make decisions about future growth, regulations, and capital improvements. The policies contained in this Plan are intended to inform and guide future decisions by providing sound information, principles, and agreed-upon goals, strategies, and priorities. The organization of this plan is designed so different audiences, such as citizens, Town or Village Board members, Planning Board members, business owners, or developers can easily find the information they need:

- **Introduction** – This Chapter explains the process used to develop the Plan, why it is important to have a plan, and how North East and Millerton can use the Plan.
- **Planning Process** – This Chapter outlines the diverse and extensive public input collected to identify the issues needing to be addressed in this Plan.
- **Influential Trends Facing North East and Millerton and Public Opinion** – These Chapters summarize the issues and challenges facing the community and outline what topics the Plan addresses. These are organized into a table outlining the strengths, weaknesses, opportunities, and threats to be addressed.
- **Updated Vision and Goals** – Building on the 1990s Comprehensive Plan, this Chapter describes the community's vision for its future and offers guidance by articulating policies and capital improvement priorities.
- **Strategies and Recommendations** – This Chapter describes how North East and Millerton and their partners will go about accomplishing the ambitious goals set by this Plan. Sub-chapters cover different topics such as economic vibrancy, infrastructure/transportation, environment,

housing, vitality of Millerton, farmland/agriculture, rural character/scenic resources, cultural/educational/recreational opportunities, and civic involvement/volunteerism/local government. Each sub-chapter describes specific goals and strategies that can be pursued in order to accomplish the vision outlined in the Plan.

- **Action Plan/Implementation** – This Chapter offers specific action steps the Town and Village governments and their partners can take over the next 10 to 15 years to realize the Plan.
- **Maps** – A diversity of maps graphically show where and what resources and features can be found in the Town. These maps will be important tools to help decision-making be consistent with the many resources the community hopes to preserve.
- **Appendices** – This extensive 'community database' articulates in detail the current conditions, natural resources, development patterns, existing infrastructure, and cultural/historic features in North East and Millerton. It also includes other plans, guides, supporting studies, information, and tools that will be helpful to the Town and Village as they work to implement this Plan.

Plan Highlights

This Plan outlines many actions the Town of North East and Village of Millerton can take over the next 10 to 15 years to meet its vision and goals. While the Town and Village Boards are the 'owner' of this Plan, they should forge strong partnerships with each other and with area organizations, agencies, and individuals.

The Plan organizes all the recommendations by whether they are a program or project, a capital improvement, or a regulatory action. Each is further identified as either a short-term or long-term action. Short-term actions are those that can be accomplished within one year easily without a lot of time, funding, or research. Long-term actions are more complex or need additional funding or steps in order to accomplish them. While these strategies can be started soon after adoption of the Plan while the Town and Village are working on some of the easier short-term strategies, these will take longer to plan for, fund, and be fully implemented. The Plan details all recommended actions. Some highlights are:

Economic Vibrancy. To encourage development of a thriving, vibrant, stable and diverse economic base that offers ample employment and entrepreneurship opportunities for all, the Town and Village will plan for public sewers, update zoning and subdivision laws, develop a comprehensive parking plan in the Village, enhance signage to venues and parking areas, create marketing and promotion programs, 5G wireless technologies, and work with area businesses to implement targeted economic development programs that are recommended in the Plan. These programs will be done in a manner that is cognizant of global warming. Area businesses and business organizations along with leadership from a Town/Village economic development committee can work together to implement these actions.

Role of Millerton in the Town. To recognize and support the Village of Millerton's charming character, its role as the primary center for commerce, culture and social interaction in the Town, and as a place where businesses are prosperous and meet the needs of both residents and visitors, the Town and Village will update zoning and subdivision laws to allow for mixed use of buildings in some districts, to increase lot coverage in the Village, to ensure that lot sizes and dimensions foster traditional style development patterns, and to ensure new development promotes

traditional designs, walkability, community character, and streets suitable for bikers, walkers, and vehicles.

Housing. To promote a variety of housing alternatives to meet the affordable housing needs of residents and recognize and encourage the Village of Millerton and the areas immediately adjacent to it as the primary location for higher density development, the Town and Village will update zoning and subdivision laws to incorporate ideas such as allowing for a wider variety of housing types. They will strive to work regionally with other towns and agencies to create housing programs such as a housing trust fund or a homeownership program. Addressing tiny houses, short term rentals and allowing for adaptive reuse of existing structures can also help address housing needs.

Protection of Farmland and Support of Agriculture. To protect our valuable farmlands, support our farms and their products, and encourage the continuation and diversification of agricultural activities, the Town and Village will update zoning and subdivision laws to be more farm-friendly, support a feasibility study on the need for a shared community kitchen, promote use of conservation subdivision design for major housing developments to protect important farmlands, reestablish the Agricultural Advisory Committee, address farm worker housing, expand allowed agricultural uses, and adopt a right-to-farm law.

Protection of the Natural Environment. To protect the natural environment, ecosystems and open spaces in a resilient and sustainable way, the Town and Village will update zoning and subdivision laws to enhance protection of streams, wetlands, steep slopes, important habitats, and other important natural resources, implement Climate Smart projects, protect stream flows through culverts and bridges, and consider making the Tenmile Watershed a critical environmental area. These tasks will be done in a manner that is cognizant of global warming.

Protection of Rural Character and Scenic Resources. To maintain and protect the natural beauty, rural character, and scenic resources of the community, the Town and Village will update zoning and subdivision laws to ensure that new development is sensitive to and is consistent with our character by, for example, adding in siting criteria and design standards for new commercial development, standards for use of LED lighting, and processes that minimize impacts to rural roads and historic resources. Creation of a map showing important viewsheds can also be used by planning and zoning boards to minimize impacts.

Infrastructure and Transportation. To provide for safe and efficient pedestrian and vehicular transportation networks, accessible and up-to-date communication technologies, and public utility services that support a vital economy and quality of life, the Town and Village will work to install public sewers in appropriate locations in and near the Village, develop a 5-year Capital Improvement Plan to plan for and budget capital improvements, improve sidewalks in the Village, promote more rail trail amenities such as benches and composting toilets, and work with County agencies to increase public transportation options, and improve the Routes 22/44 intersection.

Preservation of Historic Resources. To recognize, promote and maintain the historic character of the community the Town and Village will work to create an inventory and map of historic places, promote historical resources through educational materials, plaques, and tours, enhance how project reviews address potential impacts to historic resources. They will also encourage

restoration and adaptive reuse of historic structures and establish design standards for new commercial buildings so they can be compatible with the setting, scale and design of surrounding architecture and landscape features. The Town and Village can also designate overlay districts in zoning to protect historically significant areas.

Cultural, Educational, and Recreational Opportunities. To recognize, promote and maintain the historic character of the community and to encourage accessible recreational, cultural, and educational opportunities that meet the social and community needs of all segments of the population. The Town and Village will support ongoing improvements at Eddie Collins Memorial Park, create bike lanes and more biking opportunities, promote more educational classes, support community based non-profit organizations, create a historic roadside marker program, and inventory historic places.

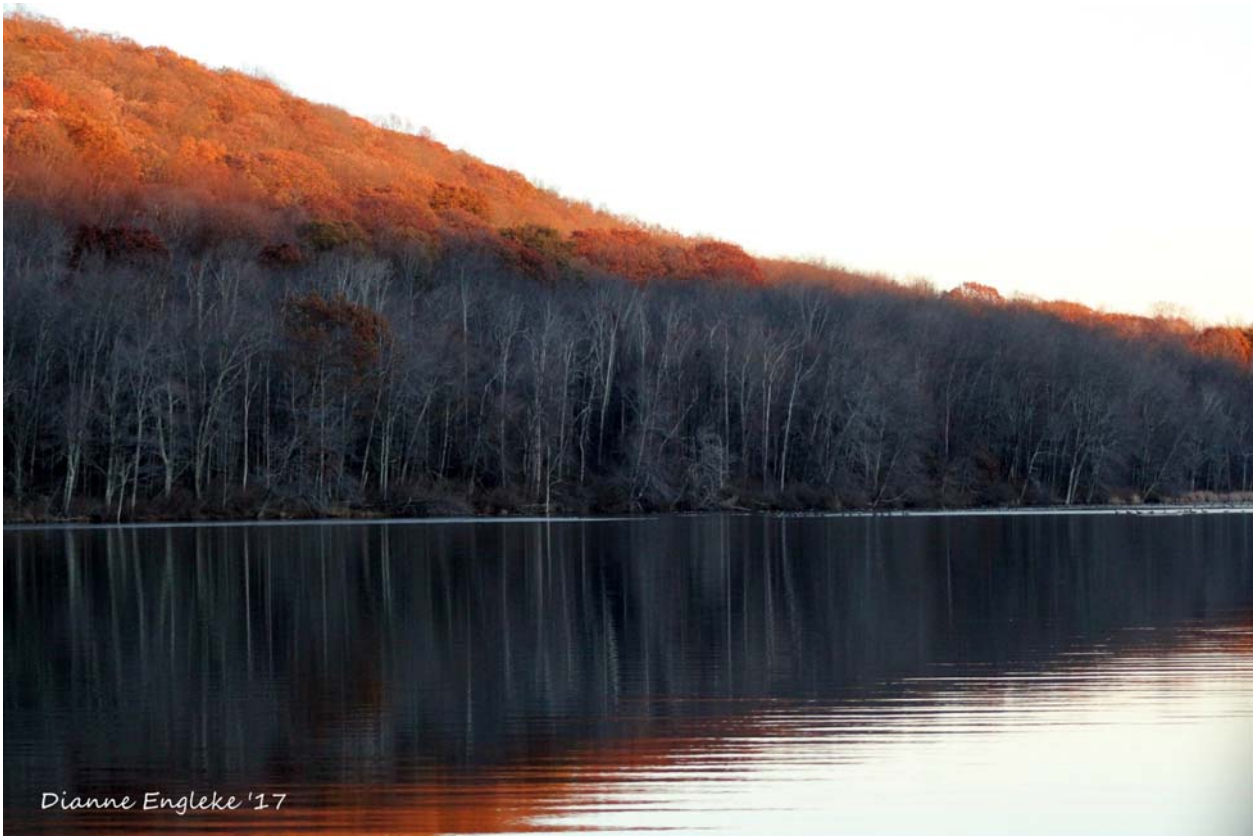
Civic Involvement, Volunteerism, and Local Government. To encourage active civic involvement, promote volunteerism, and provide for local government that is responsive to the needs of its citizens, the Town and Village will find more ways to share services between the Town and Village and surrounding municipalities, create a unified community calendar, seek grants to support initiatives, host an annual Town/Village Hall meeting, develop written descriptions for volunteer roles, and develop town-wide email lists to enhance communications.

The Plan details several important steps that the Town and Village should take to implement this plan. These are:

- Inform the public, Town and Village Boards, and working committees of the Plan and ensure it is readily available to all.
- Provide maps and other tools so people can use the information contained in this Plan.
- Form a steering committee to coordinate the work of other committees or sub-committees as needed to assist the elected officials.
- Review the progress made on plan implementation and set new implementation goals and priorities on an annual basis so that work to realize this Plan progresses.
- Review the Plan every 10 years to determine what updates may be necessary to keep it current and meeting the needs of the North East and Millerton community.

This Comprehensive Plan is not an end-product – but one important step in the Town and Village's ongoing efforts to provide for a community that has ample, sustainable, and compassionate opportunities for its citizens. Implementation of the Plan is the most critical step and will continue over time through the involvement of elected officials, agencies, organizations, and individuals working together.

Part I: Vision, Goals and Recommended Strategies



Defining Our Community Character

Community character is a term used throughout the planning process and in this updated Comprehensive Plan. Community character is a feature highly valued in North East and Millerton. It was mentioned in all public input, from the survey to focus groups. In one description or another, character of the Town and Village was clearly important.

Community character is a term that means different things to different people. Sometimes the term 'community character' is used to relate to an areas aesthetic character. Other times it is used in a broader sense to include both built and natural features of the community. One thing is certain though – the residents and landowners in North East and Millerton consistently express the importance placed on the role the area's character plays. As in the 1990s, this Plan attempts to further define and describe what community character means here. This topic was discussed in the workshop, focus groups, and the community survey. Question 12 and 13 of the town-wide survey specifically asked people to describe both the current and desired future state of the Town and Village.

The following discussion is offered so that all readers and users of this plan understand how the term 'community character' is used in this Plan. Figures 1 and 2 are illustrations showing the common terms used to describe community character.

Community character is a term that includes all elements that make up a community's built and natural environment. While many people associate community character with aesthetics or scenic views in an area, it is much more than that. Aesthetic or scenic character is just one element of community character. The built environment, historic buildings and landscapes, demographics, culture, economy, natural resources, transportation systems, educational opportunities, and even social events all contribute to community character.

The word cloud illustrates common themes that in total make up community character. A closer look shows an honest appraisal people gave of the Town and Village that points out both positive and less than positive features. Sometimes the described character is contradictory. For example, many people positively described the Town and Village as diverse and welcoming while others felt that there are divisions between groups. Similarly, the Village is described as both quiet and bustling. However, a community is a complex entity and in the context of long-range planning, understanding all the strengths, weaknesses and inherent contradictions is all part of an area's character.

At the Town level, there is a consensus that the prime features of its character include rural, scenic and natural beauty, friendly, open, charming, and bucolic terms. The character of the Village is described slightly different from that of the Town even though there are similar elements. The Village has a different kind of built environment with a different set of natural features embedded within and connected to the rest of the Town. Frequent terms used to describe Village character are charming, friendly, quaint, businesses, historic, small town, and community. Words describing the level of activity (vibrant, lively) and other activities such as strong, walkable, quiet, and, at the same time, bustling, are also used along with other terms that further define natural, societal or cultural features considered part of the Village's character.

Figure 1. Word Cloud Illustrating Description of Town Character[1]

[1] What is a Word Cloud? It is an image made up of words that were used by participants in the town-wide survey and the public workshop held. People offered specific words to describe what they wanted the future Town and Village to be like. This word cloud 'maps' those words. The size of each word indicates its frequency used in the survey response. The larger the word in this word cloud, the more people included that in their description.

Figure 2: Word Cloud Illustrating Description of Village Character

Introduction

What is a Comprehensive Plan and Why is it Important?

A comprehensive plan is a locally-developed document that serves to guide decision-making in the Town and Village for the next 10 to 15 years. It is a community-generated plan that generally answers three important questions about the community:

1. What are the current characteristics and features in the town and village?
2. What does the community want its future to be like?
3. What actions and steps can the community take to reach that future state?

A comprehensive plan is adopted according to New York State Town Law 272-a and New York State Village Law 7-722 and is a means to promote the health, safety and general welfare of the people of North East and Millerton. This Plan is 'comprehensive' in that it explores the diversity of resources and conditions that exist within the Town and Village. The process taken to develop this plan engaged participation of citizens in an open, responsible and flexible way and fostered cooperation among governmental agencies. It provides the planning data and policy for future economic, housing, recreation, land use, environmental and other decision-making. This Plan is intended to be a vital document on which local decision making is based. To ensure this, the Plan includes an action strategy designed to help implement priority recommended actions over time.

In addition to providing the basis for future decision-making, this Comprehensive Plan provides a framework for local land use laws, such as subdivision, site plan review and zoning. Those local laws are mechanisms to implement various municipal policies and those policies are articulated in the Plan. It is important to note however, that this Plan is not a regulatory document; any change to existing, or development of new land use laws would need to be adopted according to procedures authorized under state law and through a separate process under the direction of the Town and Village Boards. That future process would include public hearing(s), environmental impact assessment, and Dutchess County Planning Agency review.

Implications of Having a Comprehensive Plan

New York State law (Town Law 272-a and Village Law 7-722) grants municipalities the authority to prepare and adopt comprehensive plans. Once a comprehensive plan is adopted, there are several important implications.

First, all plans for capital projects of another governmental agency on land in either the Town or Village shall consider this Plan. That means the Town and Village have a much larger stake in what other governmental agencies want to do when they are proposing a capital project here.

Second, it is the policy of New York State to encourage comprehensive planning for the sake of protecting the health, welfare and safety of its citizens. Therefore, most State agencies recognize, if not require, a comprehensive plan as a condition for grants and other funding assistance. This assures that public funds are spent in pursuit of a well-defined public goal.

Finally, New York's Town Law 272-a and Village Law 7-722 require that land use regulations must be in accordance with a comprehensive plan. Thus, local land use related laws may need to be updated to be consistent. This Plan does include recommendations related to improving our existing local land use-related laws. It is important to note however, that any change to, or development of new land use laws would need to be adopted according to NYS Town or Village Law procedures through a separate process. This process would include public hearing(s), an environmental review, and County Planning Agency review.

History of Planning in North East and Millerton

The Town of North East and the Village of Millerton adopted a joint comprehensive plan in 1976. The Town then amended its plan in the 1980s with a housing plan, and a plan for Route 44, east of the village. The Town and Village teamed together again to create a new, joint comprehensive plan in the 1990s. After 25 years, the Town and Village Boards determined that the plan should be updated again to ensure that it reflects current community needs. This new update was developed by a volunteer committee representing both the Town and Village and had help from planning consultants.

Since the 1990s, the Town has also completed an agricultural and farmland protection plan and a habitat study. The Village completed a pedestrian plan in 2018. All offer new information, data, maps and recommendations incorporated into this plan.

Although there have been many changes in the area over the years, this planning process resulted in establishment of a very similar long-term outlook for the future of the Town and Village. Community members have remained remarkably consistent over the years in their hopes, dreams, and perspective of the Town and Village. With this update, this Plan essentially confirms the values and ideals of the community that have been strongly rooted over many years in the culture of the Town and Village but offers many new actions, strategies and ideas that can be put to work in the next decade.

Organization of this Plan

This Plan consists of two parts: Part I establishes the vision, goals, and recommended strategies. Part I also includes an action-oriented set of tasks and strategies to help the Town and Village implement the plan successfully. Part II is appendices offering a detailed profile and inventory of the Town and Village and other supporting and background information. In addition, the Reference Appendices are a compendium of plans, studies, maps, other background material used and referenced in this Plan, and the results of the survey, interviews, and focus groups.

The Planning Process

The strength of a comprehensive plan comes from the fact that it is essentially a grass-roots document. This Comprehensive Plan is based on significant community input and an analysis of resources, programs, and other local information to ensure that community needs, and ideas are reflected.

A variety of tools were used to gather public opinion throughout the planning process. The Plan also incorporates the knowledge and skills of the Comprehensive Plan Committee, elected officials, the general public, business owners, and organizations serving the North East and Millerton area.

The process focused on answering three basic questions:

1. **What are the current conditions in the Town of North East and Village of Millerton?** The Plan is built upon the Town and Village's strengths, weaknesses, opportunities, and threats to the quality of life desired by North East and Millerton residents.
2. **What is the desired future?** The Plan accomplishes this by establishing a community vision and a set of long-range goals.
3. **What can the community do to attain its vision?** The Plan offers a comprehensive set of recommendations that address the issues of concern here. These recommendations can be implemented through policy changes, new program creation or expansions, organizational changes, grant funding, regulatory updates, and other actions that will guide the Town and Village toward the future it desires.

The issues, goals and recommended strategies detailed in this Comprehensive Plan are also based on new information gathered about the community, new public input, and relevant information from the old plan. Specific sources of information used to prepare this Plan included:

- Land use patterns in North East/ Millerton
- Updated population and demographic information
- Profile of community facilities and services
- Transportation resources
- Recreation and educational resources
- Public safety programs
- Environmental conditions of the Town and Village
- Previous North East/ Millerton Comprehensive Plans
- Other studies and plans in the Town (See Appendix and Reference Appendix)

Planning Events and Milestones

The planning process was initiated in the Spring of 2017. This project was coordinated by an advisory Comprehensive Plan Committee appointed by the Town and Village Boards. A planning consultant was hired to assist in all phases of the Plan's development.

The following activities took place to develop this Plan:

1. Formation of the Comprehensive Plan Committee by the Town and Village Boards.
2. Monthly Comprehensive Plan Committee Meetings.
3. Public visioning and planning workshop (with 75 attendees, January 2018).
4. Town-wide (including village) community survey with 348 participants, (February/March 2018).
5. The Comprehensive Plan Committee conducted many focus groups.

   Focus Groups and Interviews included:

   - Artists & Musicians
   - Conservation Advisory Council
   - Emergency Services
   - Farmers
   - Farmers' Market
   - General Public
   - Latina Mothers
   - Harlem Valley Rail Trail Association (Dick Hermans)
   - NECC Staff
   - North East- Millerton Library
   - Nutrition Center (Seniors lunch program)
   - Oblong Valley Indivisible Group
   - Real Estate Agents and Mortgage Bankers
   - Millerton Business Alliance
   - Recreation Committee
   - Affordable Housing (Sam Busselle)
   - Webutuck Senior Class
   - Weekender Focus Group
   - NECC Seniors Group
   - Eddie Collins Field Revitalization Committee

6. Development of a town-wide inventory and profile of resources and characteristics. (Appendix 1).
7. Review and update of mapped information, as needed.
8. Evaluation of public input and all other information to determine the "Strengths, Weaknesses, Opportunities and Threats" facing the community (SWOT Analysis), (see Appendix 3 and Reference Appendix).
9. Development of updated vision and goal statements.
10. Development of recommended policies and actions, including an action plan for implementation.
11. Development of full draft of plan, presented to the community and for comment at a public hearing.
12. Submittal of Draft Plan to Town Board and Village Board (June 2019).

13. Town Board and Village Board review and public hearing (Fall 2019).
14. Draft Plan sent to County Planning Department for required 239-m review (October 2019).
15. Environmental review as per NYS State Environmental Quality Review Act (SEQRA) (November 2019).
16. Adoption of Plan by Town Board and Village Board via a resolution (November 2019).

Influential Trends Facing North East & Millerton

Appendix 1 details a variety of population, housing, income and other demographic characteristics about the Town of North East and the Village of Millerton. This information is important and is included in the Comprehensive Plan because it helps identify trends that will influence the community over time. Coupled with public input about what the community desires for its future, these trends influenced the development of the vision, goals, and strategies offered in this Plan. The summary below comes from the analysis of a robust set of data collected and analyzed for the Town and Village. See Appendix 1 for more detailed information and data.

- The Town of North East has experienced modest population growth over the last several decades, adding a total of 301 residents between 1970 and 2010 (Table 1). Although the total population has increased in the village at a higher rate than town-wide up to about 2010, projections for the year 2022 indicate there will be little population growth in the Village, with more in the Town. Long-term, the Town has increased in population between 1970 and 2010, while the village has lost 8%.
- The Town has an aging population with a growing number of people aged over 45 years old. The average age was 45.3 years and is expected to rise. The average age in the village was estimated to be 40.3 years in 2017.
- There has been an increase in the median household income levels over the years.
- 7.3% of all residents in the Town of North East have annual incomes below the poverty level. This is a reduction from the 12.3% poverty rate reported in the 2000 Census.
- Educational attainment in the Town is like other areas in the region, with 86% of residents having a high school diploma and about 29.8% having a bachelor's degree or higher. Educational attainment in the Village is similar to that town-wide.
- 40.4% of employed residents work within Dutchess County, including 21.9% with jobs located in the Town of North East. Government, health care, retail trade, and accommodation and food services are among the primary employment fields in Dutchess County. The largest private employer in the County is Health Quest. Other major employers include Bard College, IBM, Global Foundries, MidHudson Regional Hospital, and Central Hudson. Educational services are an important industry locally.
- 37.0% of the Town's housing stock was built before 1950, while 26.8% was built during the 1970s and '80s. Nearly 80% of all housing units in the Village were constructed prior to 1950.
- Nearly one-quarter of housing units in the Town of North East are vacant, based on American Community Survey (ACS) estimates from 2016. The unusually high vacancy rate is mainly attributable to the large number of housing units classified as seasonal, recreational, or occasional use. Data from the decennial Census indicates that the Town has had an increase in the number of housing units occupied by part-time residents, individuals who maintain a primary residence elsewhere. According to the 2000 Census, 142 units or roughly two-thirds of all vacant housing units were classified as seasonal. By 2010, the number of seasonal housing units had increased to 249. This suggests that more than 15% of the housing stock in North East is made up of seasonal or second homes. This compares to about 12% of the housing stock in Millerton which were considered vacant in 2016.
- Town-wide, including the Village, most housing types are single family dwellings (75%). About 17% of all housing units are multi-family type dwellings. Most of the multi-family dwellings (13.8%) are contained in buildings having a small number of units (less than 4), but about 3.6% are listed as having five or more units in them. There are more multi-family units in the village than town-wide.

- The cost of housing is an issue for many families in North East and Millerton. An estimated 52.5% of renters and 38.8% of homeowners with a mortgage spend more than 30% of their household income on housing, based on ACS figures. This results in a cost burden that may affect residents' financial resilience and reduce their spending power. In 2016, the median value of a home in Millerton was $215,100 and $280,500 in the Town. Median gross rent of $984 per month in the Town was higher than the $866 median gross rent found in the Village of Millerton.
- According to Real Property data from the Town Assessor, currently about 37% of the Town's property is classified as Agricultural (actively being farmed for livestock or some type of crop), 36.6% of the Town property is in residential use, 14.5% is considered vacant land, about 10% is classified as wild, forested, conservation lands and public parks, and the remaining 2% is divided between commercial, industrial, community services, public services, and recreation and entertainment purposes.

Public Opinion

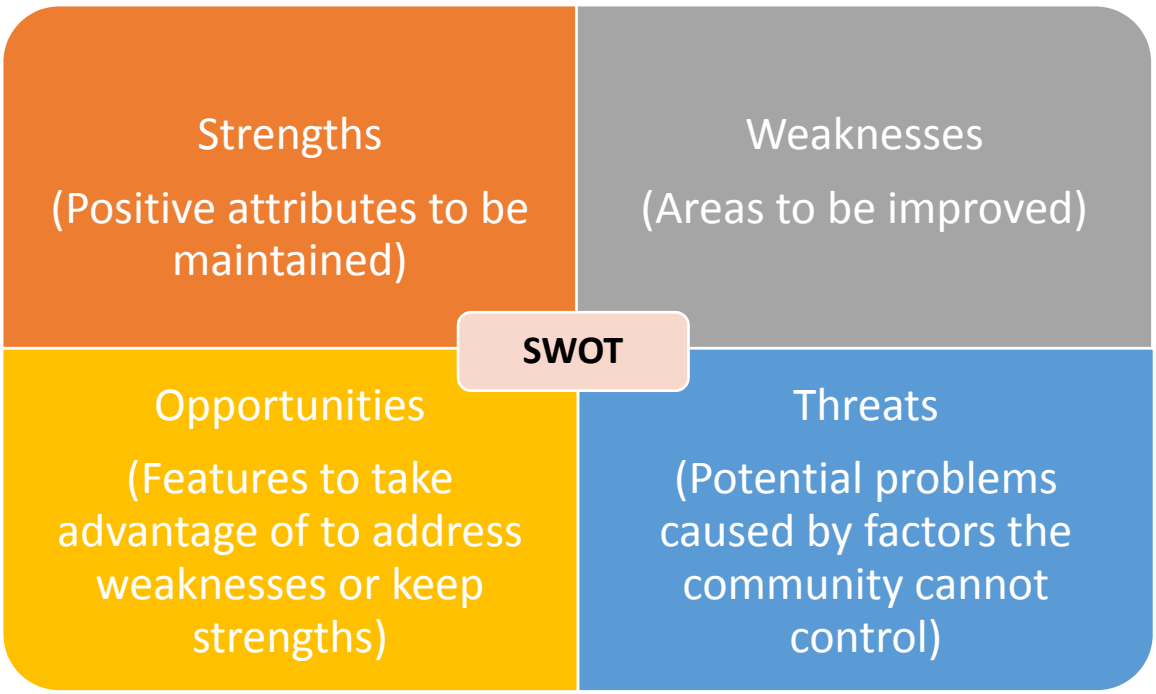
Strengths, Weaknesses, Opportunities and Threats

An evaluation of strengths, weaknesses, opportunities, and threats ("SWOT") facing the Town of North East and Village of Millerton form an important part of this Plan. The features included in the SWOT were identified from public input as well as analysis of current conditions. The SWOT helps identify those important topics to be addressed in this Plan.

Organizing information by this SWOT also helps the Town and Village focus on ways to maintain its strengths, fix its weaknesses, take advantage of opportunities, and prevent threats from adversely impacting the community.

This section of the Plan summarizes the SWOT. A full accounting of all information gathered from the public was organized and categorized and can be found in Appendix 3.[2] Other public input information received from the survey and interviews/focus groups are compiled in the Reference Appendix.

[2] The 1990s Comprehensive Plan did not feature a similar SWOT Analysis.



Strengths
The following features have been identified by North East and Millerton residents, landowners, and businesses as community strengths. These are features desired to be maintained or protected.

Summary of Publicly Identified Strengths
Rural character, beautiful scenery, green spaces, mountains, open spaces, extraordinary landscape
Rail trail, outdoor activities, Taconic State Park, access to mountains, Rudd Pond and Trails
Movie theater and local businesses, diversity of shops, no chain stores, decent hospital, great bookstore, vibrant, good small business environment, magnet for area
Walkable community, walking scale of town and vibrant downtown
Socio Economic Diversity, diverse demographics
Good sense of community, strong sense of civic involvement, many people have ideas
Vibrant culturally, proximity to arts and culture, artists in area, music, library
Close to Metro North stop
NECC, community nonprofits and support
Small community, small town flavor, village character has small town feel
Not so spread out, contained downtown village/business
Friendly and community spirit, neighborliness, welcoming
Historic village, good architecture
No gated communities
Ag resources and farmers market
Young people/ Family ties

Weaknesses

The following features have been identified by North East and Millerton residents, landowners, and businesses as weaknesses, issues or concerns in the community. These are those features that need to be enhanced, improved, or otherwise alleviated as a negative.

Summary of Publicly Identified Weaknesses
Lack of density and zoning laws that address all the needs of the community, zoning out of date, zoning doesn't provide tools to ensure Town remains rural, need more defined zones in Millerton.
Lack of larger business centers
No plan for what businesses we need
Not always business friendly development review process - Businesses go from ZBA to PB and don't know if they will be permitted
Lack of sewers, critical for development
Lack of affordable housing, workforce housing unaffordable, insufficient
Lack of senior affordable housing, poor quality of what is here
Lack of employment, economic development needed especially more jobs for young people
Lack of shared recreation, lack of recreational facilities for young people and adults
Lack of broadband and fiber Internet connectivity/infrastructure
Need better school system and training programs for local businesses and courses for adults, improve public school system perhaps with consolidation with other districts
Lack of business, lack of stores serving local needs
Need to develop parking and delineate parking areas with landscaping, lighting and signage, better parking info, parking generally lacking
Lack public transportation
Need sustainable agriculture as component of our economy, loss of farmland
Too much truck traffic, trucks on main street, trucks too fast, bad corner at Terni's, traffic congestion
Antagonism and poverty
Empty railroad buildings
How to keep locals here
Lack investment in roads and sidewalks
Lack of medical services
Lack of transfer station
Need more efficient use of tax dollars, lack of shared services
Lack of shared services, redundancy of Town and Village government
Rethink boulevard district
Taxes too high, especially for agriculture and long-time residents

Opportunities

The community came up with approximately 200 opportunities representing programs, projects, regulations, policies, or other actions that could be implemented to maintain the strengths or address the weaknesses. These ideas formed the basis for the strategies recommended in this Plan.
Please see Appendix 3, SWOT Analysis, where the Opportunities are organized into similar topic/themes as the goals identified. Themes included are: Community Character and Scenic Beauty, Farming/Agriculture, Environment/Ecosystems/Open Space, Village Character and Role in the Community, Business/Economic Development, Housing, Transportation/Communication/Utilities, Central Sewer, Historic Character, Recreation/ Cultural Resources/Education, and Civic Involvement/Volunteerism/Sense of Community. The chart below indicates whether the items are oriented to Town (T), Village (V) or both (T/V).

Summary of Publicly Identified Opportunities
Zoning updates (creative) to address rural, village, and community character and maintains open space (T/V)
Scenic view protection/ Ridgeline preservation (T/V)
Work with Dutchess Land Conservancy/ work with local farmers (T)
Discourage sprawl, concentrate growth around village (T/V)
Better oversight of commercial building design (T/V)
Adaptive reuse opportunities in both the Town and Village/ allow adaptive reuse of farm buildings (T/V)
Implement the 'Town of North East Agricultural and Farmland Protection Plan', 2010 (T)
Preserve agriculture/ promote businesses that support ag/ farmers should get tax benefits (T/V)
Revive the Agricultural Advisory Committee/ Encourage new and young people to farming/ FFA (T)
Be a NYS 'Climate Smart' community/ a green community/ LEED certification (T/V)
Encourage renewable energy use/ Create a Utility co-op (T/V)
Use zoning and clustering to protect open space (T/V)
Expand pedestrian access to natural resources (T/V)
Village character - Reclaim the town green, with fountain/ Campaign to open railroad plaza/ Cohesive business district in center of Village (V)
Encourage and support small businesses/ Small business incubator/ Pilot plan for businesses/ Tax and other incentives to attract businesses and non-profit startups/ Jobs for young people/ economic opportunities, create positive environment for economic development (T/V)
Comprehensive marketing programs, additional promotion – use single promotional website (T/V)
Identify businesses that meet needs of residents and that can provide jobs (T/V)
Provide public transportation/ Bring back the Dutchess County Public Transit bus shuttle (T/V)
Provide for accessory apartments/ cluster development/apartment units and buildings/ allow multi use buildings for business and housing/ tiny houses/ workforce housing that also meets the needs of seniors and is handicap accessible (T/V)
Maintain affordability of property and housing to keep diversity of population/ Increase affordable housing/ In the Village, allow for smaller lots to encourage affordable housing (T/V)
Implement boulevard plan/walkability plan/ Repair existing sidewalks/ Better streetlights (T/V)
Explore alternatives for less expensive sewer construction/ Update water infrastructure while working on sewer system/ Apply for grants and repair to water main (T/V)
Landmark status for buildings of historical significance (T/V)
Underground power lines (T/V)
Rail Trail extensions, more bike friendly/ More walking trails (T/V)

Summary of Publicly Identified Opportunities
Create new events/ an indoor space for the community to gather(T/V)
Bring back Eddie Collins field pool and other athletic fields (V)
Integrate all parts of the diverse community/ Invite younger members of community to be engaged/ More communication for community engagement/ Encourage volunteerism (T/V)
Combine Town and Village resources, shared services, coordinate planning and policy Provide additional services and classes for seniors (T/V)
Additional efforts to continue environmental conservation efforts through tools such as zoning changes, capital improvements (such as sewers), road and culvert upgrades, additional efforts from Conservation Advisory Council (T/V)

Threats

Threats are potential issues or problems caused by factors the community cannot control – usually because they are regional, state, or national issues, or because they are larger environmental or economic trends that affect areas beyond the Town and Village.

Summary of Publicly Identified Threats
Climate change
Poor national dairy economy stressing area dairy farms
Changing demographics, including an aging population and loss of young adults and young families
Lack of funding for capital improvements and other programs
Escalating real estate is one that influences higher prices limiting affordability for homes and rentals and this contributes to lack of affordable housing
Social and cultural divisiveness

Updated Vision and Goals

A Shared Vision for Our Future

A vision statement describes our community's values and aspirations and offers a shared image of what people want North East and Millerton to become over the next 10 to 15 years. The statement is based on extensive community input and addresses all aspects that contribute to the social, cultural, environmental, and economic fabric of North East and Millerton. Although the 1990s Plan did not include a vision statement, this Plan places a special emphasis on it to help 'steer the community ship' over time.

The following statement represents a shared consensus of North East and Millerton's vision for the future:

> The enduring theme of North East and its historic, vibrant Village of Millerton is its entrepreneurial spirit that benefits from its location within 100 miles of a major metropolitan area and its resource-rich landscape guided by a strong commitment to preserve the environment and ecosystems. We prioritize economic and environmental resiliency in the midst of climate disruption. By 2035, we will have drawn on our social, cultural and economic diversity in an equitable, collaborative, creative, and forward-thinking way to enable our residents and visitors to experience a community proud of its agricultural heritage and supportive of its future. We are committed to providing our current and future generations with opportunities, sustainability and compassion.

Input from community focus groups, a workshop, and a town-wide survey offers much insight into the residents and landowners hope North East and Millerton will be in the future. Figures 3 and 4 illustrate and help define that future state.

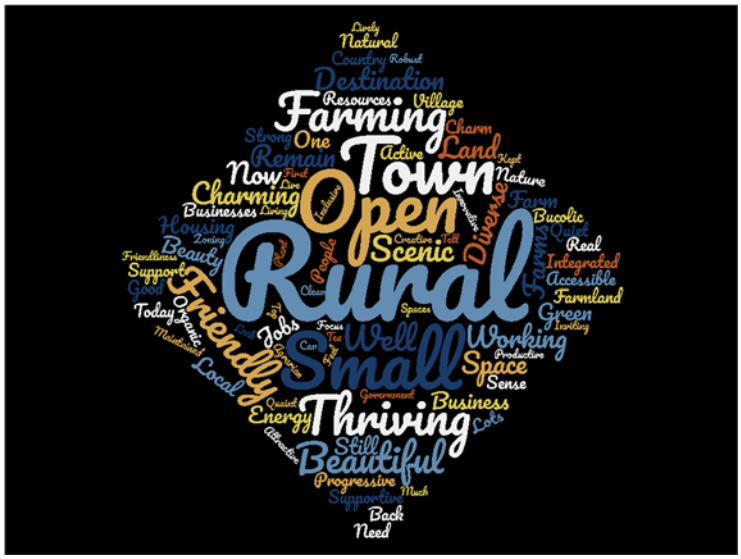


Figure 3: Future Town Character as Defined by Public Participants

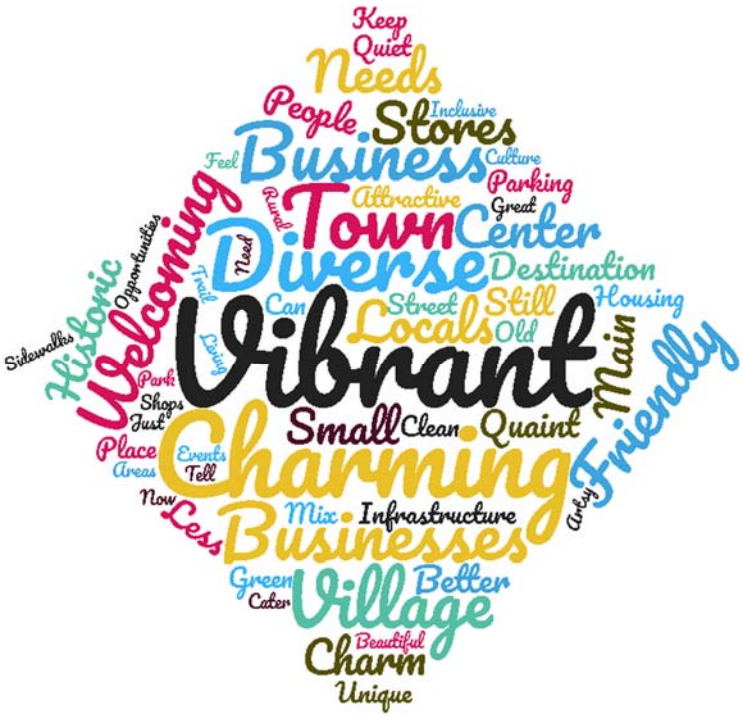


Figure 4: Future Village Character as Defined by Public Participants

Community Goals Through the Years

In the 1990s, the Town and Village identified the following major topics as important.

- Maintain rural character and scenic resources of the community.
- Natural environment and agriculture; adequate supplies of clean water and sound disposal of wastes.
- Village of Millerton as primary center of the community and encourage it to continue to function as the governmental, commercial, and population center; Encourage limited growth to keep economy healthy.
- Promote a variety of housing alternatives to meet the needs of all residents.
- Historic and cultural elements and character of the communities, community, recreational, and cultural activities that meet the social and community needs of all segments of the population.

This update further confirms that those topics remain relevant to the hopes and dreams of the community today. The goals, objectives and strategies established in this Plan are familiar and reflect a similar direction established 25 years ago.

North East and Millerton's Community Goals

Goals provide an observable result that is directly connected to the theme and the overall vision of the Town and Village. Each theme has one or more broad goals established to help the Town and Village reach their long-term vision and address identified needs. The goals are organized to address the strengths, weaknesses, opportunities and threats uncovered during the planning process.

To meet the vision presented above for the Town of North East and the Village of Millerton, the following goals are established in this Plan:

- Maintain and protect the natural beauty, rural character, and scenic resources of the community.

- Protect our valuable farmlands, support our farms and their products, and encourage the continuation and diversification of agricultural activities.

- Protect the natural environment, ecosystems and open spaces in a resilient and sustainable way and restore where feasible.

- Recognize and support the Village of Millerton's charming character, its role as the primary center for commerce, culture and social interaction in the Town, and a place where businesses are prosperous and meet the needs of both residents and visitors.

- Encourage development of a thriving, vibrant, stable and diverse economic base that offers ample employment and entrepreneurship opportunities for all.

- Promote a variety of housing alternatives to ensure that equitable and affordable options existing for current and future residents, especially those challenged by paying more

than 30% of their gross income on housing. Designate appropriate locations in the Village of Millerton, areas immediately adjacent to the Village, and hamlet areas for more dense residential development.

- Provide for safe and efficient pedestrian and vehicular transportation networks, accessible and up-to-date communication technologies, and public utility services that support a vital economy and quality of life.

- Recognize, promote and maintain the historic character of the community.

- Encourage accessible recreational, cultural and educational opportunities that meet the social and community needs of all segments of the population. Continuing education in particular, is critical for ensuring that residents obtain access to well-paying jobs.

- Encourage active civic involvement, promote volunteerism, and provide for local government that is responsive to the needs of its citizens.

Strategies and Recommendations

This section of the Plan outlines specific strategies and actions that, when implemented, can address the needs of the North East and Millerton community.

Economic Vibrancy

Goal: Encourage development of a thriving, vibrant, stable, and diverse economic base that offers ample employment and entrepreneurship opportunities for all.

A. Capital Improvement Projects to Meet Economic Vibrancy Goal:

1. Work to **implement recommendations from the Village wastewater study** to identify, plan and construct public sewer systems. Public sewers should also be considered in areas adjacent to the Village. See Infrastructure Goal for further details on this recommendation.

2. To **address parking issues in commercial areas in both the Town and Village**:
   a. Develop better signage where needed in the Town and Village to direct people to parking areas.
   b. Improve and maintain existing parking areas.
   c. Landscape parking areas to improve the appearance of commercial areas.
   d. Provide signage to direct rail trail users to parking for the Harlem Valley Rail Trail while specifying use restrictions and time limits for other parking lots.
   e. Develop or encourage the creation of shared parking facilities to reduce parking requirements and better utilize the land available in the Village of Millerton.

3. Encourage, but properly plan for development of telecommunication technologies including 5G wireless communication in the Town and Village. (See also strategies in Infrastructure Section of this Plan.)

B. Projects and Programs to Meet Economic Vibrancy Goal:

1. **Establish an Economic Development Committee** to provide a forum for discussing issues and concerns; facilitate business attraction, retention, and growth; serve as a liaison to economic development agencies and business organizations; and provide recommendations to Town and Village leaders as needed. This committee should also consider topics such as housing that are not specific economic development projects but will have ties to the economy. The work of this committee must be consistent with the other goals of the Town and Village including protection of the environment, community character, historic resources, and other goals and promote growth that has the intensity, scale, and design appropriate to the area and neighborhood.

    a. Committee members would be appointed by the Town and Village Boards.
    b. Include representatives from a cross section of the community.
    c. The committee would work in coordination with existing agencies and organizations such as the Millerton Business Alliance, members of the Think Dutchess Alliance for Business, the Mid-Hudson Regional Economic Development Council, and other municipal agencies. Many of these organizations have financial and technical resources at their disposal to help businesses. It should also work closely with the CAC, zoning re-write committee(s), and other committees and boards to ensure a balance between business goals and other goals established in this plan.
    d. Another potential role for the committee would be to undertake economic development initiatives and pursue grant funding for these activities.
    e. For the long-term, consider establishing a small business development loan fund to attract, develop, or expand the types of businesses that are a high priority for the community (e.g., stores that meet local, as opposed to visitor needs). The fund would operate according to program guidelines that outline eligibility criteria, loan amounts and terms, uses of funds, required documentation, and so on.

2. **Promote and Market the area**
    a. Enhance opportunities for special events that promote community assets and draw people to the Town and Village. More coordination is needed between the various groups and organizations already working on events.
        1. Continue to work with the Millerton Business Alliance to plan, produce, and promote special events.
        2. In developing new events, focus on community assets like the rail trail, agriculture, and the arts.
        3. Collaborate with local and regional organizations such as the Harlem Valley Rail Trail Association, North East Community Center, Townscape, North East-Millerton Library, Friends of Irondale Schoolhouse, North East Historical Society, Dutchess County Planning and Development, the 14th Colony Artists, the UnGallery, The Moviehouse, Millerton Lions Club, the Millerton Fire Department, the American Legion Post 178, the Ladies Auxiliary of the American Legion Post 178, and the Mid-Hudson Regional Economic Development Council.

    4. Seek ways to efficiently coordinate and work towards a joint (or tri-state) calendar of events. The Town and Village websites can include links to help facilitate this.
  b. Develop promotional materials to market the Town and Village to local residents, Harlem Valley Rail Trail users, visitors, and residents of adjacent communities, as well as prospective businesses and entrepreneurs.
    1. Incorporate the "stories" of prominent local business owners in marketing materials – examples suggested included: Harney & Sons, Irving Farm, Oblong Books, The Moviehouse.
    2. Marketing and promotion should include social media as well as printed materials. Seek partners, such as with the Millerton Business Alliance and Dutchess Tourism, to initiate and maintain social media efforts.
    3. Better utilize and capitalize on existing publications for marketing such as the Main Street Magazine.
  c. Work with the Berkshire Taconic and other foundations and organizations, to promote tourism, the arts and other issues of local concern.
  d. Collaborate with surrounding Rail Trail communities to find common themes and marketing opportunities that would benefit all locations in the corridor.

3. Encourage **the establishment of businesses that sell or use goods produced locally**, such as farm and food products, arts and crafts, and wood furniture. Similarly, encourage existing businesses to sell local products.

4. **Work with the business community to explore the creation of a Business Improvement District** (BID) in the Village of Millerton, and possibly contiguous areas of the Town, to fund the maintenance, improvement, and promotion of the commercial district.
  a. Authorized by NYS law, a BID is a defined area within a municipality in which business and property owners pay an additional tax or levy in order to fund projects and activities within the district's boundaries.
  b. The services provided by a BID vary, but they are supplemental to those already provided by local government. A BID can go above and beyond what a municipality can reasonably be expected to do. Activities may include streetscape beautification, events programming, marketing and communications, security, business attraction, and district management.
  c. Governance of the BID is the responsibility of a board comprised of business leaders, property owners, and public sector representatives. Although the BID is financed primarily by the levy, it may draw on other sources of public and private funding as well.
  d. The process to establish a BID is described in Article 19-A of the New York State General Municipal Law.

C. Regulatory Actions to Meet Economic Vibrancy Goal:

1. **Update Town zoning**[3] to:
   a. Update zoning definitions as outlined in the Audit to clarify existing terms and to coordinate definitions where crossover with the Village may occur.

   b. Allow for a variety of uses to be within a converted structure, not just limited to residential uses as currently called for in Town zoning. Encourage ways to promote convert and promote adaptive reuse of buildings.
   c. Clarify in zoning whether the BD district is an overlay or not.
   d. Reevaluate permitted and specially permitted uses in the A5 district and consider adding in uses that may be compatible with low density residential and farm uses such as arts, crafts, music studios, small workshops for fabrication or woodworking, or various types including 'glamorous camping' (glamping), etc.
   e. Consider expanding the allowable commercial uses in the HB III district.
   f. To reduce the burden on commercial applicants and create a more predictable and efficient development process:
      1. Consider approval of business uses in business districts through site plan approval only and limit use of special use permits. This would promote business uses in the business district. Use special use permit just for those uses that have characteristics that may not fit in such as a high intensity use.
      2. Consider zoning updates that establish that the Planning Board will issue special use permits instead of the Zoning Board of Appeals in order to streamline the approval process.
      3. Create tools to help the planning process including flow charts, project review checklists, and other materials for both the Planning Board to use, and for applicants to understand the process. Work with a consultant to help develop these tools with input from the Planning Board.
   g. Consider splitting home occupations into minor and major. Minors as permitted use as defined. Majors allow for more activity and some employees but with a special use permit and standards. Carefully define both minor and major home occupations to clarify exactly what would fall in each of those categories. Such definitions should rely on performance-based and impact descriptions instead of being focused on the type of home occupation or the number of employees.

[3] See Consultant reviews in the Appendix on Town and Village zoning and subdivision laws for further detail on these recommendations.

h. Continue use of the Office/Industry/Light Industry floating zone concept to allow for desirable projects but update the zoning section to ensure that the standards for creation and development of a floating zone are clearly articulated and to ensure that the resulting development is consistent with community goals.

What is a Floating Zone?

A floating zone is a district that is established in the zoning law including uses, dimensions, and other development standards but it is not mapped yet. It is a zone that can be located later, or at the time an applicant requests locating such a zone. They offer a way to be flexible to meet future conditions but at the same time establish the development rules ahead of time.

i. Allow for hotel/motel/inns, B&Bs and short-term rentals (e.g. Air B&B) in a carefully planned way to increase lodging capability. For short-term rentals, zoning should make a distinction between those that rent the full home with no owner occupant, and those that rent part of the home where the owner is also an occupant.
j. Carefully address use of lands and existing structures such as barns for wedding venues. These are popular land uses that can be beneficial to the local economy but can also be intense uses that impacts neighbors and neighborhoods.
k. Both Town and Village should allow temporary business uses, such as short-term or moveable retail stores, to give entrepreneurs a chance to test the market. Make property owners aware of this opportunity to utilize vacant and underutilized commercial space and create more activity. Pop-up spaces where someone can rent a small space or booth within an existing building can be successfully used to promote crafters, farm markets and other local products.
l. Locate off-street parking behind, rather than in front of buildings.
m. Update zoning to include requirements for trees and screening in parking areas.
n. Provide specific design standards for commercial development so that new uses know what the performance expectations are. The zoning should be illustrated to the maximum extent so that the desired design elements are easily understood.
o. Update existing telecommunication regulations in zoning to address 5G technologies.
p. Update the development rules and regulations for the Boulevard District in both the Town and Village zoning laws. Such an update should address permitted uses, dimensions and design standards for that district. This district is critical for economic development but also needs careful planning for streetscape aesthetics, vehicular and pedestrian movement, connection to the Village of Millerton, and for protecting important environmental features in that area. Land use regulations for the Boulevard District should result in that area becoming more of an extension of Main Street in the Village rather than a suburban-style plaza. In particular, the Boulevard District should:
    1. Promote aesthetics of a traditional village street with parking to the rear or side.
    2. Require sidewalks and strong linkages to the pedestrian system in the village.
    3. Move buildings closer to the street with shorter front setbacks.
    4. Establish building designs that are consistent and have similar features to Victorian structures found elsewhere in the Village.
    5. Include standards so that signs and lighting are consistent with village scale.
    6. Include landscaping such as trees in parking lots, street trees, and screening of parking lots, dumpster and other similar functional areas on a lot.

2. **Update Village zoning** to:
   a. Update zoning purpose statements, including district purpose statements to clarify rationale for land use regulations.
   b. Update zoning definitions as outlined in the Audit to clarify existing terms and to coordinate definitions where crossover with the Town may occur.
   c. Remove or map the HB2 district.
   d. Review, and consider increasing the allowable coverage limits for new development at least in the GB and other business zones in the Village. This would allow a landowner to use more of their parcel for a building.
   e. Review permitted uses in the PRB, HB1, and LB districts and consider expanding this list. All uses in those districts should undergo site plan review and approval and many of the concerns related to land use can be addressed in a comprehensive site plan process. There may be opportunities to expand this list to allow more of a diversity of business development.
   f. Provide specific design standards for commercial development so that new uses know what the performance expectations are. The zoning should be illustrated to the maximum extent so that the desired design elements are easily understood.
   g. Update the site plan review and special use permit procedures and standards in the zoning law. These should both match New York State Village law and clearly articulate all processes, required submissions and standards to be met. This will result in a more efficient approval process as well. Add in sketch plan meeting as a critical meeting between the Planning Board and applicant.
   h. Consider creating a waiver for site plan or establishing a modified site plan review for those proposed uses that are adaptively reusing existing buildings. This would serve as an incentive for reuse.
   i. Update off-street parking standards to:
      1. Allow for counting of on-street parking towards parking requirements.
      2. Formalize shared parking lot arrangements.
      3. Require cross easements between adjacent parking lots in commercial areas.
      4. Allow for more flexibility in design parking lot size to meet 80% of peak need to prevent overbuilding of parking lots.
      5. Change parking rations from absolute to guidelines and have the Planning Board work with the Applicant to identify the proper number of parking spaces needed for that use.
      6. Change zoning to clearly outline parking ratios that are required in a table form instead of a narrative form.
   j. Offer illustrations on desired sign design to guide applicants in their applications. Illustrations will help clearly define Village expectations and can lead to more efficient review processes.

Role of Millerton in the Town

Goal: Recognize and support the Village of Millerton's charming character, its role as the primary center for commerce, culture, and social interaction in the Town, and a place where businesses are prosperous and meet the needs of both residents and visitors.

A. Capital Improvement Projects to Meet Community Character Goals in Millerton:

1. Provide for a **public sewer system** to serve the village and immediate surrounding areas in the Town.

2. Encourage New York State and the County to provide **infrastructure such as benches, composting toilets and other amenities along the Rail Trail**.

3. Should the land and building at the **old Railroad Depot and Plaza** become available for sale, consider obtaining this parcel to be redeveloped for community use.

4. Millerton recognizes that sidewalks and other pedestrian amenities are a priority and key to maintaining or improving walkability in the Village. Work to **implement the recommendations contained in the Village's Pedestrian Plan** to ensure the Village remains very walkable.

5. Encourage sidewalks and other pedestrian upgrades that **foster accessibility for disabled people** to public and commercial buildings.

B. Regulatory Actions to Address Millerton's Role in Community:

1. Update Zoning. In addition to the recommendation made to provide for public sewers in the R20,000 district (See Goal: Protection of the Natural Environment (1) (1) (a)), the Town should consider **a more transect-based land use system** that transitions from Village to rural areas in the Town. A theme of transect-based planning is that certain forms and elements of development belong in certain environments. Some uses, scales and intensities belong in the more urban setting of the Village and others in rural areas. The transect-based theme will help the Town and Village work together to create a growth pattern that is similar to a succession of natural environments. Expanding the R20,000 around the Village would allow for higher density of development compatible with a Village setting and more economical provision of infrastructure in the future. Controlled growth using higher density, smaller lots, and more urban features would be perfectly acceptable there. These neighborhoods could support traditional neighborhood design to be more consistent with the Villages growth patterns.

What is Transect-Based Land Use?

This is a method of land use planning that considers the full landscape of an area as it transitions from rural to more urban. This method recognizes the differences in the physical and cultural features as one moves from rural to urban landscapes. The zoning recognizes that certain forms, elements, density, and intensity of development belongs in certain areas and works to keep these distinctions in order to preserve community character. As one moves from rural to urban, there is more complexity, density and intensity of land use.

2. Strengthen support for existing and new businesses in the Village **by increasing the supply of housing in and around Millerton.** Creating a larger residential community in the Village will provide built-in consumer demand and increase foot traffic. This can be partially addressed by increasing allowable density for houses around the village. Development of public sewer, however, would be necessary prior to this step.

3. **Update the Millerton zoning law** to enhance the ability of future development to emulate and support the Village's character. Suggested changes are:
   a. Put building square footage limitations by district to ensure scale and intensity matches district.
   b. Allow for an increase in the lot coverage standards, especially in business districts to maximize use of lots. Current lot coverage standards are very low which results in less dense development. As public sewers are built to serve the Village and immediate surrounding area, density of development could be smaller and thus lot coverage would be allowed to be higher to accommodate for that.
   c. Include more detail to guide development of a clustered subdivision and add traditional neighborhood design requirements so that new clustered housing emulates traditional neighborhoods in the Village.
   d. Update bulk, lot size and other dimension requirements for each Village zoning district so that they match and are consistent with existing development patterns.
   e. Review and update access requirements for the LB district to limit access drive pavement widths and to ensure continuation of sidewalks across commercial driveways.
   f. To maintain village character, amend HB-1 district standards including but not limited to lot size, setbacks, signage requirements and location of commercial parking lots to be consistent with the traditional and historical streetscapes and growth patterns (Fig. 5).

Figure 5: Example of Desired Streetscape and building style to be emulated in future development. Zoning design standards should be established to ensure that new growth results in development that is consistent with this aesthetic. (Photos by Olivia Valentine Markonic).

g. The Village zoning law should address signs and parking lots, and allow for use of shared lots, encourage parking lots be located to the side or rear of a building, and other parking lot design standards to ensure these features promote, rather than detract from the streetscape. The Town has more recently updated its sign standards and could serve as a model for the Village to emulate and provide consistency.
h. Incorporate the 1990s recommended design standards into Village zoning to ensure consistent design (See Appendix 7). The following design standards were included in the 1990s plan and are summarized here to reaffirm their importance in this updated Plan:

- Design standards can be integrated into the site development review process. The elements that should be addressed could include:
  - Relationship of the project to adjacent properties
  - Relationship of the building to the site
  - Building design
  - Landscaping
  - Lighting
  - Street furniture
- The design standards would provide an opportunity to ensure that the elements of design and landscaping are in keeping with the plan for the community and the integrity of the site itself. Design standards that could apply in the central business area include the provisions noted below.

Central Business Area Design Standards

- Development near designated historic and cultural resources should be compatible, to the extent possible, with their architecture and setting.
- Essential architectural elements should be protected.
- All sidewalks in the central business area shall be constructed and repaired with concrete. Paving stones, slate, cobbles and brick may be substituted for concrete, but asphalt is discouraged.
- The use of natural wood, brick, or stone materials is encouraged on new and rehabilitated structures.
- New and renovated buildings should be compatible with the prevailing historical architecture found in the Village. Window patterns, roof pitch, color, materials, and other factors should be considered in the design. Site plan applicants should be prepared to discuss and justify architectural compatibility with the historical character of the Village.
- The Village wants to maintain a safe and pleasant environment for pedestrians. Site plans should place a premium on the convenience to pedestrians and on linkages with the village's system of sidewalks.
- The Planning Board shall review design elements as an integral component of its assigned responsibilities. The Board reserves the right to consult on matters of compatibility and other design elements with community organizations and professionals.
- Entrances to downtown shall be attractively landscaped.
- Development of central business streetscape should include improvement of street fixtures (signs, human-scale lighting fixtures), landscaping and trees, and should include

possible rerouting or undergrounding of electric, phone, and cable utilities to create a more attractive appearance.

4. **Evaluate the PRB zoning district** in Millerton. Consider changing this from PRB, that has limited businesses uses, to a mixed-use area having more diversity of business opportunities there provided lot layout and building design are consistent with Village character.

5. The former School (tax parcel #279173) and Overlook (tax parcel # 277227) properties which total 10.4 acres are in a significant location in the Village. **This area should be carefully zoned and designed.** There are a variety of competing issues, a mix of uses, and environmental constraints here, and future development at this location will need careful consideration. Any development here must be consistent with Village character, using traditional structures and uses, but also be sensitive to the environment. The Village should re-evaluate this area and consider updating zoning to bring these competing interests together.

Housing

Goal: Promote a variety of housing alternatives to ensure that equitable and affordable options existing for current and future residents, especially those challenged by paying more than 30% of their gross income on housing. Designate appropriate locations in the Village of Millerton, areas immediately adjacent to the Village, and hamlet areas for more dense residential development.

A. Programs and Projects to Meet Housing Goals:

1. **Establish a housing committee** that is supported by a housing specialist/consultant to more fully develop and assist a Town/Village effort to implement housing strategies as recommended in this plan. Utilize appropriate advisors (NYS legislators, Dutchess County Planning & Development, Pattern for Progress, NYS agencies, and professional consultants to complete and implement a housing strategy. Tasks for the Housing Committee should be:

   a. Evaluate and make recommendations to address housing needs. This effort should include outreach to specific income groups and build on the zoning and funding alternatives that promote affordable housing outlined in this Plan.
   b. Do an inventory of properties, barns and structures that have the potential to be re-adapted for housing. Some structures may be suitable for conversion to create accessory units.
   c. Assess the quantity of units needed for different income levels (affordable, unaffordable and severely unaffordable (see Box).
   d. Identify priority projects that can be considered key 'catalyst' projects to promote. Once these catalyst properties are identified, consider issuing a Request for Proposal for housing development at those locations. This would identify the type of housing you need and to ascertain interest in, and potential developers for, the redevelopment of those properties for affordable housing options.

What is Affordable Housing?

The cost of housing is an issue for many families in North East and Millerton. The U.S. Department of Housing and Urban Development uses the following definitions: "Affordable" housing is when a household spends less than 30% of its gross annual income on housing. "Unaffordable" is when a household spends more than 30% and "severely unaffordable" is when a household spends more than 50% of their gross income on housing.

In North East, an estimated 52.5% of all renters and 38.9% of homeowners with a mortgage spend more than 30% of their gross household income on housing. See Appendix 1 for specific analysis about housing affordability in North East and Millerton.

e. Explore potential development funding with non-profit and for-profit developers to rehabilitate or construct appropriate housing.
f. **Explore initiatives with neighboring municipalities** to determine feasibility of collaborative projects, funding, and mechanisms that promote affordable housing alternatives.
g. **Encourage working with Hudson River Housing and/or the HousingUs program** of the Berkshire Taconic Community Foundation to evaluate and address housing needs, including the need for affordable, workforce, and/or senior housing in the Town of North East and regionally in eastern Dutchess County.
h. **Work with the areas major employers to encourage offering of housing-oriented programs** that could incentivize new employees. These could include low-interest financing, down-payment subsidies, and closing cost assistance to new employees who purchase homes in targeted areas.

B. Regulatory Actions to Meet Housing Goals:

1. **Update zoning and subdivision laws** to promote flexibility to create affordable housing in the community and to develop guidelines and standards that incorporate a wide variety of housing options that place denser concentration of units near Millerton and the hamlets. Include incentives to promote affordability. Recognize that affordable housing is needed for all ages.

   A. **Expand Housing Options: Update to include a variety of** housing types as appropriate by zoning district, environmental considerations, and access to services:
      1. Mixed use buildings (residential and commercial in one building) in hamlets and business districts.
      2. Accessory apartments within a single-family dwelling or within an accessory building such as a garage on the parcel.
      3. Multi-family dwelling units in appropriate locations in the Village and higher density areas in the Town with design standards and density.
      4. Multi-family or communal/shared housing for specific groups such as, but not limited to artists, farmworkers or senior citizens. For seniors, recognize the need for a continuum of care that may be needed from independence to supportive or supervised housing units to full spectrum facilities such as 'Noble Horizons'.
      5. Clustered housing designs to anticipate and encourage housing for low income families, local workforce, and seniors.
      6. Establish a policy on use of and criteria for "tiny houses".

What is a Tiny House?

A tiny house is a house generally less than 1,000 square feet in size. Some tiny houses are as small as 400 square feet. Tiny houses are considered to be an affordable housing type. Both Town and Village should establish a policy about these. Many communities treat these homes similarly to other kinds of manufactured or mobile homes. Others allow them as a stick-built house if they are placed on a permanent basis or as a mobile home if not.

B. **Update Zoning Options**: Update to include zoning techniques that could promote affordable housing such as:

1. Include housing-related definitions in both Town and Village zoning and update the use table to allow for a variety of senior and other affordable housing types to accommodate a diversity of income needs, an aging population, and to ensure accessibility, security and appropriate density. Carefully plan for any type of senior or other affordable housing to ensure that density, intensity of use, scale and design of buildings fit into the zoning district.

2. Consider use of the inclusionary zoning technique with major subdivisions as one method to provide for more affordable housing in the future. Inclusionary zoning requires that a certain percentage of new housing units (usually 15% to 20%) are to be deed restricted as long-term affordable units where affordability is defined as a formula based on local median income levels. Inclusionary zoning could be voluntary and incentivized with density bonuses or mandatory in certain districts and applied to both multi-family developments and to major subdivisions.

   An important goal when using an inclusionary development technique is to ensure that the units set aside to be affordable are integrated with and are no different than the other dwellings proposed in the development.

3. Establish a policy on the use of short-term rentals. Evaluate impacts of short-term rentals on housing, long-term rentals, affordability and the economy. Explore the benefits of implementing a registration system for short term rentals.

What is a Short-Term Rental?

A short-term rental refers to a furnished residential unit (home, apartment or condominium) that is rented in whole or in part for a short-term stay. Short term stays can be nightly, weekends or several weeks but are usually defined to be less than 30 days at a time.

4. Use of the average lot size technique (recommended in other sections of this plan to reach other goals) when subdivisions take place instead of requiring large minimum lot sizes can encourage smaller, more affordable lots to be developed.

5. Establish different densities in zoning to reflect presence of infrastructure – where no water or sewer is available, where water or sewer are present or where both are – allow for gradation of lot sizes to optimize available infrastructure.

6. Couple use of a density bonus (recommended in other sections of this plan to reach other goals) for major subdivisions to include dedicated units for affordable and senior housing.

7. Clustering of new housing units close to the Village and hamlets will provide for economies of scale to reduce housing costs, will take advantage of infrastructure that is more likely to be available in those locations, and allow for land conservation.

C. Funding Options to Support Housing Goals

The Housing Committee should seek funding sources to:

- Rehabilitate existing structures to provide new affordable housing opportunities;
- Pursue affordable homeownership and rental development projects through state and federal programs (NYS Homes and Community Renewal Agency);
- Apply for Community Development Block Grants and Consolidated Funding Application requests; and
- Encourage businesses to offer housing-oriented incentives such as payment subsidies and closing cost assistance to new employees who purchase homes in targeted areas.

More specifically, the Housing Committee should:

1. Identify and utilize a variety of regional, state or federal funding sources as available, including grants, that address the specific needs of different income levels from those who can not afford a residence without housing subsidies or public benefits to those who need short term loans for first month's rent, down payment or renovations/improvements to an existing residence.

2. Research available funding mechanisms through real estate developers, financial institutions, large estate landowners and philanthropists based on the attractiveness of the area and the investment potential.

3. Pursue funding for affordable homeownership and rental development projects through State and Federal programs such as those offered by Community Development Block Grants, the Dutchess County and New York State HOME Program (administered by the NYS Housing Trust Fund Corporation to expand affordable housing), Main Street NY, NYS Department of Housing and Community Renewal, and others.

4. Advocate with State and County governments for use of occupancy tax monies collected locally to be used to address housing needs.

5. Offer a payment in lieu of providing a required amount of affordable housing units established in an inclusionary zoning requirement. In that case, the funds paid go into a housing trust fund to support other affordable housing programs.

Protection of Farmland and Support of Agriculture

Goal: Protect our valuable farmlands, support our farms and their products, and encourage the continuation and diversification of agricultural activities.

A. Capital Improvement Projects to Address Farmland and Agriculture Goals:

1. Highway maintenance programs, and rules for the development of new roads should **take into consideration use of farm machinery on local roads.**

B. Projects and Programs to Address Farmland and Agriculture Goals:

1. Ensure that the Town continues to **appoint an agricultural member to the Planning Board** as per Town Law 271 (11) so that farmers or people knowledgeable about farming in the Town can add their perspective and expertise to the planning process.

2. **Reestablish the Agricultural Advisory Committee** and empower them to assist in the implementation of the Agricultural and Farmland Protection Plan. A further role of the Agricultural Advisory Committee should be to assist the Planning Board with advisory opinions on farm related project reviews. (See Appendix 7 of the Dutchess County Agricultural and Farmland Protection Plan for a model scope of work for the Agricultural Committee.)

3. **Provide data, maps, information, and training** on their use to the Planning Board and ZBA.

4. Conduct a **feasibility study for the need and funding of a shared community kitchen** to support area farmers.

5. Work with area farmers and other agencies and organizations to **support a buy local program**, that promotes direct to consumer sales, listing of buy local opportunities on the Town website, and other direct to consumer opportunities.

6. **Promote other events** such as farm events, farm tours, bike tours, garden tours, or historic tours that tie into and celebrate the agricultural heritage of the area.

7. Ensure that future **economic development strategies recognize and tie into agriculture** and food systems.

8. Advocate to Dutchess County the importance of **fully implementing the County Agricultural and Farmland Protection Plan**.

9. Evaluate opportunities for having **a young farmers initiative** like the one in Copake and elsewhere in the Hudson Valley. Evaluate options for providing incentives that would attract new, young farmers to North East.

10. Continue implementation of recommendations from the 1990s Plan:
    a. Value-Added Production: The community should promote the development of one or more small production units to take advantage of primary production and the proximity to a large regional market. Cheese, beef jerky and ice cream are among the products that could be produced from local products.
    b. Residential Subdivision for Farm Families: The community should allow farmers to build housing for immediate family members on reduced lot sizes (large enough for individual wastewater treatment), provided that a compensating acreage is protected for agriculture through easement conditions.
    c. Private Roads: The community should allow private roads for small housing developments. (e.g., 5-8 units). However, a minimum 50 feet right-of-way should be reserved.
    d. Town Land Trust: The community should create its own local mechanism for accepting conservation easements.
    e. The 1990s Plan identified that education was an important component of promoting agriculture and agricultural businesses. Continue with the 1990s Plan recommendation to "encourage local organizations that teach the skills necessary to the farming business; such groups as 4-H, Future Farmers of America and clubs allow an individual to learn on the farm under the supervision of an experienced farmer." The Town should also support the re-introduction of agricultural education in the school system. The Town and Village should work with local farmers and farming organizations to educate residents about agricultural practices and products, and to foster a better understanding of the importance of farming to the community's character. Educational programs that emphasize the benefits of farming should be developed for use in schools as well as for presentation to the public."

C. Regulatory Actions to Address Farmland and Agriculture Goals:

1. **Update Town zoning** to enhance the farm-friendliness of North East and to reflect that agriculture and ag-related uses are welcome in all areas in Town other than hamlet centers and commercial areas. (See also Appendix 5 of the Dutchess County Agricultural and Farmland Protection Plan for more information on farm-friendliness in North East[4]). Consider the following Town zoning amendments:
    a. Add to zoning's purpose statements the desire to protect farmland and promote agriculture and agriculture-related businesses.
    b. Expand and clarify ag-related definitions in zoning. The current law defines 'agriculture' but also defines 'farm'. The Town Agricultural and Farmland Protection Plan (Ag Plan) recommends removing 'agriculture' and using 'farm' instead. Farm related definitions should mirror or be consistent with those established by New York State in 25-aa (The Agricultural Districts Law).
    c. Address multiple farm business uses on farms and follow NYS Department of Agriculture and Markets guidance on this topic. Zoning should recognize that many farms have multiple businesses taking place. It clarifies that a farm operation can also have other agri-businesses such as tasting rooms, food processing, retail sales, etc. that are part of the farm

[4] Dutchess County Department of Planning and Development can provide a specific farm-friendly audit.

operation. This is especially important for farms in the NYS Ag District. Use the New York State Department of Agriculture and Markets guidance on these topics.

1. Many farms are looking to diversify and often use their land for operations that are only marginally related or not related to the farm operation. The State is clear about which uses are considered part of the farm operation that should be allowed in zoning. Other uses are peripheral at best such as camping/glamping, wedding events, restaurants, etc. Recognize that sometimes farming is not enough, and farmers must expand. But some of those operations can be problematic for traffic and neighbors. As such, zoning should clarify what is part of a farm operation and what is not.

d. Define, and include other farm related terms such as agri-tourism, food processing, ag-business or agri-commerce. Make sure all desired types of farm related activities are defined and allowed. Allow for agri-tourism and other agri-commerce businesses. Allow for on farm food processing and marketing. Define and add to at least A5 district.

e. Consider establishing a modified site plan review process. The purpose of the NYS Ag and Markets Law is to prevent over regulation of farms. As such, use of site plan review or special use permits for farm operations is not allowed. The State recognizes that some uses such as agri-tourism can have impacts on roads, noise, etc. To address this, consider including a Modified Site Plan Review process (as recommended by NYS Ag and Markets) to address farm-related expansions and diversification. This gives the Town some review and control, but not over-regulation. Some farm uses such as those that invite agri-tourism may be appropriately reviewed through a modified site plan review where only certain aspects are reviewed such as traffic, parking, and signage. See Appendix 7 of the Dutchess County Agricultural and Farmland Protection Plan for a model modified site plan review section. For additional reference, a modified site plan review process can be found in the Town of Red Hook zoning code for their Agricultural Business District.

f. Zoning currently separates out nursery farms from other kinds of farms. These should be considered a farm operation unless it is purely a retail operation with no connection to growing the plants.

g. Define farm worker housing, allow for it as a permitted use associated with a farm operation, and tie it and standards to the NYS Department of Agriculture and Markets guidance on farm worker housing.

h. Each residential district currently allows for clustering of new residential dwellings. Each also offers a density bonus. That is consistent with the 1990s plan. However, 'clustering' has over the past decades, given way to the conservation subdivision design technique and that technique should be incorporated. The single paragraph that is offered for clustering however does not offer any procedures, details, or definitions to effectively result in actual application of this technique. Replace existing clustering language with all the steps, development standards, and procedures associated with a modern conservation subdivision. In a clustered or conservation subdivision, make sure that agriculture is an allowed use on any preserved open space.

i. Consider requiring use of the conservation subdivision design method for all major subdivisions but allow the Planning Board to waive that requirement if the applicant can show there is no conservation benefit.

j. Consider requiring that all major subdivisions be designed as per a conservation subdivision. For minor subdivisions that are not likely to be developed as a cluster or conservation subdivision, consider adding in rural siting standards (consistent with the Greenway Guidelines) to help ensure that all subdivisions are sited properly to maintain farmland,

open space, environmental features, and rural character. Rural siting standards can apply to the A5 and R3A districts.

k. Add in language that requires an application to identify if it is in a NYS Agricultural District, to submit the ag data statement as required in AML 25-aa, to include an ag disclosure statement on the plat or plan if it is in a NYS Ag District, to identify active farm operations adjacent to a project, and to ensure that general and specific approval criteria for site plans and special use permits require the board to evaluate a project impacts on nearby agricultural operations.
l. Allow for farm markets and farm stands to sell produce from other farms in the Hudson Valley. Currently they can only sell produce from their farm. Zoning should be consistent with and follow NYS Department of Agriculture and Markets guidance on this topic.
m. The Ag Plan indicates that the County Right to Farm Law will protect farmers. Farming has been identified as a priority land use in North East, the zoning should add a right to farm declaration to ensure the message of the importance of farms permeates all reviews. Dutchess County has adopted a county-wide Right-to-Farm law, which can be used as a model.
n. Consider use of an ag overlay zoning district located in areas having prime farmland soils (and maybe soils of statewide significance) where development standards would help guide disturbances to less fertile locations. Pine Plains has a good model for an ag overlay.
o. Update zoning and subdivision laws to require buffers between non-farm and farm properties. This buffer should be the responsibility of the new owners rather than the pre-existing farm and should be guaranteed through recorded easements and zoning requirements.
p. As part of site plan, subdivision, and special use permit processes, the Planning Board should evaluate potential impacts of that development on agriculture. This is also an important component of a SEQR process.
q. Zoning should exempt agricultural structures such as barns and silos from height limitations. Zoning should be consistent with and follow NYS Department of Agriculture and Markets guidance on this topic.
r. Zoning should allow for farm use of solar panels and wind turbines as per NYS Agriculture and Markets guidance.

Goal: Protect the natural environment, ecosystems and open spaces in a resilient and sustainable way and restore where feasible.

Protection of the Natural Environment

A. Projects and Programs to Meet Protection of the Natural Environment Goals:

1. **Include the Town of North East Significant Habitats Study** as an appendix and adopt it as part of this Comprehensive Plan by reference.

2. Ensure that both the **Town and Village Planning Boards have access to and use the Habitats Study maps** and the maps created for this Plan in either paper or digital formats during all project reviews. All maps should also be easily accessible on the municipal websites.

3. The Town and Village should **implement climate smart projects** to become more resilient, long term.
   a. Review and update where needed, the Flood Damage Prevention Law (Section 95 adopted in 2012). NYS DEC can provide the Town with a model updated law that the Town could use. Consistent with the 1990's Plan, the floodplain regulations should be strengthened to prohibit siting of homes and other permanent structures within 100-year floodplain and to discourage filling of floodplains. This is not currently addressed in the Flood Damage Prevention Law but is partially addressed in the LC District regulations. The Town should

also recognize that in the face of more severe storm events associated with climate change that the boundaries of the floodplain may change over time.

b. Conduct a vulnerability Risk Assessment as per the NYS DEC Climate Smart program.
c. Adopt a local stormwater management law.
d. Prohibit new infrastructure investment in high-hazard areas, which include floodplains and wetlands.
e. Work with Dutchess County to implement Town and Village strategies outlined in the County Multi-hazard Mitigation and Disaster Recovery plan.
f. Encourage local government and community commitment to the three R's of waste stream management: **Reduce, Reuse and Recycle**. Explore the idea of locating recyclable containers in the Village of Millerton to promote effective recycling.
g. Assemble a list of native trees that can thrive in a changing climate and that can be used in landscaping and as street trees in the future.

4. **Protecting water quality in the Tenmile Watershed** should be a priority. The Town can consider making the Tenmile Watershed a critical environmental area under NYS SEQRA (Part 617). This designation means that actions subject to SEQR in that area would need to use the Full Environmental Assessment form (instead of the Short Environmental Assessment Form) during any SEQR processes. As an alternative, the Town and Village could establish an overlay zoning district encompassing the Tenmile Watershed and require additional stormwater controls in that area to protect water quality.

What is an Overlay District?

The overlay zone is a special zone placed over an existing zoning district, over part of a district, or over a combination of districts. The overlay zone includes a set of regulations that is applied to property within the overlay zone in addition to the requirements of the underlying or base zoning district. The overlay typically provides requirements (or incentives) intended either to protect a specific resource or to encourage development in certain areas. Overlay zones allow for increased flexibility in local zoning since they more closely tailor needed requirements (or incentives) to areas within the community which share certain characteristics.

5. As per the 1990s Plan, the Town and Village can **adopt the Soil Erosion and Sediment Control Guidebook** prepared by Dutchess County Soil and Water Conservation District as an official standard for project erosion control plans.

B. Regulatory Actions to Meet Protection of the Natural Environment Goal:

1. **Update Zoning and Subdivision laws** to address the following:
   a. Ensure the Land Conservation (LC) district remains an important link connecting the undeveloped 'green infrastructure' of the community. This area is crucial for preserving contiguous habitats and native species that are reliant on stream and stream habitats. The 1990's plan recommended that the LC district encompass NYS parklands, classified streams, surface waters, 100-year floodplains and designated wetlands. These are all important

natural areas in the Town and Village and contribute to not only environmental health, but to rural character. The current Town zoning map shows that the LC zoning district does not cover all the lands originally recommended to be included in that district. Ensure that the LC district includes at least all mapped floodplains.

b. The current zoning text establishes a stream buffer to protect stream water quality and stream-side habitats. The current required width is, however, different than that recommended in the Town of North East Significant Habitats Study. Consider expanding stream buffers to match the Habitat Study recommendation.
    1. As part of the evaluation of the LC District and stream buffers, the Town should evaluate current climate change models showing areas that may have increased flooding due to additional predicted high-water events. These areas may also need to be placed in either the LC district or a buffer when development occurs.
c. Calculate residential density based on a net acreage (net density) method (see Box). This was also recommended in the 1990s plan.
d. The Town should consider allowing for use of average lot sizes instead of minimum lot sizes. An average lot size establishes overall density of residential development and allows for easier protection of natural resources and additional flexibility for the landowner. Minimum lot size, as used now, controls density by spreading development across the landscape. Use of average lot size could be an excellent method to meet a range of town goals. Language to incorporate use of average lot sizes should also include definitions and methodologies to prevent segmentation and calculation of density from the existing parent parcel.
e. Evaluate local laws and enforcement capability in the Village and Town to address noise,

What is Net Acreage?

Net acreage is when acreage that is environmentally constrained due to wetlands, floodplains, steep slopes or other identified natural resources, is deducted from the total acreage used to calculate how many new lots may be created. For example, if a 100-acre parcel has 5 acres of wetlands on it, there is a net acreage of 95 acres upon which to calculate allowable number of lots. Using net acreage helps ensure that the actual density of new development is more consistent with the actual land resource. Net acreage can be calculated by either a 100% deduction or a partial deduction of those critical environmental resources.

odor, smoke and other public nuisances.

f. Ensure that zoning in both Town and Village add references to and is consistent with NYS requirements for development of a stormwater pollution prevention plan (SWPPP) whenever more than 1 acre of land is disturbed for a commercial use, or 5 acres of land for residential use. Zoning should reference and incorporate those NYS SWPPP rules (stormwater), the Dutchess County Soil Erosion and Sediment Control Guidelines, and use low impact development (LID) and green infrastructure to the maximum amount feasible. LID seeks to mimic natural functioning in the design of stormwater control. Chapter 5 of the New York State Stormwater Design Manual should be used in new development to the maximum amount feasible for that site.
g. Require in both zoning laws that new outdoor lighting at commercial structures, parking lots, public locations and similar areas use fully shielded light fixtures and conforms to other International Dark Sky Association outdoor lighting standards in their design. These

standards are designed to provide adequate lighting for vehicles, pedestrians and safety but also help maintain dark skies by minimizing light pollution. Dark skies contribute to rural character. See Box on Page 57 for information on Dark Skies.

h. The County's natural resource inventory plan suggests that well water pumping tests be done for higher capacity wells to evaluate impacts of withdrawals on streams and wetlands. It also recommends that stormwater measures be taken to maximize groundwater replenishment, and that in highly permeable soils (Group A, B and C), new construction incorporate green building and low impact development techniques to limit impervious surfaces. These should be incorporated into Town zoning. Further, the Town should consider if additional zoning protections are needed to address the groundwater recharge areas already identified and that incorporate other County stormwater control suggestions.

i. Map groundwater recharge areas. Recharge areas are where surface water returns to the ground to become groundwater. In groundwater recharge locations, the Town may want to adjust the allowable density of residential development. Development near recharge areas can impact both water quality and quantity. Where there is no public water infrastructure, soils and available groundwater recharge affects how much residential density can be sustained with potable water. Zoning could be updated to take these factors into consideration when a development is calculating the density to be allowed.

What is Groundwater Recharge?

This is a term given to an area of land where surface water enters the ground to 'restock' water sources that are underground.

j. A priority of the Town and, especially the Village, is to protect water sources. Future development should be consistent with the need to preserve and protect drinking water sources. To further address groundwater quality and quantity, zoning could establish maximum impervious surfaces by area or district, and other requirements such as use of infiltration devices. Consider development of a wellhead or aquifer protection law to protect the Village water supply area.

k. Work with the 2019 Tenmile Watershed collaboration effort when developing strategies for that watershed.

l. Consider limiting development on slopes > 20%.

m. Create a process that involves the CAC in the earliest stages of project review as possible. Enhance the role of the CAC in project review and specify that the Planning Board or ZBA can refer a site plan, subdivision or special permit application to the CAC early in the sketch plan phase for an advisory opinion related to environmental concerns.

n. Integrate the recommendations from the Habitat Study into zoning and subdivision laws. Preservation of contiguous habitats and native species should be included as an important purpose in all land use regulations. This could include, but is not limited to, adding environmental-related criteria to guide site plan and special use permit approvals. These seek to link important habitats, minimize habitat fragmentation, and minimize adverse impacts of development on special conservation areas (see Page 69 of Habitats Study for details on these potential criteria). Further, the Planning Boards in the Town and Village should use the maps and information contained in the Habitat Study in their project review processes.

o. Certain site plans and special use applications in the A5 district should include an environmental site analysis. This analysis would identify those environmental features detailed in the Habitat Plan that are on that parcel of land. This environmental site analysis

could be limited to those parcels included on the "important habitat" maps from the study. Information from a more detailed environmental analysis such as recommended here will help the Planning Board and applicant avoid or minimize impacts to those resources. If a conservation subdivision were to be designed, the preserved open space could include those resources. The CAC could assist in the review of these site analyses.

p. Other zoning techniques that are oriented to conservation of natural resources include overlay districts that could be targeted to environmentally sensitive areas or requiring a 'yield plan' be generated when a significant habitat is present to determine the actual capacity for residential density in that location (See Box, next page).

q. Zoning and subdivision laws should reflect the goal that new development projects should be designed to prevent further damage to the environment and, wherever possible, restore damage that has already been done.

What is a Yield Plan?

It is a sketch plan that shows the maximum number of lots that could reasonably be expected to be achieved through a conventional layout given the presence of constraints such as wetlands, floodplains and steep slopes. The applicant then tests 10% of the lots for on-site septic suitability. Any lots that fail are deleted, followed by another 10% sample. It is a method to select those lots that are actually buildable for on-site septic. An alternative to the yield plan is to specify in the zoning certain constraints that if present, must be deducted from the total acreage so that density is calculated on 'net acreage'.

r. Incorporate biodiversity conservation principles into the zoning and subdivision law. The "Significant Habitats in the Town of North East" study (See Maps at end of Part I, Appendix 2 and Reference Appendix) should be consulted for more information on biodiversity in Town.

s. Consider adding in LEED (Leadership in Energy and Environmental Design) standards to be encouraged in new development. This may be added in as development guidelines the Town or Village encourages through voluntary adoption, or they can be required in some locations or under certain circumstances.

t. For BD districts in the Town, require site plan and special use permit processes include careful review of stormwater impacts from new development. Zoning should include full evaluation of discharge from parking lots into Kelsey Brook, protecting the M-15 wetland nearby, and floodplains. The Planning Board should especially pay careful attention to projects that could affect Kelsey Brook and nearby wetlands.

u. The Town and Village should evaluate zoning regulations, especially density requirements, on lands immediately surrounding the Village and evaluate the benefits of changes that would focus higher levels of growth in those locations. The goal should be to concentrate growth immediately around the Village.
   1. Higher density in the Town on lands located close to the Village where it is feasible to have public sewer and water should be encouraged. At the same time, development in those areas should also be compatible with village-style lots and street patterns.

2. Consider increasing density in the Town zoning district R20,000 to allow for denser growth if sewers were extended there.

v. As the Town and Village plan for future sewer infrastructure, consider also extending the R20,000 district south of the Village into the current R3A district to continue to allow denser, village-style development in that location as well (See Figure 6). These changes could form a 'ring' around the village where new residential development may be able to take advantage of any new sewer infrastructure. However, any such development in those districts should be designed to match the traditional streetscapes and lot layout of the Village. This method would build upon the Greenway guidelines for smart growth.

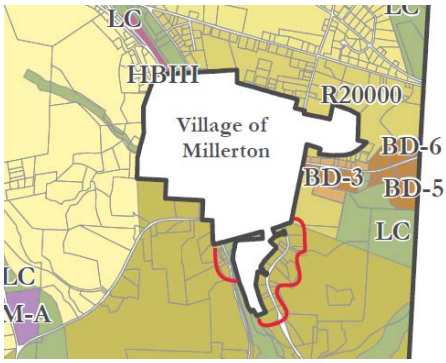


Figure 6: Possible areas where higher density could be accommodated if sewers were to be established (shown in red)

w. Update the Village of Millerton's zoning:
   1. Define terms such as 'normal water edge of main stream' and 'normal edge of tributary branches'.
   2. The Village should evaluate the Greenway Guide for Stream Protection. It recommends a 60' buffer width that should be increased based on streamside conditions. The zoning should reflect this and offer the Planning Board an ability to have smaller or larger setbacks based on stream conditions.
   3. Like the zoning in North East, the LC district is established to protect various environmental resources. Yet some of the uses allowed in the LC district such as forestry, golf course, logging camp, and rod and gun clubs, among others, are often quite impacting on the environment. Review uses allowed in the LC district and update to ensure that only low impact uses are allowed there.
   4. Evaluate the overlap between the LC District and stream buffers. Current zoning requires a stream buffer with no land disturbances. At the same time the LC district in the Village is narrow and often overlaps where stream buffers would be required. Given those conditions, there may not be room for many of the uses currently allowed in the LC district.
   5. The 1990s Plan established that the LC district was to include the village park, 100-year floodplain, rail trail parkland, wetlands, and slopes > 25%. However, an analysis of the existing LC districts in both the Town and Village show that district does not coincide to where those natural resources are. The Town and Village should evaluate if any adjustments to the LC district are needed to further protect those resources as established as a goal in this Plan.
   6. Section 170-40 (Sand and gravel pits) of the Village Zoning law needs some clarification. This section likely refers to small gravel pits that do not need a NYS DEC mining permit. However, existing zoning is unclear as to what is regulated and to what size mines such regulations apply to. Zoning updates should clarify this. If a mining operation removes greater than 750 cubic yards per year, it will need a NYS DEC mining permit and some of the requirements included in this section will be superseded by NYS Mining Law rules. The Village may want to prohibit those large mines within the Village boundary and establish that this section applies only to small mines (< 750 cubic yards per year).

7. Future updates should incorporate into site plan review, special use permits, and subdivision regulations the need to review and plan for protecting significant habitats as per the North East Significant Habitats report. Maps included in this report show significant areas in the Village that should be addressed in future development proposals. The habitat report suggests the Village concentrate on infill of existing vacant lots, reuse of existing structures wherever feasible, and applying conservation measures to safeguard the integrity of the Webatuck Creek and its tributaries flowing through the Village, the wetland complex behind the cemetery, and the wetland complex along the state line north and south of Route 44.

Protection of Rural Character and Scenic Resources

Goal: Maintain and protect the natural beauty, rural character, and scenic resources of the community.

A. Capital Improvement Projects to Address Farmland and Agriculture Goals:

1. **Develop coordinated wayfinding signage** that directs people to amenities, parking lots, trail heads, recreational areas, etc. using common theme and design.

B. Projects and Programs to Address Farmland and Agriculture Goals:

1. The 1990s Plan recommended use of a **transfer of development right (TDR) program**. The Town should continue to consider applicability of a TDR program in North East if the real estate market conditions warrant use of this method.

2. The Town should **conduct a scenic resource inventory** that includes a map of important viewpoints and a viewshed analysis to be used by the Planning Board and ZBA. Use the viewshed map included in the Appendix as a starting place for development of an updated inventory. However, any future scenic resource inventory should have a public input component so that there is public consensus as to what are the important identified scenic resources.
   To ensure the quality viewsheds in Town:
   a. Conduct a new viewshed inventory and create a map showing these locations.
   b. Recognize that historic public viewsheds can have an impact on the local tourism economy and quality of life and therefore should be preserved. For example, the landscape and historic views from the Harlem Valley Rail Trail are a significant part of its appeal.
   c. Update the subdivision law to ensure that planning for and review of viewsheds is an important part of the review process. Local land use laws should enhance the role of viewsheds and work to protect those important resources.
   d. Work with NYS DOT to manage viewsheds from State rights-of-way.

3. **Preserve mature trees** as much as possible along streets, in yards, and commercial areas. Continue public/private partnerships to enhance streetscapes. This includes working with Townscape and working towards becoming part of the 'Tree City USA' program (National Arbor Day Foundation). Native trees should be chosen to include those that will thrive in anticipation of global warming effects.

What is a TDR Program?

A TDR is when the development potential (number of new dwelling units) from one location in Town is transferred from that parcel to another location that can better accept higher density. It allows rural landowners who desire to keep their land undeveloped can realize economic gains from selling the development rights. It allows denser residential development to be placed where infrastructure and other conditions are more suitable.

a. Formalize an urban street tree program to include an inventory of important climate-resilient trees and street trees and a maintenance plan to replace dying street trees with new native species. Such a program would also include a list of preferred street trees. Recognize that trees are important for several reasons:
   - Trees intercept rainfall and slow storm water runoff.
   - Trees fight soil erosion.
   - Trees produce oxygen and clean the air.
   - Trees provide shade, cool, and are effective windbreaks.
   - Trees are pretty, reduce noise impacts, and increase property values.
   - People recognize the positive impact that landscaping and vegetation can have on community character and the Town and Village should work towards:
     - More trees and plantings, especially in commercial areas and along major roadways.
     - Good maintenance of trees on roads and public lands.
     - Less aggressive tree trimming as part of utility maintenance.
     - Less tree clearing because of new residential construction.

C. Regulatory Actions to Meet the Protection of Rural Character and Scenic Resources Goal:

1. **Update land use regulations** to ensure that new development is consistent with maintaining aesthetics, rural character and scenic resources.

   a. Town and Village: All land use regulations need to have expanded and more detailed purpose statements closely tied to the goals as established in this plan. Currently there is little detail in the purpose statements that relate to the specific goals articulated. Specific purposes related to preservation of natural beauty, rural character and scenic resources, as well as housing opportunities, environmental protection and agriculture all need to be articulated in the purpose statements.
   b. Town and Village: Each zoning district should have a one or two sentence specific purpose statement that captures the essence of each district and what the community hopes to attain by regulating land uses within them. These purpose statements should also be tied to the goals of this Comprehensive Plan.
   c. Town Zoning: Place more emphasis in zoning on controlling density of development and de-emphasize regulating by minimum lot sizes. This can be accomplished by changing the minimum lot size requirement to a density (for example, as 1 dwelling unit per 5 acres in A5, or 1 dwelling unit per 3 acres in R3A). Couple this change with allowing new lot sizes to be an average size, (for example, 10 new lots may have varying lot sizes but average 5 acres in the A5 district). This method has many benefits and will allow some to be larger (estate lots for example) or smaller (more affordable lots). This method allows easier preservation of open space, better protection of natural resources, and the subdivision can be designed to avoid the standard subdivision look when all lot sizes are the same. The minimum lot size can be as small as allowed by the Department of Health to meet well and septic requirements, or very small if sewer facilities were available. Recognizing that most parcels in the Town will still be served by well and septic systems, the Town should ensure that there also be minimum lot size established to be no smaller than what is required to meet Board of Health rules.

Controlling Density of Development Over Time

When density is used to control the amount of development in an area, the total density allowed for that parcel is calculated from the size of the existing parcel at the time of subdivision. Counting density from the parent parcel prevents multiple subdivisions that skirt density rules. While future subdivisions can take place, the number of lots created can only equal the total number derived from the parent parcel.

d. Town Subdivision and Zoning: Incorporate text and illustrations from the Dutchess County **Rural Development Guidelines** and the Greenway Guidelines into both zoning and subdivision regulations. These resources should be easily accessible to applicant and Board. They can be included by reference but adding in illustrations is far more effective.

e. Town: Require use of the **conservation subdivision design technique** for all major subdivisions proposed in North East but allow the Planning Board to waive this requirement if it can be shown that there is no conservation benefit on a particular parcel. Current zoning allows for voluntary use of 'clustering', but it does not include crucial information needed to make this an effective technique including development standards, design, definition, or process to develop a conservation subdivision or clustered subdivision. Replace 'clustering' with the conservation subdivision design technique. See Appendix 4 for additional information on conservation subdivisions.

Maintenance of Open Space in a Conservation Subdivision

There are several options to be considered to ensure that preserved land in a conservation subdivision will be maintained as open space. Open space could be actively farmed fields, natural areas such as wetlands or floodplains, or wooded areas. Options for preserving these portions of the parcel could include being owned and maintained by:

a) an individual landowner as part of a large 'estate' lot.
b) an individual or a Homeowners Association on a separate 'open space lot' to be farmed or otherwise left open.
c) several individuals where the land is preserved by easement or deed restricted for future development.

Zoning and subdivision regulations outline specific details on how open space lands shall be maintained. Those are applied as conditions of zoning or subdivision approvals by the Planning Board. Regardless of the mechanism used to create and preserve the open space lot, the owner(s) or easement holders are responsible for maintaining that lot in the condition and for uses it was approved for by the Planning Board.

Making the conservation subdivision design technique mandatory for all major subdivisions can help the Town meet many goals including preservation of character, open space, environment and agriculture. However, the regulations should allow for some flexibility if there is no conservation benefit for mandating such a design. The zoning and subdivision regulations should detail this waiver.

When conservation subdivisions do take place, there should be a requirement that fifty percent (50%) of the parcel be permanently maintained in open space and suitable for conservation, passive nature-oriented recreation or farming. Current regulations require too much acreage be preserved to be a realistic voluntary development method. With mandatory conservation subdivision for major subdivisions and use of density measurement and average lot sizes for all subdivisions, the Town can ensure that future development is more consistent with this goal than currently exists. (See Maintenance of Open Space box.)

Include language to authorize the Planning Board to require performance bonds or other securities so that they can ensure all approval conditions and improvements are made. This will enhance the ability of the Town to enforce required provisions.

f. The Town should also incentivize use of a conservation subdivision by offering density bonuses. Density bonuses are currently offered in Town zoning, but like clustering, there are no procedures, standards or guidelines on how to make it work. Further, the current density bonus process is not consistent with NYS Town Law 261-b that authorizes that method. The Town should follow 261-b to develop a new section covering density bonuses, and to offer density bonuses for a variety of amenities that would contribute to the Town including provision of access for recreation, senior housing, affordable housing, open space preservation, preservation of prime agricultural soils for farm use, and other features desired in the Town as the need presents itself.

g. Town and Village Zoning: Develop siting criteria that will guide new uses (both residential and commercial) to those locations on a parcel that will help maintain rural, natural and scenic character. Different districts would have different criteria and those in the Village would differ from those in rural areas in the Town. More attention needs to be placed on planning for placement of building envelopes, not just meeting setbacks and placement of lot lines. Update zoning so more emphasis is placed on planning for building envelopes in the subdivision to protect important features such as wetlands, areas with prime soils, environmentally sensitive locations, or areas with important viewsheds. Siting criteria to incorporate into zoning and subdivision regulations include (but are not limited to):

1. Place house sites along the edge of fields or at the edge of wooded areas.
2. Building envelopes for structures should be located out of areas having prime soils or soils of statewide importance.
3. Lots should be laid out and building envelopes sited in a way that maintain stone walls, mature trees, rock outcroppings, existing roadside trees, existing historic structures, away from adjacent farm structures or farm uses that could be impeded by placement of non-farm uses close-by.
4. Structures should be sited in a way that protects steep slopes (>20%) and away from ridgetops.
5. In forested areas, building envelopes and new roads should be placed in a manner to avoid forest fragmentation to the maximum extent feasible.

6. Very long setbacks can be effectively used to protect scenic or historic resources that may be present and visible from the public road.
7. Buffers that separate non-farm and farm uses can be very effective at helping improve compatibility between differing uses.
8. For subdivisions that include speculative housing (where the houses are built first and then sold, or in a major subdivision planned all at once), structures should be designed in a way that prevents repetitive street patterns and uniform single-family detached house designs.
9. In scenic areas, near ridgetops, or other highly visible locations, buildings should fit in to the rural and natural setting. Building design and exterior materials can be chosen so that the new structure contributes to the style and feeling of its rural surrounding.
10. Encourage new subdivision designs that result in inclusive, rather than exclusive new neighborhoods.

h. Town Zoning and Subdivision: Update development standards for the R1A and R20,000 districts so new lots are created and developed to be consistent with the Village's traditional neighborhood settings. This would include development standards that allow for smaller lots, shallower front yards, sidewalks, and street trees. These changes can help the medium density and low-density Town districts be more consistent with village styles.

i. Town and Village Zoning: Incorporate commercial design standards for both Town and Village business districts to ensure architectural design promotes community character. New commercial structures, exterior alterations to existing structures, free-standing signs, multi-family uses, and any institutional use should meet these design standards.

   These design standards need not impede creative design, and do not have to be over-detailed, but should address important design features that impact aesthetic character such as, but not limited to, building size, use of façade breaks in large buildings, roof style, façade treatments, window and door design, placement of structure on lot in relation to the street. Each business district would have design standards tailored to be consistent with the goals and character of that district. Note that sign-regulations should regulate design, siting, and dimensions but not the content to be consistent with recent U.S. Supreme Court findings.

   As part of these commercial design standards, address chain store and franchise businesses that use corporate architecture. Design standards for commercial buildings must apply to all new commercial buildings. Regulations must ensure that new buildings are designed to be consistent with the Town and Village character and prohibit trademarked or corporate architecture where it is not consistent. Zoning and all design standards should define in text and illustrations what design elements are expected.

   The 1990s Plan included many excellent commercial development standards that addressed siting, design, parking, lighting, and landscaping (See Appendix 7). These standards should be included in the zoning regulations. Implementation of those design standards are especially important to control development in the BD districts to prevent strip style development.

j. Town and Village: Set development standards to ensure new and rehabilitated structures relate to and are consistent with the site and surrounding areas in terms of scale, intensity and design.

k. Town: Consider adding in a zoning requirement for an applicant to prepare and submit a visual impact analysis during project review when there is a scenic view that may be impacted.
l. Town and Village: Require sidewalks in front of all commercial buildings in the HB, GB and BD districts in both the Town and Village.
m. Town and Village: Allow for two-story mixed-use buildings in business districts such as allowing for commercial on lower floors and residential on upper floors. A 2 ½ story high building can accommodate this. This can add not only to the commercial vitality of the street/district but offer an additional affordable housing choice.
n. Town and Village: Zoning should address the new styles of signs using LED lighting. In so doing, consider reviewing Dutchess County LED lighting information.
o. Town: Adjust the front setbacks and location for parking lots in the BD districts so that buildings move closer to the road and parking lots are set to the side or rear.
p. Consider establishing hamlet districts at Shekomeko and other hamlet areas to preserve hamlet style lots and setbacks.
q. Update zoning to address mining conducted in the Town. This should ensure that small shale pits and mines that serve farmers and local needs are allowable, but that large commercial-scale operations contrary to rural character and environment in North East are prohibited. Future zoning updates should prohibit operations that remove > 750 cubic yards per year that need a NYS DEC Mining Permit.
r. Consider placing square footage limitations on commercial buildings in the BD districts to ensure scale and intensity of uses are consistent with the district and community.
s. Update 115-18 (Subdivision, new streets) to reduce paved widths, reduce cul-de-sac turning radius, allow for shared driveways (up to 4 houses) to limit curb cuts on existing roads, allow for private roads, institute low volume rural road standards, etc.
t. 1990s Plan: Aesthetic Controls outlined on page 32 should be added to the new plan. (See Appendix 7).

Infrastructure and Transportation

Goal: Provide for safe and efficient pedestrian and vehicular transportation networks, accessible and up-to-date communication technologies, and public utility services that support a vital economy and quality of life.

A. Capital Improvement Projects to Meet Infrastructure and Transportation Goal:

1. **Complete the Joint Town/Village highway garage**. The land has been purchased and plans for the first phase are in process.

2. Both the Town and Village should **develop a 5-year Capital Improvement Plan**. This Capital Improvement Plan should include provision for sewers inside and immediately adjacent to the Village. Capital improvement planning should address not only sewers, but sidewalk (and sidewalk repairs, sweeping, snow plowing, vegetation trimming, signage, and crosswalks), lighting, parking, recreation, a transfer station and other projects that are capital programs.

What is a Capital Improvement Plan?

A Capital Improvement Plan (CIP) contains all the individual capital projects, equipment purchases, and major studies for a local government; in conjunction with construction and completion schedules, and in consort with financing plans. The plan provides a working blueprint for sustaining and improving the community's infrastructures. It coordinates strategic planning, financial capacity, and physical development. A CIP stands at the epicenter of a government's Planning, Public Works, and Finance departments.

A CIP has two parts – a capital budget and a capital program. The capital budget is the upcoming year's spending plan for capital items. The capital program is a plan for capital expenditures that extends typically five to ten years beyond the capital budget.

3. **Use the Millerton Pedestrian Plan as a guide to improve walkability** in the Village. See Appendix 2 for maps that detail this plan, and the Reference Appendix to view the full plan. The Millerton Pedestrian Plan (2018) is relevant and important today to inform the direction and projects the Village of Millerton can take to meet these goals. Readers are urged to look at the original plan for more detail on previously recommended strategies.

4. The Village should consider **updating their street lighting to use Dark Sky compliant LED lights**. This would save money and be more environmentally sustainable. (See Box below on Dark Sky Compliance.)

What Does 'Dark Sky Compliant' Mean?
The International Dark-Sky Association (IDA) is the recognized authority on light pollution and as an organization, works as stewards to protect night skies. They certify outdoor lighting fixtures as being dark-sky friendly to minimize glare, reduce light trespass and protect the night sky. In addition to the certification (called Fixture Seal of Approval) program, IDA along with the Illuminating Engineering Society of North America developed a model lighting ordinance and model lighting development standards designed to help municipalities reduce glare, light trespass and skyglow locally. 'Dark Sky' compliant means either a light fixture or a lighting standard consistent with or certified by the IDA.

5. In addition to the concepts in the Village of Millerton Pedestrian Plan, **consider adopting a complete streets policy and integrating other 'Complete Streets' features** (See Box below) into site plan review and approvals. Long-range plans for the Village and individual development plans on a lot by lot basis should consider upgraded sidewalks, crosswalks, lighting, benches, wayfinding signage, and decorative amenities such as banners, flower baskets. A complete streets policy would be especially important for the Route 44/Main Street area east of the Village core and Route 22 north of Main Street.

What is a Complete Street?

Complete Streets are streets designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. Complete Streets make it easy to cross the street, walk to shops, and bicycle to work. They allow buses to run on time and make it safe for people to walk to and from train stations.

By adopting a Complete Streets policy, communities routinely design and operate the entire right of way to enable safe access for all users, regardless of age, ability, or mode of transportation. This means that every transportation project will make the street network better and safer for drivers, transit users, pedestrians, and bicyclists—making your town a better place to live.

There is no singular design prescription for Complete Streets; each one is unique and responds to its community context. A complete street may include sidewalks, bike lanes (or wide paved shoulders), special bus lanes, comfortable and accessible public transportation stops, frequent and safe crossing opportunities, median islands, accessible pedestrian signals, curb extensions, narrower travel lanes, roundabouts, and more. Complete Streets help create livable communities for various types of users, including children, people with disabilities, and older adults. Complete Streets improve equity, safety, and public health, while reducing transportation costs and traffic woes.

6. Improve the efficiency and safety of the Route 22/44 to Route 199 intersection. **Work with NYS DOT to evaluate options** for improvements to this intersection.

7. **Address culverts and bridges** to be sure maintenance projects and construction of new roads allow for both the free flowing of streams, as well as ensure they are built to withstand higher rainfall predicted in climate change models. Use NYS DOT guidelines and tools such as their "StreamStats" online calculator to help amend highway specifications for the design of culverts and bridge openings on roads. Ensure that the design for culverts and bridges allow for natural stream flows. Use best practices to ensure safe migration of reptiles, amphibians, fish and other indigenous species.

8. Plan for enhanced telecommunication technologies, including 5G small cell technologies in the Town and Village.

9. Plan for electric cars and electric car charging stations. See Box on EV Charging Stations, below.

Planning for EV Charging Stations (Adapted from the *Creating EV-Ready Towns and Cities: A Guide to Planning and Policy Tools Electric Vehicle Supply Equipment Support Study* Prepared for the New York State Energy Research and Development Authority and Transportation and Climate Initiative.)

Electric charging stations can be promoted through zoning, parking requirements, permitting and inspection requirements, and forming partnerships to make it happen. Zoning can promote EV stations as allowable uses. Funding incentives included those offered through NYSERDA (Charge Ready NY), NYS DEC (MunicipalZEV Rebate), and tax credits for public and workspace charging. Opportunities exist for developing EV parking incentives, such as preferred parking spots, which may encourage EV purchases.

EVs can be promoted by integrating them into the site plan approval process by, for example, requiring developments that meet certain thresholds to either install charging stations or at least lay conduit for future installation. The Town and Village can also promote future EV use by laying conduit during any public parking lot or sidewalk/street improvement project.

Business partnerships will be important and can help promote use of EV charging stations on their properties. The public sector can encourage EV development and reduce public expense by establishing procurement programs and policies for equipment and services as tools to encourage EV use.

B. Projects and Programs to Meet Infrastructure and Transportation Goal:

1. Establish **a comprehensive parking plan** for the Village. This plan should inventory and identify current parking capacity and occupancy, determine parking needs, and promote shared parking lots when new development occurs. Shared parking programs allows for construction of less parking overall and more efficient use of existing parking lots. In addition, the parking plan should also evaluate feasibility of other parking alternatives such as requiring public spaces in private lots.

2. The Town and Village should investigate all feasible means of providing **public transportation** to meet the needs of residents and provide convenient locations for passenger access. There is a

tremendous need for the local bus system to connect with the Dutchess County Public Transit system.

3. The Town and Village should **consider promoting bicycle parking facilities, wayfinding signage, ride sharing, bike sharing and new technologies** (such as scooters, for example) that may arise that can serve to address both transportation needs; and reduce pollution.

C. Regulatory Actions to Meet Infrastructure and Transportation Goal:

1. **Update zoning:**
   a. In both the Town and Village make the threshold for requiring a traffic impact analysis during project review to be 100 cars per day during the peak hour (the industry standard) instead of 100 cars per day per 1000 square foot (sf) of space as currently exists in the code. In recognition that this threshold may not be applicable in some locations in the Town and Village, zoning should also authorize the Planning Board to require a traffic impact analysis at lower levels.
   b. Village zoning should be updated to require that developers pay for and install new sidewalks and pedestrian amenities or repair existing pedestrian amenities in the HB and BD districts for new building or when major site plan changes occur. In addition to sidewalks, other amenities that the Planning Board may require could include benches, and trash receptacles.
   c. Minimize new curb cuts. Zoning design standards should limit curb cuts to two per parcel and recognize that in many locations, one curb cut is preferred. In the Village, and in business areas of the Town, consider requiring use of shared access drives and use of cross-easements that allow vehicular traffic to go from one parking lot to another internally without having to go to the street.
   d. Town zoning section 180-70 (Telecommunications Facilities) should be updated to address 5G technologies (small cell). Further, the Village should enact regulations governing both cellular towers and 5G technologies. Both zoning laws should include reasonable regulations governing small cell deployments to add local leverage in negotiations with carriers, and address issues of importance to the community. Issues that can be addressed locally include application processing cost recovery, antenna design, location and spacing, additional pole and equipment aesthetic requirements, and other factors of local concern.
   e. Consider implementation of several different traffic access management techniques through site plan review. These techniques should be defined and included in all site planning requirements for commercial and major residential developments. These methods typically include:
      1. Plan for pedestrian connections. The provision of pedestrian connections and easements should be required in local land use standards and ordinances. On-site pedestrian connections and connections to the adjacent roadway network should be required.
      2. Promote shared driveways. Shared driveways and easements can minimize the number of curb cuts needed on highways.
      3. Promote cross access connections. Cross access connections between lots should be required for business locations where feasible. Consider use of pedestrian connections and cross easements to adjacent parcels.

f. To avoid over-built parking lots for commercial uses, land use regulations should promote lots that are designed to meet 85% of demand.
g. Landscaping within new parking lots should use native vegetation species. Promote use of Dark Sky compliant solar powered lights for parking lots. Follow the recommendations of the Greenway Guides related to landscaping, lighting and signage of parking lots.
h. Incorporate design standards for the Boulevard District from the 1990s Plan (See Appendix 7). Ensure that these standards meet the goals for the Boulevard District as outlined in the Economic Vibrancy section of this Plan. These include the following concepts summarized from the 1990s Plan:
   - All vehicular access remains from Boulevard.
   - Have a maximum of 24' of travel way on access driveways with left turn or right turn lanes as deemed necessary by NYS DOT.
   - Provide for curbs and snow storage areas to be included in plans.
   - Provide for 5' paved sidewalks.
   - Include protected planting islands, sufficient in size for sound growth of shade trees and shrubs, within parking lots. Use landscaping to break the view of extensive parking areas.
   - Use fully shielded light fixtures to reduce glare and excessive nighttime lighting. Adopt International Dark Sky standards for outdoor lighting.
   - Work with NYS DOT to place electric and telephone lines underground along the south side of the Boulevard from Maple Avenue to Kelsey Brook when road work and budgets accommodate making this financially feasible.

2. **Update zoning, subdivision and/or road construction standards**. Improve access and turn restrictions. The impact of turn and access restrictions should be evaluated during the site plan review process for all proposed developments. If access points are within the influence zone of an intersection, if there is potential for access from a lower volume side street, or if access can be obtained through a shared driveway or cross access connection then access restrictions should usually be required.
   a. Align Driveways/Roadways. When possible, roadway and site access points should align properly to create typical four-way intersections to decrease conflict points and create a more efficient roadway. Planning Boards should require site plans to show nearby driveways and parcels so driveway alignment and access can be properly considered.
   b. Carefully site new parking lots. Rear or side parking should be required to the maximum extent feasible. Parking in the rear of commercial buildings should be strongly encouraged to create a more pedestrian and transit friendly environment. Where feasible, shared parking lots should be explored and incorporated into parking plans for new development.
   c. New residential streets should be designed to be consistent with existing low volume streets. Evaluate required pavement widths and minimize to the maximum extent practical. Most new rural roads should have no more than 20 feet of pavement.
   d. Plan for sidewalk construction in the Village, consistent with the Millerton Pedestrian Plan, as an important part of road construction.

Historic Preservation

Goal: Recognize, promote and maintain the historic character of the community.

A. Projects and Programs to Meet Historic Preservation Goals:

The Town and Village recognize the importance of promoting and maintaining our history and historic character and are committed to helping our community be a place where people feel connected and where they can find "a sense of place". By "history" we mean the community's "historic, cultural, landscape and archeological resources." The following programs will help **promote historic preservation**.

1. Build on existing information included in the 'Historic Survey of Dutchess County", data from the State Historic Preservation Office, and real property tax data to create an **inventory and map of historic resources** important to the community.

2. **Develop a specific addendum to be attached to any Environmental Assessment Form** (EAF) filed by a project applicant, to assess the extent, if any, to which a proposed action impacts any of the Historic Resources.

3. The Town and Village governments should **support the North East Historical Society Archives** in the North East-Millerton library where a collection of historic documents and photographs is preserved and will serve as an essential resource.

4. The Town and Village should **support groups and organizations that are involved in historic preservation programs.**

5. Promote the community using educational materials, including photo exhibits, slideshows, multimedia presentations and written historical accounts that could be combined with driving or walking tours to **educate both visitors and residents about our history**.

6. Encourage the **placement of plaques** to acknowledge the historic significance of buildings and places.

7. Maintain the rural and historic character of the Town **by retaining stone walls, tree-lined roads, barns, former railroad stations and other cultural features of the landscape as development occurs.** These features should be identified and protected as part of site plan applications and approvals. Examples of specific strategies to protect cultural artifacts could include a program to replace roadside trees in rural areas or repair stone walls.

8. The Town and Village should **encourage restoration and sensitive adaptive reuse of historic properties**, as well as require new development to be compatible with the setting, scale, and

design of surrounding architecture and landscape features. A prime example of an adaptive reuse is the restoration of the Irondale Schoolhouse. That was a very successful historic preservation project strongly supported by the community.

a. Standards for signage and architectural review should be considered in the Village historic district as well as the adjacent business corridors like Route 44 East toward Connecticut, and Route 22 north of the traffic light to maintain the appealing cohesive, historic nature of the community. (The Salisbury Bank building is an example of a modern building thoughtfully designed to complement Millerton's historic 19th-century architecture.)

9. Drawing on its Historic Resources inventory and map, the Town and Village should **designate protected overlay zones** for historically significant structures, districts, cemeteries, archeological sites and locally significant scenic areas. Those structures or areas in the zone would be subject to specific design standards. Overlay protection zones should be considered for the historic core of Millerton, plus hamlet areas in the Town.

10. **Encourage local property owners of historically significant sites to apply** to the William G. Pomeroy Foundation for a historic roadside marker. For those properties that don't qualify for the Pomeroy grant, the Town and Village, through the coordination of the Town and Village Historians, can work to create a commemorative plaque program to enable property owners to conduct research and place a plaque on their property.

11. Through coordination with the Town and Village Historians, encourage residents who have knowledge of the community's history to be interviewed in order to **catalog the events, activities and places that have been instrumental in shaping our history** and to create oral histories of buildings and places, which can be downloaded on cell phones.

Cultural, Educational, and Recreational Opportunities

Goal: Encourage accessible recreational, cultural and educational opportunities that meet the social and community needs of all segments of the population. Continuing education in particular, is critical for ensuring that residents obtain access to well-paying jobs.

A. Capital Improvement Projects to Meet Cultural, Education and Recreation Goal:

1. **Support the Rail Trail extensions** north to Chatham and connections to Taconic State Park.

2. **Support continued improvement plans at Eddie Collins Park**. Seek grants to fund this work.

3. Make the Village and its connection to the rail trail **more bike friendly**. Plan for bike lanes and placement of bike racks in the Village.

4. **Support Rudd Pond** and work with NYS to promote both the park and increase community events held there.

5. The trail connecting the hamlet of Lakeville and Salisbury includes existing 2.1-mile pedestrian/bike path (Figure 8). It connects the Salisbury village center and the Lakeville hamlet and is called the Railroad Ramble. The Town of Salisbury's 2012 Comprehensive Plan recommends considering connections to other areas, including Millerton and the Harlem Valley Rail Trail. North East and Millerton **should work with Salisbury to plan for this additional connection to trails and pathways** in North East and in the Village.

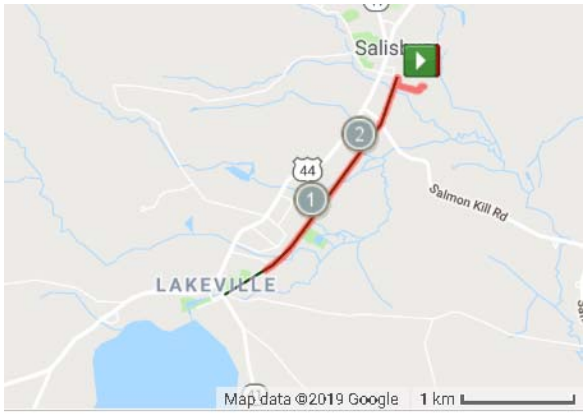


Figure 8: Map showing Salisbury to Lakeville Trail.

B. Projects and Programs to Meet Cultural, Education and Recreation Goal:

1. **Create a recreation committee** to take a leadership role in promoting new or enhanced recreational opportunities in the Town.

2. **Survey public roads** that could be connected to a bike network and identify options for these improvements.

3. **Raise awareness that arts and culture are important** to the area and quality of life of all residents.

4. **Work with area groups and businesses to create new events** for the community. These should include, but not be limited to art events, public art auction fundraisers, more music in the parks, combination farm/food/art/music street fairs, and other events that will bring the community together and promote cultural, educational and recreational goals. See also recommendations related to more community events in the economic development section.

5. **Consider promoting use of existing buildings as an arcade** (one building housing multiple small businesses or non-profit) that includes "fun and games" experience-oriented space in the center of Millerton. Creating an indoor space for the community to gather in all seasons and share an experience rather than just shop could enhance Millerton.

6. **Encourage ways for people to learn culture, artistry, and other skills** and enable new opportunities for continuing education. Work with area agencies and organizations to offer additional children-support classes such as the 'Mommy & Me' type classes for parents with young children. Similarly, support regional efforts to offer a range of adult-education classes including English classes.

7. **Consider creating additional community space** where classes could be taught, or innovative programs could take place. For example, study the feasibility of implementing a 'makerspace' in the community (See Box, below).

> A makerspace is a collaborative workspace inside a school, library or separate public/private facility for making, learning, exploring, and sharing, that offers a variety of technical tools. They provide opportunities where readily available materials help students, artists, craftspeople, engineers, inventors, and entrepreneurs make their ideas come to life by offering low cost access to industrial and digital fabrication equipment and tools.

C. Regulatory Actions to Meet Cultural, Education and Recreation Goal:

1. The Town and Village should work to **create and link more trails and pathways**. The zoning and subdivision laws should include creation of new trails and links as a potential requirement for major development. The Planning Board should also have the authority to review development proposals to promote and plan for additional trails, pathways and linkages. Review zoning and subdivision laws to ensure that new development plans are reviewed to promote trails and pathways. To facilitate this, the Town and Village may want to consider adoption of an Official Map showing future trail, sidewalk, water/sewer infrastructure, and road locations.

Civic Involvement, Volunteerism, and Local Government

Goal: Encourage active civic involvement, promote volunteerism, and provide for local government that is responsive to the needs of its citizens**.**

This goal and the following strategies are relevant to meeting all the other goals and strategies established in this Plan. The Town and Village recognize the important role that civic involvement and volunteers play. The following actions and strategies are designed to promote active involvement in our community by residents, landowners, and businesses.

A. Projects and Programs to meet the Government and Community Service Goal:

1. The Town and Village should **host an annual Town or Village hall meeting** where information can be shared on positive changes made over the past year and to hear about issues of concern to be addressed. The meeting format should be tailored to promote discussion and conversation. This meeting could be an opportunity to outline Plan implementation programs and priorities for the year and identify any emerging issues that the Board needs to be aware of. For maximum effectiveness, a joint Town/Village annual meeting would be beneficial. The Town and Village should create volunteer job descriptions for distribution at this meeting.

2. So that potential volunteers know what role they are being asked to play, including time commitment, **consider developing short job descriptions for volunteer positions** so that everyone knows what is expected.

3. Work **to collect email addresses to create an address book** to be used for a town-wide email message system in the community.

4. **Recruit volunteers and build community spirit** through such tools as rack cards placed around the community, pitch sheets for volunteer needs, use of eblasts, social messaging and posters. Consider establishing a volunteer recognition program to celebrate the many accomplishments and important roles volunteers play in the community. There are several online services that can help organize, coordinate and reward volunteers that could be used. Log volunteer time to earn points and prizes from local, regional and national companies committed to rewarding people for giving to their community.

5. **Consider developing a local version of volunteermatch.org** so that the Town, Village and organizations seeking volunteers can advertise and recruit volunteers. This could be a page tab on the Town and Village websites.

6. Town and village websites should **incorporate a shared public calendar** so that town events can be viewed from the village website and vice versa. The Town and Village governments should jointly maintain the calendar and each government should pledge, by resolution, to keep their part of the calendar accurate and up to date.

7. Continually work to **keep Town and Village websites up to date** so they offer adequate information, contacts, and transparency to local government programs. This is an important task to enhance communication in the Town.

8. The **Town and Village should continue working together to find other ways for sharing services**. Consider conducting a shared service study to further evaluate those opportunities and to understand implications. Similarly, work with other communities in eastern Dutchess County that have similar needs and programs to implement.

9. **Promote additional community events** as they strengthen town-wide and neighborhood sense of community.

10. Work with Amenia, Pine Plains, Ancram, Salisbury, and Sharon along with the Berkshire Taconic Community Foundation, and other organizations on **mutually beneficial initiatives**, including joint marketing and promotion.

11. All committees and boards working on implementing this Plan should **annually review progress made on implementing this Plan** and set new priorities for the coming year. Use the following section of this Plan (Action Plan) to guide implementation. Each should create a summary of work accomplished, set new priority projects for the upcoming year, and inform the public about them at the annual Town and Village meetings described above.

12. Many of the problems faced by North East and Millerton require the collaboration of both the public and private sectors and organizations working in the community. The **Town and Village should partner with each other and other agencies and organizations** as much as possible to efficiently implement the projects and programs recommended in this Plan. This includes providing for 'joint training' Town and Village planning board and ZBA's on this plan as well as any future zoning changes that may be adopted.

13. **Consider creating a welcome program for new residents**. This could consist of a 'welcome packet' or other means to help new residents learn more about the community and its resources.

Action Plan/Implementation

Implementation Steps

A. Inform the Public About the Plan

After adoption, the Town and Village boards should ensure that copies of this plan are available at the Village and Town Halls, in the local library, and on the municipal websites. Effort should also be made to inform those people who participated in the focus groups and outside organizations about the new Plan.

B. Inform Local Boards and Committees

The Town and Village should ensure that this plan is widely distributed to members of all boards and committees working on behalf of the municipality including Planning Boards, ZBA's, CAC, Agricultural and Farmland Protection, etc.

C. Provide Maps in Digital and Printed Format

The Town and Village should provide for a full set of maps included in this Plan in both digital form and large-scale printed maps including those in the North East Significant Habitats Study for use by the Planning Board(s), Building Inspector, Town Board, Village Board, Town Clerk, CAC and other future boards and committees. The maps should be readily available for reference and for decision making. Make sure the maps are all available online.

In the future, the Town and Village should consider establishing a digital platform that allows Planning Board and ZBA members to easily access the mapped data from any computer so that they have this vital information as they review an application.

D. Create a Comprehensive Plan Steering Committee

The Town and Village Boards will oversee all aspects of implementation of this Plan and will direct work to be done in the future. However, they can't and shouldn't implement all strategies by themselves. Many of the strategies recommended in this Plan will be more successfully implemented when the expertise and interest of volunteers, businesses, and organizations are involved. The Boards should call upon other partners when needed.

Although all implementation will be at the direction of the Town or Village Boards, an important first step to begin work on this Plan would be to form a steering committee to coordinate the implementation of the new Plan. The Town and Village could jointly form this committee to coordinate, communicate, and provide leadership to move strategies to fruition.

It is recommended that this committee include interested residents and stakeholders and representatives of both elected and appointed boards. This Plan recognizes that in small communities like North East and Millerton it can be difficult finding enough volunteers to assist in implementation efforts.

To overcome this, the Town and Village Boards should direct the steering and the various committees to prioritize projects, set realistic expectations, identify short-term and long-term actions, create specific but realistic tasks, establish time frames that include an end-date for completion to guide volunteers, and support their efforts with funding or support of grant writing if needed. It is recommended that the steering committee and the Town and Village Boards form committees, each tasked with addressing a specific topic. Recommended committees are:

Economic Development Committee: This committee would provide a forum for discussing issues and concerns related to the economy and facilitate business attraction, retention, and growth; serve as a liaison to economic development agencies and business organizations; and provide recommendations to Town and Village leaders as needed. This committee should also coordinate with the Zoning update committee and other committees related to housing, environment and agriculture as those areas of interest are interrelated with economic development.

Housing Committee: Like the proposed Economic Development Committee, a housing committee could be formed to aid in the collection of information about housing and identification of housing opportunities and programs that would benefit the residents in the Town and Village. They can work to develop housing incentives and programs in coordination with the Town, Village and regional/State housing organizations to promote community development.

Recreation Planning Committee: This proposed committee could assist in the development of the recommended recreational opportunities in the Town and Village.

E. Establish additional committees as Recommended in the Plan

The Town and Village should appoint the following committees and task them with addressing the relevant recommendations in this Plan:

Zoning Update Committee(s) (New): A zoning update committee would be formed to take the recommendations from this Comprehensive Plan and work with a consultant and/or attorney to draft new language to update the zoning and subdivision laws. Since the Town and Village have separate zoning laws, it is recommended that separate committees be formed: One for the Town and one for the Village. However, because land use in one place influences the other, the two committees should be aware of each other's work and coordinate it to be consistent with this Plan. The Zoning Update Committee(s) should have diverse representatives from different parts of the community as well as at least one Planning Board and one Zoning Board of Appeals member. This effort will need assistance from or require the services of a planning consultant as well as attorney. Table 3 summarizes the zoning and land use regulatory changes recommended in this Plan. As part of the update, consider investigating whether an audit of the current zoning permit processes in the Town and Village may be beneficial. Dutchess County funds such audits through the Municipal Innovation Grant program.

Agricultural Advisory Committee (Reestablishment): This committee was previously active and developed the Town's Agricultural and Farmland Protection Plan. It should be reinvigorated to play a pivotal role and work hand in hand with the Economic Development Committee and planning boards. Empower them to assist in the implementation of the Agricultural and Farmland Protection Plan. See Appendix 7 of the Dutchess County Agricultural and Farmland Protection Plan for a model scope of work for an Agricultural Committee. A further role of the Ag Advisory Committee could be to assist the Town Planning Board with advisory opinions on project reviews.

F. Set Annual Implementation Goals and Priorities

The Town and Village should both review implementation goals and set priorities on an annual basis and provide direction to the above implementation committees. An annual work plan should be developed to guide committee efforts as they assist the Boards in implementation. All committees should submit an annual report on their progress to the Board(s) and indicate issues, challenges, and potential funding needs. The Boards should report this progress back to the community through an annual Town/Village Hall meeting.

Keep the Comprehensive Plan Current

1. **The Town and Village Boards should update this Plan every ten years.** New York State Town Law 272-a, which authorizes the Town to adopt a comprehensive plan, also states that the "Town Board shall provide, as a component of such proposed comprehensive plan, the maximum intervals at which the adopted plan shall be reviewed." It is recommended that the Town and Village conducts this review and update the plan as needed every ten years to ensure that it remains a useful document to continue to guide decision making in North East/ Millerton.

2. Further, the Town and Village should review the list of priority actions being implemented on an annual basis to determine the status of efforts, as well as to identify other actions that should be implemented next. The Town and Village should regularly evaluate and report to the community on implementation progress and adjust the plan as necessary based on the current events in North East/ Millerton. At its annual reorganization meeting, or shortly after, the Town and Village Boards

should review the status of implementation of the various components of the Plan; and ask for reports from the various groups and committees working on implementation so that Board members continue to understand concerns and issues that have arisen during the past year that may need to be addressed in updates to the Plan, local laws or regulatory action, or other programs. The Town and Village Boards review should be focus on reviewing the action plan, identifying goals reached, retiring completed ones from the action list, and adding new ones.

Regional Coordination and Implementation Partners

This Plan outlines many actions the Town of North East and Village of Millerton can take over the next 10 to 15 years to meet its vision and goals. While the Town and Village Boards are the 'owner' of this Plan, they should not do all the implementation alone. It is critical that the local governments work closely with others to solve problems. This includes organizations, agencies, and individuals within the Town and Village, but also with those in the broader New York and Connecticut region. It will be critical to forge strong partnerships to implement each step of this Plan. These partners include the following:

- Area businesses and employers
- Area cultural venues, artists, and museums
- Dutchess County Planning and Development and Dutchess County Legislature
- Civic Association(s)
- Historic societies
- New York State DEC and other State agencies
- Public libraries
- Rotary, Lions and similar groups
- Town and Village agencies (Planning Board, Building Department, Police, Highway, New Committees)
- Town and Village historian
- North East Community Center
- Community-based non-profit organizations
- Regional entities in both New York and Connecticut

Priority Actions

In addition to the initial steps discussed above, the Town and Village Boards can use the table presented below to help guide implementation efforts. This table provides a summary of actions recommended in this Plan and identifies several priority actions that the communities could begin work on soon after adoption of the Plan.

Note that the following chart contains a summary of recommended actions.

Action Table 1: Short-Term Strategies and Actions Easily Implemented

Key to Tables:
Type of Action: CI= Capital Improvement; R= Regulation; P= Program or Project
Action in Town: Means that the action can be applied town-wide, outside the Village
Action in Village: Means that the action can be applied to the Village
Action is a High Priority Item to be Accomplished First: Means that the strategy is considered a very high priority and implementation should begin on these items first.

About Table 1: In addition to the basic implementation steps outlined above, this table summarizes the strategies and actions discussed in this Plan that can be implemented easily. They are considered short-term strategies and actions because they are those that can be accomplished easily without a lot of time, funding, or research. These are actions that the Town and Village Boards can undertake within the first year after adoption of the Plan. Implementation of these short-term actions will result in many early successes that will promote the vision and goals of the Town. The orange color in this table highlights those priority short-term actions.

Short-Term Strategy Description	Stakeholders and Implementation Partners	Type	Action in Town	Action in Village	Action is a High Priority Item to Accomplish First
Create a unified community calendar that is easily accessed from both Town and Village websites	Town and Village Boards, Town and Village Clerks	CI, P	✓	✓	Yes
Reestablish the Agricultural Advisory Committee	Town Board	P	✓		Yes
Form new committees as outlined in Plan	Town and Village Boards	P	✓	✓	Yes
Host an annual Town/Village Hall meeting	Town and Village Boards	P	✓	✓	Yes
Develop job descriptions for volunteer roles	Town and Village Boards	P	✓	✓	Yes
Develop town-wide and village-wide email address list to enhance communication	Town and Village Boards, Town and Village Clerks	P	✓	✓	Yes
Keep Town and Village websites up to date	Town and Village Boards, Town and Village Clerks	P	✓	✓	Yes

Short-Term Strategy Description	Stakeholders and Implementation Partners	Type	Action in Town	Action in Village	Action is a High Priority Item to Accomplish First
Support community based nonprofit organizations such as North East Community Center, North East-Millerton Library, North East Historical Society, Townscape, Friends of the Irondale Schoolhouse and other similar organizations	Town and Village Boards	P	✓	✓	Yes
Create an inventory of properties, barns and structures that have the potential to be readapted for residential or mixed uses	Town and Village Boards, Housing Committee	P	✓	✓	
Conduct interviews to catalogue events, activities and places of historic interest	Town and Village Historian, North East Historical Society	P	✓	✓	
Establish a right-to-farm law	Town Zoning Update Committee, Planning Board, Ag Advisory Committee	R	✓		
Ensure environmental reviews address impacts to historic structures and landscapes	Zoning Update Committees, Planning Boards, Town and Village ZBAs	R	✓	✓	
Enhance special event programming	Recreation Committee, NECC, North East-Millerton Library, MBA, Townscape	P	✓	✓	

Action Table 2: Medium-Term and Long-Term Strategies and Actions

Key to Tables:
Type of Action: CI= Capital Improvement; R= Regulation; P= Program or Project
Action in Town: Means that the action can be applied town-wide, outside the Village
Action in Village: Means that the action can be applied to the Village
Timing: LT means long-term and MT means medium-term
Action is a High Priority Item to be Accomplished First: Means that the strategy is considered a very high priority and implementation should begin on these items first.

About Table 2: In addition to the basic implementation steps outlined above, this table summarizes the strategies and actions discussed in this Plan that are more complex or need additional funding or steps in order to accomplish. Medium-term and long-term strategies and actions are those that need more time, effort or funding to accomplish. Some medium and long-term strategies also are a necessary first step in order to successfully achieve others. For example, construction of public sewers is considered a priority project that is needed in order to successfully meet economic development and housing actions.

This group is split into either long-term or medium-term. These strategies can be started soon after adoption while the Town and Village are working on some of the easier short-term strategies, but these will take longer to plan for, fund, and be fully implemented. These are the strategies that new committees will need to evaluate, create budgets and plans for, and work on over time. The orange color in this table highlights those priority long-term and medium-term actions.

Long-Term and Medium-Term Strategy Description	Stakeholders and Implementation Partners	Type	Action in Town	Action in Village	Timing	Action is a High Priority Item
Install public sewers	Town and Village Boards	CI	✓	✓	LT	Yes
Conduct sidewalk improvements as per relevant recommendations from Village Pedestrian Plan	Town and Village Boards, Planning Boards and ZBAs	CI	✓	✓	LT	Yes
Support ongoing improvements at Eddie Collins Memorial Park	Town and Village Boards, Eddie Collins Revitalization Committee, Townscape, Recreation Committee	CI	✓	✓	LT	Yes

Long-Term and Medium-Term Strategy Description	Stakeholders and Implementation Partners	Type	Action in Town	Action in Village	Timing	Action is a High Priority Item
Plan for 5G wireless	Town and Village Boards	CI, R	✓	✓	LT	Yes
Update zoning and subdivision laws (see summary list in Table 3)	Zoning Update Committee(s), Planning Board, CAC, Ag Advisory Committee, Economic Development Committee, Housing Committee	R	✓	✓	LT	Yes
Develop a comprehensive parking plan in the Village including a shared parking lot program	Village Board, HVTA, Village churches, MBA	P		✓	MT	Yes
Implement Climate Smart projects as recommended in Plan	CAC, Town and Village Boards, Townscape, Planning Boards, HVA	P, CI	✓	✓	MT	Yes
Seek grants to rehabilitate structures for adaptive reuse and new affordable housing	Housing Committee	P	✓	✓	MT	Yes
Create wayfinding program and enhance signage to venues and parking areas	Highway Departments, Recreation Committee, MBA, Townscape	CI	✓	✓	LT	
Improve Routes 22/44 intersection	Village Highway Department, Village Planning, NYS DOT	CI		✓	LT	
Create a historic roadside marker program	Town and Village Historian, North East Historical Society	CI	✓	✓	LT	
Create bike lanes and more biking opportunities including surveying public roads that could be part of a bike network	Recreation Committee, HVTA, Highway Departments, NYS DOT	CI	✓	✓	LT	

Long-Term and Medium-Term Strategy Description	Stakeholders and Implementation Partners	Type	Action in Town	Action in Village	Timing	Action is a High Priority Item
Enhance public transportation options and promote ride and bike sharing	Town and Village Boards, Recreation Committee, Economic Development Committee	CI, P	✓	✓	LT	
Create marketing and promotion program	Economic Development Committee, Ag Advisory Committee, MBA, Dutchess Tourism	P	✓	✓	LT	
Conduct a feasibility study on need for a shared community kitchen	Ag Advisory Committee, Economic Development Committee	P	✓		LT	
Implement suggested economic development programs	Ag Advisory Committee, Economic Development Committee	P	✓	✓	LT	
Work with other agencies and towns in the region to create housing programs such as a housing trust fund and a homeownership assistance program	Housing Committee	P	✓	✓	LT	
Develop a 5-year Capital Improvement Plan	Town and Village Boards, all local government departments	P	✓	✓	LT	
Develop a Complete Streets Plan	Town and Village Boards	P	✓	✓	LT	
Promote more educational classes and opportunities for adults and children including makerspaces	North East-Millerton Library, NECC, Webutuck, Dutchess BOCES, Dutchess Community College	P	✓	✓	LT	
Find more ways to share services between the Town and Village	Town and Village Boards	P	✓	✓	LT	

Long-Term and Medium-Term Strategy Description	Stakeholders and Implementation Partners	Type	Action in Town	Action in Village	Timing	Action is a High Priority Item
Incorporate best design practices for bridges and culvert maintenance or on new roads to enhance natural stream flows	Highway Departments, HVA, Organizations such as Trout Unlimited	P, CI	✓	✓	LT	
Evaluate/create a Business Improvement District in Millerton	Zoning Update Committee(s), Economic Development Committee, Housing Committee, MBA	R, P	✓	✓	LT	
Provide for more Rail Trail infrastructure such as benches and composting toilets	Recreation Committee, HVTA, Townscape	CI	✓	✓	MT	
Establish an urban street tree program	Village Board, Town and Village Highway Departments, Townscape	CI, P		✓	MT	
Update the historic inventory	Town and Village Historian, North East Historical Society	P	✓	✓	MT	
Inventory and map important viewsheds	CAC	P	✓		MT	
Create a welcome program for new residents and businesses program	Economic Development Committee	P	✓	✓	MT	
Make Tenmile Watershed a critical environmental area under New York State Environmental Quality Review Act (SEQRA)	Zoning Update Committee(s), Planning Boards, CAC, Town and Village Boards	R	✓	✓	MT	

Action Table 3: Summary List of Recommended Zoning and Subdivision Changes Recommended in this Plan to be Drafted by the Zoning Update Committee(s)

Table 3 summarizes and organizes those strategies recommended in this Plan that involve updating either the subdivision or zoning law in the Town or Village.

Zoning Topic to be Updated	Update in Town	Update in Village	Zoning or Subdivision Law	Type of Update
Update the permitted uses, dimensions and development standards for lots and structures in the Boulevard District to ensure this business location becomes more of an extension of Main Street	✓	✓	Z	Development Standard
Add design illustrations in the zoning to help convey development goals	✓	✓	Z	Development Standard
Add in Conservation Subdivision technique to promote open space preservation	✓		Z,S	Process and Development Standard
Add in citing criteria and design standards to guide commercial development	✓	✓	Z	Development Standard
Add language that establishes that stone walls, tree-lined roads and other rural features are maintained during development	✓	✓	Z,S	Development Standard
Address LED lighting and use of LED in signs	✓	✓	Z	Development Standard
Address short term rental uses	✓	✓	Z	Development Standard
Adjust lot sizes, density and dimensions	✓	✓	Z	Dimensions
Allow for a wider variety of housing types	✓	✓	Z	Uses
Allow for density bonus as incentive to use conservation subdivision design	✓		Z	Dimensions, Standards, and Process
Allow for farm worker housing and include other farm-friendly standards	✓		Z	Uses and Standards
Allow for mixed use of buildings in some districts	✓	✓	Z	Uses
Allow for use of average lot sizes	✓		Z	Dimensions

Zoning Topic to be Updated	Update in Town	Update in Village	Zoning or Subdivision Law	Type of Update
Allow for use of multiple farm businesses on a farm operation	✓		Z	Uses
Allow increases in lot coverage in the Village		✓	Z	Dimensions
Authorize Planning Boards to ask for traffic impact and visual impact assessments when needed	✓	✓	Z,S	Process and Development Standard
Clarify zoning districts on the maps	✓	✓	Z	Mapping
Consider creating hamlet districts	✓		Z	Mapping along with purpose statements, uses, dimensions and standards
Consider increasing allowable density of development immediately around the Village	✓		Z	Mapping and Dimensions
Consider use of overlay districts to protect important environmental and historical resources	✓	✓	Z	Mapping along with purpose statements, uses, dimensions and standards
Create low volume road standards for new roads in subdivisions	✓		S	Development Standard
Create minor and major home occupation uses	✓	✓	Z	Definitions, Development Standards
Enhance and add to definitions for clarity	✓	✓	Z,S	Definitions
Enhance protections from nuisances of noise, odor, etc.	✓	✓	Z	Development Standards
Enhance water protections through pumping test requirements, updated stormwater management, use of green infrastructure, LID, and protect aquifer recharge areas and wellheads	✓	✓	Z,S	Development Standards

Zoning Topic to be Updated	Update in Town	Update in Village	Zoning or Subdivision Law	Type of Update
Establish a modified site plan review process for certain agricultural operations	✓		Z	Process
Establish a policy on Tiny Houses	✓	✓	Z	Development Standards
Expand use of stream buffers	✓	✓	Z,S	Development Standards
Include Dark Sky Association lighting standards	✓	✓	Z	Development Standards
Include protection of viewsheds as a consideration in development reviews	✓		Z,S	Development Standards and Process
Incorporate an advisory opinion from the CAC in project reviews	✓	✓	Z,S	Process
Incorporate Greenway Guides	✓	✓	Z,S	Development Standards
Incorporate LEED energy efficiency development standards	✓	✓	Z	Development Standards
Incorporate the 1990s Plan's scale, intensity and design standards (See Appendix 7)	✓	✓	Z	Development Standards
Integrate habitat study recommendations into review process	✓	✓	Z,S	Process and Development Standards
Limit development on slopes > 20%	✓		Z	Development Standards
Minimize curb cuts that are needed and incorporate traffic access management techniques	✓	✓	Z	Development Standards
Re-evaluate the School/Overlook parcel to ensure the zoning is appropriate		✓	Z	Mapping, Uses and Dimensions

Zoning Topic to be Updated	Update in Town	Update in Village	Zoning or Subdivision Law	Type of Update
Require sidewalks in all development in the Village and Boulevard District	✓	✓	Z,S	Development Standards
Update parking lot for siting and landscaping standards	✓	✓	Z	Development Standards
Update purpose statements	✓	✓	Z,S	Purposes
Update special use permit and site plan review processes	✓	✓	Z	Process
Update the Land Conservation district in Town and Village so that its boundary matches the natural resource	✓	✓	Z	Mapping
Update use table to expand agricultural uses, ensure that desired business and residential uses are allowed	✓		Z	Uses
Use inclusionary zoning techniques to promote more affordable housing	✓	✓	Z	Development Standards and Process
Use net density to calculate total eligible density on a property for development	✓		Z	Development Standards
Use traditional neighborhood designs in Village development		✓	Z,S	Development Standards

Maps

The following maps are included in Part I.

- Base Map with Roads and Water Resources
- Town of North East Zoning Map
- Village of Millerton Zoning Map
- Agricultural Properties and Agricultural Districts
- Water Resources (floodplain, stream, wetland, aquifers)
- Ecologically Significant Habitats

The following maps are included in the Appendix and Reference Appendix.

- Property Class (from Real Property Tax Data)
- Base Map (showing parcels and roads)
- Government Owned Parks and Recreational Resources
- Aerial Photograph 2016
- Agricultural Soils
- Wetland Habitat types
- New York Regulated Wetlands
- Water Resources
- Steep Slopes
- Viewshed Map
- Protected Lands
- Water Distribution System and Water Main Size Maps
- Village of Millerton waterline GIS mapping
- Map comparing existing zoning districts and environmental features (used in analysis of adequacy of LC Zoning District)
- Reference Appendix includes Maps from the Significant Habitats in the Town of North East, Dutchess County, New York (February 2008)
    - Bedrock Geology
    - Contiguous Habitat Patches
    - Contiguous Forested Areas
    - Contiguous Meadow Habitats
    - Crest/Ledge/Talus and Oak-Heath Barrens
    - Calcareous Habitats
    - Intermittent Woodland Pools
    - Acidic Bogs, Acidic Bog Lake, and Circumneutral Bog Lake
    - Wetland Complexes
    - Streams and Cool Ravines
    - Conservation Areas
- Reference Appendix includes Maps from the Town of North East Agricultural and Farmland Protection Plan (May 2010)
    - Farmland Soils and Agricultural District Parcels
    - Protected Lands
    - Property Class and Zoning Districts

Town of North East, Village of Millerton Comprehensive Plan

Base Map
Roads and Water Features

Map Date:
4/19/2018

N

0 0.5 1 2 Miles

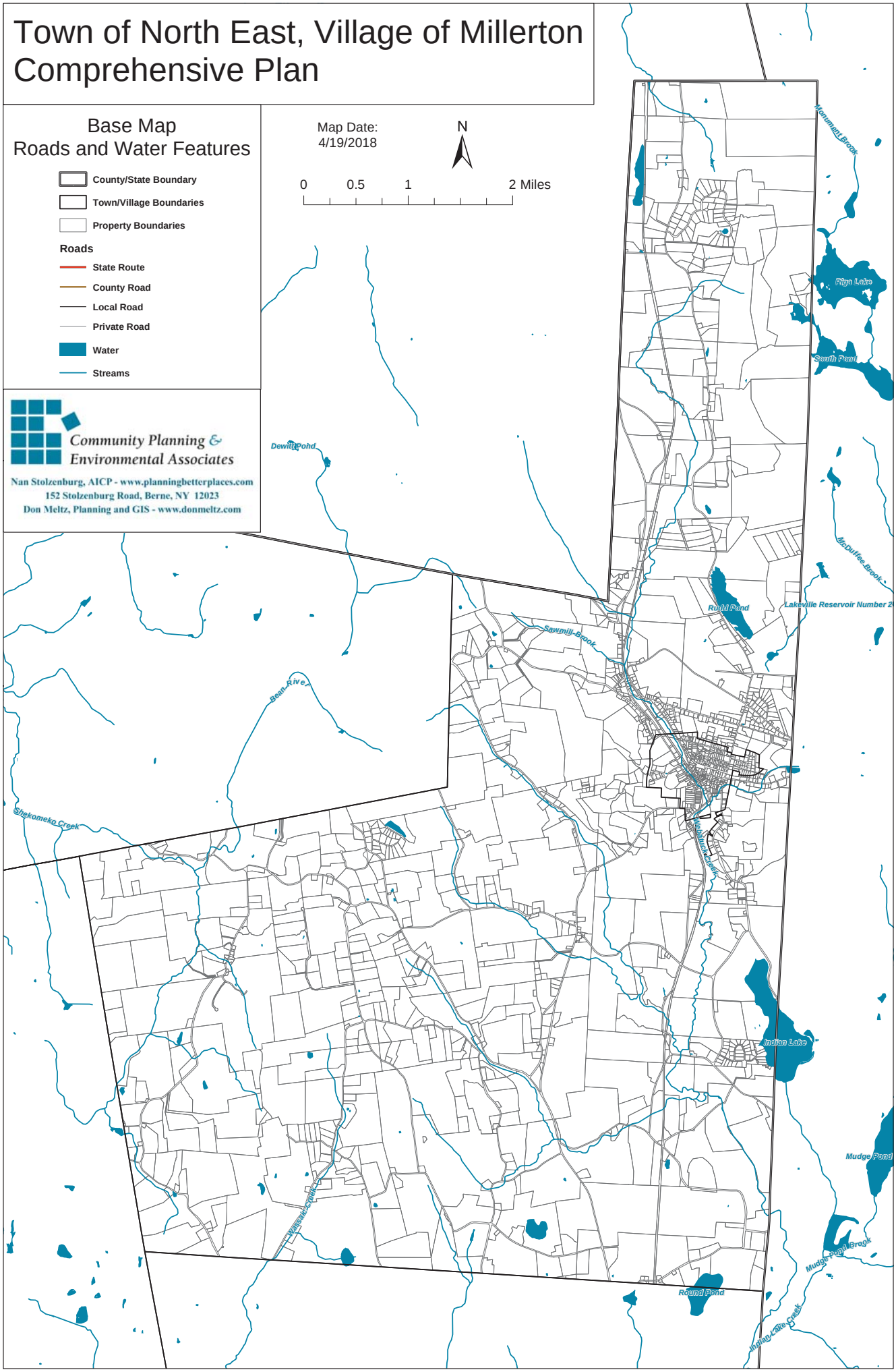
- County/State Boundary
- Town/Village Boundaries
- Property Boundaries

Roads

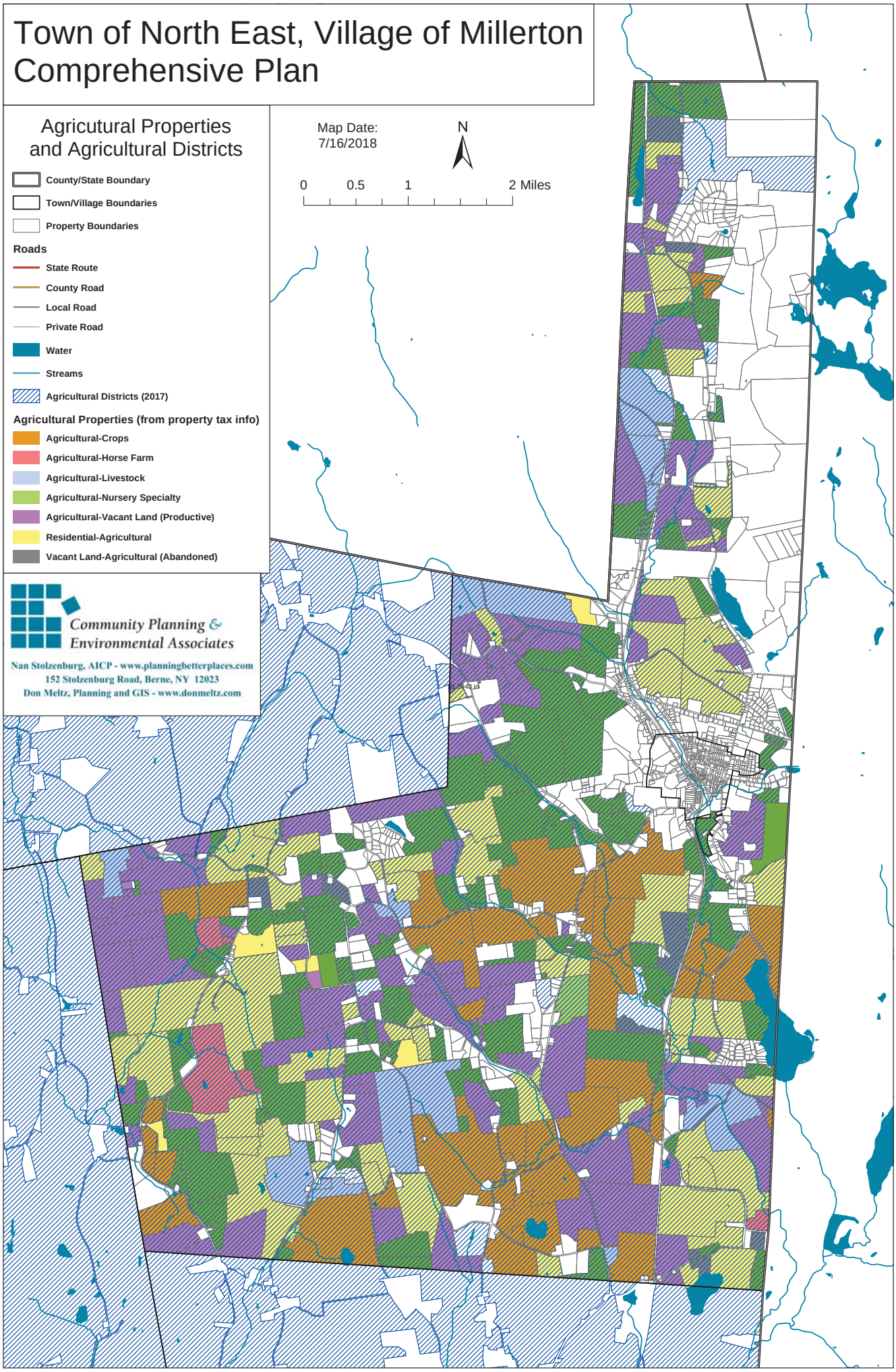
- State Route
- County Road
- Local Road
- Private Road
- Water
- Streams

Community Planning & Environmental Associates

Nan Stolzenburg, AICP - www.planningbetterplaces.com
152 Stolzenburg Road, Berne, NY 12023
Don Meltz, Planning and GIS - www.donmeltz.com



Town of North East, Village of Millerton Comprehensive Plan



Town of North East
Water Resources

Dutchess County, NY
March 4, 2019

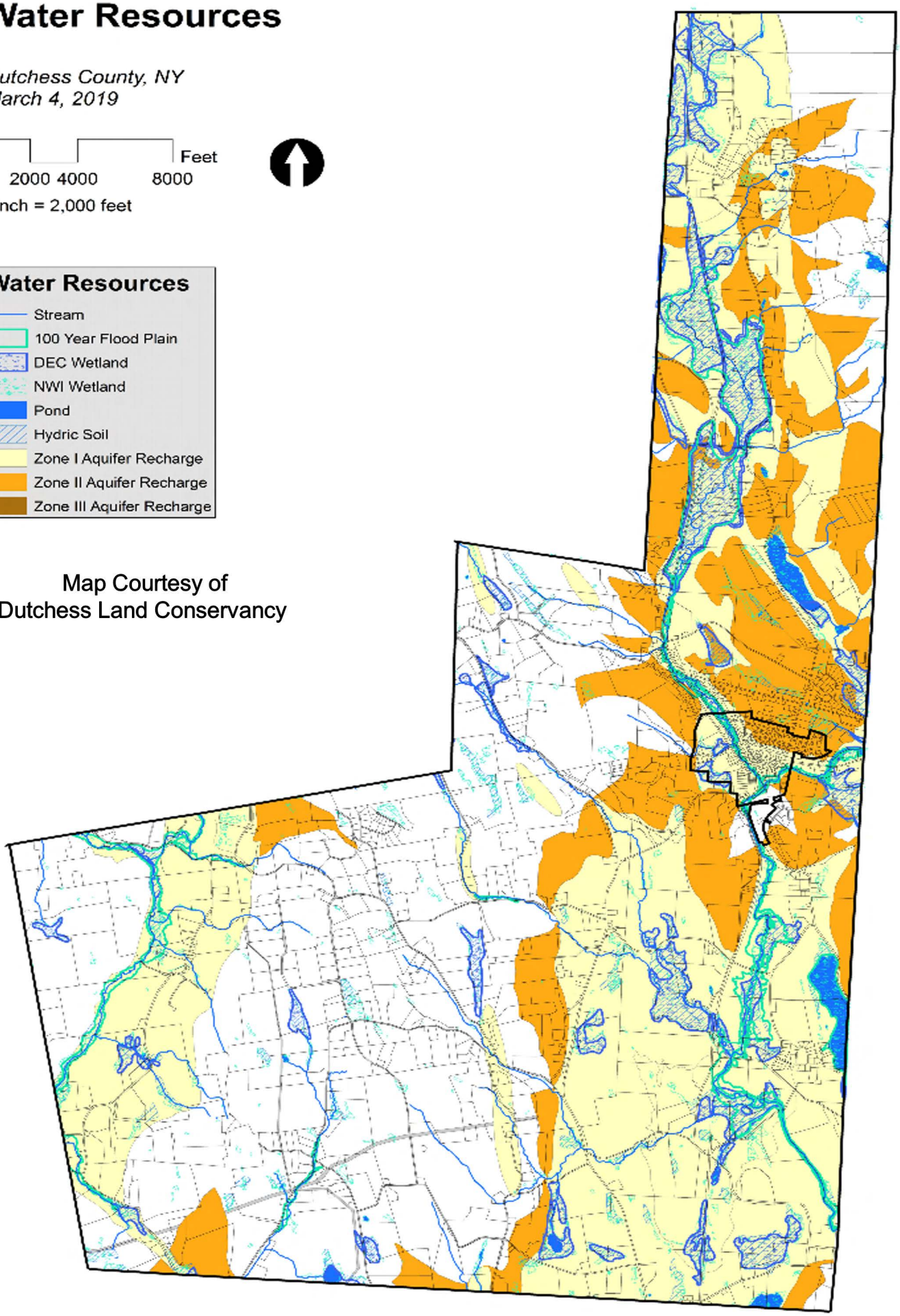
0 2000 4000 8000 Feet

1 inch = 2,000 feet

Water Resources

- Stream
- 100 Year Flood Plain
- DEC Wetland
- NWI Wetland
- Pond
- Hydric Soil
- Zone I Aquifer Recharge
- Zone II Aquifer Recharge
- Zone III Aquifer Recharge

Map Courtesy of
Dutchess Land Conservancy



SIGNIFICANT HABITATS IN THE TOWN OF NORTH EAST, NEW YORK

(For greater detail see sheets 1-3)

- Town boundary/Village boundary
- Road
- Developed area/non-significant habitat
- ? Question

Upland Habitats

- Upland hardwood forest
- Upland mixed forest
- Upland conifer forest
- Cool ravine
- Oak-heath barren
- Red cedar woodland
- Upland shrubland
- Upland meadow
- Orchard/plantation
- Cultural
- Waste ground
- Crest, ledge, and talus
- Calcareous crest, ledge, and talus
- Cinquefoil shrubland
- Marble knoll

Wetland Habitats

- Hardwood & shrub swamp
- Mixed forest swamp
- Conifer swamp
- Intermittent woodland pool
- Marsh
- Wet meadow
- Calcareous wet meadow
- Fen
- Acidic bog
- Circumneutral bog lake
- Acidic bog lake
- Open water
- Constructed pond
- Stream
- Seep
- Spring
- Kettle shrub pool
- Heath swamp

Habitats were identified through map analysis and aerial photograph interpretation, and as many locations as practicable were field-verified. Mapping and field work were done primarily by Claudia Knab-Vispo and Kristen Bell. Color infrared photographs in the USGS NAPP series, taken in spring 1994 (scale 1:40,000), were used for stereoscopic photointerpretation. Habitats were digitized onscreen over infrared orthophoto images taken in spring 2004, obtained from the New York State GIS Clearinghouse. The report prepared in conjunction with these maps (Knab-Vispo et al. 2008) explains the habitat identification and mapping methods, describes the ecological significance of each habitat type, and offers conservation and management recommendations.

Road locations and names were obtained from the New York State GIS Clearinghouse website, and modified by us where necessary.

Some habitat types can only be identified in the field. Question marks on the map indicate some unchecked areas where such habitats may occur.

The map was created using ArcView 9 GIS software on a Dell INSPIRON 1150 computer, and printed on a Hewlett Packard DesignJet 800PS plotter.

Funds for this project were provided to Hudsonia Ltd. by the Dyson Foundation and the Millbrook Tribute Garden (through the Dutchess Land Conservancy).

For more information contact Kristen Bell or Gretchen Stevens, Hudsonia Ltd., 845-758-0600.

0 0.5 1 2 Miles

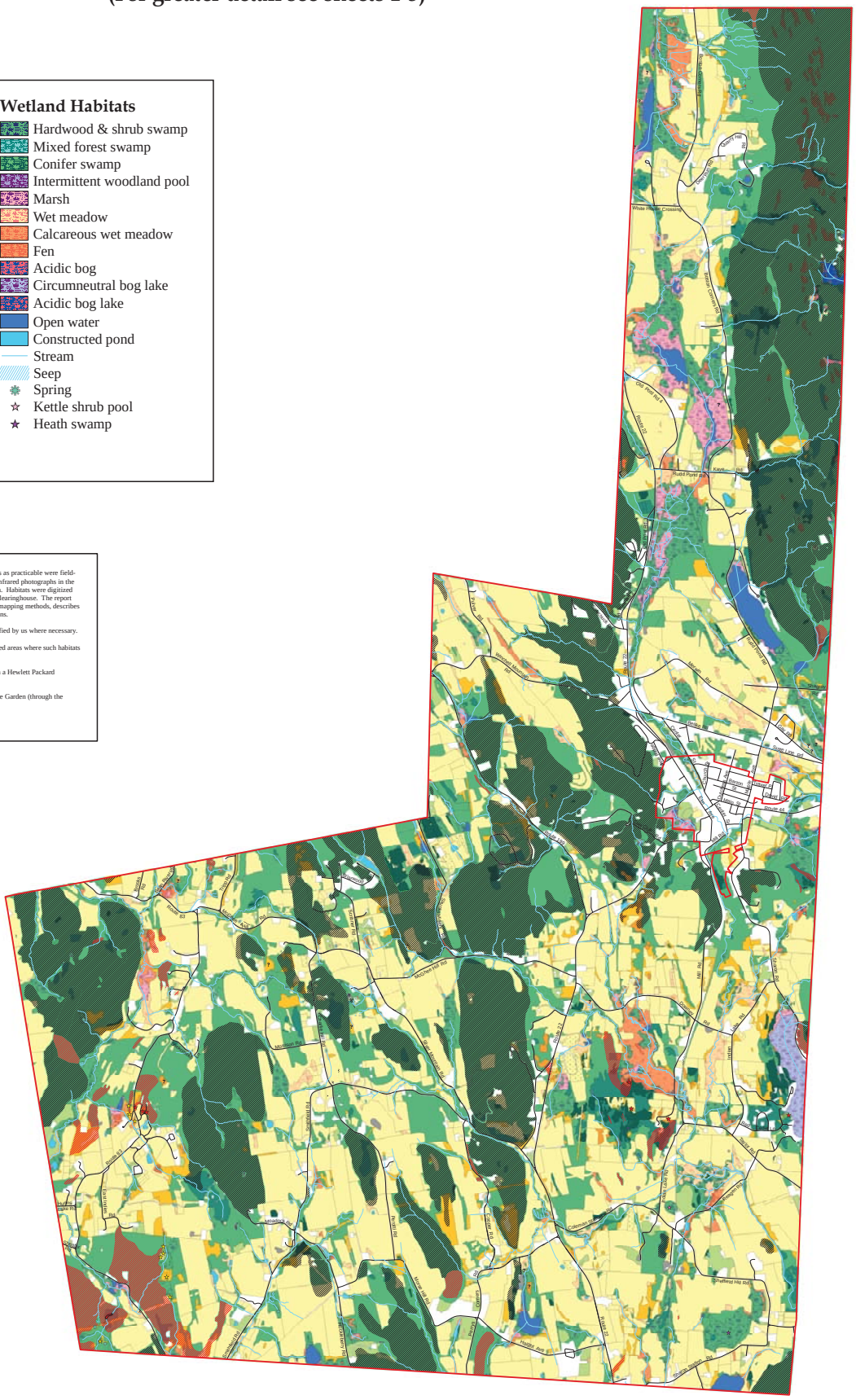
0 0.5 1 2 Kilometers

N W E S

SCALE 1:19,000

An important caution:

This map is suitable for general land-use planning, but is not suitable for detailed planning and site design, or for jurisdictional determinations (e.g., for wetlands). Boundaries of wetlands and other habitats depicted here are only approximate.



Hudsonia Ltd.
P.O. Box 5000
Annandale, NY 12504
www.hudsonia.org

Town of North East Zoning Map

Legend

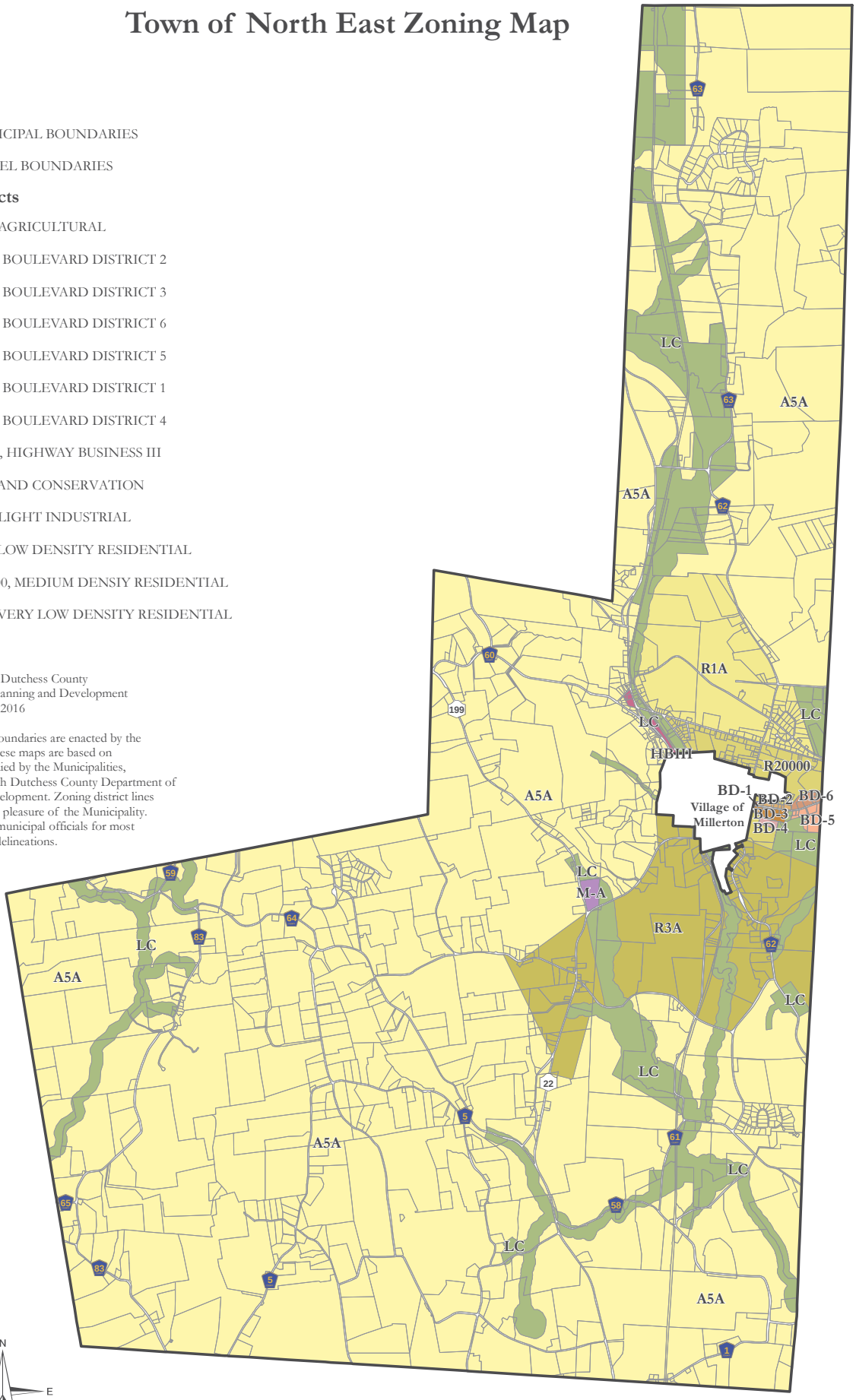
- MUNICIPAL BOUNDARIES
- PARCEL BOUNDARIES

Zone Districts

- A5A, AGRICULTURAL
- BD-2, BOULEVARD DISTRICT 2
- BD-3, BOULEVARD DISTRICT 3
- BD-6, BOULEVARD DISTRICT 6
- BD-5, BOULEVARD DISTRICT 5
- BD-1, BOULEVARD DISTRICT 1
- BD-4, BOULEVARD DISTRICT 4
- HBIII, HIGHWAY BUSINESS III
- LC, LAND CONSERVATION
- M-A, LIGHT INDUSTRIAL
- R1A, LOW DENSITY RESIDENTIAL
- R20000, MEDIUM DENSIY RESIDENTIAL
- R3A, VERY LOW DENSITY RESIDENTIAL

Map Prepared By Dutchess County
Department of Planning and Development
Issued: Februrary 2016

Zoning District boundaries are enacted by the Municipalities. These maps are based on information supplied by the Municipalities, per agreement with Dutchess County Department of Planning and Development. Zoning district lines are updated at the pleasure of the Municipality. Check with local municipal officials for most recent boundary delineations.



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W
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S

Miles
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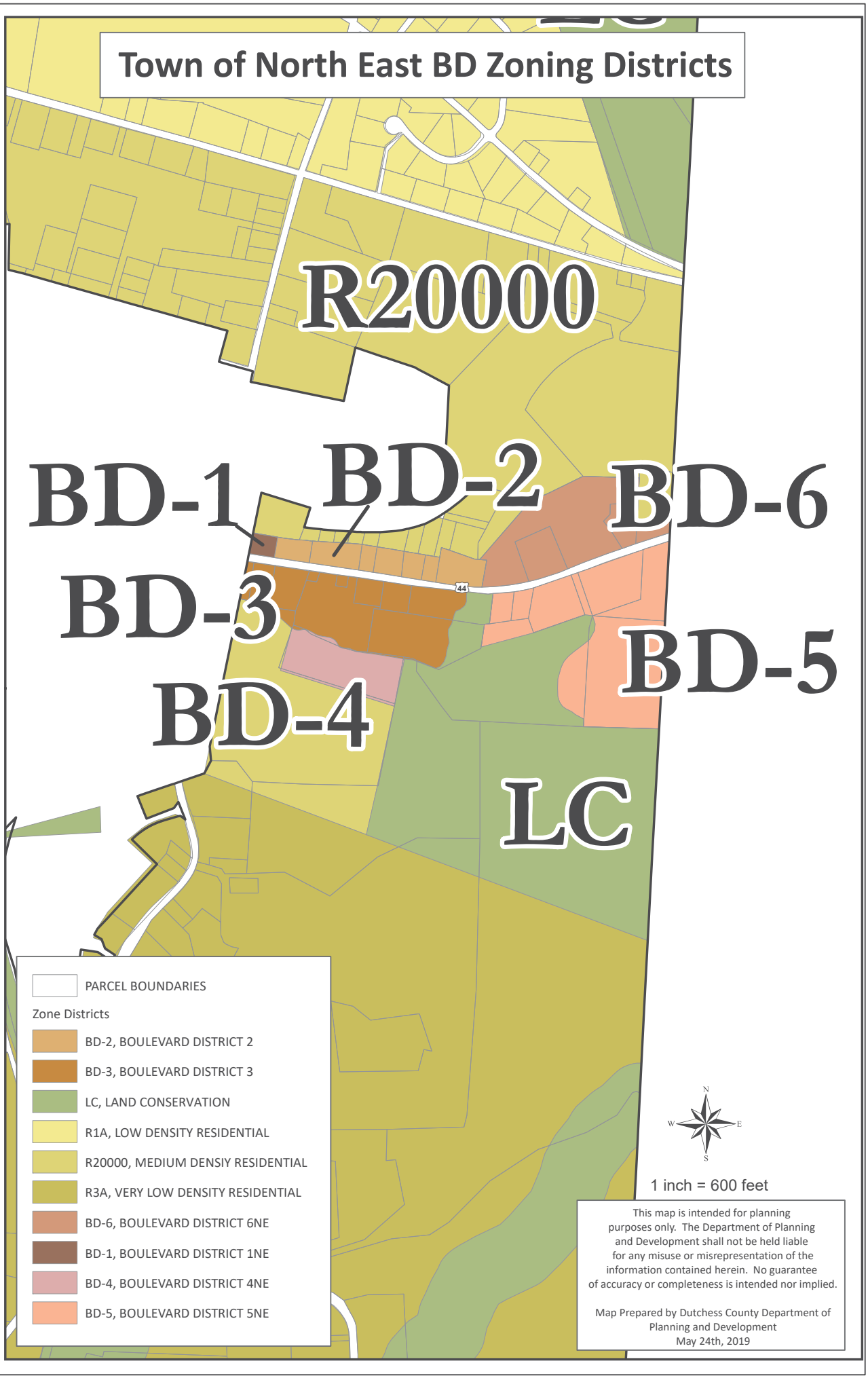
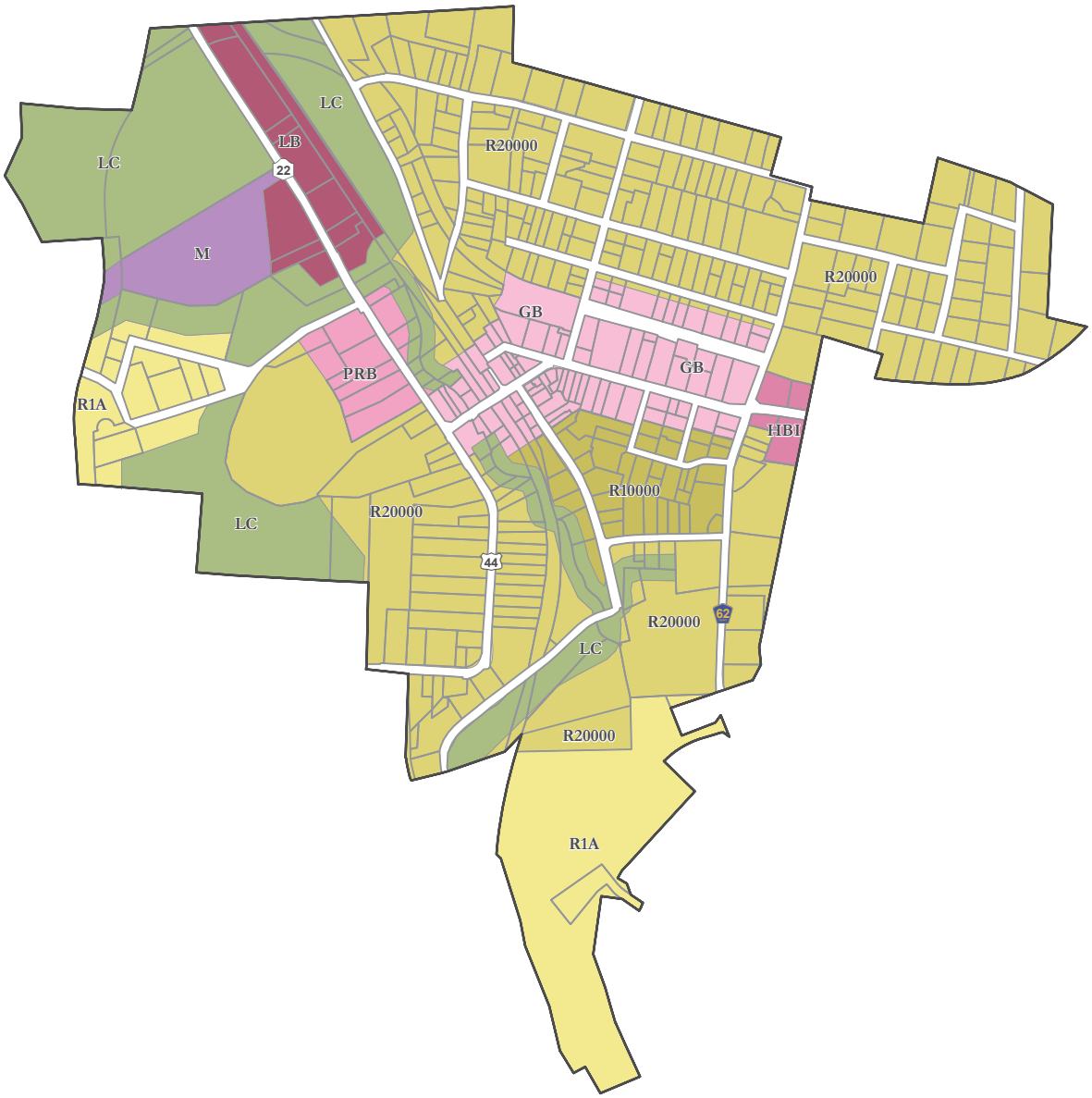
Town of North East BD Zoning Districts



This map is intended for planning purposes only. The Department of Planning and Development shall not be held liable for any misuse or misrepresentation of the information contained herein. No guarantee of accuracy or completeness is intended nor implied.

Map Prepared by Dutchess County Department of Planning and Development
May 24th, 2019

Village of Millerton Zoning Map



Legend

- MUNICIPAL BOUNDARIES
- PARCEL BOUNDARIES

Zoning Districts

- GB, GENERAL BUSINESS
- HBI, HIGHWAY BUSINESS-I
- LB, LIMITED BUSINESS
- LC, LAND CONSERVATION
- M, INDUSTRY
- PRB, PLANNED RESIDENTIAL BUSINESS
- R10000, HIGH DENSITY RESIDENTIAL
- R1A, LOW DENSITY RESIDENTIAL
- R20000, MEDIUM DENSITY RESIDENTIAL

N
W E
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Miles
0 0.125 0.25

VILLAGE OF MILLERTON, NY
INCORPORATED
JUNE 30, 1875

Map Prepared By Dutchess County Department of Planning and Development
Issued: Februrary 2016

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