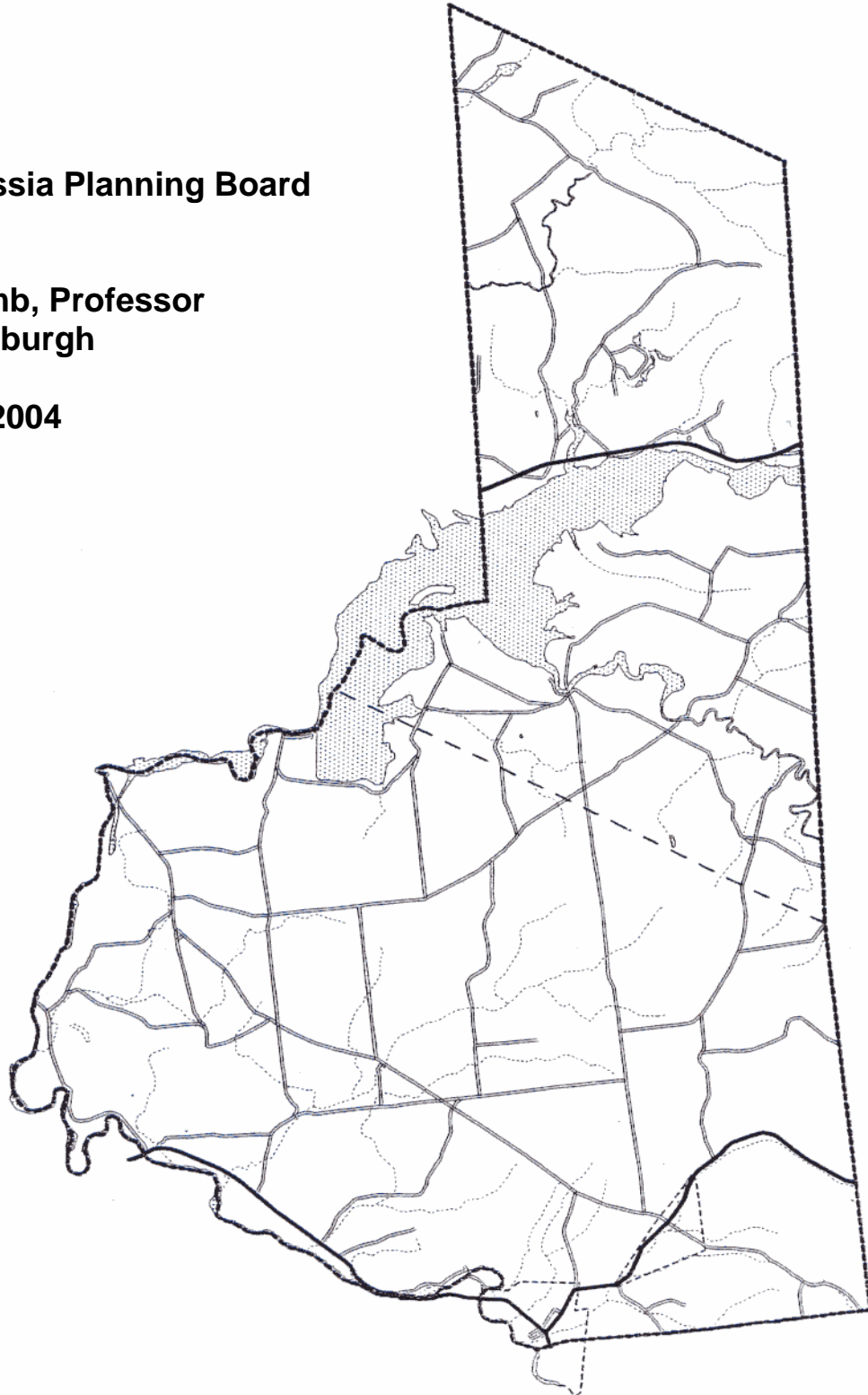


TOWN OF RUSSIA COMPREHENSIVE PLAN

Prepared by:
Town of Russia Planning Board

With:
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The following large format maps, at a scale of 1 inch = 2000 feet, were prepared for this plan.

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 Soil Limitations for Septic Leach Fields
 Soil Limitations for Dwellings without Basements
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 Existing Land Use Districts
 Land Use District Plan
 Land Use District Plan, Hamlet Insets

Acknowledgments

Assistance of the following students enrolled in the Environmental Science curriculum at the State University of New York at Plattsburgh is hereby gratefully acknowledged.

Alfred Sieffert digitized all the soil information from paper maps supplied by the Herkimer County Soil and Water Conservation District, and prepared the soils maps.

Justin Knight digitized much information from paper maps prepared for the 1977 Town of Russia Comprehensive Plan that were supplied to the Town by the Adirondack Park Agency, and also digitized the farm fields map from ortho-imagery available from the NYS GIS Clearinghouse website.

Brian McBride prepared the highway classification map data base used on all the highway maps, originally obtained from NYS DOT in spreadsheet format but not mapped. He also digitized mine boundaries available from DEC mining permit data, and corrected many errors in the real property service data base.

Matt Butler digitized much of the data needed for the base maps.

Kristen Campbell of the Herkimer-Oneida Counties Comprehensive Planning Program performed a very thorough review of the draft and provided many helpful comments.

Source of Map Information

All maps prepared for this plan were prepared by the consultant in the years 2002 and 2003.

Plan Maps	Source of Data
Lot line base map	Herkimer County Real Property Office
All maps showing land uses, lot sizes, or date structure built	NYS Real Property Service Data Base (download from NYS GIS Clearinghouse)
Historic maps	As indicated on map
Soils maps	Digitized from paper maps available from the Herkimer County Soil and Water Conservation District
Road, Highway characteristics	Data base available from the regional NYS DOT office plus information from the Town Highway Superintendent
Flood hazard area	Digitized from Town of Russia Flood Hazard Maps
Watersheds; Historic, Scenic and Geologic Features; Significant Habitats	Digitized from paper maps prepared for the 1977 town comprehensive plan
Wellhead protection area	Wellhead Protection Plan prepared by New York Rural Water Association for Village of Poland
Farm fields and other open space	Digitized from 1 meter orthoimagery dated 1994-1999
Mines with active permits	Permit applications
All others	Downloaded from the NYS GIS Clearinghouse

INTRODUCTION

The purpose of the comprehensive planning process is to create a guide for future growth and development in the Town. New York State zoning statutes require that any zoning ordinance or law be based upon, and consistent with, a comprehensive plan, which should be regularly updated. The plan establishes the rationale for the Town's land use regulations and for any future changes in those regulations.

The Town of Russia adopted its first Comprehensive Plan in 1977, and since that time the Plan has served the Town well. With the passage of more than 20 years since the adoption of that original Comprehensive Plan, the Town Board of the Town of Russia in 2000 directed the Planning Board to prepare an updated and revised Comprehensive Plan.

To prepare this Plan the Town retained a planning professional from the State University of New York at Plattsburgh, Dr. Richard Lamb, to assist the Planning Board in their task. Dr. Lamb drafted this document, prepared all maps, and served as an advisor and facilitator in the Board's deliberations. The Planning Board met over the course of more than two years to review relevant information, determine goals and objectives, and establish the plans and regulatory changes proposed herein.

This Plan describes the environmental and other resources of the Town, examines current land use patterns, and analyzes growth trends. It also identifies probable future needs, establishes goals, and sets forth policies and a plan to achieve the goals.

The goals set out in the Plan, and the Plan itself, were developed with careful attention to the results of an opinion survey mailed to Town residents and taxpayers in August 2000 at the beginning of the planning process. The survey responses indicated strong continued support for the goals of the original Plan. In particular, and by a wide margin, residents expressed a desire to maintain the Town as an uncrowded rural residential community; this desire has been established as the primary goal of this Plan and is also reflected throughout the other goals, policies and action items in the Plan.

Overwhelmingly, residents also expressed a desire that the Town protect the many natural, scenic, and historic assets in the Town; this became the second of the Plan goals. The West Canada Creek, Trenton Falls, the Prospect Gorge, Hinckley Reservoir, and Black Creek are among the unique scenic and recreational assets that are found throughout the Town. Substantial areas of the Town, some of which lie within the Adirondack Park, in State Forest land, or in the Herkimer watershed, are forested and provide scenic and recreational values. Tree-lined rural roads, scenic highways, historic structures and designated trails are found throughout the Town. Much of the Town consists of open fields and meadows, the legacy of an agricultural past that has largely been preserved by private landowners.

All of these are assets that make our Town an attractive place to live. In this quiet, spacious rural environment, with its historic heritage, residents and visitors enjoy fishing, hunting, boating and canoeing, walking and biking, and, in the winter, snowmobiling, snowshoeing

and cross-country skiing. This Plan is intended to preserve these priceless assets and the quality of life they afford.

A minority of residents, but a significant minority – more than a third – also expressed a desire that the Town permit some additional commercial activity, most frequently suggesting small restaurants and small retail shops. Carefully selected, designed, and located commercial activities such as small restaurants, “mom and pop” retail operations, antique shops, golf courses, conference centers, commercial horse boarding or riding operations, and similar uses can be consistent with the rural residential character of the Town while providing opportunities for economic development and desirable services for both residents and visitors. Although the Plan preserves the low density rural residential environment throughout most of the Town, it allows for more intensive and diverse development in selected areas where the impact of such development can be expected to be minimal.

Limiting the expansion of sand and gravel mining operations, now over 400 acres with the potential to at least double that acreage, was generally seen as desirable by those who responded to the survey questionnaire. 43% of those responding sought to decrease the amount of future mining in the Town to preserve residential character. An equal number would permit the current level of mining to continue. Only 14% would allow mining to increase based on market demand, which is effectively what the current zoning provides. Effective control of mining was therefore identified as an express goal of this revised Comprehensive Plan.

Once the goals were defined, specific planning policies and action recommendations were formulated to achieve these goals. Taken together, these make up the Comprehensive Plan for the Town of Russia. The Plan strikes a balance between the sometimes competing desires of members of the community.

It is intended that the Town’s existing local laws – “The Town of Russia Land Use Regulation Law of 1982,” and the “Town of Russia Sub-Division Regulations of 1995” – be amended based upon the Plan presented herein. Because the Town’s land use regulations do not apply within the Villages of Poland and Cold Brook, this Plan excludes the villages.

The Plan has been developed considering both the long and short-term needs of the community. The Herkimer-Oneida County Planning office recommends that review and updating of the Plan should occur every 5 to 10 years. By reviewing the Plan on a regular basis, revisions should not need to be dramatic, and the process of updating the Plan will be a less daunting task.

Consistent with the expressed desires of residents and landowners, this Plan in many fundamental ways re-confirms and extends the purposes of the original 1977 Plan. However, some important changes were made in this revision of the Comprehensive Plan to recognize changed circumstances and newly identified priorities. The following table summarizes major changes from the previously existing Town of Russia Comprehensive Plan that was prepared in 1977, and from the Town of Russia Land Use Regulation Law adopted in 1983 and its subsequent amendments.

Changes from the 1977 Land Use District Plan

	New Plan	Old Plan
Hamlets	Hamlets are designated residential, with few commercial uses permitted.	Several commercial uses are allowed in hamlets.
Commercial uses	New land use districts are created to accommodate commercial development:	Few commercial uses are permitted outside of hamlets.
	A commercial (COM) district allows most retailing and service businesses	Non-existent.
	Mixed Use (M1 and M2) districts permit some commercial uses that are deemed compatible with the scenic and environmental character of the area.	Non-existent.
Other non-residential uses	Offices and research and development facilities are permitted uses in M1 and M2 districts.	Offices and research and development facilities are not permitted in any district.
Affordable housing	Senior citizen housing developments are allowed in hamlet, CR, M1 and M2 districts	Senior citizen housing developments are not permitted in any district.
Aquifer protection	A Wellhead Protection (WPO) Overlay District is created to recognize potential impacts on the Village of Poland water supply wells.	Non-existent.
Natural Resource Protection Overlay Districts	Stream Corridor and Scenic Overlay Districts to preserve recreational value and aesthetics of key waterways, bicycle routes, and scenic views.	Non-existent.
Mining	Limit the expansion of mining through overlay districts. Expansion of mining operations is permitted only within specifically designated areas near currently permitted mining operations.	Mining is permitted in large areas of Town (Low and Medium Density Residential districts).
Land Use District Boundaries	Land use district boundaries are drawn, to the extent feasible, to coincide with lot lines.	Land use district boundaries do not coincide with property boundaries.

PLAN GOALS

The foundation of a comprehensive plan is a set of goals. All the specific recommendations and proposals contained in this plan are intended to further the following eight goals. The most basic of the goals is the first – that of retaining the rural and open space character that makes the Town of Russia a desirable place to live. The other goals contribute to this fundamental vision of the Town's future.

- Goal 1: Maintain the Town of Russia as an uncrowded, rural, residential community with large areas of undeveloped and open space.
- Goal 2: Protect attractive and important natural features such as lakes, streams, farmlands, woodlands, wildlife, scenic areas, wetlands, and aquifer recharge areas as well as buildings or sites of historical significance.
- Goal 3: Provide for gradual, modest residential development consistent with other Plan goals. Such development provisions would not encourage rapid population growth, but would offer opportunities for affordable home ownership for residents with low, moderate, and higher incomes.
- Goal 4: Provide for limited commercial development in locations and of types consistent with the other goals. Also, provide for the continuation and development of agriculture wherever suitable.
- Goal 5: Provide, without imposing unnecessary restrictions, effective control of unsightly, destructive or disruptive land uses, including but not limited to signs, solid waste disposal, junk storage, recycling processes, and other operations generating excessive traffic, noise or other disturbance to Town residents.
- Goal 6: Provide effective control over mining, quarrying and timbering operations within the Town, to the extent permitted by State and Federal law, minimizing the area of the Town devoted to mining and quarrying, and ensuring adequate and timely reclamation.
- Goal 7: Provide for some public facilities in keeping with the Town's rural character while controlling growth of Town expenditures and taxes.
- Goal 8: Provide a sound basis for fair and uniform regulation of land use and development.

PART 1: INVENTORY AND ANALYSIS – The Town of Russia Yesterday, Today, and Tomorrow

Regional Location

The Town of Russia is situated as a “gateway” community to the Adirondack Park, located in a transition area between the populated Mohawk Valley region and the sparsely settled woodlands of the lower Adirondacks. (See “Town of Russia” map and “Regional Location” map.) It is within short commuting distance to the cities of Utica and Rome to the south and west, as well as to the City of Little Falls and the Villages of Herkimer and Mohawk to the southeast, and serves as a “bedroom” community for a population employed in or near those places. It is surrounded by “suburbanizing” towns to the south and west that are closer to the major employment centers of Utica and Rome, and by lightly populated areas to the north and east.

Hinckley Reservoir, created decades ago by impounding the West Canada Creek, is located in the northern section of Town, and is a recreational resource for both year-round and seasonal residents, as well as visitors from other regions. The West Canada Creek, renowned for its trout fishing and natural beauty, flows southward from the reservoir toward the Mohawk River and forms the western and southern boundaries of the Town.




The Town of Russia serves a dual role within the region. It is a rural residential suburb for the Utica-Rome metropolitan area, and also provides a scenic rural environment and recreational resource that has attracted seasonal development and is otherwise utilized by residents of the entire region.

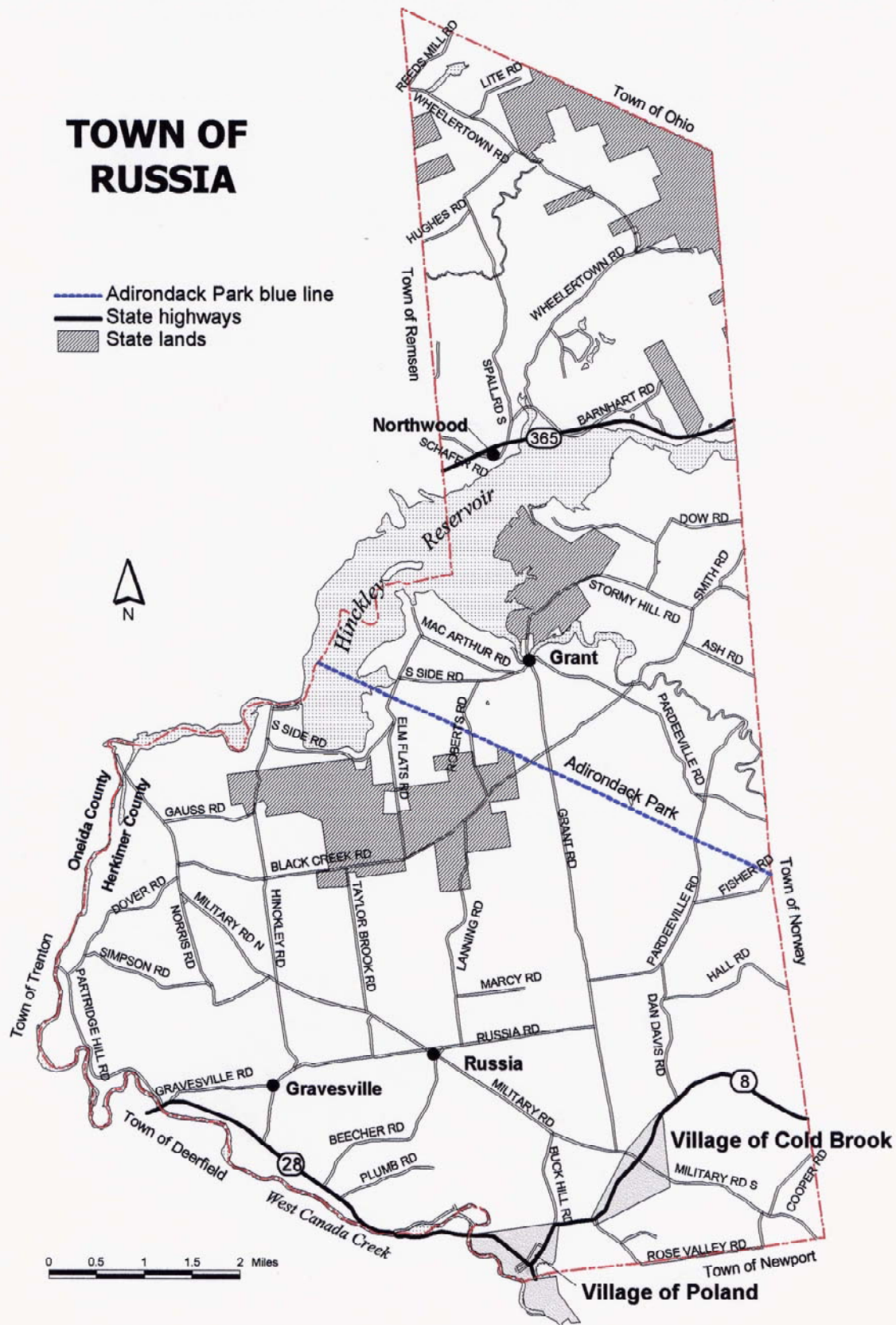
Settlement History

Maps of the Town of Russia dated 1868 show the settlement pattern as it existed in the civil war era. (See maps titled “Southern Section of Russia, 1868” and “Northern Section of Russia, 1868.”) The hamlets of Grant, Russia and Gravesville as they existed in 1906 are illustrated in more detail on the map titled “Hamlets of the Town of Russia, 1906.”

The most populated area of Town during its early settlement history was the southwest where good farmland was available and which was more accessible to the Mohawk Valley. Outside of the present day Villages of Poland and Cold Brook, the most concentrated settlements in the south were the hamlets of Russia and Gravesville. Several homesteads were located along Military Road and Russia Road, and other roads in their vicinity. Some of these homes are still in use, some still occupied by descendants of 19th century settlers. A railroad ran through Poland and Gravesville connecting the Town to points south and west. The Utica Electric Light and Power Company had a powerhouse in the vicinity of Trenton Falls on West Canada Creek.

TOWN OF RUSSIA

-  Adirondack Park blue line
-  State highways
-  State lands



Regional Location

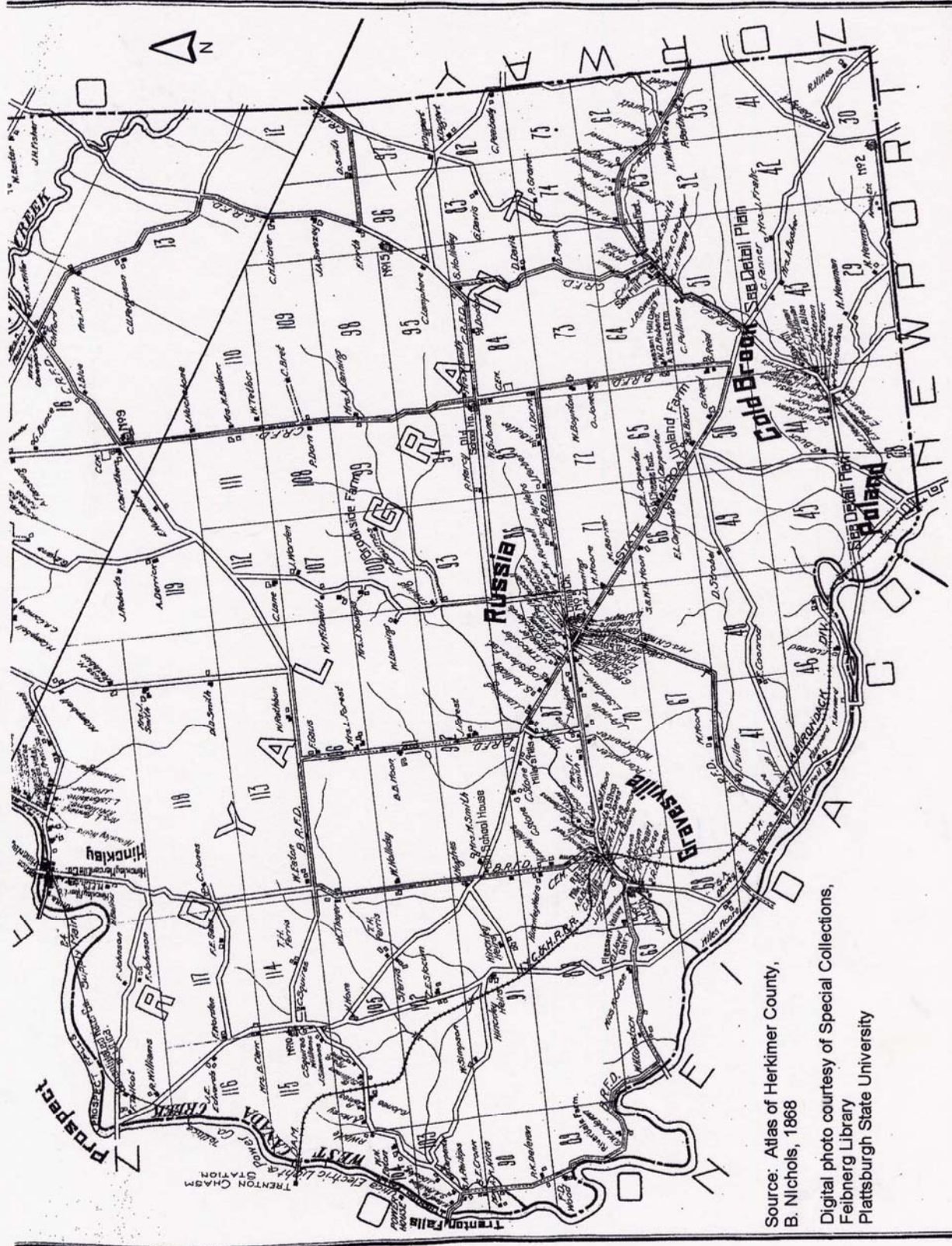


0 10 20 Miles

Circles are 10 and 20 miles from the approximate center of the Town of Russia.



Southern Section of Russia, 1868



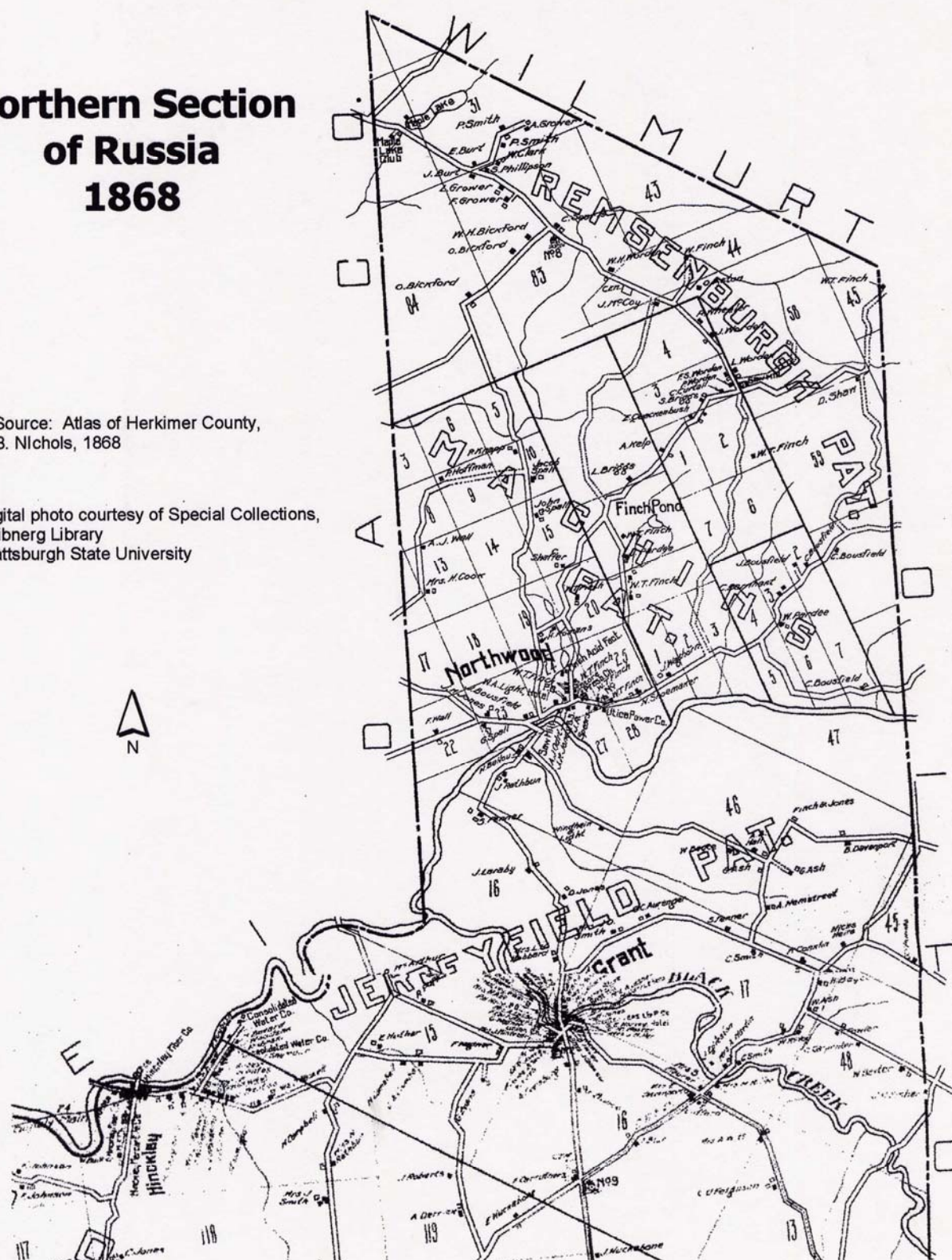
Source: Atlas of Herkimer County,
B. Nichols, 1868

Digital photo courtesy of Special Collections,
Felberg Library
Plattsburgh State University

Northern Section of Russia 1868

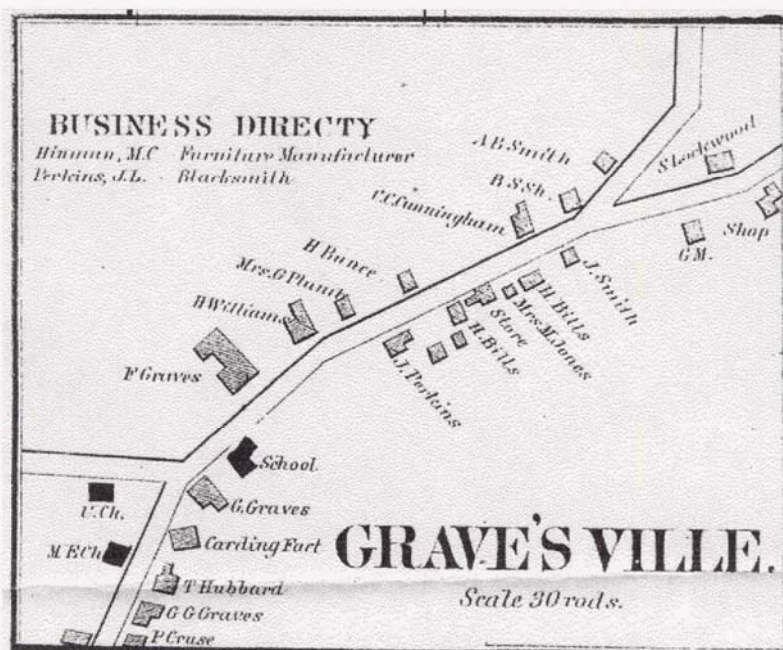
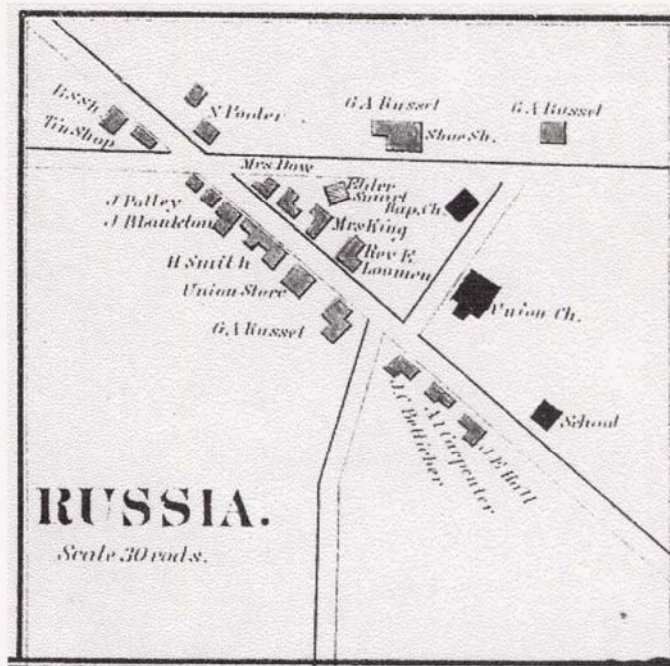
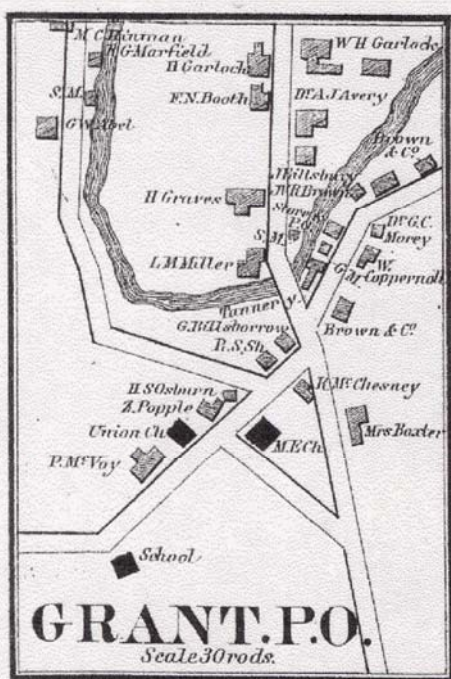
Source: Atlas of Herkimer County,
B. Nichols, 1868

Digital photo courtesy of Special Collections,
Feiberg Library
Plattsburgh State University



Hamlets of the Town of Russia, 1906

Source: "New Century Atlas," Philadelphia
Century Map Co., 1906



Settlement in the northern section was sparse, except for the hamlet of Grant located along Black Creek, and the hamlets of Northwood and Hinckley situated near the West Canada Creek.

During the early part of the twentieth century Hinckley Reservoir was created by damming the West Canada Creek. Its purpose was to supply water to the high elevation section of the Barge Canal. Today the reservoir also serves the functions of flood control and providing a public water supply for the Mohawk Valley Water Authority which serves the City of Utica plus all or portions of 15 surrounding municipalities. A large area was inundated as a result of constructing the dam -- a total area of 4.46 square miles, much of which lies within the Town of Russia. The hamlet of Hinckley was submerged, as were portions of the Hamlet of Northwood and several miles of roads.

With the construction of Hinckley Reservoir and the increasing attraction of the Adirondack Park as a location for both seasonal and year around residences, the northern section of Town experienced significant growth during the latter half of the twentieth century.

Today's settlement pattern reflects the Town's history, resulting in three general types of areas. The southwest is the most populated section, consisting of year-round dwellings scattered along rural roads, often on former farmland, and also including the early hamlets of Russia and Gravesville. The northern area, generally near Hinckley Reservoir and northward, contains a high proportion of seasonal homes and is wooded. The third area is the very sparsely populated middle of Town, containing large tracts of open space including state owned lands and Village of Herkimer watershed protection lands.

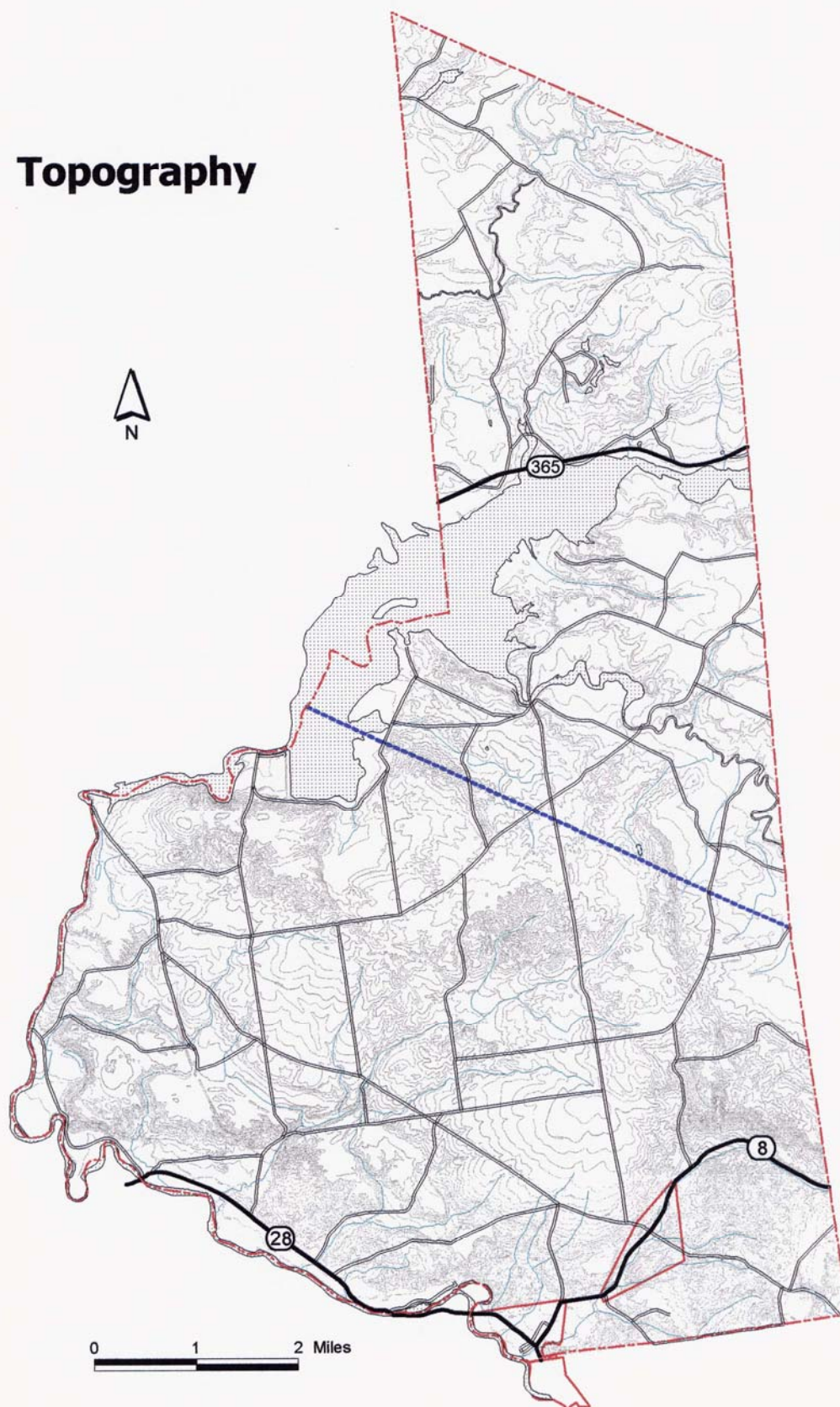
Early hamlets were the focal points of rural life containing churches as well as a variety of commercial establishments and small manufacturing. Today these early settlements are no longer commercial centers, having been by-passed in later years when major highways were constructed through the Town. They are residential hamlets of historic character, with most of the early buildings still remaining.

Topography

Terrain within the Town is generally "hilly" with relatively few areas of flat land and no mountains. Much of the land is characterized by moderate slopes, (See "Topography" map.) There are some areas of steep slopes, particularly in the southern section of Town between the West Canada Creek valley and the uplands to its immediate north where there is a significant drop in elevation coming down from the higher ground into the valley floor, between Military Road and State Route 28.

Steeper slopes pose some limitations for development. Slopes of 15 percent or greater are considered poor for development because of erosion problems, cost of construction, inability of septic systems to function properly, and if roads are involved, traffic safety and cost of road maintenance. The ideal slope for development is considered to be 3 to 8 percent in order to provide good drainage while minimizing erosion and runoff problems.

Topography



Soils

Soil information for this plan was obtained from the Herkimer County office of the U.S. Department of Agriculture (USDA) in the form of paper maps showing soil types and data tables containing various characteristics of each soil type. The paper maps were “digitized” by a State University of New York (SUNY) at Plattsburgh student in order to create computer data files that could be used to produce the maps contained herein.

Soil information was available in two forms. First, detailed “soil series” data was available for the southwest section of Town. Soil mapping for this area was done on a detailed level and is quite accurate. In the detailed mapping a soil sample is taken about every four acres, on the average. Even so, there is some variability within the soil areas shown on the soils maps, so that for example, where the map may indicate that soils are poor for septic leach fields, it may be possible to find spots within the mapped area which are satisfactory for a leach field. This mapping therefore is good information for community planning purposes, but is no substitute for on-site soil testing on a particular site.

Second, for the remainder of the Town only highly generalized “meso-intensity” soil mapping was available. (Areas north of the line shown on the “Soil Limitations for Septic System” map and “Soil Limitations for Dwellings without Basements” map.) This information is not based on systematic soil sampling but on other indicators of soil type, and should not be used for detailed planning purposes. It does give some indication of what the soil characteristics of a broad area probably are.

The data tables for the two types of mapping areas (“soil series” versus “meso-intensity”) were prepared somewhat differently, and as a result some of the differences in soil characteristics shown on the maps may not reflect actual differences in soils, but the means of data collection. (Note that on the maps some of the soil characteristics appear to change abruptly at the edge of the detailed soil series boundary.)

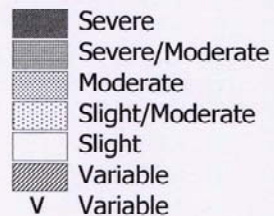
Soils and Septic Systems

Development is not precluded on soils rated by the USDA as having severe limitations for on-lot septic systems. Rather, this rating means that care must be taken to ensure that systems are carefully sited and adequately designed for the soil conditions. In many cases a larger and more costly leach field may be required (more footage of pipes). On soils where more restrictive characteristics prevail, an alternative system may be used. Alternatives include fill or mound systems, and evaporation-absorption (also named "leach bed") systems.

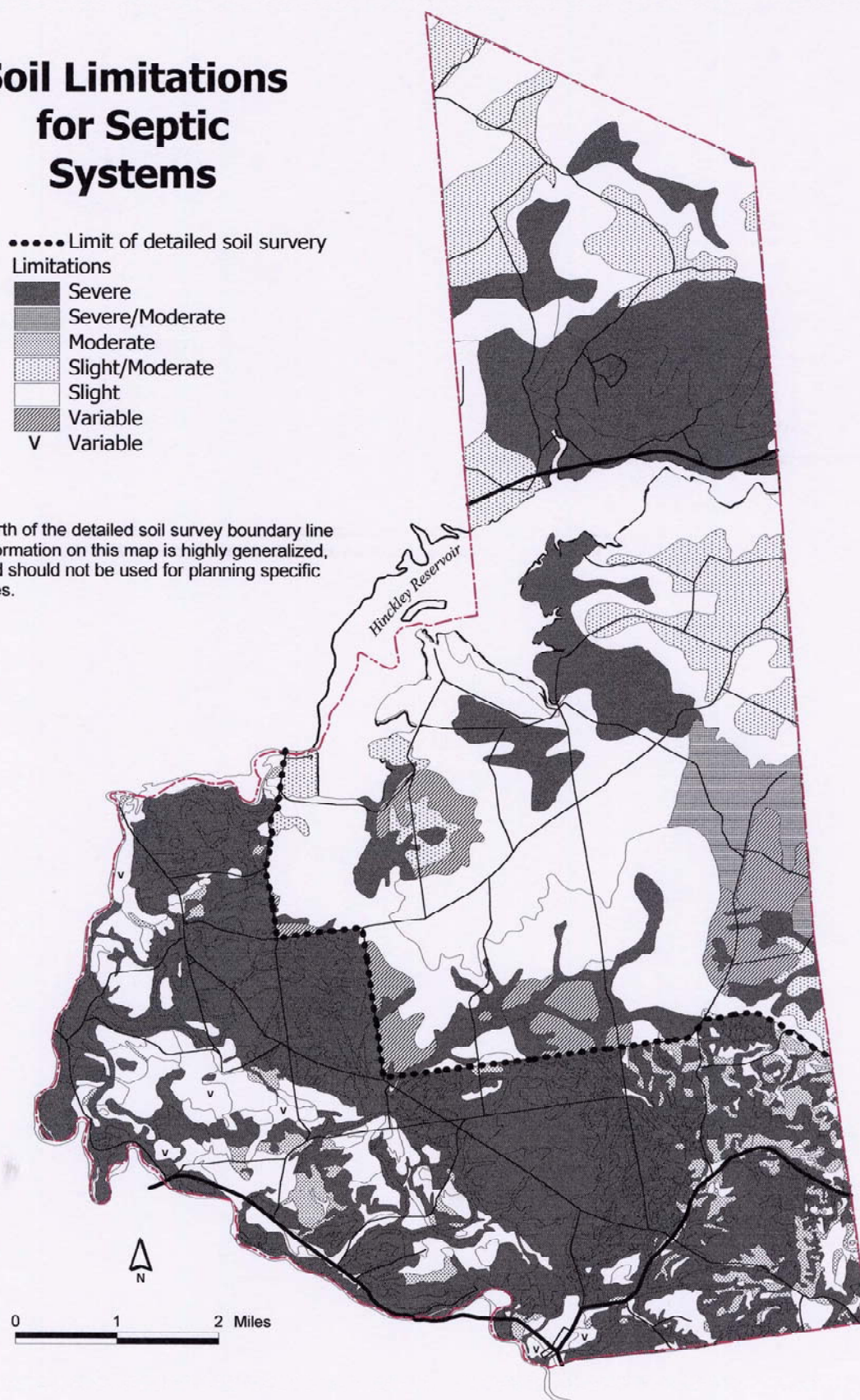
The N.Y.S. Department of Health (DOH) recommends a lot size of at least 20,000 square feet for septic systems in areas underlain by good soils. This space is necessary in order to provide enough room on the lot to place an adequately designed system and meet minimum distance requirements from wells, the house, and property lines. DOH also suggests that if a

Soil Limitations for Septic Systems

..... Limit of detailed soil survey
Limitations



North of the detailed soil survey boundary line
information on this map is highly generalized,
and should not be used for planning specific
sites.



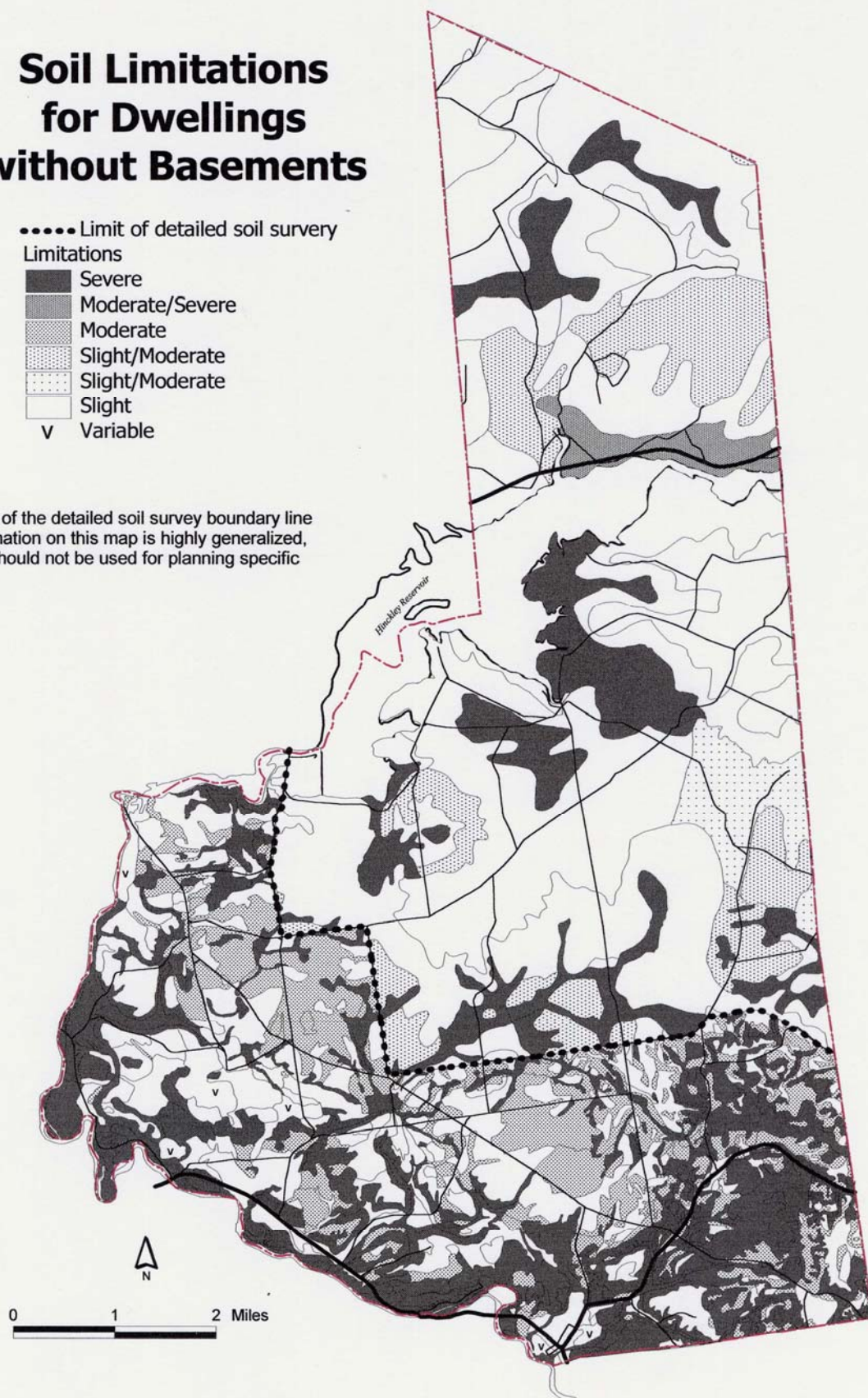
Soil Limitations for Dwellings without Basements

..... Limit of detailed soil survey

Limitations

- Severe
- Moderate/Severe
- Moderate
- Slight/Moderate
- Slight/Moderate
- Slight
- V Variable

North of the detailed soil survey boundary line
information on this map is highly generalized,
and should not be used for planning specific
sites.



properly designed system is installed (for example, a fill system), a 20,000 square foot lot size is sufficient even on poor soils. However, there are several reasons why a minimum lot size larger than 20,000 square feet is necessary in order to ensure adequate functioning of septic systems.

First, the average duration for a septic leach field is about 15 to 20 years, at which time it reaches capacity and requires replacement. Fill systems are especially prone to reaching a saturation point after which they will not function properly. When a system fails, either a new location on the property must be found to install a new one, or the old leach field and the earth surrounding it must be removed in order to provide adequate space. The latter alternative is very costly. Therefore, a 20,000 square foot lot may not be sufficient in the long run considering that there may be a need for more than one space for a leach field on a property. Second, many failing septic systems are never replaced or made to function properly. Thus, in areas of severe limitations larger lots are necessary to provide property owners with some protection from septic system failure on neighboring properties. Third, the minimum 20,000 square foot lot recommended by DOH assumes that there are no limiting factors due to terrain or shape of the parcel. On oddly shaped lots, and where limiting factors such as wetlands, streams, rock outcrops and other such natural features exist, the minimum lot size should be larger. Finally, the minimum 20,000 square foot lot assumes that the entire site plan for the buildings, driveways, water supply and sewerage system have all been carefully planned in advance of dividing a property into building lots in order to ensure that the required setbacks for leach fields can be met. Unfortunately, this is not always the case. In summary, an adequate septic disposal system may be placed upon a 20,000 square foot lot, but only if it is properly planned, is situated on a well shaped parcel of land free from environmental restrictions, is properly maintained, and is replaced when necessary.

For all the above reasons, and considering the poor soils for septic systems in the Town of Russia, all land use regulation districts should require a lot size of at least 1 acre.

Soil Limitations for Buildings

The map showing “Soil Limitations for Dwellings without Basements” is based upon somewhat different criteria than that used for rating soil limitations for septic systems. Soils shown as having moderate or severe limitations on this map may be characterized by one or more of several conditions, including steep slope, flood hazard, wetland, or bedrock close to the surface. There are fewer areas of severe restrictions on this map than on the septic limitations map because soil permeability (the rate at which water can percolate downward through the soil layer) is not taken into account as a building limitation, but is taken into account as a significant limitation for septic leach fields.

Severe limitations on this map do not necessarily preclude development. A severe limitation rating is intended to indicate that there are problems with development, some of which may be overcome with added cost, such as earth grading and the provision of erosion control measures needed for building on steeper slopes. Also, smaller areas for good building sites may be found within the broader areas portrayed on the map as severe. However, areas of severe limitations are not good for intensive development. On steeper slopes, for example,

development on smaller lots may create erosion and storm water runoff problems, as well as safety concerns on roads.

Considering the poor soils for development located in much of the southeast portion of Town, large lot sizes should be required in order to reduce the density of new development in these areas.

Surficial Geology, Sand and Gravel Deposits

The “Surficial Geology” map shows the type of geologic material that lies between the soil layer and the underlying bedrock. Much of this material was deposited during the last ice age. It should be noted that the map is somewhat generalized and may not be accurate in its detail.

Of most significance is the location of the kame deposits. Such deposits tend to be deep layers of sand or gravel that are ideally suited for commercial mining. There is a broad band of kame deposits extending in an east-south-east to west-north-west direction in the southern section of Town that is the source of material for the current mining operations that exist in this area. There are also other kame deposits in the far north of Town that are not being mined.

An examination of the kame deposits that exist in the larger region surrounding the Town of Russia reveals that many other such deposits exist within municipalities in the general vicinity of Russia. (Source of this information is the “Surficial Geologic Map of New York, Hudson-Mohawk Sheet,” published by the University of the State of New York Education Department, dated 1987, a large map that is not included in this document.) It can be concluded, therefore, that while the Town of Russia does contain some prime areas for the mining of sand and gravel, these deposits represent only a small portion of the total regional resource.

Water Features


The major water features in the Town are Hinckley Reservoir, West Canada Creek, and Black Creek. (See “Water Features Map.”)

Hinckley Reservoir was created in the early twentieth century for the purpose of supplying water to the Barge Canal. It also provides flood control, serves as the source of water for the Mohawk Valley Water Authority, and is a valuable recreational resource.

West Canada Creek is renowned as Central New York’s premier trout stream. A portion of the creek south of Trenton Falls in the Town of Russia has been designated as a “Trophy Section,” famous for its publicly accessible fly fishing. It also is used for kayaking, canoeing and tubing. In addition, it is a scenic resource of the highest quality.

Black Creek, owned by the New York State Division of Canals, is a slow moving tributary that feeds into Hinckley Reservoir. Black Creek is essentially a wilderness river; over most of

Surficial Geology

 Best source of sand and gravel

Material

al = Recent Alluvium

k = Kame deposits

km = Kame moraine

ld = Lacustrine delta

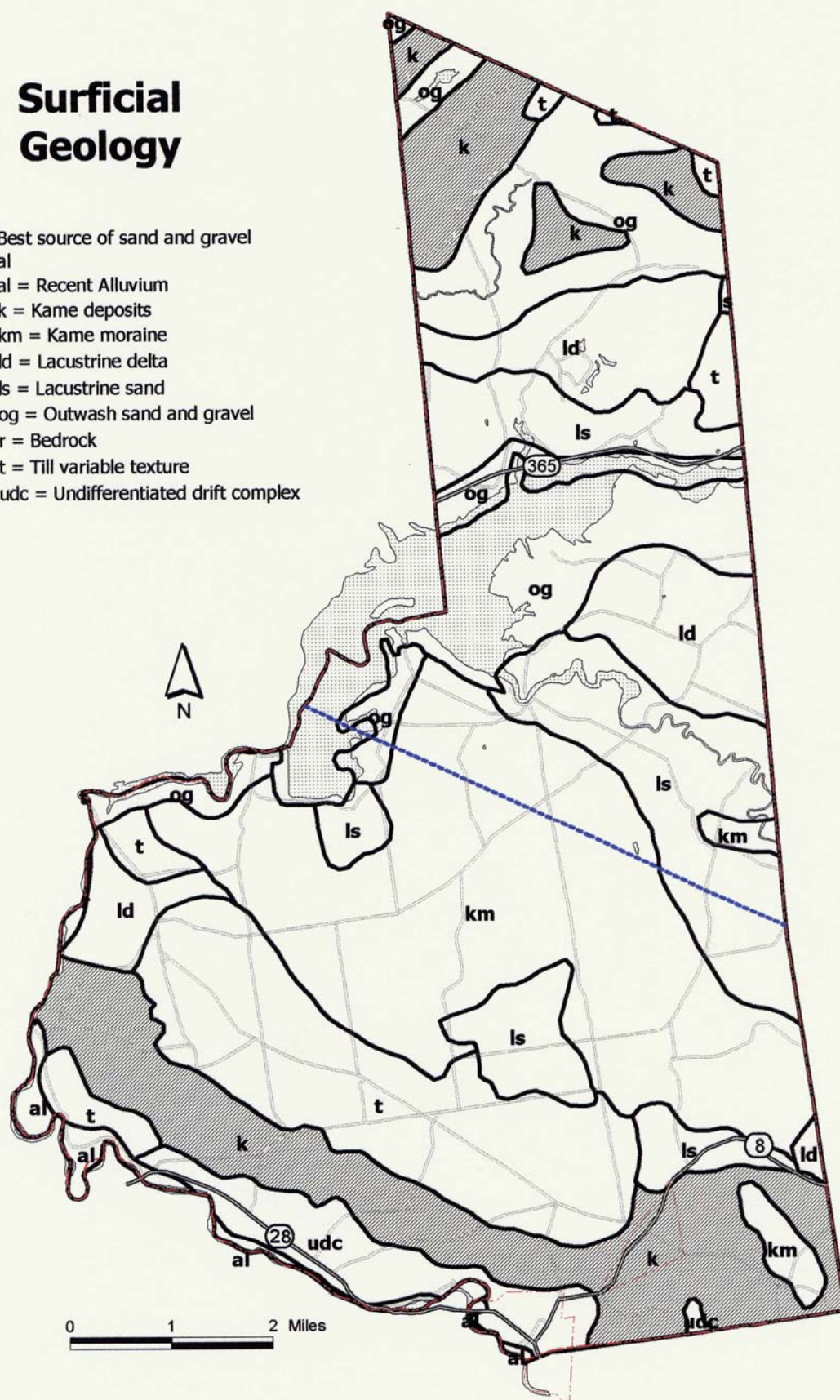
ls = Lacustrine sand

og = Outwash sand and gravel

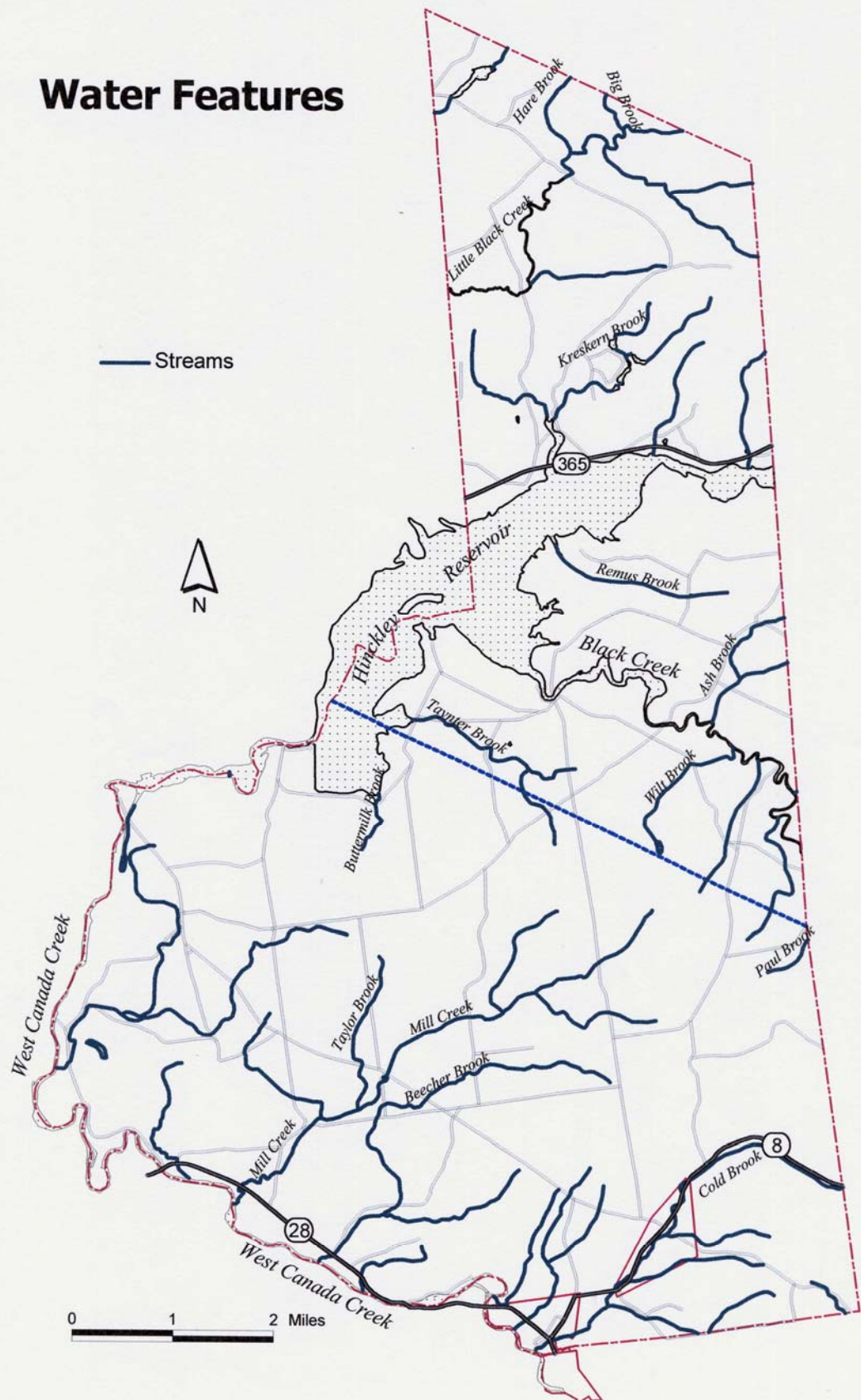
r = Bedrock

t = Till variable texture

udc = Undifferentiated drift complex



Water Features



its course there is virtually no human presence. With its remote quality and scenic bluffs, Black Creek is an excellent canoeing route and provides good wildlife habitat.

There are also a number of small streams and brooks within the Town that feed into the major water courses.

In order to maintain the highest water quality in its watercourses, new development should be planned to prevent soil erosion and pollution from storm water runoff. Poorly planned developments can have severe impacts upon natural ecosystems, including siltation of trout spawning beds and the destruction of aquatic insects that are a major food source for fish. Consequently, it is recommended that a natural vegetative buffer be retained along all significant streams and creeks to serve as filter strip for pollutants and to hold soil in place. It is especially important to retain trees along smaller streams in order to provide shade, thereby cooling water temperatures during summer months (thereby increasing the oxygen content of the water) required by cold water species such as trout. In addition, it is recommended that no buildings or roads be constructed close to streams and creeks. Such a buffer would also preserve the visual aesthetics of the stream area. Buffers should be codified in Stream Overlay Districts. Along West Canada Creek and Black Creek, this buffer should consist of a minimum 200 ft. vegetative buffer.

Watersheds

The Town of Russia contains three major watershed areas. (See “Watersheds” map.) The southern third of Town drains southward into the West Canada Creek. In the middle, streams flow into Hinckley Reservoir. In the far north, water drains northwesterly into the Black River.

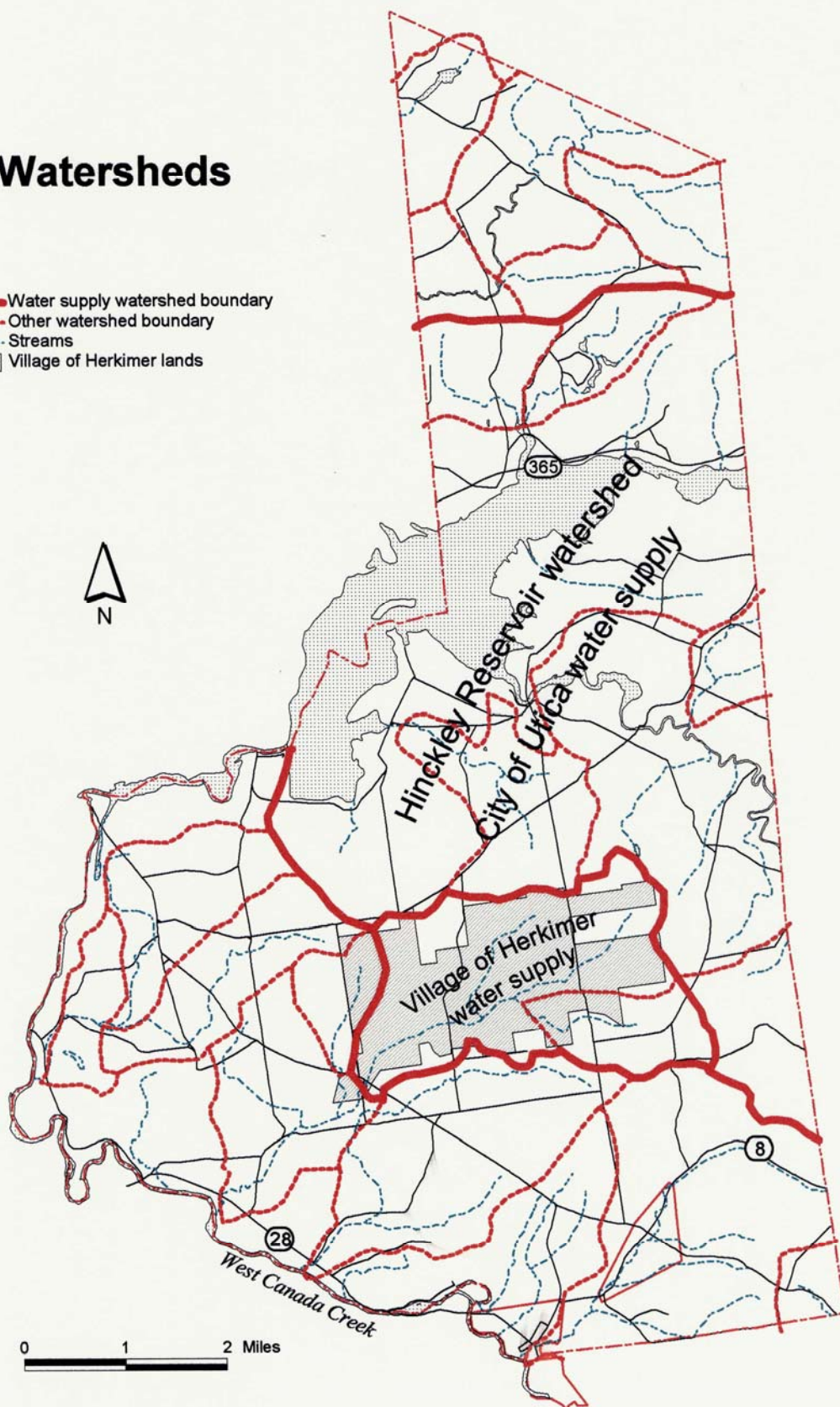
Two of the watersheds provide a source of public water supply. First, the Village of Herkimer owns land in the south central portion of Town generally coinciding with the watershed for its water supply intake. At the present time, the land remains open space because it is owned by the Village for the purpose of protecting the watershed. Should the Village develop an alternative source of water, such as deep wells, it is unknown what the future disposition of the property will be. This comprehensive plan therefore must consider the possibility of such an eventuality. (See the “Open Space” section of this plan for further discussion.)

Hinckley Reservoir serves as a source for the City of Utica’s water supply. Its watershed occupies a large area, approximately one-half of the Town. The most intense development within the watershed is near the shoreline of the reservoir, and along State Route 365. Land within this watershed is not preserved as open space, and is subject to development. Because future development or other changes in land use have the potential to adversely impact water quality in the reservoir, watershed protection should be considered in formulating land use regulatory policies within this area.

Among the desirable policies are the following:

Watersheds

- Water supply watershed boundary
- - - Other watershed boundary
- - - Streams
- Village of Herkimer lands



- (a) Ensuring that septic systems function adequately, by proper design and by requiring sufficiently large lots.
- (b) Preventing development near the banks of streams or water courses.
- (c) Retaining vegetative buffers near the banks of streams or watercourses to serve as filter strips for stormwater runoff.
- (d) Requiring site plan review for all commercial development and residential subdivisions within the watershed.
- (e) Prohibiting land uses that could introduce hazardous or toxic chemicals into the water, such as junkyards, landfills, and fuel oil distributors.

Flood Hazard Areas

The flood hazard area for West Canada Creek along the southern border of the Town is shown on the “Route 28 Corridor Area – Flood Hazard Map.” Flood hazard maps for the entire Town are available in the Town offices.

Building in flood hazard areas requires that a permit be obtained from the Town of Russia pursuant to its “Flood Damage Prevention” law that requires a permit for any development in a mapped flood hazard area.

Generally there are two types of flood hazard zones. First, there is an inner zone known as the “floodway.” No structures are allowed in floodways because this is the main channel that carries the bulk of the water during the flood. Second, there is an outer zone, known as the “fringe,” that may be quite wide. This is where flood waters spread out and can create property damage. Permits for building in fringe areas may be issued subject to certain conditions.

Wetlands

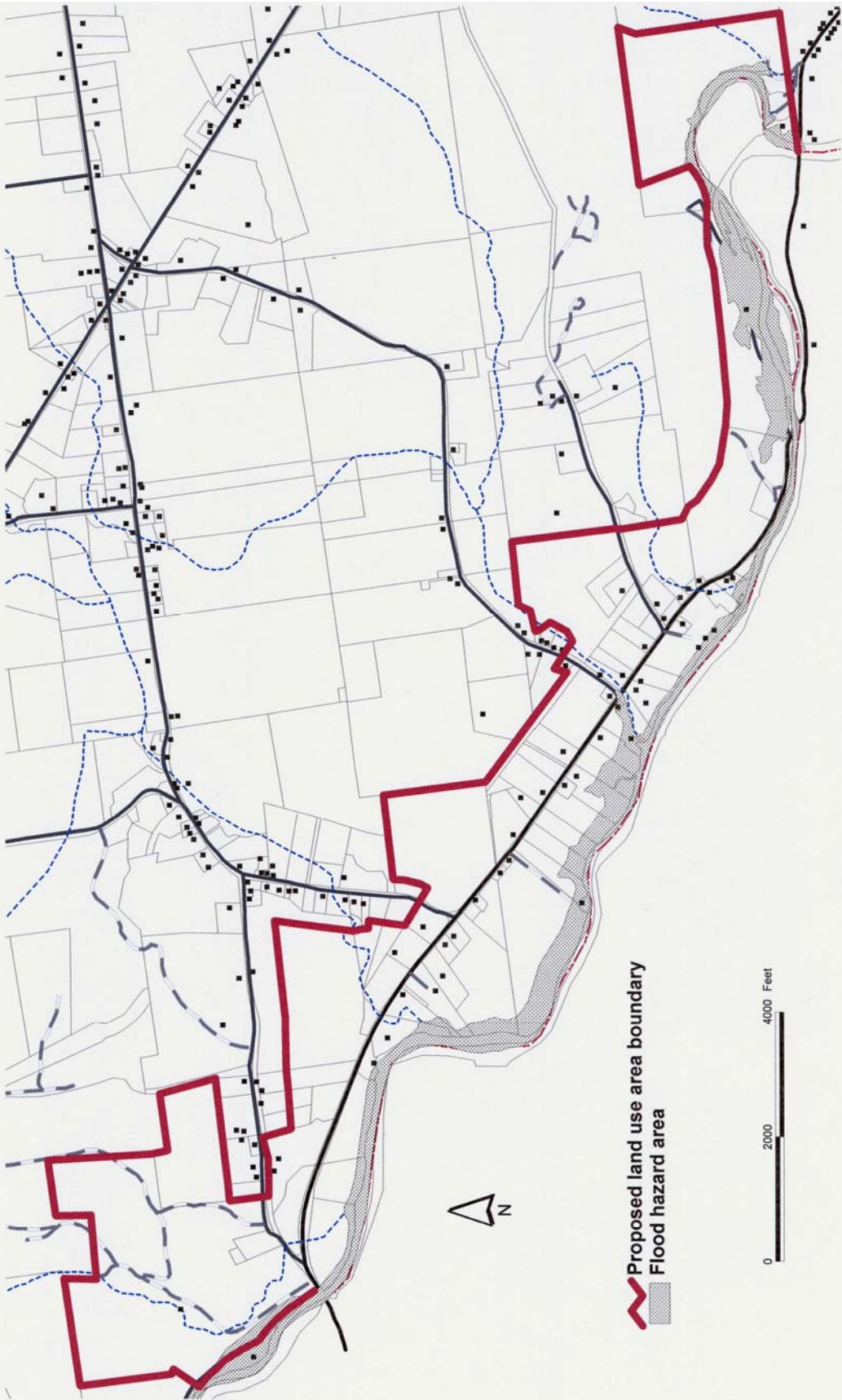
The Town of Russia contains a number of wetlands that are subject to regulation. (See “Wetlands” map.)

The New York State Freshwater Wetland Act regulates larger wetlands located outside the Adirondack Park Blue Line. This Act requires that a permit be obtained for any activity which would affect wetlands 12.4 acres or more in size, including dredging, filling, draining, and most types of construction in the wetland or within a 100 foot buffer area surrounding the wetland. Most agricultural activities are exempt from regulation. New York State regulated wetlands have been mapped, but the mapping is not accurate enough for site planning. To determine the exact location of a regulated wetland on a proposed development site a field delineation must be undertaken.





Within the Adirondack Park, the Adirondack Park Agency (APA) regulates smaller wetlands, down to one acre or less in size.

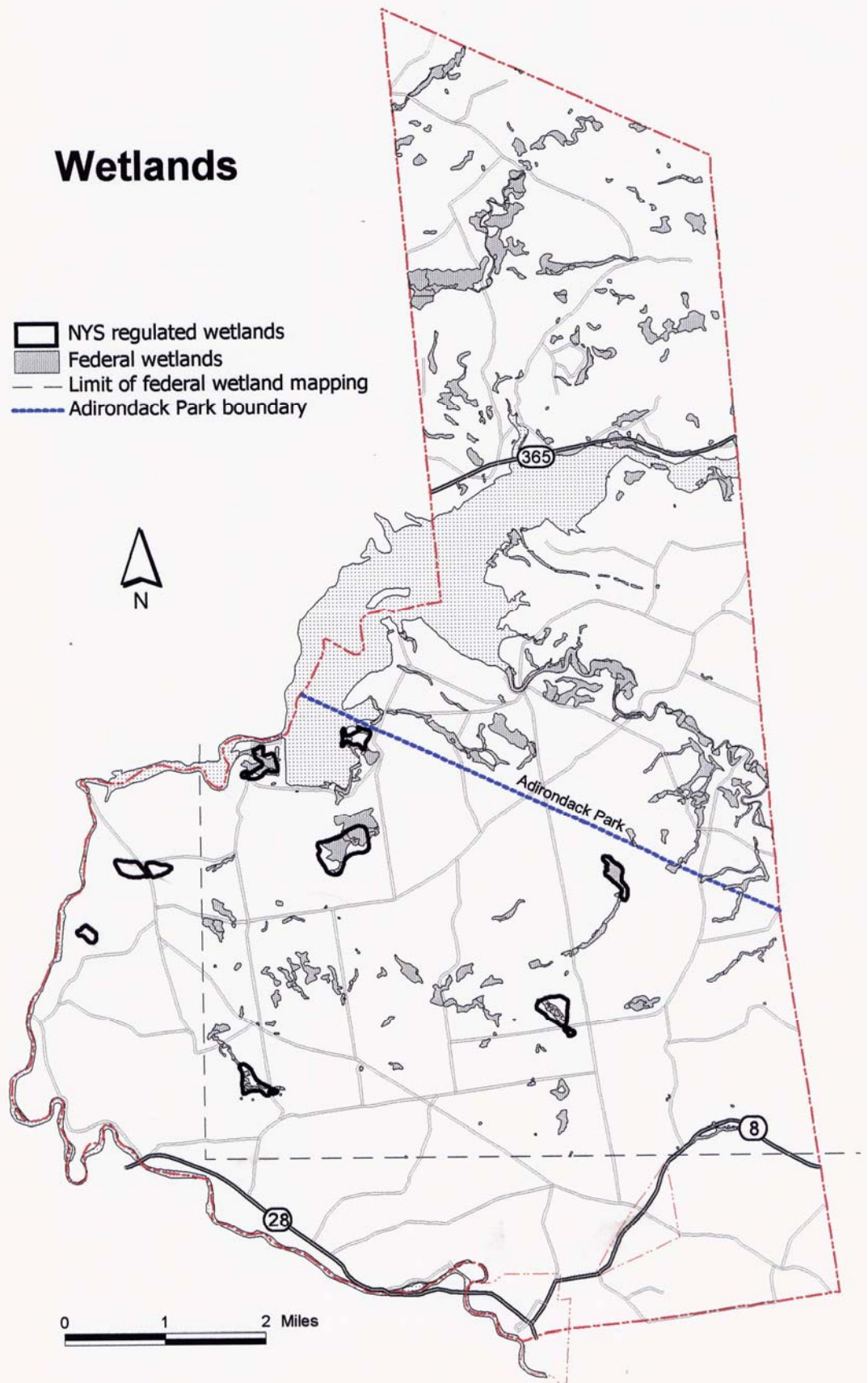
The Army Corps of Engineers can regulate wetlands that the New York State Department of Environmental Conservation does not. The federal wetland can be any size provided that it

Route 28 Corridor Area - Flood Hazard Area



Wetlands

-  NYS regulated wetlands
-  Federal wetlands
-  Limit of federal wetland mapping
-  Adirondack Park boundary



meets federal criteria for indicators, such as specific vegetation types, and importance as a wetland. Federal wetlands are delineated on National Wetlands Inventory maps produced by the U.S. Department of the Interior.

Wetlands serve several beneficial functions in the natural ecosystem. First, they are important in flood control because they act as storm water retention basins, holding water and releasing it slowly downstream. Eliminating wetlands raises peak flood levels downstream during periods of heavy rain. Second, wetlands recharge groundwater by allowing surface water to slowly settle into the ground. Wetlands are often a significant source of water for aquifers. Third, water leaving a wetland may be considerably more pure than the water entering it. Silt, sediments, nutrients and sewerage, when entering a wetland through a feeder stream, become assimilated into the wetland. Silt and sediments settle out, and nutrients are used by plant life. Fourth, wetlands are rich habitat for numerous wildlife species, including waterfowl and fur bearing animals such as muskrats, beaver and others. Wetlands adjoining open surface water are especially important habitat. Finally, wetlands have aesthetic value by providing visual open space.

Wetlands are fragile environments that can be destroyed by direct dredging and filling, as well as by soil erosion in the surrounding area that can create silt that can fill the wetland over a period of time. Wetlands are unsuitable for development because a seasonal high water table causes wet basements and non-functioning septic systems. Also, wetland soils have a low bearing strength due to their high organic content, and are thereby unsuited for supporting heavy structures.

Groundwater, Aquifers

Aquifers are sources of groundwater found in bedrock, or in surficial geologic material such as sand or gravel, that are capable of yielding sufficient quantities of water for public water supply. Surficial deposits consist of unconsolidated material lying above bedrock, the depth of which may vary considerably. Surficial deposits in the Town of Russia were laid down by retreating glaciers during the past ice age. The best well water yields come from porous materials such as sand or gravel. The yield from clays is much less.

The probable location of aquifers in the Town of Russia is shown on the "Aquifers" map. This map is an enlargement of a small portion of a regional map, and is highly generalized. A somewhat more accurate map is the "Surficial Geology Map." The surficial deposits most likely to contain aquifers on said map are ld (lacustrine delta), udc (undifferentiated drift complex) near State Route 28, and k (kame). These maps suggest that the best groundwater yield areas are likely to be found in the south of Town in the vicinity of State Routes 28 and 8, in the east of Town south of Hinckley Reservoir, and in some portions of the far north of Town.

There is sufficient groundwater yield in most areas of New York to support individual wells and springs for household water supply at rural development densities, although water quality and cost of well development may vary. It may be assumed, lacking evidence to the contrary, that the same is true in the Town of Russia. Areas shown on the map as *not* being

Aquifers

Yield, gallons per minute

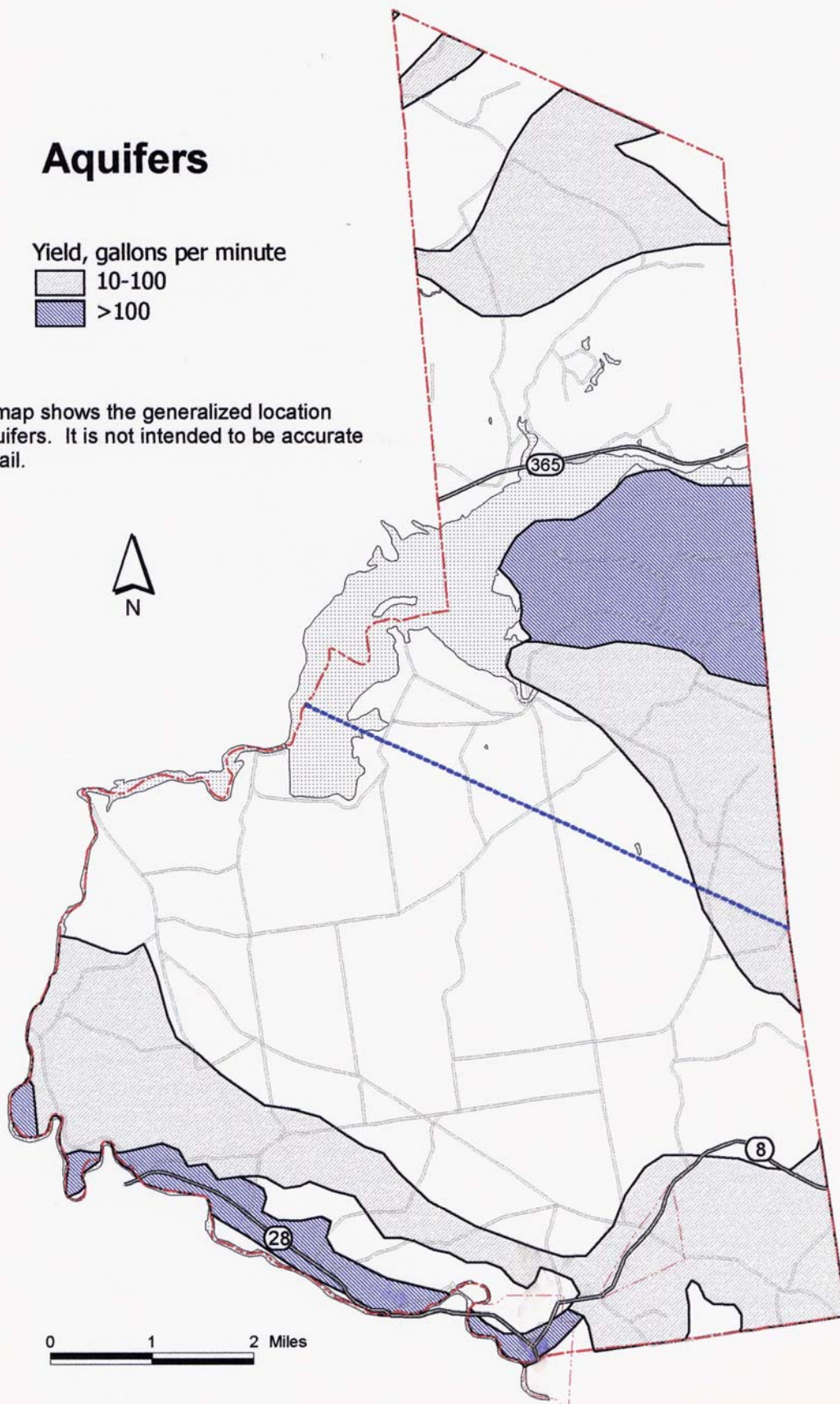
10-100

>100

This map shows the generalized location of aquifers. It is not intended to be accurate in detail.



0 1 2 Miles



underlain by aquifers, therefore, are likely to contain sufficient groundwater to support rural development in the Town. Where development densities are high, such as in villages or suburbanizing towns near cities, public water systems are needed if groundwater supplies are insufficient and/or if water quality is poor.

At the present time there is no available data to suggest that a public water supply system is needed in the Town of Russia. Areas with the most potential for establishment of public water systems include the western portion of the Town near the Mohawk Valley Water Authority lines and in the vicinity of the Village of Poland water supply. Extension of the Village water supply system is most practical north along Rt. 28 and north along Rt. 8 between the two villages. Development of water supply into the proposed commercial district would be especially practical. Extension along Rt. 28 could be costly and increase development pressure along the sensitive West Canada Creek.

Wellhead Protection Zone

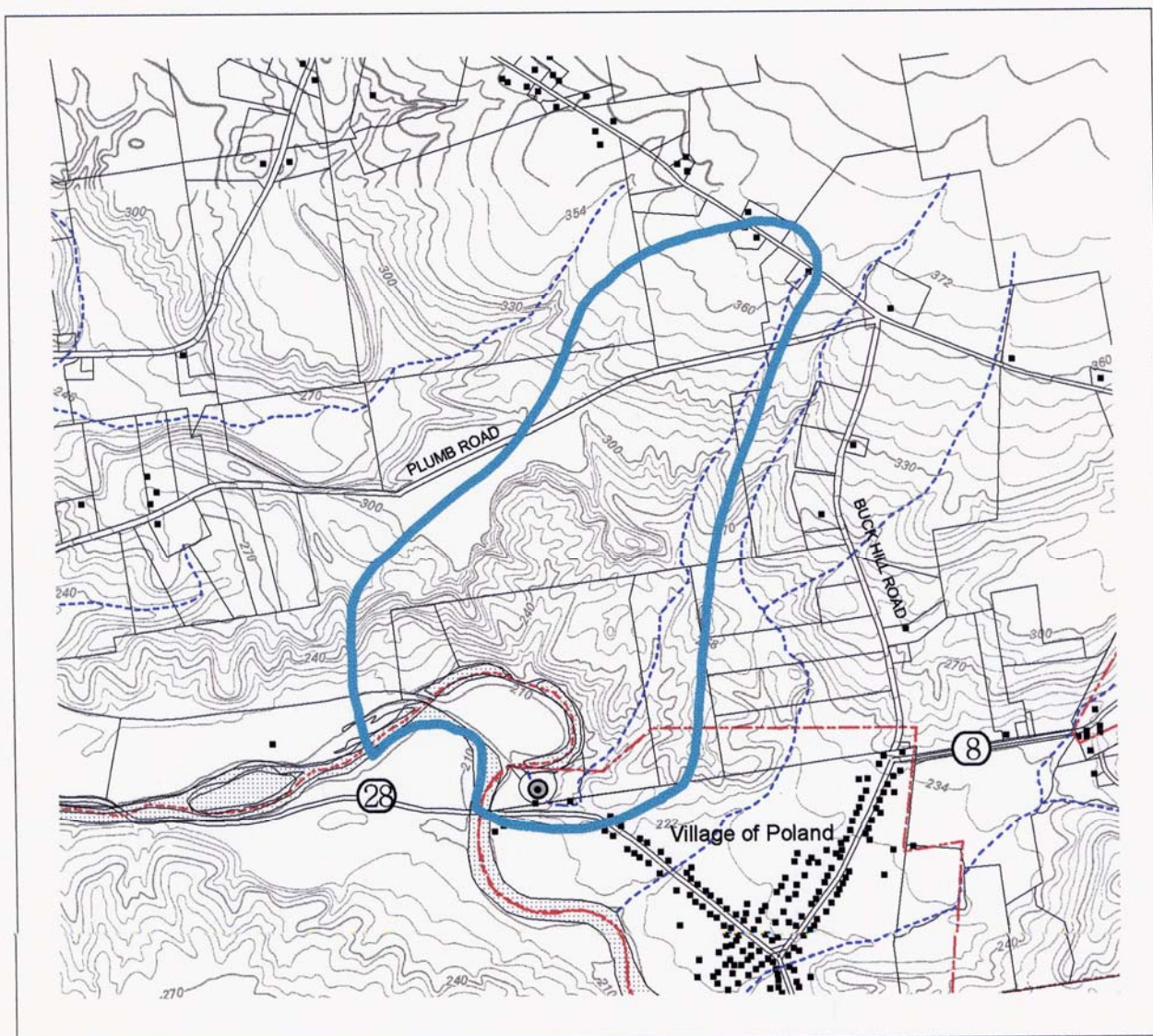
Wellhead protection zones are areas surrounding wells that should be protected to prevent contamination of a water supply. Because public water supplies pump large quantities of water, their wellhead protection zones are quite large.






The Village of Poland has identified a wellhead protection zone for the Village's public water supply which includes a substantial area outside the Village boundaries in the Town of Russia (as well as in the Town of Deerfield). In addition to supplying water to Village residents, this is the water supply for Poland Central School, a large proportion of whose students and staff reside in the Town of Russia. The Town and the Village have a shared interest in ensuring the safety and quality of this water supply.

The purpose and scope of the wellhead protection zone are spelled out in a "Wellhead Protection Plan" prepared by the New York Rural Water Association on behalf of the Village. (See "Wellhead Protection Area for the Village of Poland Water Supply" map.) Most land uses allowed under this Comprehensive Plan, including single-family homes at a rural development density, such as 5 acres per dwelling, would be compatible uses within this zone.

However, sand and gravel mining is identified in the Wellhead Protection Plan as a potential source of negative impacts for the water supply. Within the area of the Town identified as part of the wellhead protection zone are several existing mining operations. As discussed elsewhere in this Plan, mining operations are regulated by the New York State Department of Environmental Conservation (DEC). The Wellhead Protection Plan also notes that negative impacts of mining can be "largely controlled through proper operations and reclamation". In recognition of the shared interests of the Town and the Village, in its review of any applications for expansion of existing mines, the Town should take into account potential impacts on the Village water supply and should notify Village officials when it is reviewing such applications.

Wellhead Protection Area for the Village of Poland Water Supply



-  Wellhead protection area
-  Village wells
-  Village boundary
-  Streams
-  Lot lines



0 1000 2000 Feet



Other land uses requiring Special Use Permits, such as residential subdivisions, may also present potential negative impacts on the water supply. The Town should take such potential impacts into account in its review of all Special Use Permit applications in the wellhead protection zone and should notify Village officials when it is reviewing such applications.

At the time of the writing of this Plan, the Village of Poland has neither formally adopted nor submitted for DEC review the above-referenced Wellhead Protection Plan. The details of that Plan may change, including the boundaries of the wellhead protection zone. If that should occur, the Town should review the final Plan and make any necessary changes to its land use regulations and procedures consistent with protecting its shared interest in the Village water supply.

Wildlife Habitats

Significant wildlife habitats were mapped for the 1977 Town of Russia Comprehensive Plan, and are reproduced herein on the “Significant Habitats” map.

One of the prime wildlife habitats in the Town are the wetlands along the Black Creek, south of Hinckley Reservoir, that serve as waterfowl nesting, resting and feeding areas as well as habitat for other birds and animals. The Black Creek Bog is part of this habitat area.

There is another large area of significant habitat along the Little Black Creek, located north of Hinckley Reservoir, that also flows through wetland areas.

Numerous smaller areas of “diverse habitat” exist throughout the Town. Some of these areas are probably “ecotones,” vegetative transition zones that are important in certain life cycle stages of some species. An example might be a natural meadow along a brook that runs through an otherwise forested area. More specific information as to exactly what the “key plant communities” represent is unavailable. A natural resource inventory should be developed as a tool to use in development reviews. This inventory should target areas that are important to the natural cycle of wildlife.

Visual Resources

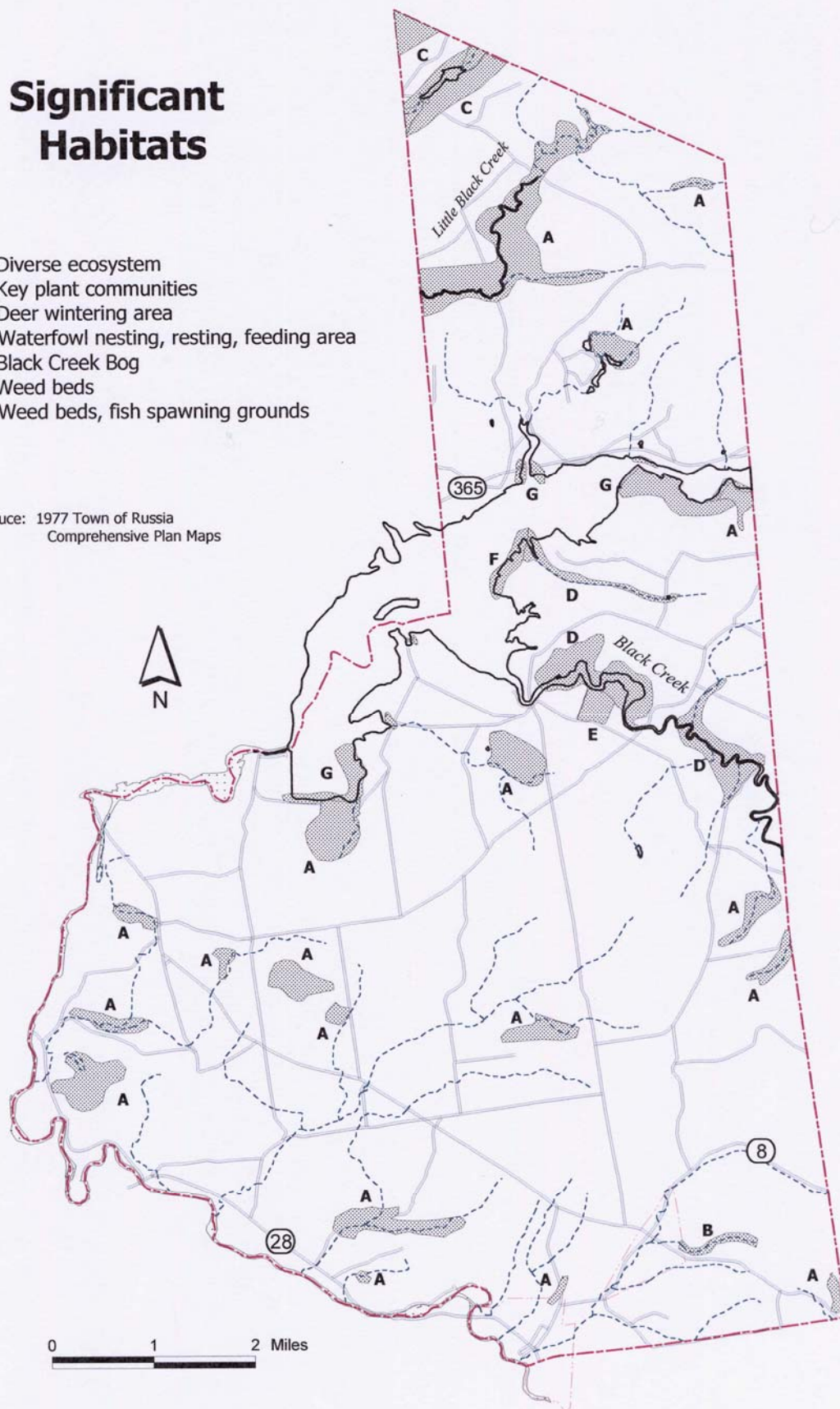
The Town of Russia has number of areas of exceptional scenic beauty and visually attractive roadways. (See “Historic, Scenic and Geologic Features” map.)

State Route 28 Corridor. The most heavily traveled highway in Town is also one of the most scenic. The Town has initiated discussions with the State to seek Scenic Byway designation for the Route 28 corridor, which is presently a lightly developed rural area with open space views southward toward the West Canada Creek. Aesthetic qualities and open space vistas are especially important to preserve along this corridor not only because of its inherent beauty, but also because it is seen by large numbers of persons, by residents and non-residents of the Town of Russia alike. Route 28 serves both as a daily commuting route and as an arterial highway for long distance travelers.



Significant Habitats

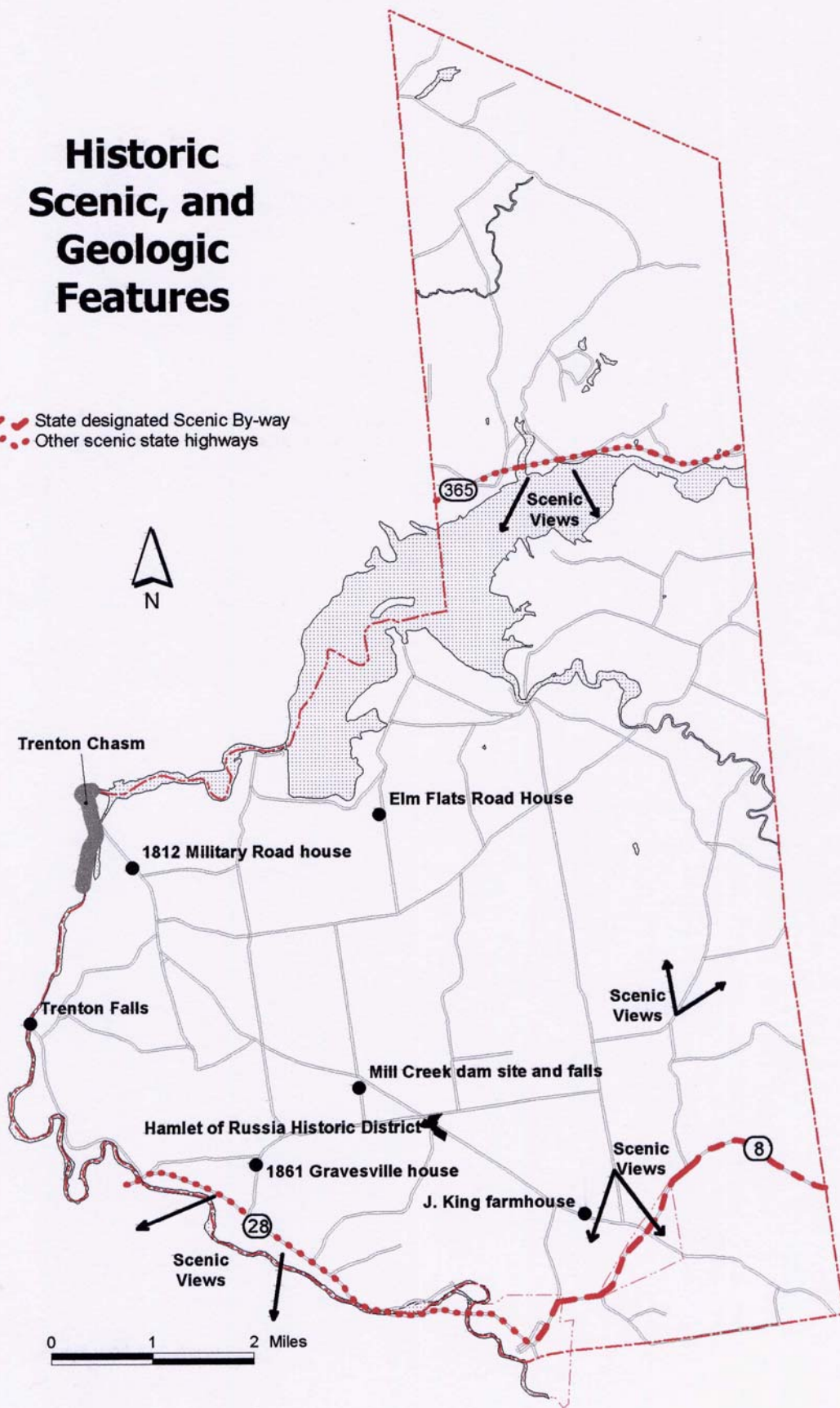
- A = Diverse ecosystem
- B = Key plant communities
- C = Deer wintering area
- D = Waterfowl nesting, resting, feeding area
- E = Black Creek Bog
- F = Weed beds
- G = Weed beds, fish spawning grounds

Source: 1977 Town of Russia
Comprehensive Plan Maps



Historic Scenic, and Geologic Features

 State designated Scenic By-way
 Other scenic state highways



State Route 365 Corridor. The Route 365 corridor along the north shore of Hinckley Reservoir is a second scenic travel corridor that is of benefit to the general public. This route offers scenic vistas of the reservoir to the south. The reservoir and associated aesthetic qualities of the area have attracted both seasonal and year-round development.

State Route 8: Designated Scenic Byway. State Route 8 has been designated by New York State as part of the “Southern Adirondack Trail,” one of 80 federally recognized “scenic byways.” Such designation recognizes the scenic beauty along these routes, and prohibits the erection of any “sign, display or device” along such highways. (Exceptions include directional signs, for sale or for lease signs, and on-premise signs.)

Scenic Local Roads. Many of the local town and county highways in the Town of Russia possess an inherent natural beauty. Some are tree lined, gravel roads that run through farm fields or forest, that offer an alternative to modern suburban type environments. Such areas are highly desirable to residents of the Town of Russia due to their visual quality, sparse settlement pattern and historic character. Accordingly, preservation of this basic amenity is a key to preserving quality of life in the Town.

Scenic Views and Vistas. There are several places where exceptional scenic views and vistas are available along highways and roadways in the Town. Some of these are shown on the “Historic, Scenic, and Geologic Features” map. Local roads that are particularly scenic include: Partridge Hill Road, Hinckley Road north of Black Creek Road, Elm Flats Road, Black Creek Road east of Grant Road, Buck Hill Road, Norris Road, Simpson Road, Military Road between Dover Road and Hinckley Road, Military Road east of Buck Hill Road, and portions of Grant Road

Policies to Preserve Aesthetics

Policies for protection of these pleasing environments include maintaining a low density of development coupled with a road maintenance and improvement agenda that emphasizes maintenance of existing conditions rather than undertaking widening, paving, vegetative clearance or other improvements beyond that required by minimum standards for sparsely traveled rural roads.

Any development within visually sensitive areas should be carefully planned in order to preserve aesthetics. The Planning Board can use Scenic Overlay Districts and their power of site plan review to ensure that new structures or uses of land are compatible with the existing visual environment. Among the considerations important for preserving aesthetics are:

- (a) requiring additional setbacks from highways, and siting buildings so as to be less visible from roadways,
- (b) using vegetation to screen or partially screen the view of buildings without blocking scenic views,
- (c) limiting building height to one story,

- (d) using visually compatible color schemes and building materials,
- (e) controlling signage,
- (f) controlling night-time lighting.

Historic Resources

The Town of Russia has a rich historical heritage dating from the time of its early settlement. Some of the noteworthy sites are shown on the “Historic, Scenic, and Geologic Features” map. (Information on the map is taken from the 1977 “Town of Russia Comprehensive Plan.”)

A portion of the hamlet of Russia has been placed on the National Register of Historic Places. The “Russia Corners Historic District” contains 125 acres with six historic structures characteristic of the “early republic/federal” and “mid-19th century/Greek Revival” architectural styles. Structures listed on the National Register may be eligible for federal rehabilitation tax credits, grants, and low interest loans. In addition, listing on the National Register may help protect the property and the neighboring community through the New York State Environmental Quality Review Act (SEQRA). SEQRA provides review of a proposed project’s proximity to buildings, neighborhoods, landscapes, and archaeological sites that are *listed or eligible for listing* on the National Register of Historic Places. The SEQR review can expose negative impacts of a project and enforce mitigation of those impacts.

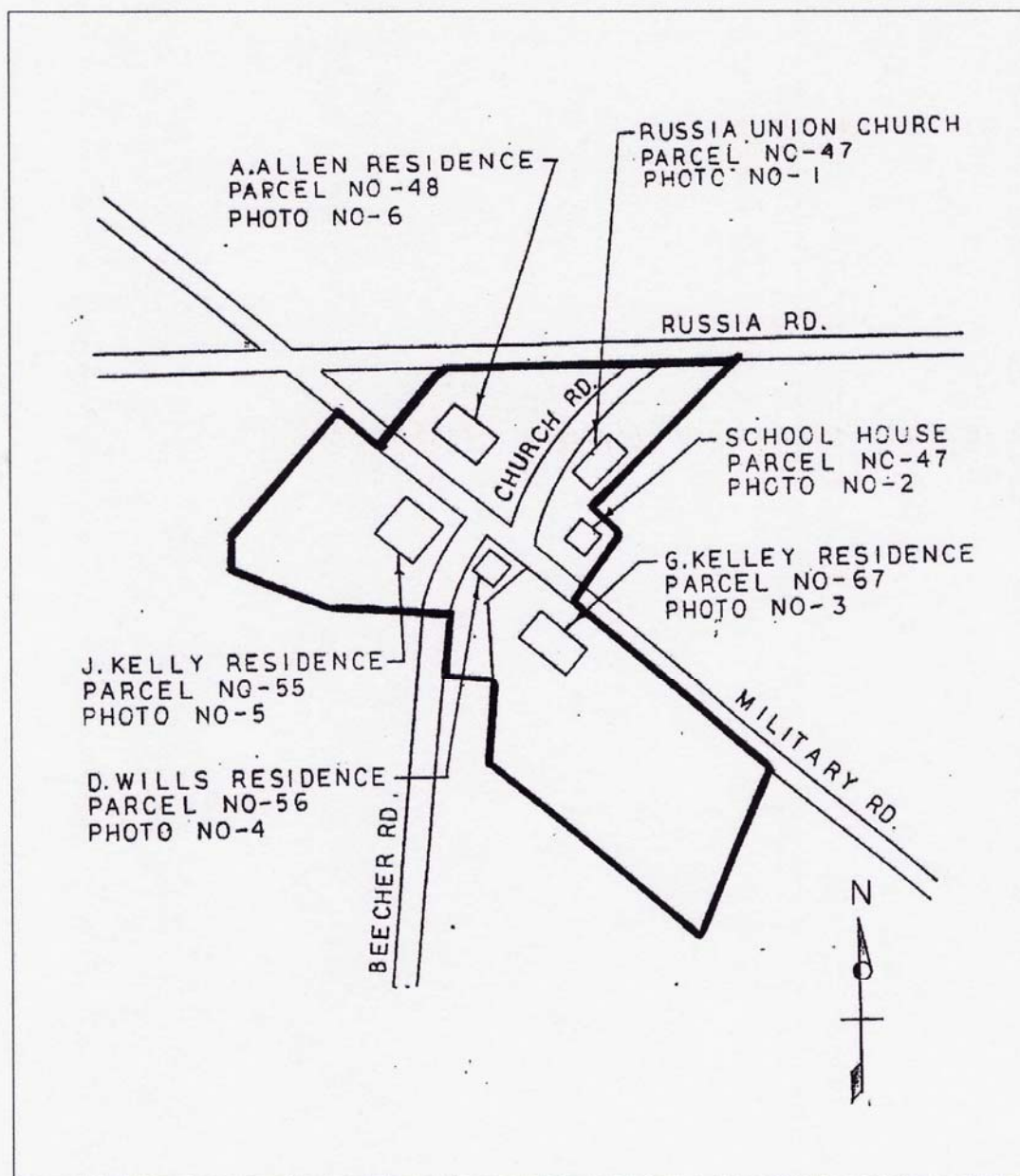
It may be possible that there are other sites within the Town of Russia of enough historical significance to merit inclusion on the National Register, and it would be a significant step toward preservation of such sites if an historical inventory were prepared and application were made to include them on the register.

There may be several sites of local importance, as suggested by the map of early structures. (See “Early Buildings, Dated 1860 or Earlier” map. Information on said map was obtained from the real property assessment data base.) According to this information, there are at least 99 structures in the Town of Russia that are recorded as being constructed prior to 1860. They are generally early homesteads distributed along rural roads in the southern half of Town, plus concentrations in the hamlets. Many of these buildings may have retained their historic architectural integrity or are otherwise worthy of local or national recognition.

Among the additional steps that could be taken to preserve sites of local and national historic importance in the Town of Russia are the following.

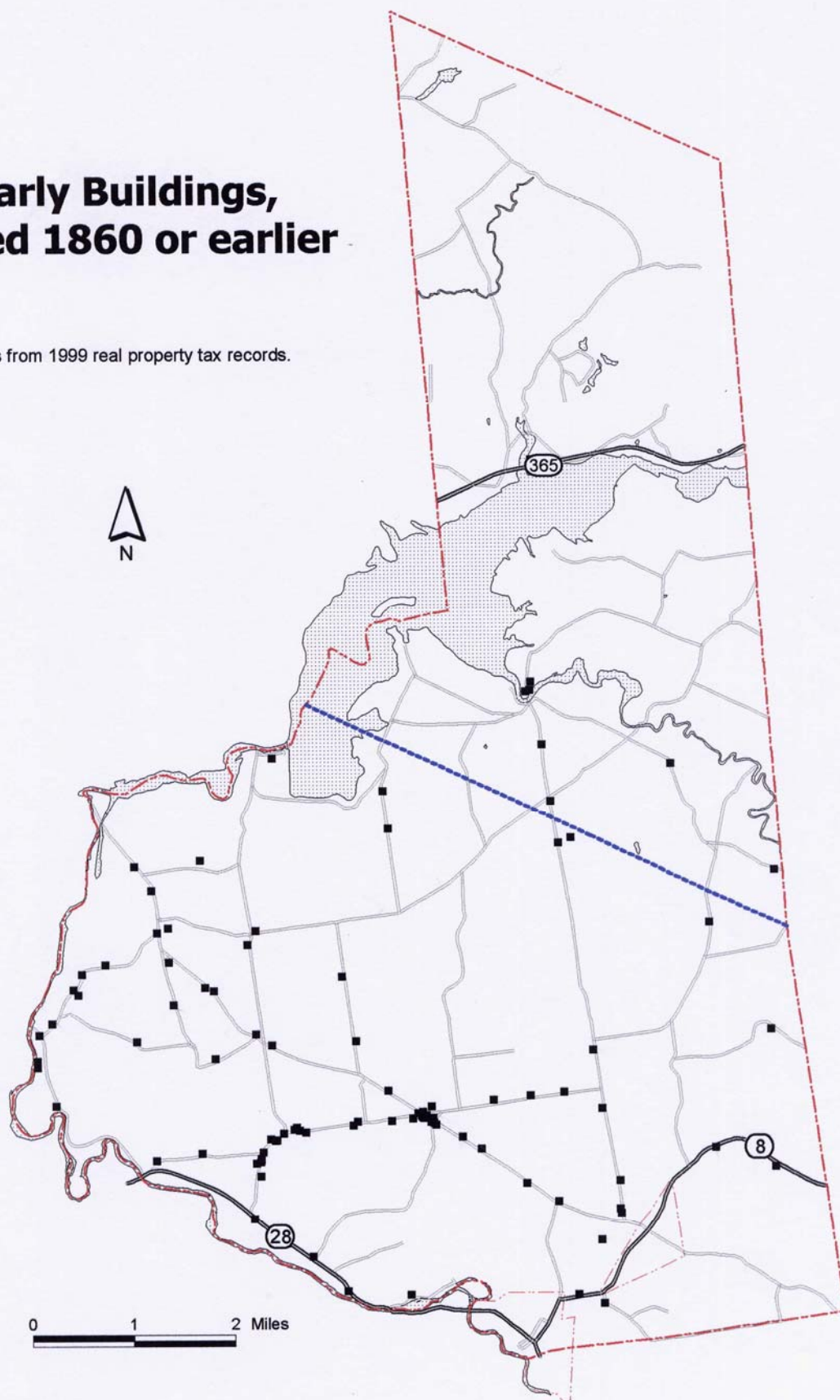
- (1) Undertake a notification and recognition program to foster private, voluntary preservation. In such a program each owner of an identified property is made aware of the significance their site and why it deserves recognition and protection as part of the Town historic preservation effort. Owners may be willing to take extra steps to preserve their properties once they learn of their significance. Along with this it is possible to develop a map and brochure listing the sites, and to provide some sort of small historical markers that landowners can place on their properties.

Hamlet of Russia Historic District



Early Buildings, Dated 1860 or earlier

Data is from 1999 real property tax records.



- (2) Prohibit incompatible land uses from locating in historic hamlets or in areas of historic homesteads.
- (3) Incorporate provisions to minimize adverse impacts of new development on historical sites into land use regulations. This should include Planning Board review of adjacent development to ensure compatibility with historic sites by requiring green space buffers, vegetative screening, and other measures.
- (4) Make landowners aware of the potential for preserving historic properties by the donation of conservation easements to land trust organizations.

Age Structure of the Population

Examination of the age structure of the Town of Russia population reveals that it has a demographic profile characteristic of slowly growing rural towns. (See Table 1 and Figure 1.) There is a higher than average percentage of population in the 35 to 54 year old age bracket than for Herkimer County as a whole. The probable cause of this is middle-aged families with school aged children migrating into the Town during the past two decades. This demographic group has likely been responsible for much of the new residential growth in the Town as families seek to purchase homes. It is likely that the in-migration of middle-aged families will continue in the future, creating a continual market for new homes and adding to the Town's population.

Conversely, there is a much lower than average number of young adults in the 20 to 24 year old age group. This pattern is typical of rural areas where persons leaving high school migrate out of the Town in search of jobs, higher education, and/or suitable housing. Cities and villages, where more jobs and rental housing are available, tend to have higher proportions of young adults.

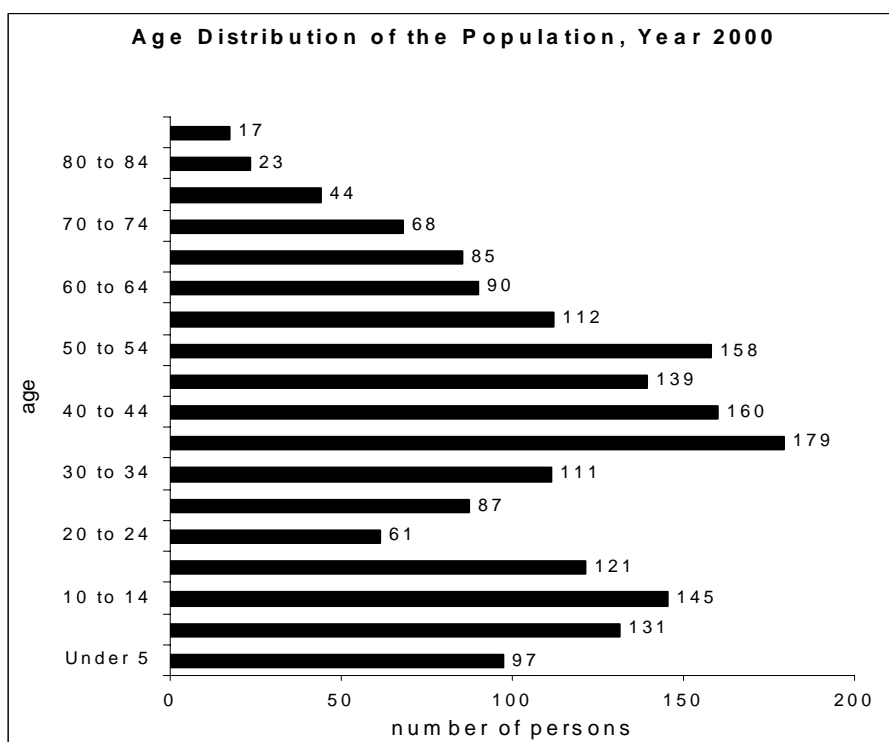
One of the demographic trends that will impact the Town of Russia in the future is a significant increase in the number of senior citizens. This is part of a national and state trend. The potential for a boom of seniors in the next decade should be addressed in zoning laws.

The Town of Russia should work closely with the County Office of the Aging and other sources of information and support, to allow residents of the community to continue living in their homes for as long as possible. The Town has in the past sought, and has utilized efficiently and effectively, state and federal funds to support rehabilitation projects for that purpose. These projects are a great help to the Town in maintaining an accessible, affordable housing stock for a diverse population.

While giving priority to housing rehabilitation and services to help seniors remain in their own homes, the Town should also consider other options for the senior population, consistent with the goals of the Plan. These might include two-family residences, "in-law" apartments, supportive rental housing, assisted living facilities, nursing homes and similar options.

Table 1

Age Distribution of the Population					
<u>Age</u>	Town of Russia (exclusive of village)		Herkimer County		Town of Russia Compared to Herkimer County (% Russia minus % Herkimer)
	<u>number of persons</u>	<u>percent of total</u>	<u>number of persons</u>	<u>percent of total</u>	
Under 5	97	5.3	3591	5.6	-0.3
5 to 9	131	7.2	4445	6.9	0.3
10 to 14	145	7.9	4700	7.3	0.6
15 to 19	121	6.6	4894	7.6	-1.0
20 to 24	61	3.3	3407	5.3	-2.0
25 to 29	87	4.8	3419	5.3	-0.5
30 to 34	111	6.1	3876	6.0	0.1
35 to 39	179	9.8	4863	7.5	2.2
40 to 44	160	8.8	4954	7.7	1.1
45 to 49	139	7.6	4703	7.3	0.3
50 to 54	158	8.6	4333	6.7	1.9
55 to 59	112	6.1	3461	5.4	0.8
60 to 64	90	4.9	2937	4.6	0.4
65 to 69	85	4.6	2525	3.9	0.7
70 to 74	68	3.7	2569	4.0	-0.3
75 to 79	44	2.4	2454	3.8	-1.4
80 to 84	23	1.3	1853	2.9	-1.6
85 plus	17	0.9	1443	2.2	-1.3
Total	1828	100.0	64427	100.0	0.0
Percent over 65 =		13.0%			
Number over 65 =		237			

Figure 1

Population Growth Trends

The Town of Russia, exclusive of villages, has experienced slow to moderate population growth during the past 40 years. (See Table 2.) Substantial population increases of 399 and 245 persons respectively, occurred during the 1960's and 1970's. This was followed by a slow growth period in the 1980's when only 42 additional persons were recorded. During the 1990's the growth rate rebounded to 193 new persons.

Past growth trends undoubtedly reflect two general factors. First, population change in the Town of Russia is tied to upswings and downswings in the regional economy. Slowdown in the growth rate during the 1990's is a reflection of what was happening in the entire region. (Note the changes in Herkimer County population.) The second factor relates to the Town of Russia as a desirable residential environment. Despite general declines in Herkimer County during the 1990's, the Town experienced a substantial population increase. The Town of Russia possesses the major ingredients to attract more than its share of families migrating from city and suburban environments to rural towns. It is located in relatively close proximity to regional employment centers. Also, the Town possesses the amenities that migrating families seek, i.e. scenic beauty, water features such as Hinckley Reservoir and the West Canada Creek, large tracts of open space, and sparsely settled rural areas serviced by rural roads. Given these factors, continued slow to moderate population increase may be anticipated in the Town of Russia.

Projections

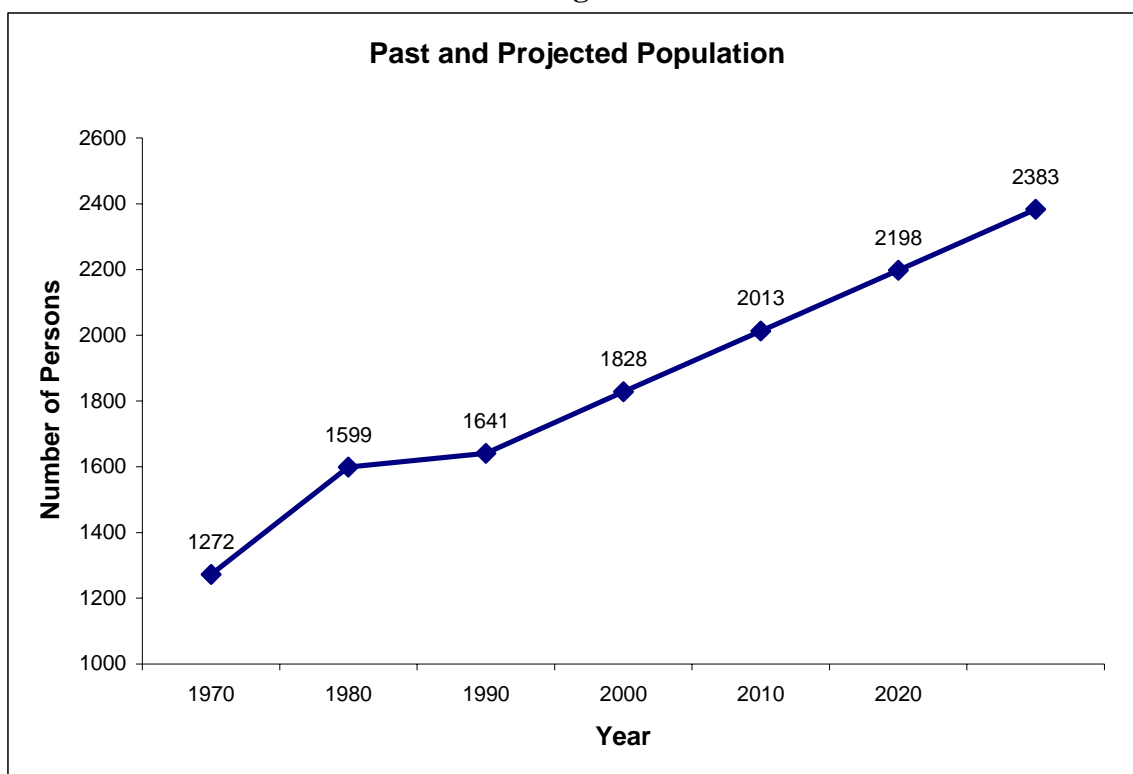
Population projections for the Town of Russia exclusive of villages are shown on Table 3 and Figure 2. Estimates were derived using a straight line projection methodology. A constant numerical increase of 185 persons per decade was assumed based on the average increase during the past 30 years. During that period Town population increased 44%. According to the projections, the year 2000 population of 1828 persons is expected to grow to 2013 persons in the year 2010, and to 2198 persons in the year 2020.

Table 2

Population Trends					
	<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1990</u>	<u>2000</u>
Total Population					
Town of Russia	1761	2160	2405	2294	2487
Town exclusive of villages	985	1272	1599	1641	1828
Village of Cold Brook	372	413	402	310	336
Village of Poland (pt.)	404	475	404	343	323
Herkimer County	66370	67407	66714	65679	64427
Change During Previous Decade					
Town of Russia		399	245	-111	193
Town exclusive of villages		287	327	42	187
Village of Cold Brook		41	-11	-92	26
Village of Poland (pt.)		71	-71	-61	-20
Herkimer County		1037	-693	-1035	-1252
Source: U.S. Census					

Table 3

Past and Projected Population Town of Russia, Exclusive of Villages	
<u>Year</u>	<u>Actual/Projection</u>
1970	1272
1980	1599
1990	1641
2000	1828
2010	2013
2120	2198
2030	2383
Regular type = actual population	
Bold type = projected population	

Figure 2

Housing Trends

According to year 2001 real property data there were 96 mobile homes in the Town not including those in the single mobile home park[†]. There were a total of 798 properties assessed as year-round residential or seasonal residential.

[†] U.S. Census data states that there were 204 mobile homes in the Town in the year 2000. This is a significant discrepancy from the real property data, which could have planning implications. An Implementation Plan item is included to try to resolve this discrepancy.

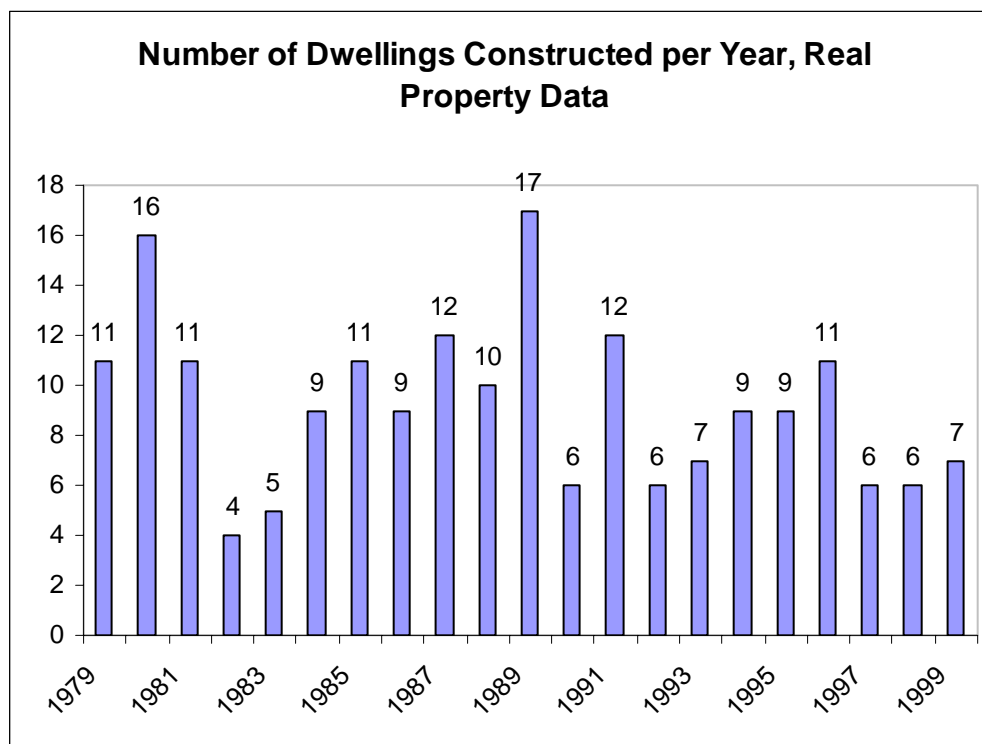
Table 6

Residential Properties, Town of Russia, exclusive of Villages, Year 2001 Real Property Assessment Data

<u>Assessment Category</u>	<u>Number of Properties</u>	<u>Percent</u>
Residential, year-round	567	63%
Residential, seasonal	231	26%
Mobile homes (a)	96	11%
Total	894	100%

(a) Does not include mobile homes in parks.

The growth rate of housing in the Town of Russia has been slow to moderate during the past two decades. Approximately 9 new dwellings have been built per year during the past decade according to real property data. Even this moderate growth adds up to significant numbers over the course of time, and could potentially impact the rural character of the Town in the future.

Figure 3

Affordable Housing

The Town of Russia has a home ownership rate of 83.1%, significantly higher than the state and county rates, based on the 2000 census. This includes a substantial low-to-moderate-income homeowner population. The community has historically afforded home ownership opportunities to a diverse population, and a goal of the Plan - to provide for affordable housing - will help maintain that tradition.

The poverty rate has increased by over 50% since 1990, according to 2000 census data, and the Low to Moderate Ratio has increased by 36% over the same period. These trends point to an increasing risk of deterioration in the housing stock as lower income owners and a growing senior population lose the ability to maintain homes in the community. The pattern of deterioration and loss of home ownership by low-income families in rural areas is well documented. The Town's capacity to maintain a housing stock that is both viable and affordable while maintaining a high rate of home ownership is critical to achieving the community's goals.

Two-family dwellings and some multi-family units are found in the Villages of Poland and Cold Brook. The Town should consider ways to increase affordable housing options consistent with the rural residential character of the community.

The Town has efficiently and effectively used state and federal grants from programs such as the Community Development Block Grant Program. Continuing to pursue such programs and examining other housing options for the elderly and low income residents, as well as planning for assistance to seniors and the frail elderly will be important to preserve the essential character of our rural community.

Growth Trend Pattern

The pattern of new construction during the past two decades is shown on the "20 Year Growth Trend" map. There are 196 structures shown on the map: 158 single-family year-round dwellings, 29 are seasonal dwellings, and 9 unknown or other types of structures.

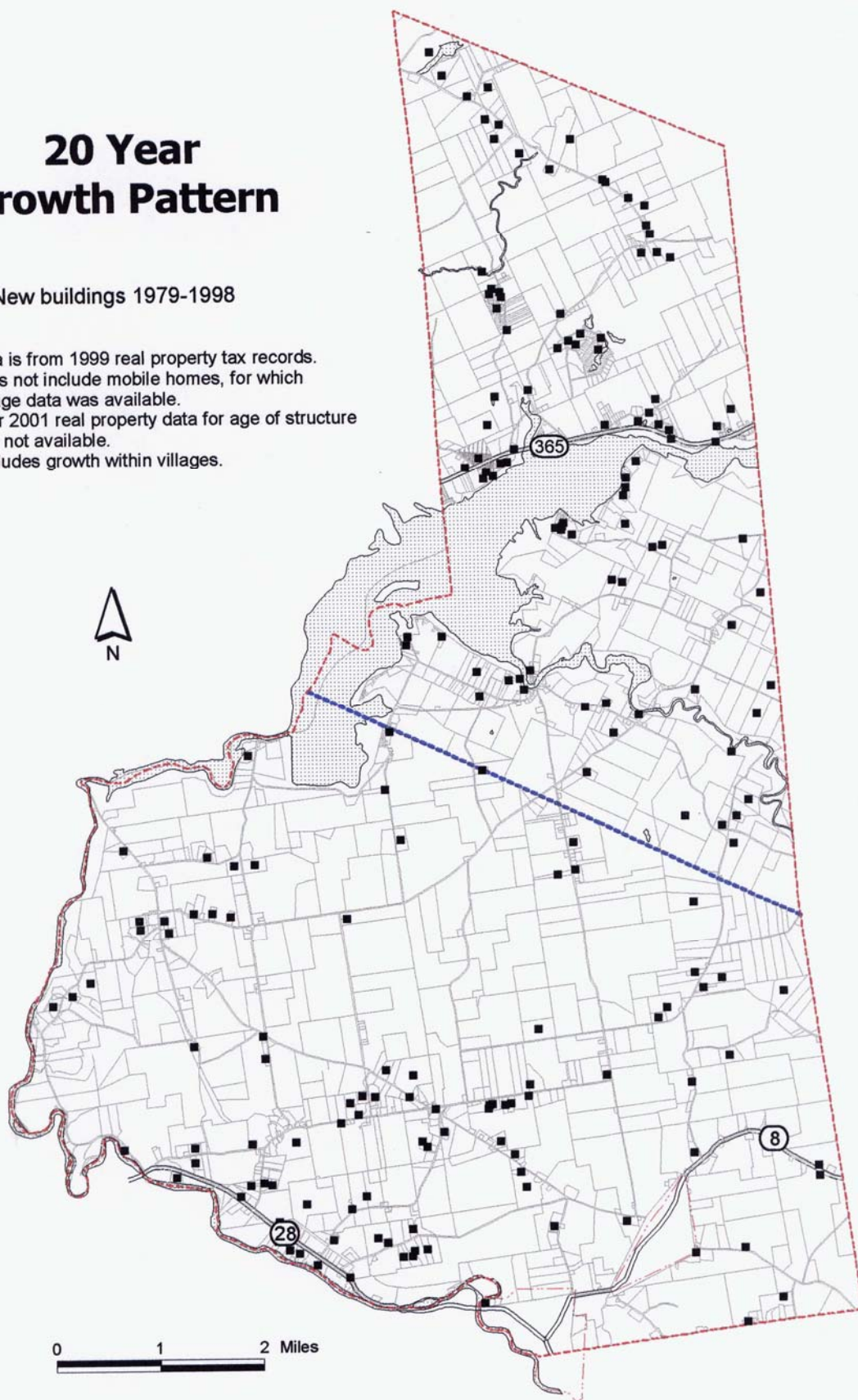
Growth was scattered relatively evenly throughout the Town, with the exception of the middle portion where the Village of Herkimer water supply lands and the State Reforestation lands occupy a large amount of space. Significant amounts of growth occurred in the southwest section of Town which includes the Route 28 corridor, and in the area north of Hinckley Reservoir which includes the Route 365 corridor.

The growth trend map also illustrates the cumulative effect of slow year by year development upon rural character. Slow change is apt to go unnoticed by local residents, and it is only after a period of time that the true impacts are realized. The amount of growth as depicted on

20 Year Growth Pattern

■ New buildings 1979-1998

Data is from 1999 real property tax records.
Does not include mobile homes, for which
no age data was available.
Year 2001 real property data for age of structure
was not available.
Excludes growth within villages.



this map suggests that carefully considered land use planning is needed in order to preserve the rural and scenic amenities in the Town of Russia.

Highways

The Town of Russia is served by a system of state, county and town highways, as shown on the “Town of Russia Road System” map. The major traffic arteries within the Town are State Routes 8, 28 and 365. State highways are designed to carry heavier traffic volumes, and serve both local residents and traffic passing through Town. By contrast, county and town highways tend to serve local traffic with origin and/or destination within the Town of Russia. There is little traffic on county or local roads that passes completely through the Town.

Town and County Highway Data Base





A database for town and county highways in spread sheet format was prepared to assist in identifying the sufficiency of existing highways in the Town of Russia. (See Appendix 1.) The original database was provided by the regional New York State Department of Transportation (DOT) office. Among the useful information in the DOT database are existing characteristics for each road segment, such as pavement width, shoulder width, and pavement type (unpaved, gravel, road mix asphalt, and plant mix asphalt). To this basic information was added traffic volume for town highways, as estimated by the Town Highway Superintendent. Two categories were used: low volume = less than 50 vehicles per day (VPD), and high volume = 50 to 100 vehicles per day. No town roads were estimated to carry more than 100 VPD. Traffic volumes for county highways were made available on a separate map supplied by NYS DOT. This information is shown on the following maps depicting traffic volume, pavement width, and pavement type on town and county roads.

Functional Classification of Town and County Highways

One of the initial steps in planning for the maintenance and improvements of town and county roads is preparation of a functional classification of highways. A functional classification involves identifying the role of each road segment in the system, and assigning each segment to a category according to its importance in the highway network. The three general types of categories used in highway planning are arterials, collectors, and local roads. In general, arterials carry high volumes of long distance traffic, collectors carry lesser volumes of traffic “collected” from local roads, and local highways carry the lowest volume of traffic for relatively short distances. Each of these three major categories may be divided into several sub-categories.

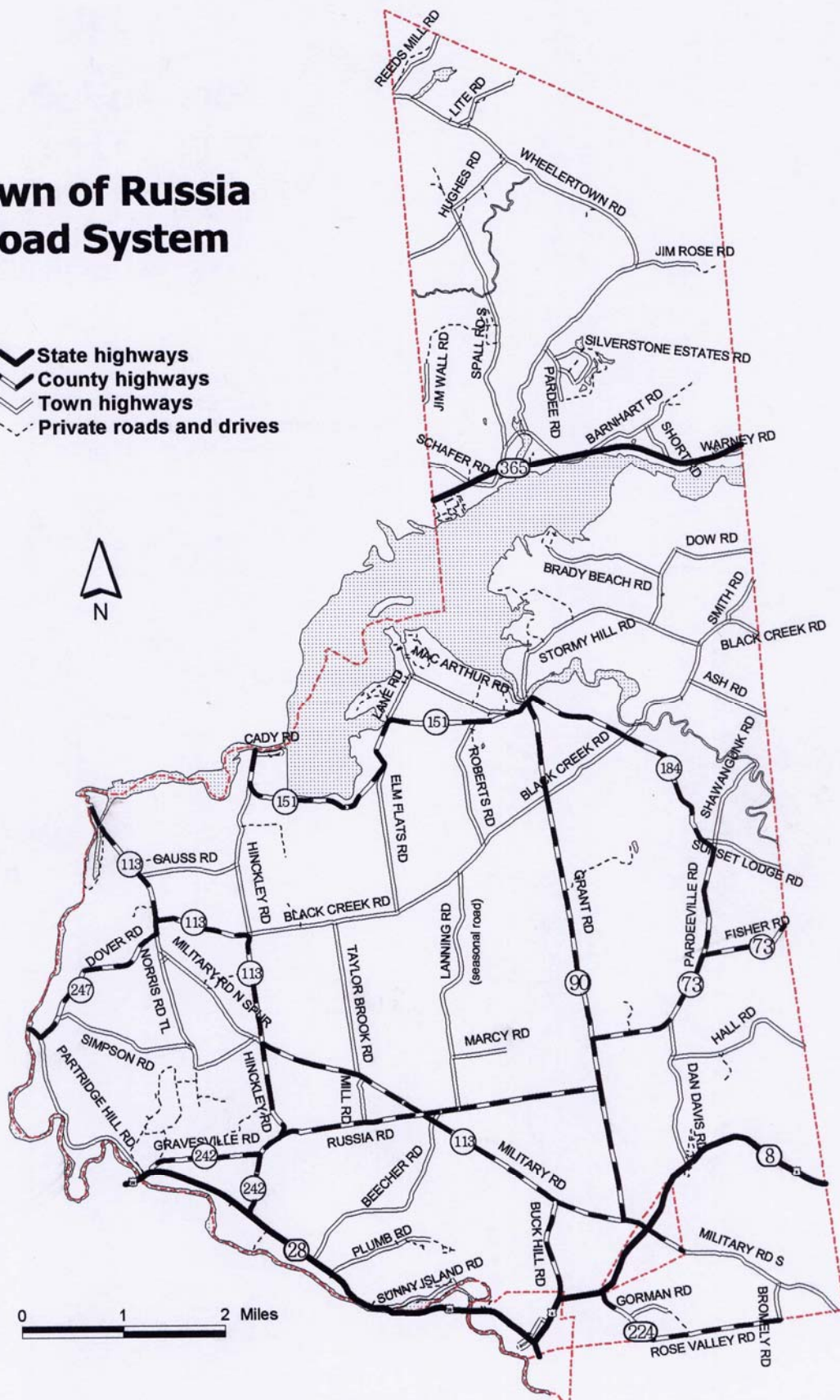
The functional classification of highways for the Town of Russia was devised specifically for purposes of this plan, and is a modification of the system developed by the Cornell Local Roads Program for low volume rural roads. All state highways are classified as arterials. There are three categories of collector highways, and four categories of local roads. (See Table 8 and “Functional Classification of Town and County Roads” map.) For a detailed

Town of Russia Road System






-  State highways
-  County highways
-  Town highways
-  Private roads and drives



0 1 2 Miles



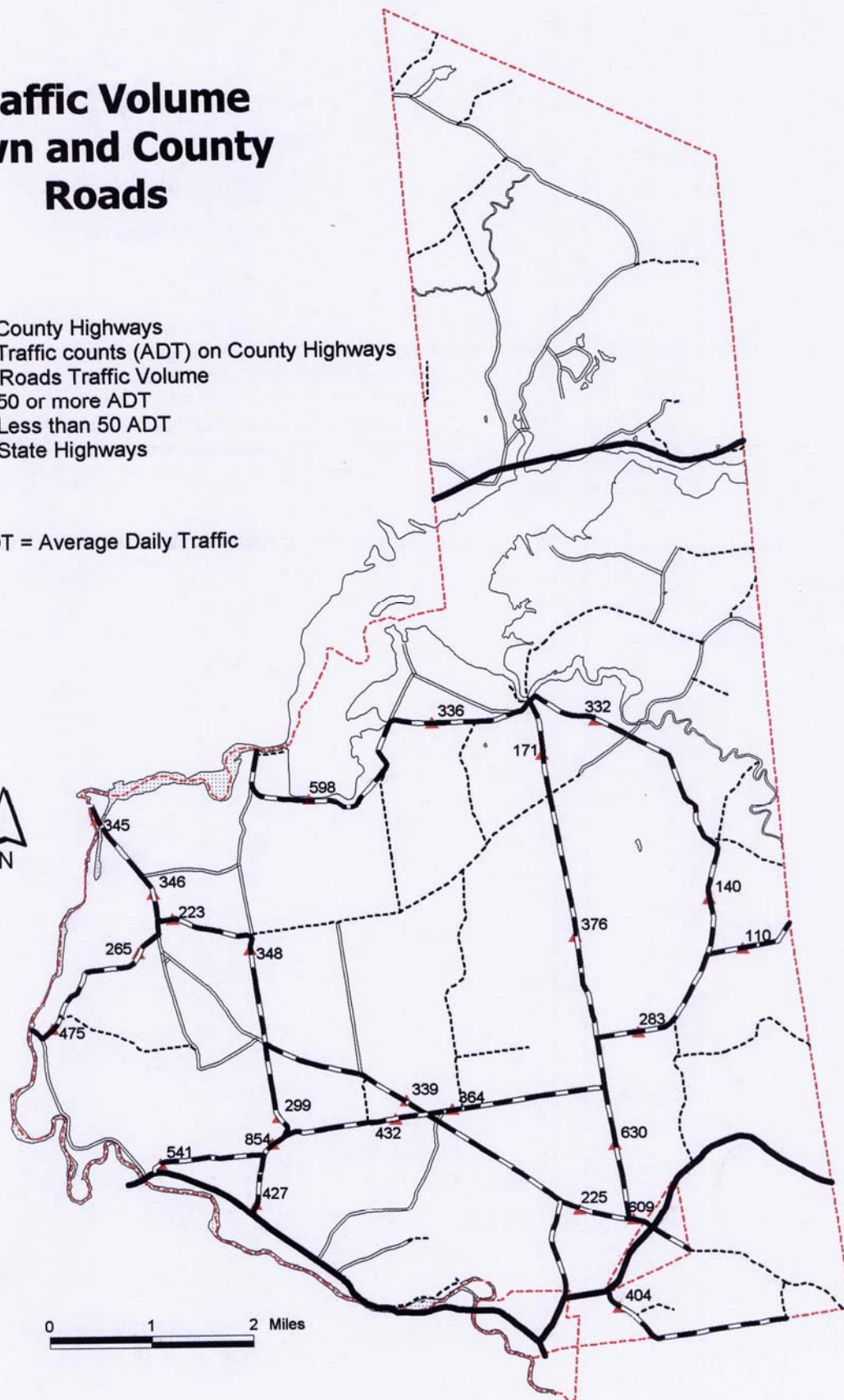
Traffic Volume Town and County Roads

-  County Highways
-  Traffic counts (ADT) on County Highways
- Town Roads Traffic Volume**
-  50 or more ADT
-  Less than 50 ADT
-  State Highways

ADT = Average Daily Traffic

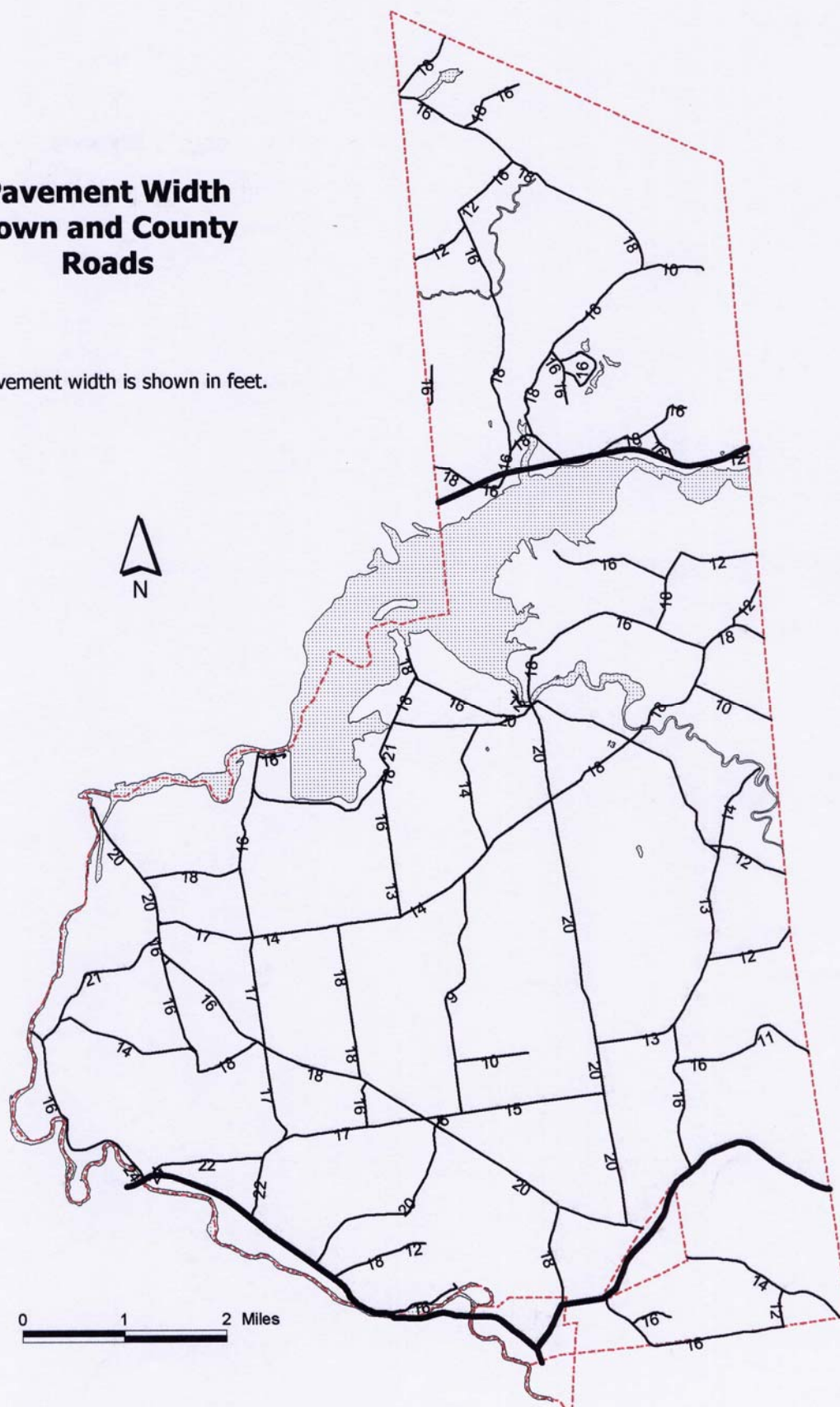


0 1 2 Miles



Pavement Width Town and County Roads

Pavement width is shown in feet.



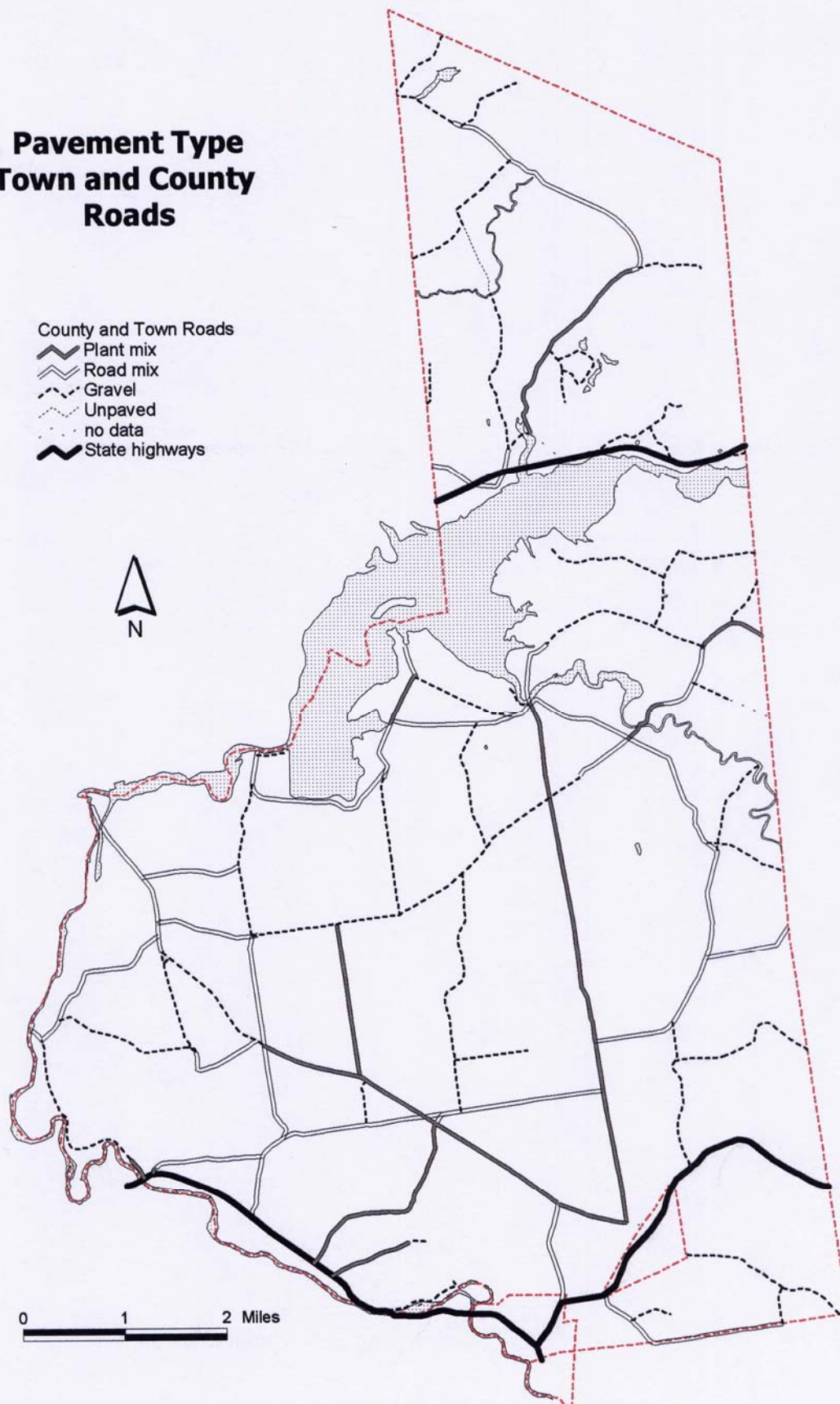
Pavement Type Town and County Roads

County and Town Roads

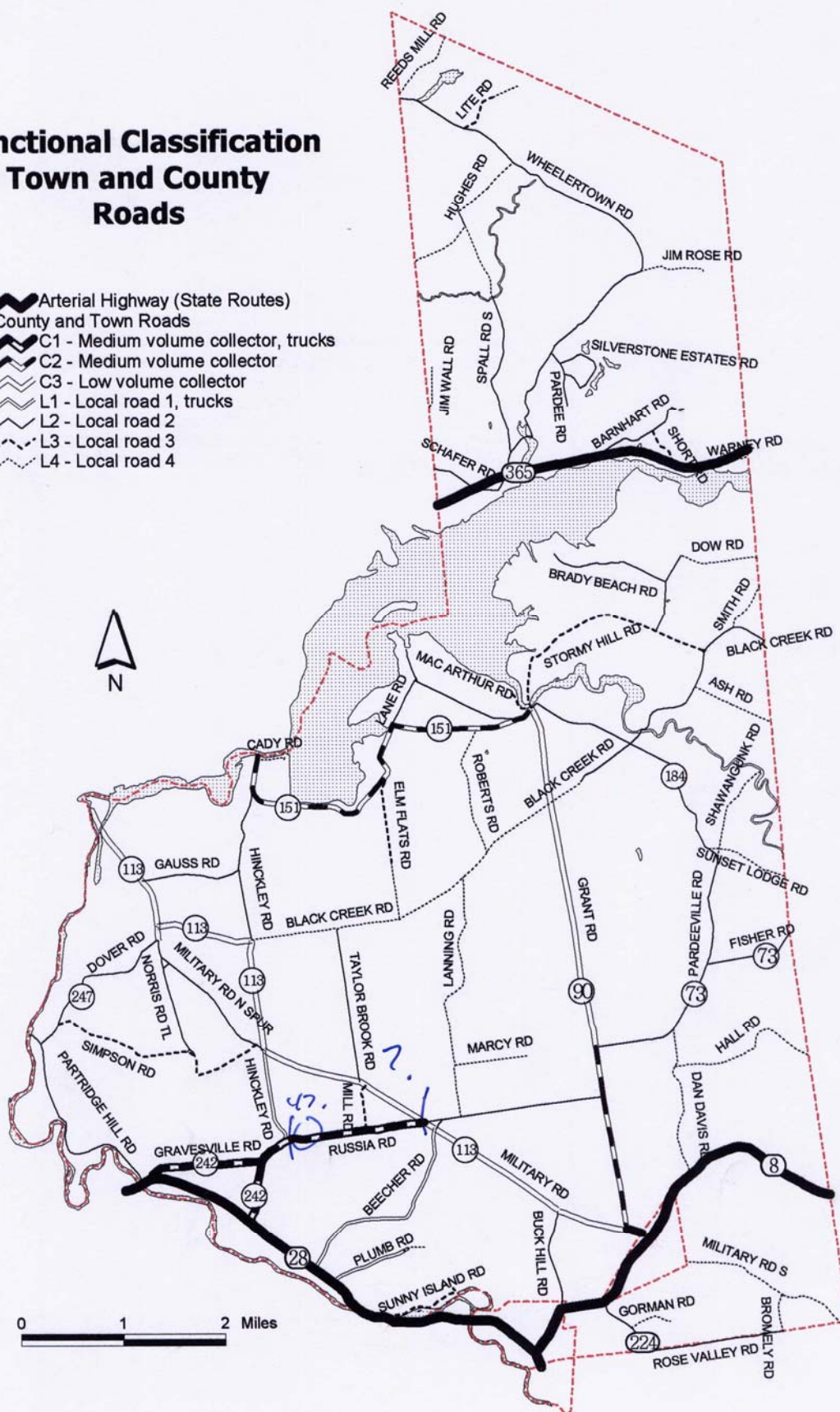
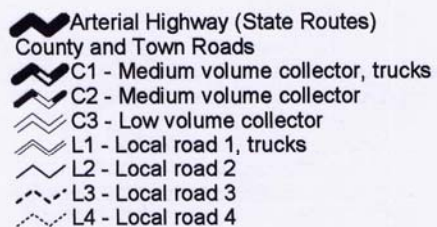
-  Plant mix
-  Road mix
-  Gravel
-  Unpaved
-  no data
-  State highways



0 1 2 Miles



Functional Classification Town and County Roads



explanation of the methodology used to develop the functional classification system see Appendix 1 of this plan: “Town Road Data Base and Functional Classification Methodology.”

Arterial highways are State Routes 8, 28, and 365. Medium volume collectors carrying significant numbers of trucks (category C1) are Gravesville Road (County Rt. 242) and portions of Russia Road (County Rt. 47). Other medium volume collectors (category C2) are South Side Road (County Rt. 151), and Grant Road (County Rt. 90) south of Pardeeville Road. Low volume collectors (category C3) are Military Road (County Rt. 113) and Grant Road north of Pardeeville Road. The remaining roads are local roads (categories L1 through L4) that carry the lowest volumes of traffic, and have the primary purpose of providing access to residential properties.

Analysis of Town and County Highway Improvement Needs

Road improvement planning is a process of comparing existing conditions with desired design standards in order to identify deficiencies. Existing conditions used in this analysis are pavement width, shoulder width, and pavement type. There are different design standards for each category in the functional classification of highways, as shown in Table 8. The more important roads have the highest design standards, and the less important roads have lower design standards, corresponding to their functional class.

Table 8
Functional Classification and Suggested Minimum Design Standards
for County and Town Roads in the Town of Russia

			Design Standards		
			Pavement	Shoulder	Surface
Classification	Description	Code	Width	width	Material
Arterial highway	State Routes	AR			
Medium volume collector 1	County highway collectors with significant truck traffic	C1	20 feet	2 feet	3, 4
Medium volume collector 2	County highway collectors, 400 ADT or more	C2	18 feet	2 feet	3, 4
Low volume collector	County highway collectors, 50 to 400 ADT	C3	18 feet	2 feet	3,4
Local road, type 1	Town roads with significant truck traffic	L1	18 feet	2 feet	3, 4
Local road, type 2	County highways that are not collectors; also local roads 50 to 100 ADT providing residential access	L2	16 feet	2 feet	2, 3, 4
Local road, type 3	Local roads less than 50 ADT, providing residential access	L3	14 feet	none	2, 3
Local road, type 4	Local roads less than 50 ADT, providing residential access to very few dwellings	L4	10 feet	none	1, 2

Surface material

4 = plant mix

3 = road mix

2 = gravel

1 = unpaved

The design standards used in this analysis are those recommended by the Cornell Local Roads Program, with some modifications. These standards are lower than for comparable roads in suburban and metropolitan areas, and are recommended for rural highways in order to keep maintenance, paving and reconstruction costs down on lightly traveled rural highways, yet meet minimum needs for safety and traffic flow. For example, the recommended minimum pavement width for most town roads (functional categories L2, L3, and L4) does not exceed 16 feet, and a gravel surface is sufficient.

Comparison of existing conditions of town and county highways with suggested design standards reveals that most roads in the Town of Russia are not in need of widening or paving. (See “County and Town Roads that do not Meet Suggested Design Standards” map.) The only town road not meeting minimum standards is Lanning Road, a seasonal highway. Current road width is recorded at 9 feet, whereas 10 feet is recommended minimum design standard. All other design deficiencies are on county highways. Surface type and shoulder width is sufficient for all county highways, but width of pavement is too narrow on Pardeeville Road, Fisher Road, and portions of Russia Road, Hinckley Road, and Black Creek Road.

It should also be noted that widening roads, or providing a hard surface pavement on existing unpaved town roads, could have significant negative impacts. Not only would it seriously detract from scenic attractiveness and rural character of these residential roads, but it may also create unsafe traffic speeds where there is limited sight distance unless major (and expensive) road reconstruction efforts were undertaken.

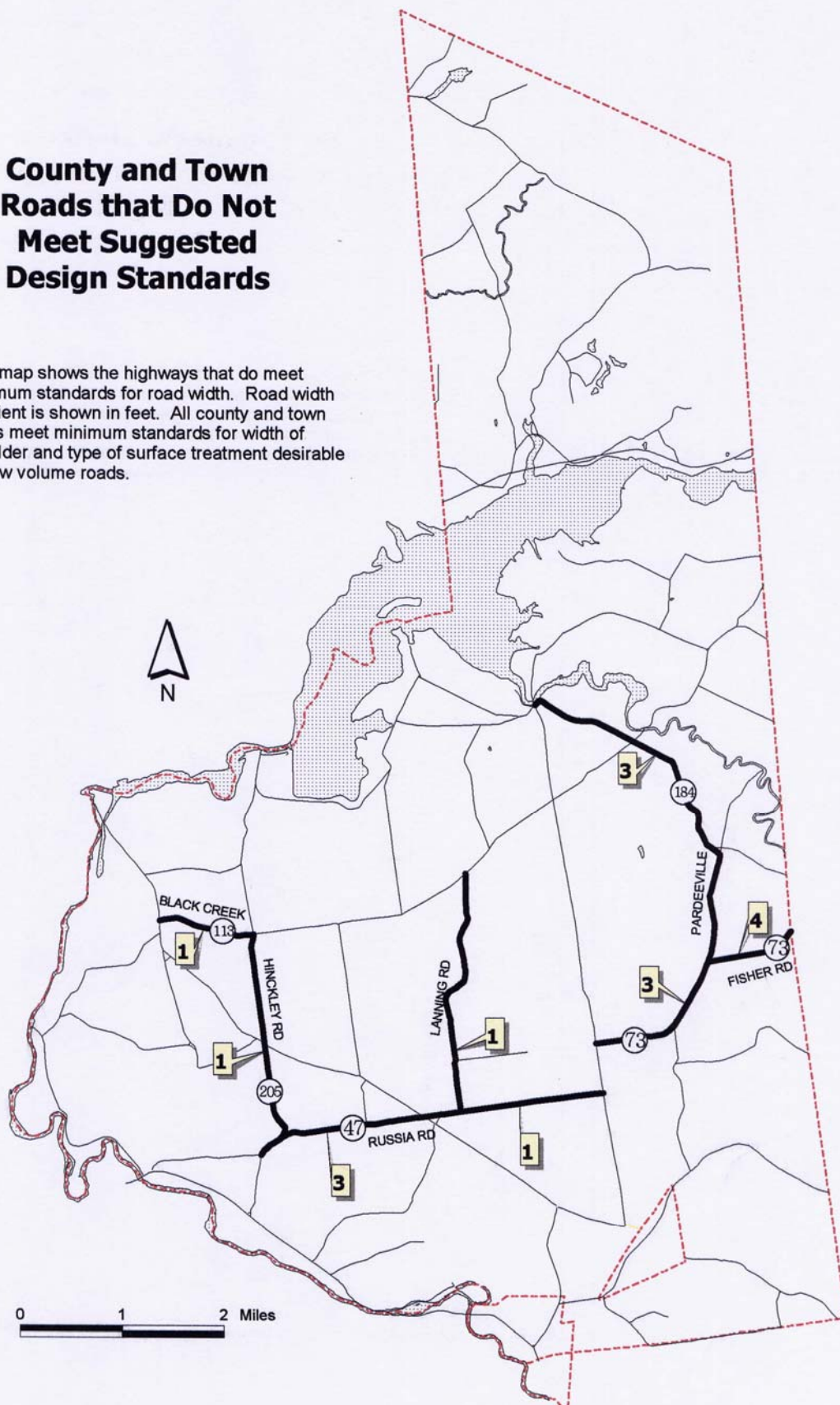
It should be noted that this analysis does not include evaluation of surface condition, i.e. needs for repaving of existing asphalt (road mix or plant mix) surfaces, or other maintenance needs.

Two conclusions may be drawn from this examination of road improvement needs.

1. There are no needs to widen or pave town roads in order to meet minimum design standards for rural roads.
2. Some county highways would need to be widened in order to meet design standards; however, in most cases such widening would bring additional impacts inconsistent with the Plan goals of preserving rural character and scenic attractiveness as noted above. Improvement efforts should be focused on those stretches of road where safety issues outweigh other considerations. Specifically, Russia Road between Hinckley and Gravesville Roads, and Hinckley Road from its intersection with Russia Road to the mine access may be in need of improvement. Russia Road not only has a high traffic volume, and is rated as medium volume collector, but it also carries significant (gravel) truck traffic, and portions are narrow and characterized by poor sight distance. Widening and otherwise improvements to these road sections should be a priority.

County and Town Roads that Do Not Meet Suggested Design Standards

This map shows the highways that do meet minimum standards for road width. Road width deficient is shown in feet. All county and town roads meet minimum standards for width of shoulder and type of surface treatment desirable for low volume roads.



Relationship of Highways to the Land Use Plan

The highway system is a critical element in land use planning, particularly in determining the potential for future commercial and/or industrial development. Adequacy of the highway system to support future development is shown on the “Suitability of Highways to Support Development” map.

Industrial, trucking, warehousing, and extractive uses all generate significant amounts of truck traffic and should be located along highways designed for such traffic. These uses should be located along “heavy duty” highways constructed with base materials capable of withstanding substantial truck traffic, and that are of sufficient width for traffic safety. Desired pavement width is 22 feet, with adequate shoulders. The only highways that meet these standards in the Town of Russia are the state highways: Route 8, Route 28, and Route 365. However, all these highways also have scenic value that negates their desirability as a site for industrial or trucking type land uses.

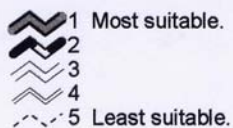
Adequate pavement and shoulder width is particularly important for sand and gravel pits that generate significant amounts of truck traffic, especially where the haul routes go through residential areas. Many of the rural country roads in the Town of Russia are used for walking, jogging or bicycling, and there is simply not enough room on paved surfaces less than 22 feet wide for a truck in one lane, another vehicle in the other lane, and a walker, jogger or bicyclist along the side. It is very unsafe situation, especially if sight distance is limited by hills or curves. Paving or improving these roads may exacerbate this hazard, encouraging higher and unsafe traffic speeds.

Some types of commercial development that generate some truck traffic and light automobile traffic may be appropriately sited on roads with paved surfaces between 18 and 22 feet wide. (See “Suitability of Highways to Support Development” map for the location of such roads in the Town of Russia.) However, commercial uses in general need to be sited at accessible locations along relatively heavily traveled highways in order to be viable. Very few commercial businesses survive in inaccessible locations along rural residential roads, especially those of a retail nature. Because all of the local town or county roads in the Town of Russia carry low traffic volumes, they are not good locations for general commercial development..

The most appropriate town or county roads for the location of light commercial development, such as home based businesses, are those with paved surfaces at least 20 feet in width, and that carry higher volumes of local traffic.

It may be concluded that there are a very limited number of roads in the Town of Russia suitable for commercial, industrial, trucking, warehousing or extractive uses. The only viable locations for most business uses would be along one of the state routes. Smaller businesses that do not rely upon a higher traffic volume or generate a significant volume of truck traffic might be suitably located along the highways designated as “Type 2” on the “Suitability of Highways to Support Development” map.

Suitability of Highways to Support Development



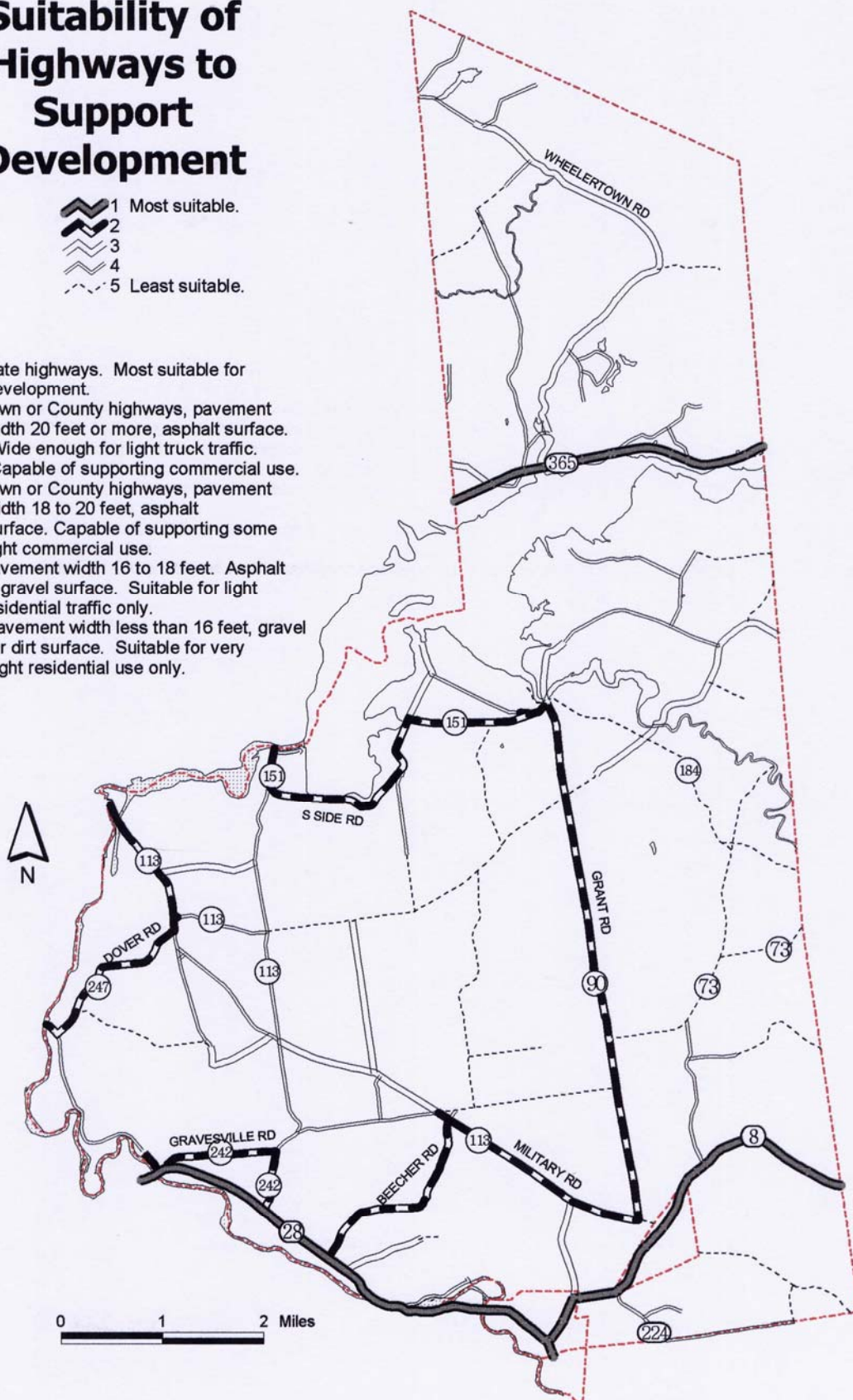
Type 1 = State highways. Most suitable for development.

Type 2 = Town or County highways, pavement width 20 feet or more, asphalt surface. Wide enough for light truck traffic. Capable of supporting commercial use.

Type 3 = Town or County highways, pavement width 18 to 20 feet, asphalt surface. Capable of supporting some light commercial use.

Type 4 = Pavement width 16 to 18 feet. Asphalt or gravel surface. Suitable for light residential traffic only.

Type 5 = Pavement width less than 16 feet, gravel or dirt surface. Suitable for very light residential use only.



A central element of this Plan is to preserve and utilize the many scenic and recreational resources in the Town. Many of these features are interconnected through unimproved rural roads, established snowmobile trails, and State highways. State Routes 8 and 365 are signed bicycle trails, and Rt. 28 is also a popular de facto bike route. Efforts are currently underway to formalize the designation of Route 28 as a recognized bikeway. Pedestrian and bike trail development concepts should be integral to zoning and highway improvement activities, and the Town should continue to pursue appropriate recognition of these resources through such programs as the State's Scenic Byway designation.

Development Infrastructure

Water Supply

The only public water supply in the Town serves the Village of Poland. All areas outside the village rely upon private drilled or dug wells, or other sources of on-lot water supply. Large sections of the Town are underlain by aquifers capable of supplying large amounts of water for water supply. (See "Aquifers" map.) Groundwater availability in other sections of Town is unknown, but there is no available data to indicate that it is inadequate or is of such poor quality that a public water supply is needed. There have been some local problems. At one point a Hinckley Reservoir Study showed that about 20% of local residents experienced water supply problems at least once per year., But such problems have not been widespread. It is known that a number of homes use springs rather than wells for their water supply, presumably because the quality of groundwater is poor and/or because availability of groundwater at reasonable depths is spotty.

One of the important factors in determining the desirability of instituting a public water system is residential density. The current settlement pattern within the Town is very sparse, which would translate into a high cost per dwelling for any public water supply. Such cost may be prohibitive unless on-lot water supply is totally infeasible. Current zoning requires a minimum lot size of at least 5 acres throughout most of the Town, which may be too large to render a public water system cost efficient. The minimum lot size for new development may need to be significantly reduced in order to support an affordable public water supply. By similar reasoning, maintaining the large minimum lot size would likely eliminate the need for a public water system in the future.

The following facts have been obtained regarding the Village of Poland water supply. (Letter from Timothy Powers, July 23, 2002.)

- 561 persons are served by the system.
- There are two wells, presently pumping 80,000 and 120,000 gallons per day.
- Maximum pumping capacity is 550,000 gallons per day.
- Only about one-quarter of the water supply is used, therefore there would be a large amount of excess capacity for expansion.

Were a public water supply to be considered for areas outside the Village of Poland, the most appropriate service area might be an extension of the village system northward along Route 8

to the Village of Cold Brook. The revised land use plan for this area between the two villages (see later sections of this document) designates this area for commercial development, offices, residential use on smaller lots, and senior citizen housing developments. These types of more dense development might benefit from a public water system.

Sewerage Disposal

On-lot septic systems are used for sewerage disposal throughout the Town of Russia. Such systems require suitable soils for proper performance of septic leach fields. As discussed previously, many of the soils in the Town of Russia are not well suited for septic leach fields. (See Soils section of this plan.) It is therefore recommended that: (a) lot size sufficient to permit the proper siting of septic systems on lots be required throughout the Town, and (b) alternative on-lot septic disposal systems, such as fill systems, be required where soils are inadequate.

Because of its extremely high cost, and high density of development necessary to support a cost efficient public sewer collection and disposal system, the establishment of such a system is not foreseen as needed or desirable.

Community Facilities and Services

Police Protection

Police protection in the township is provided by the New York State Police, operating out of their substation adjoined to the Poland Volunteer Fire House on Case Road in the Village of Poland. The Herkimer County Sheriff Department also provides marine patrols on some of the lakes in the northern reaches of the Town. Returns from the property owner survey conducted in August 2000 indicated that a large percentage of Town residents find the current police protection adequate. Additional development, especially commercial development, could affect this evaluation in the future.

Ambulance Services

Ambulance services within the township are currently provided by the Kuyahoora Volunteer Ambulance Corps, which is located on Case Road in the Village of Poland. The property owner survey of August 2000 indicated that an overwhelmingly large percentage of residents within the Town find the current service adequate. However, a local medical facility currently supplies approximately 65% of patients for the volunteer ambulance corps system. Plans are underway to move this medical facility to a neighboring community. The impact of this move on ambulance service within the Town should be addressed.

Fire protection

Fire protection within the township is provided by the Poland Volunteer Fire Company operating two stations. The main station is located on Case Road in the Village of Poland. The substation is located on Route 8 approximately 7 miles north of the Village of Cold

Brook and services the northern reaches of the Town. The Poland Company presently contracts with the Remsen Volunteer Fire Department to provide services as well, and the Prospect Fire Department also responds to calls in some areas of the Town.

Town Offices and Garage Facilities

The Town Offices are located on State Route 28 in the Village of Poland, far to the south but in an accessible location on a main highway and near the two villages. The Town Highway Garage is also located within the Village, near the West Canada Creek. Because of its proximity to the Creek, the Town Garage and its stockpiles of road materials may be a source of contamination as a result of storm water runoff. The issue is currently being investigated, and locating a new site for the Highway Garage is being considered. Among the alternatives for discussion is siting the garage in a more centralized location within the township.

Garbage and Trash Disposal

About 40 percent of respondents to the August 2000 property owner's survey identified periodic bulk trash collection as an additional Town service for which they would be willing to pay increased taxes. (see Property Owner Survey, below.)

Recreation Facilities

The Town of Russia owns and operates the The Kuyahoorra Valley Town Park, located near the Village of Poland. There is also a smaller 5 acre park located in the Village of Cold Brook, and owned by the Village. In addition, the Hinckley Reservoir Day Use Area is a state owned and operated facility, located along the south shore of Hinckley Reservoir just north of the hamlet of Grant. (See "Parks and Open Space" map.)

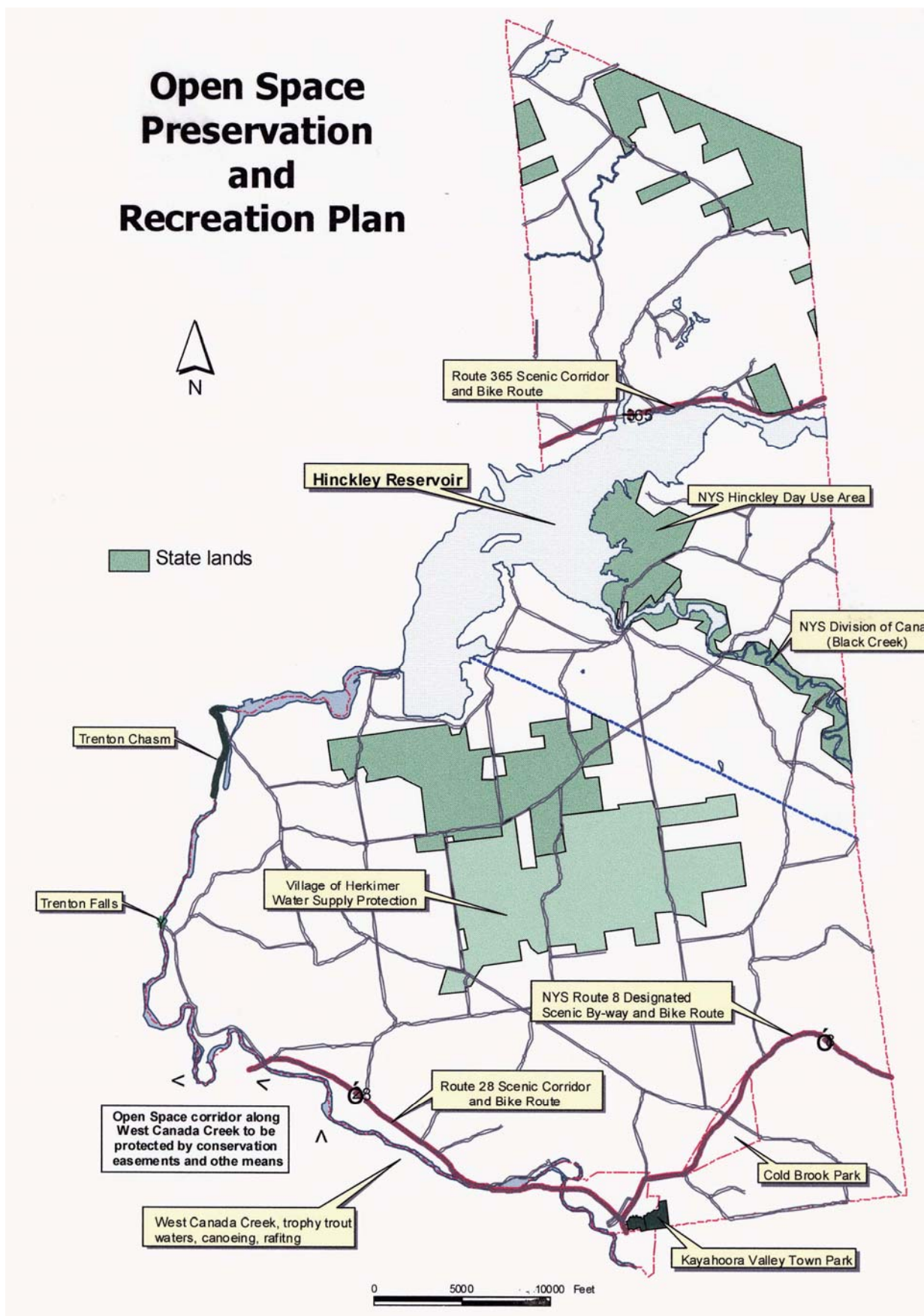
Property Owner Survey

The property owner survey of August 2000 asked the question "Are you willing to pay increased taxes for any of the following services?" General results indicated that 53 percent of the respondents believed that the current levels of service were sufficient, while 47 percent were willing to pay for some additional services.

The following specific facilities or services were identified by those willing to pay additional taxes for them. (Total responses to this question numbered 388. Total willing to pay additional taxes for one or more additional services numbered 181.)

<u>Facility or Service Desired</u>	<u>Number of Responses</u>
Periodic bulk trash collection	157
Road repair and improvement	92
Youth activities and facilities	70
Senior citizen services	66
Parks and recreation	65

Open Space Preservation and Recreation Plan



New and larger town office and garage	32
Other	2

It may be concluded from the property owner survey that:

- (a) The majority of respondents believe that existing town services and facilities are adequate.
- (b) There is significant public support, although not a majority, for instituting periodic bulk trash collection.

Tax Base

The total assessed value of all properties in the Town of Russia (exclusive of villages) in the year 2001 was nearly 98 million dollars. (See Table 9 and Figure 5.)

Fully 56 percent of the total tax base was contributed by residential uses, which include year-round residential properties, seasonal residential properties, mobile homes and the single mobile home park. Among the residential uses, year-round residential uses contributed the highest portion of the total, with an average assessed value per property of over \$80,000. By contrast, seasonal dwellings and mobile home properties were assessed at an average of \$25,000, less than one-third the average value of year round dwellings.

The five hydro-power properties contributed a significant share to the total tax base -- nearly 15 percent of the total. Vacant lands furnished an additional 15 percent, and public utilities and semi-public uses contribute another 12 percent.

Agriculture, mining and commercial activities added very little to the total tax base -- agriculture 2.2 percent, mining 0.9 percent, and commercial only 0.4 percent. Per acre, mining is taxed at a rate approximately the same as vacant land.

Economy

Most employed persons residing in the Town of Russia (exclusive of villages) derive their livelihood elsewhere. (See Table 10.) According to year 2000 U.S. Census, there were 767 employed persons residing in the Town, but only 108 of those worked within the Town of Russia. Twenty-seven (27) persons reported that they worked at home.

Table 9**Assessed Valuation of Properties, by Land Use, Year 2001**

<u>Category</u>	<u>Number of Properties</u>	<u>Total Assessed Value</u>	<u>Average per property</u>	<u>Percent of Total Tax Base</u>
Residential, year-round	567	\$45,460,052	\$80,176	46.4%
Vacant (a)	764	\$15,169,997	\$19,856	15.5%
Hydropower	5	\$14,459,900	\$2,891,980	14.8%
Other (b)	37	\$9,577,537	\$258,852	9.8%
Residential, seasonal	231	\$5,850,312	\$25,326	6.0%
Mobile homes	96	\$2,393,448	\$24,932	2.4%
Agriculture	35	\$2,174,700	\$62,134	2.2%
Mining	18	\$913,500	\$50,750	0.9%
Recreation & entertainment	6	\$803,500	\$133,917	0.8%
Mobile home park	1	\$749,000	\$749,000	0.8%
Commercial	9	\$353,500	\$39,278	0.4%
TOTAL	1769	\$97,905,446	\$55,345	100.0%

(a) Includes state lands

(b) Includes public utilities and public or semi-public uses

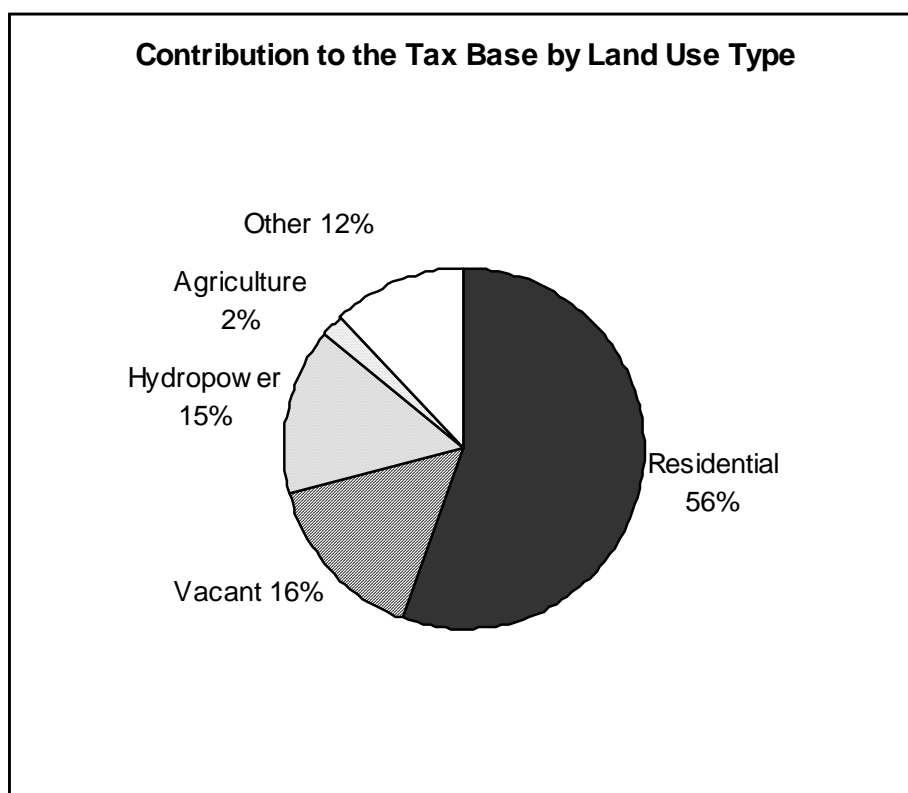
Figure 5

Table 10

Place of Work, Residents of the Town of Russia, Year 2000				
	<u>Town of Russia</u>	<u>Cold Brook Village</u>	<u>Poland Village</u>	<u>Town exclusive of Villages</u>
Total workforce 16+ years of age	1134	162	205	767
Location of Workplace				
Number who worked at home	32	2	3	27
Percent	2.8%	1.2%	1.5%	3.5%
Number within same town or village	162	19	35	108
Percent	14.3%	11.7%	17.1%	14.1%
Number within Herkimer County	342	49	71	222
Percent	30.2%	30.2%	34.6%	28.9%
Number outside Herkimer County	785	113	133	539
Percent	69.2%	69.8%	64.9%	70.3%
Source: U.S. Census				

It is readily apparent that the local economy of the Town is linked to that of surrounding metropolitan employment centers. About 70 percent of the workforce found employment outside of Herkimer County, which includes the Utica and Rome urban areas as well as Syracuse. An additional 29 percent of the workforce was employed in Herkimer County outside the Town of Russia. Economic upturns or downturns in the local economy will therefore be a reflection of the situation in surrounding employment centers.

Compared to other towns within the region, household income levels in the Town of Russia are about average. (See Table 11.) The median household income for the year 2000 was reported to be \$35,588, which was higher than the Herkimer County average, but Russia's ranking according to median income placed it square in the middle compared to other towns in the county.

The economy of the Town of Russia can thus be characterized as average for the region within which it is located.

Table 11

**Median Household Income of the Town of Russia
Compared to other Herkimer County Towns**

<u>Town</u>	<u>Median Household Income</u>	<u>Rank within Herkimer County</u>
Litchfield	\$42,404	1
Fairfield	\$40,104	2
Little Falls	\$38,875	3
Frankfort	\$38,399	4
Newport	\$37,300	5
Columbia	\$36,758	6
Norway	\$36,719	7
Warren	\$36,548	8
Winfield	\$35,588	9
Russia	\$35,588	10
Webb	\$35,541	11
Schuyler	\$35,375	12
German Flatts	\$32,772	13
Salisbury	\$32,469	14
Danube	\$31,815	15
Manheim	\$31,750	16
Stark	\$31,518	17
Ohio	\$29,813	18
<u>Herkimer</u>	<u>\$28,763</u>	19
Herkimer County =	\$32,924	

Source: Year 2000 U.S. Census

Residential Land Use

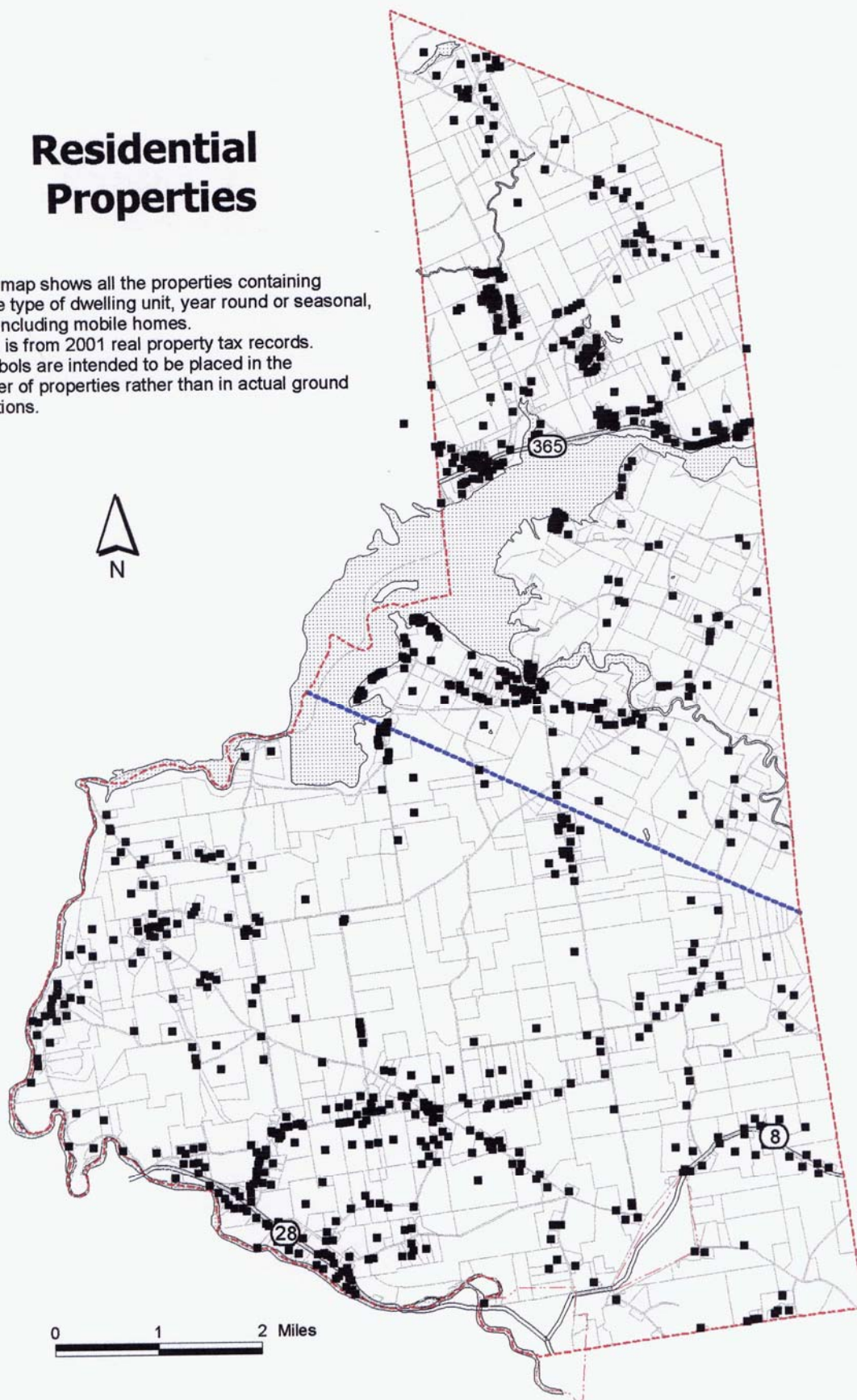
Existing Pattern

Residential development at rural densities is found throughout the Town, with the exception of the Village of Herkimer water supply lands and state lands, which are vacant. (See “Residential Properties,” map.) Housing densities are relatively higher in (a) the southwestern section of Town including the Route 28 corridor, Gravesville hamlet and Russia hamlet, and (b) near Hinckley Reservoir, especially along State Route 365. The lightest densities are found in the eastern section of Town, corresponding generally to the existing RDR (Rural Density Residential) land use district. (See “Existing Land Use Districts” map.)

Most of the seasonal homes in the Town of Russia are found north of the Adirondack Park Blue line, including the Hinckley Reservoir area. (See “Seasonal Homes” map.)

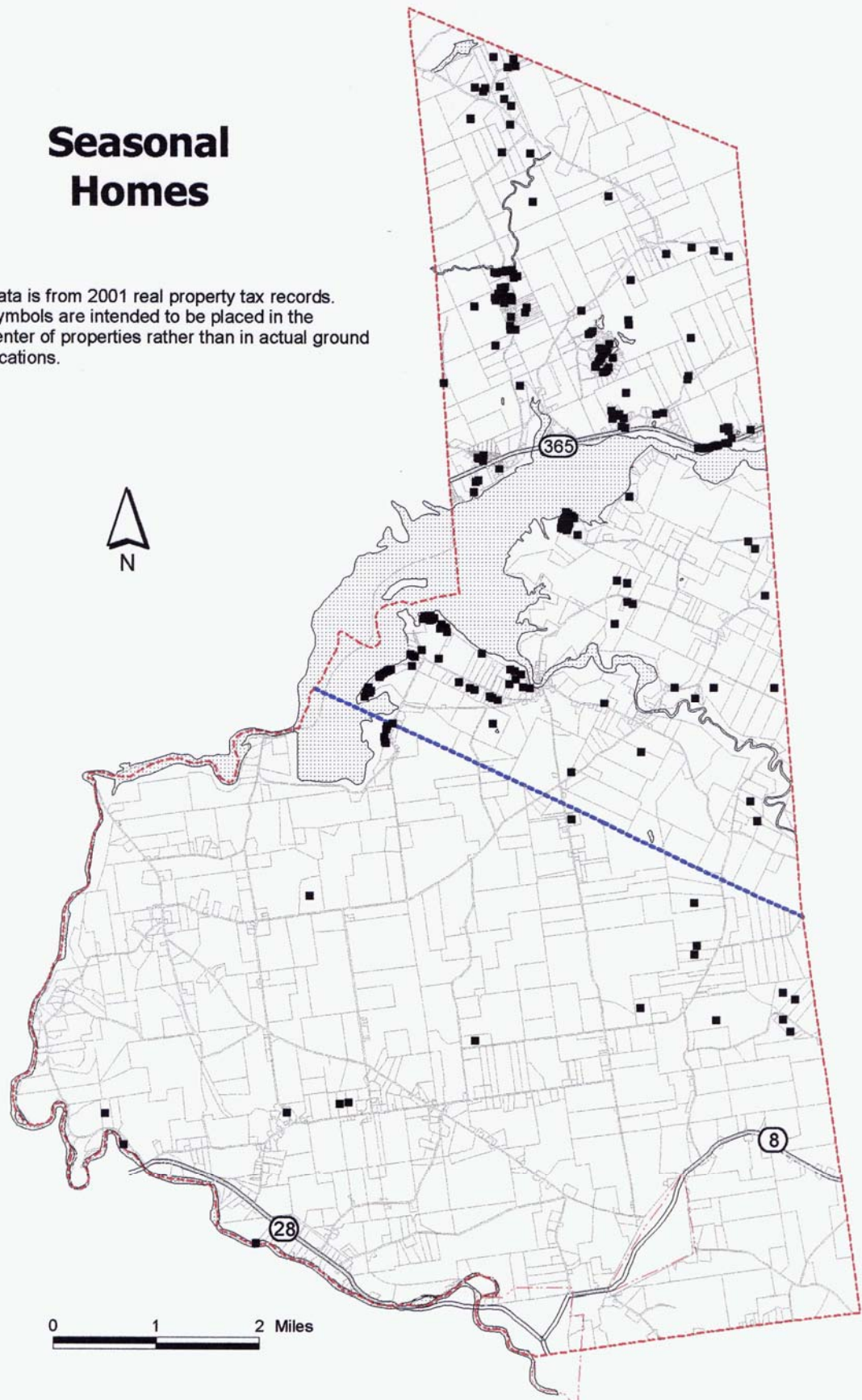
Residential Properties

This map shows all the properties containing some type of dwelling unit, year round or seasonal, and including mobile homes. Data is from 2001 real property tax records. Symbols are intended to be placed in the center of properties rather than in actual ground locations.







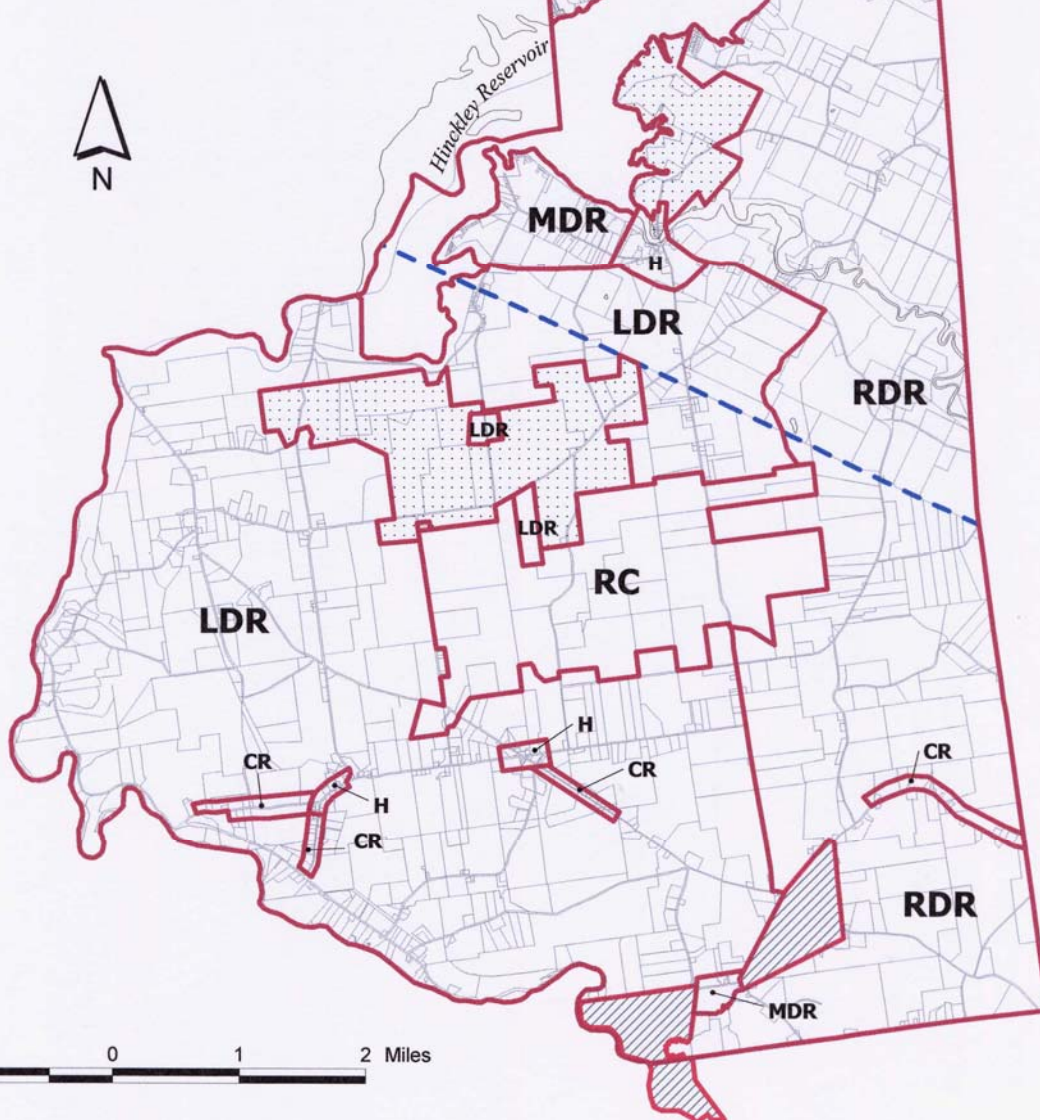
Seasonal Homes

Data is from 2001 real property tax records.
Symbols are intended to be placed in the
center of properties rather than in actual ground
locations.



Existing Land Use Districts

-  Land use district boundaries
-  Adirondack Park Blue Line
-  State Lands
-  Villages of Poland and Cold Brook



Mobile homes are sparsely scattered throughout the Town with the exception of the southwestern section, corresponding to the existing LDR (Low Density Residential) land use district, which contains extremely few such dwellings. (See “Mobile Homes” map.) Mobile homes are somewhat more numerous near State Route 365 and Hinckley Reservoir, and in the vicinity of the hamlet of Grant, than elsewhere in Town. The one existing mobile home park in the Town of Russia is located on MacArthur Road near the reservoir.

Examination of current housing values, as indicated by real property assessments of residential buildings (not including value of land), suggests that three distinct types of residential areas can be identified within the Town. (See “Housing Values” map.)

- (1) There is a higher value section located in the southwestern corner of Town in the vicinity of Partridge Hill Road, Dover Road, Norris Road, Simpson Road, Gauss Road, and portions of Military Road and Black Creek Road. This area contains almost exclusively year-round conventional housing, and corresponds to the western portion of the current LDR (Low Density Residential) land use district. Mobile homes and seasonal dwellings are nearly absent from this area.
- (2) There is a large section located in the southern portion of Town characterized by average housing values. This area includes the hamlets of Gravesville and Russia, State Routes 8 and 28, as well as several rural county and town roads, and corresponds to the eastern portion of the existing LDR (Low Density Residential) land use district and the southern portion of the existing RDR (Rural Density Residential) land use district. (See “Existing Land Use Districts” map.) Most of the housing in this area consists of year-round conventional dwellings, although there are a few mobile homes.
- (3) The northern section of Town, located within the Adirondack Park, is characterized by lower housing values. This area contains a mixture of year-round dwellings, seasonal homes and mobile homes. Seasonal homes and mobile homes tend to be assessed at much lower values than conventional year-round housing. On the other hand, seasonal homes contribute to the tax base, but require few services of the Town.

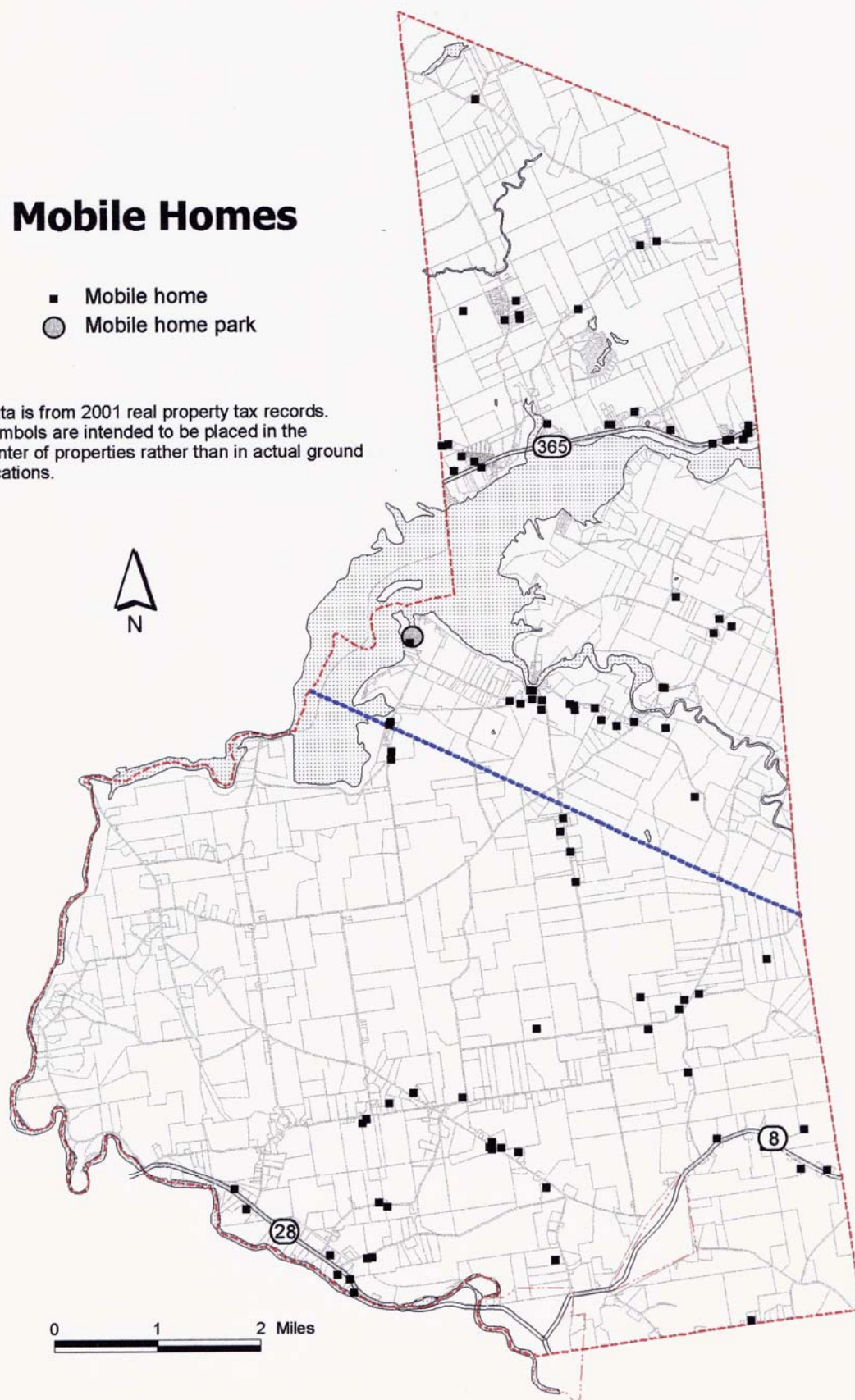
Future Potential

There is moderate potential for single family home development in the Town of Russia due to its desirable rural residential character and relative proximity to employment centers. However, slow growth within the Utica-Rome metropolitan area limits this potential. The future growth pattern within the Town of Russia can be anticipated to be similar to the pattern of the past 20 years, which suggests that all portions of Town except for permanent open space will experience scattered rural development. (See “20 Year Growth Pattern” map.) Also indicative of future growth trends may be the pattern of existing small vacant lots, i.e. “building lots” that have been created from larger land parcels in the past. (See “Small Vacant Lots” map.) There are many such lots located in the northern section of Town, especially north of Hinckley Reservoir. Seasonal home and mobile home development might be anticipated on many of these lots at some future date.

Mobile Homes

- Mobile home
- Mobile home park

Data is from 2001 real property tax records.
Symbols are intended to be placed in the
center of properties rather than in actual ground
locations.

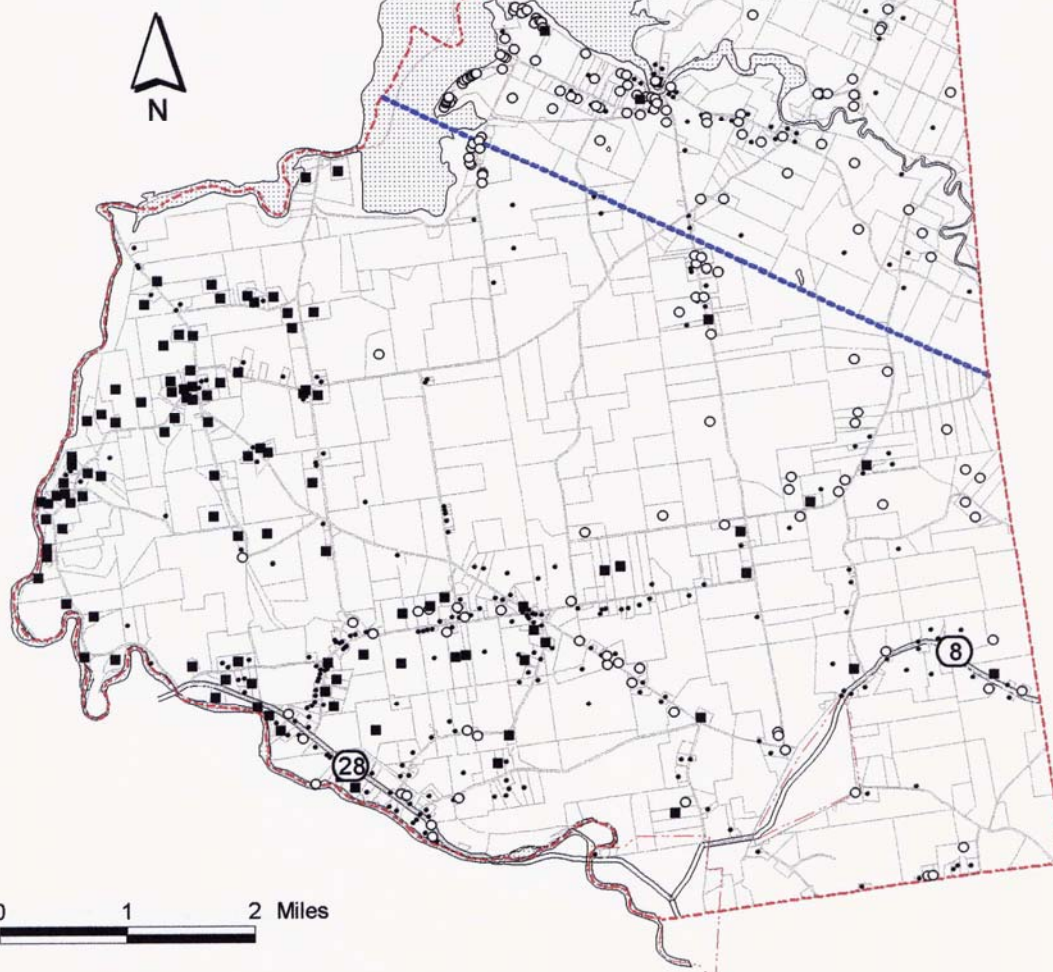


Housing Values (Assessed Value)

- More than double the town average
- Less than 1/2 the town average
- Middle values

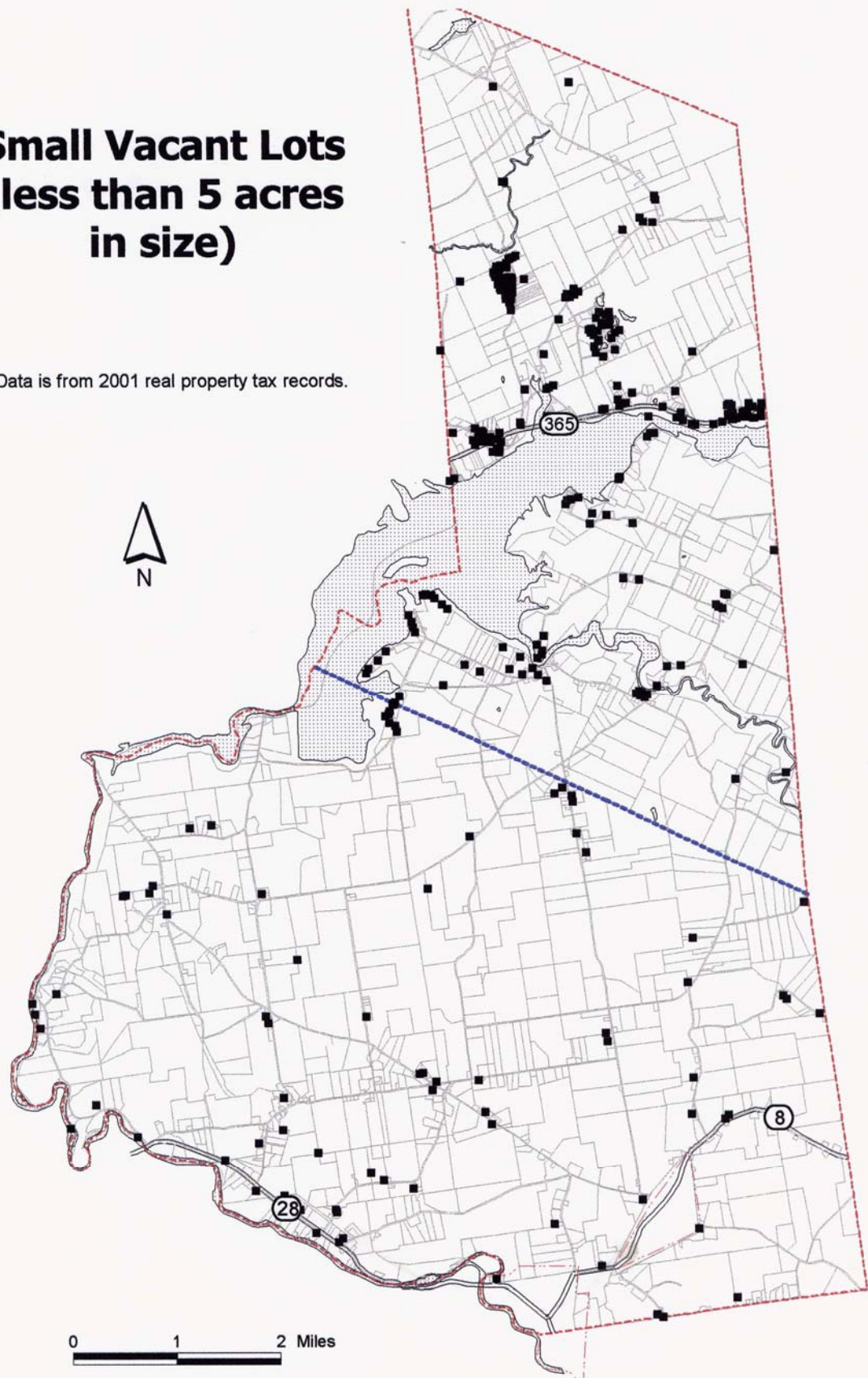
Town average (2001 data) = \$45,922

Data is from 2001 real property tax records.
Assessed value is for structure only. Does
not include land.



Small Vacant Lots (less than 5 acres in size)

Data is from 2001 real property tax records.



Should present trends continue there will be slow to moderate growth of medium to higher value year-round residential dwellings in the southern section of Town, which is the most accessible to employment centers. The middle section of Town south of Hinckley Reservoir, including the hamlet of Grant, will likely experience slow growth, and as a result of more affordable land prices may be an attractive site for less expensive housing alternatives such as mobile homes. It can be anticipated that locations north of Hinckley Reservoir will continue to attract a mixture of housing types, including a significant proportion of seasonal units.

Commercial Uses

Existing Pattern

There are very few commercial businesses located in the Town of Russia. (See “Commercial and Other Non-Residential Uses” map.) The hamlets of Grant, Gravesville, Russia and Northwood were once home of some commercial enterprises in days long past, but are no longer viable locations for most businesses.

Future Potential

The potential for commercial development in the Town of Russia is very limited due to the lack of suitable sites along major highways. Most businesses are best sited along relatively heavily traveled highways. Most local and county roads in the Town are very lightly traveled, and in addition many are not constructed to sufficient standards to support commercial and development, especially if significant truck traffic would be generated. (See the Highways section of this plan.)

The only major highways in the Town are State Routes 8, 28 and 365. Of these highways, State Route 8 and State Route 365 carry relatively light traffic volumes and are therefore not capable of supporting more than very occasional retail uses. An exception are two small areas along State Route 8 between the Villages of Poland and Cold Brook, and north of Cold Brook which, due to their proximity to the villages, may be able to support some new commercial businesses that service the local population. However, because it may be assumed that the dominant traffic flow from the Village of Poland is in a southerly direction along commuting routes rather than to the east along State Route 8, the potential for commercial expansion is much greater to the south of Poland along State Route 28 in the Town of Newport than it is along Route 8 in the Town of Russia.

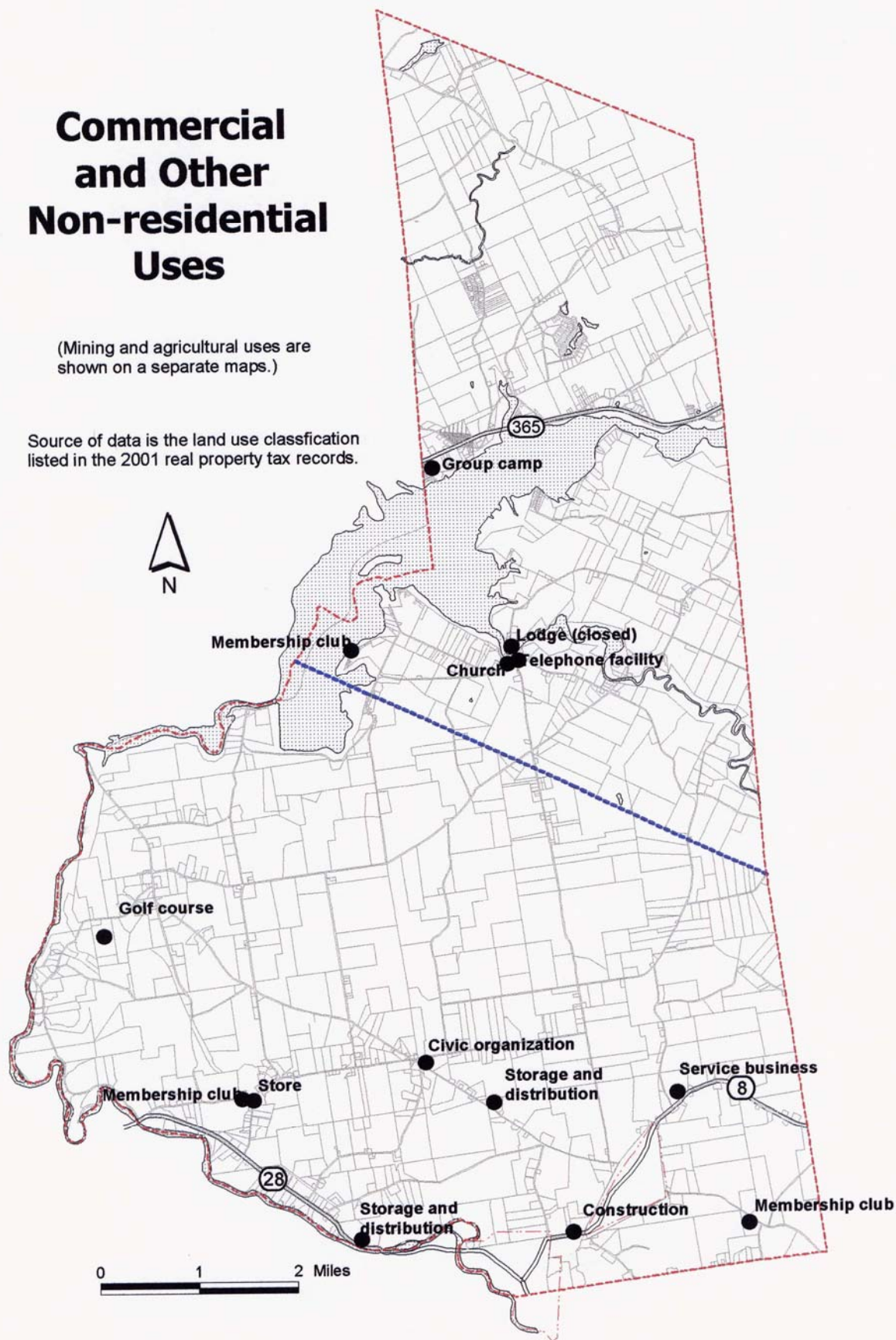
State Route 28 within the Town of Russia has some potential for business development due to a somewhat heavier traffic volume, but because of its proximity to the West Canada Creek many forms of commercial development would be incompatible with the goals of preserving the environmental and scenic values of this area.

It may therefore be concluded that only two small areas in the Town of Russia are suitable for land use designations which include commercial activity: the section along Route 8 between the Villages of Poland and Cold Brook which is currently designated as MDR

Commercial and Other Non-residential Uses

(Mining and agricultural uses are
shown on a separate maps.)

Source of data is the land use classification
listed in the 2001 real property tax records.



(Medium Density Residential) and north of the Village of Cold Brook to the present Corridor Residential district.

Also, the hamlets of Gravesville and Grant have a local population that may be sufficient to support a small neighborhood convenience type store. One such store has existed in Gravesville for many years.

Home occupations can continue to operate anywhere in the Town. A home occupation is not merely any business that is operated out of a home. While the specific language will be defined in the zoning ordinance, an essential test of a home occupation is that it look, sound and smell like a residence. Other home-based occupations that do not meet this strict test may be permitted in less dense neighborhoods and/or along suitable roadways.

It is important that commercial development complement the Town's residential, scenic, and historic character. Agriculture related business, home-based businesses, and cottage industries may be compatible uses. Commercial development should serve both seasonal and local residents as well as day-use visitors.

Industrial and Warehousing and Distribution Uses

At the present time there are no industrial uses in the Town of Russia, and there are two properties listed on the tax assessment roles as being storage and distribution facilities.

Important factors for siting industrial or warehousing use include the following:

- . Proximity to the Interstate Highway System.
- . Location on highways designed for truck traffic. (Generally State Routes with 22 feet pavement width and 6 feet shoulders.)
- . Availability of a public water supply for sprinkler systems and for fire fighting.
- . Access to three-phase electrical power.
- . Access to a public sewerage treatment system.

Although it is possible that some types of industrial or warehousing uses could choose to locate in the Town of Russia, the Town does not possess enough of the critical location factors to render it attractive to industry relative to other areas within the region. The potential for future growth of industrial or warehousing businesses is therefore extremely limited. The area with the most potential is along State Route 28, but industrial uses would be incompatible with the goals of environmental and scenic preservation in the Route 28 corridor. Moreover, industrial uses would also not be compatible with the primary goal of maintaining the rural residential character of the community.

Mining

Large areas in the Town of Russia are underlain by sand or gravel deposits suitable for commercial mining. (See the Surficial Geology section of this plan.) Most of the mines in the Town are located on "kame" deposits, notable as a source of sand and gravel, generally

located in the southern section of Town just north of State Route 28, and in the State Route 8 area.

There are currently 7 active commercial mines in the Town under permits issued by the New York State Department of Environmental Conservation , and one pit formerly used by the Town of Russia Highway Department still under permit but no longer used. (See Table 12 and “Mines with Active DEC Permits” map.) Total acreage authorized to be mined by current permits is about 468 acres. Total “life of mine” area, which includes portions of mining properties that are not yet under permit but which are suitable for mining at some time in the future, is about 800 acres. The total area currently owned or controlled by mining interests is approximately 1600 acres, which could represent a doubling of the present “life of mine” area.

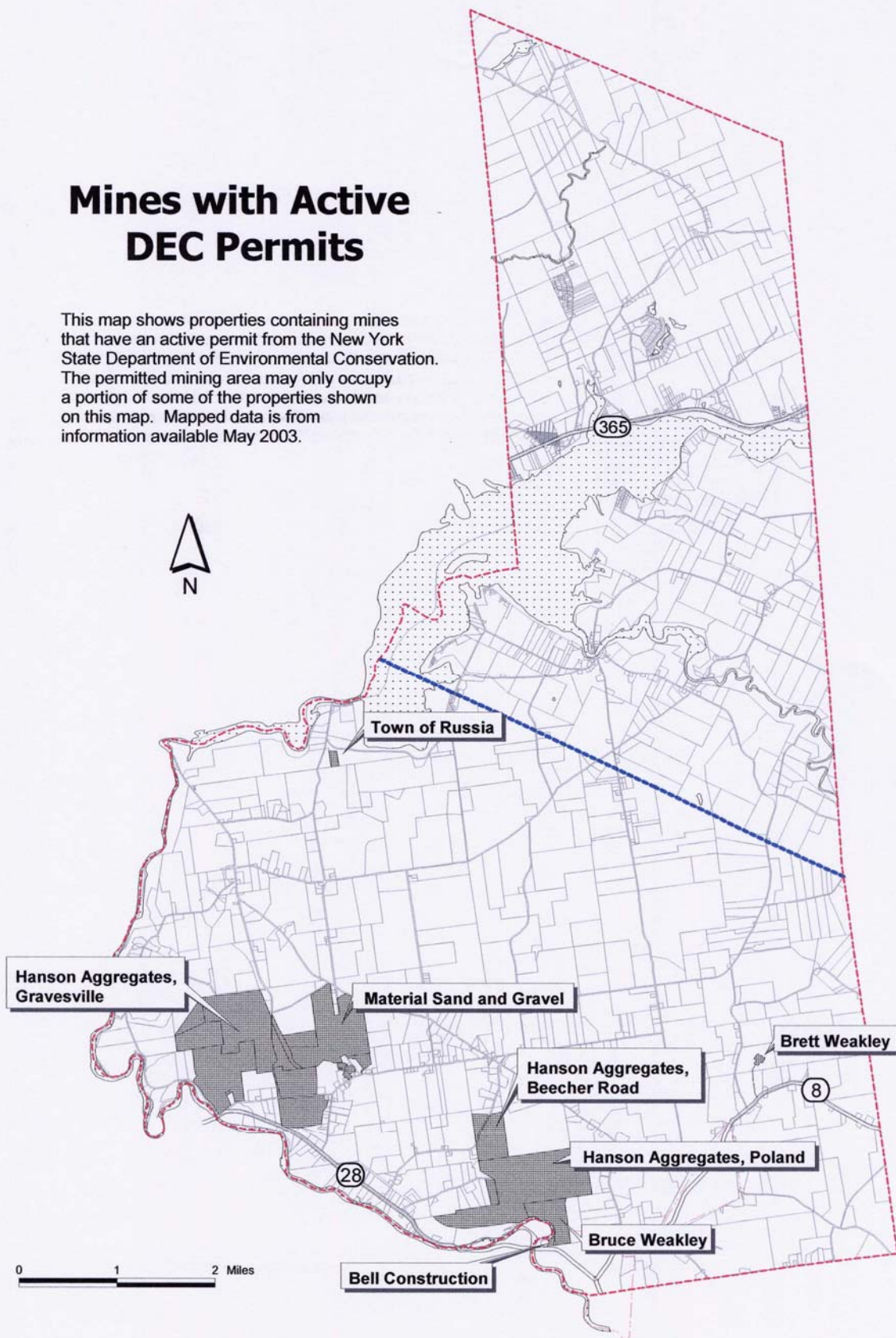
Table 12
Currently Active Mining Permits (a)

Owner/Operator	Location	Approximate Affected Acreage Approved	Approximate Acreage, Life Of Mine	DEC Permit Number	
Bell Construction	Route 28, Near Poland	5	5	6.03171	
Hanson Aggregates, Gravesville	Rt. 28, Gravesville	105	230	6.00276	
Hanson Aggregates, Poland	Plumb Road	160	176	6.01008	
Hanson Aggregates, Beecher Road	Beecher Rd	49.8	49.8	6.00378	
Material Sand and Gravel	Gravesville	130	311	6.00359	
Town of Russia	Hinkley & Southside Roads	4	5	6.03189	
Weakley, Brett	Rt. 8	6.4	13.4	6.03318	
Weakley, Bruce	Route 28, near Poland	8	8	6.01036	
TOTAL =		468 acres	798 acres		

(a) Permits issued by the New York State Department of Environmental Conservation.

Mines with Active DEC Permits

This map shows properties containing mines that have an active permit from the New York State Department of Environmental Conservation. The permitted mining area may only occupy a portion of some of the properties shown on this map. Mapped data is from information available May 2003.



Regional Sources of Sand and Gravel

The Town of Russia is just one of many municipalities within the Mohawk Valley region that are underlain by the geologic deposits suitable for the extraction of sand and gravel in commercial quantities, as shown on the map titled “Surficial Geologic Map of New York, Hudson-Mohawk Sheet,” published by the University of the State of New York Education Department, dated 1987. (This is a large map not included in this document.) It may be inferred, therefore, that limiting mining activities in the Town of Russia would have slight or no impact upon regional sand and gravel supply.

Regulation of Mining

State Jurisdiction

The NY State Department of Environmental Conservation (DEC) is responsible for enforcement of the state’s Environmental Conservation Law which regulates mining in the state. These regulations supersede local laws or ordinances regulating mining. In addition to environmental protection, the state has a direct interest in the availability of low-cost, high-quality sand and gravel as construction materials for the state’s needs, particularly highway construction and maintenance.

The Town’s mining operations are part of DEC’s Region 6, which includes the counties of Oneida, Lewis, Jefferson and St. Lawrence, as well as Herkimer County. DEC enforcement in that region is assigned to the Utica office, where there is presently one mined land reclamation specialist who has responsibility for Oneida and Herkimer Counties. The remainder of Region 6 is assigned to the Region 6 Director and a staff specialist based in Watertown. With limited resources, DEC enforcement action depends significantly on information and reports of problems or concerns from local residents or municipal officials.

Town Jurisdiction

The powers of municipalities to regulate mining are limited. Municipalities are permitted to zone land to prohibit all mining or to limit mining activities to specific areas in their community zoned for that purpose. The town may also enforce the reclamation conditions set forth in the DEC mining permit.

Under the present Town of Russia Land Use Regulation Law, mining is a permitted use in Low Density and Rural Density zoning districts. In these districts submittal and approval of a Special Use Permit is required. In zoning districts where mining is designated as a permissible use, the town may regulate mining operations only by placing conditions on Special Use Permits. Such conditions are limited to entrance and exit to and from the mine on roads controlled by the town, and routing of mineral transport vehicles on roads controlled by the town.

In addition, the town may enforce conditions recommended by the town to DEC, if those conditions are incorporated in the mining permit issued by DEC. Such recommendations may be in regard to appropriate setbacks from property boundaries or public road rights-of-way; the type, length, height, and location of manmade or natural barriers designed to restrict access; the control of dust; and hours of operation. DEC can accept or reject such recommendations.

Experience with current mining operations

DEC permitting procedures.

The Town Board and Planning Board have not always been informed in a timely way when DEC acts on new or renewed permits. When this happens, the town loses the opportunity to exercise some measure of control and influence on the permit conditions, including reclamation terms, and to ensure that local laws and ordinances are considered by the DEC. This is especially important with respect to the Town's Land Use Regulation Law, but is also important with regard to Town concerns in general.

Among the measures that may improve communication between DEC and the Town, and would help ensure that the Town's concerns are dealt with in the DEC permitting process, are the following:

- (a) Submit formal communication to the DEC requesting that the Town be notified in a timely fashion of any new or renewed mining permit application. The Town should send a reminder of this request to the DEC six months prior to the expiration of any currently active 5 year mining permit.
- (b) Under the auspices of the Town Planning Board, conduct a public hearing and/or public information meeting to consider conditions to be recommended to DEC by the Town before a new or renewed mining permit is issued by DEC. If a Special Permit is required pursuant to the Town of Russia Land Use Regulation Law, a public hearing would also be required. If a Special Permit is not required by the local law, then an informational meeting could be held to consider recommended permit conditions.

Reclamation plans and performance.

It is unknown at the present time whether active mining operations within the Town are in full compliance with mined land reclamation plans as approved by DEC, and whether as a consequence there is any need for local enforcement action on part of the Town.

Other issues have arisen with respect to mining operations, including concerns with access roads, storm water release off the site, mud and sand and other impacts on public highways, alleged setback violations, and possible impacts to the Village of Poland water supply. Policy and action plans with regard to reclamation and other mining issues are noted in later sections of this Plan.

Public Opinion

The property owners survey conducted in August 2000 asked whether respondents wanted to decrease the amount of mining activity in the Town, permit it to continue at the current level, or allow it to increase based on market demand. Forty-three percent (43%) indicated that they wanted mining activity to be decreased, and the same percentage wanted it controlled so that it did not increase. Only fourteen percent (14%) were in favor of expansion of mining operations in the Town of Russia.

Agriculture

Historically, the Town was predominantly an agricultural community with dairy operations representing the primary local industry for many years. This agricultural base has been in long-term decline, consistent with the pattern in much of the Northeast. By the year 2001 only 35 land parcels, representing about 3000 acres, were classified as agricultural use on the Town tax roles (Table 13), and agricultural lands represented only about 2.2 percent of the total Town tax base (Table 9). Of the agricultural properties, only two were classified as dairy farms. Most agricultural parcels were farm fields.



Table 13
Properties Assessed as Agricultural Use
2001 Real Property Data

Assessment Category	Number of Parcels	Acres
Agricultural vacant land (a)	26	2730
Dairy	2	536
Field crops	3	482
Beef cattle or hogs	2	278
Other	1	44
Poultry	1	20
Total =	35	4090

(a) Land used as part of an operating farm which does not have any living accommodations and cannot be specifically related to any of the other divisions in the agricultural category. Usually distinguishable when an operating farm is made up of multiple contiguous parcels.

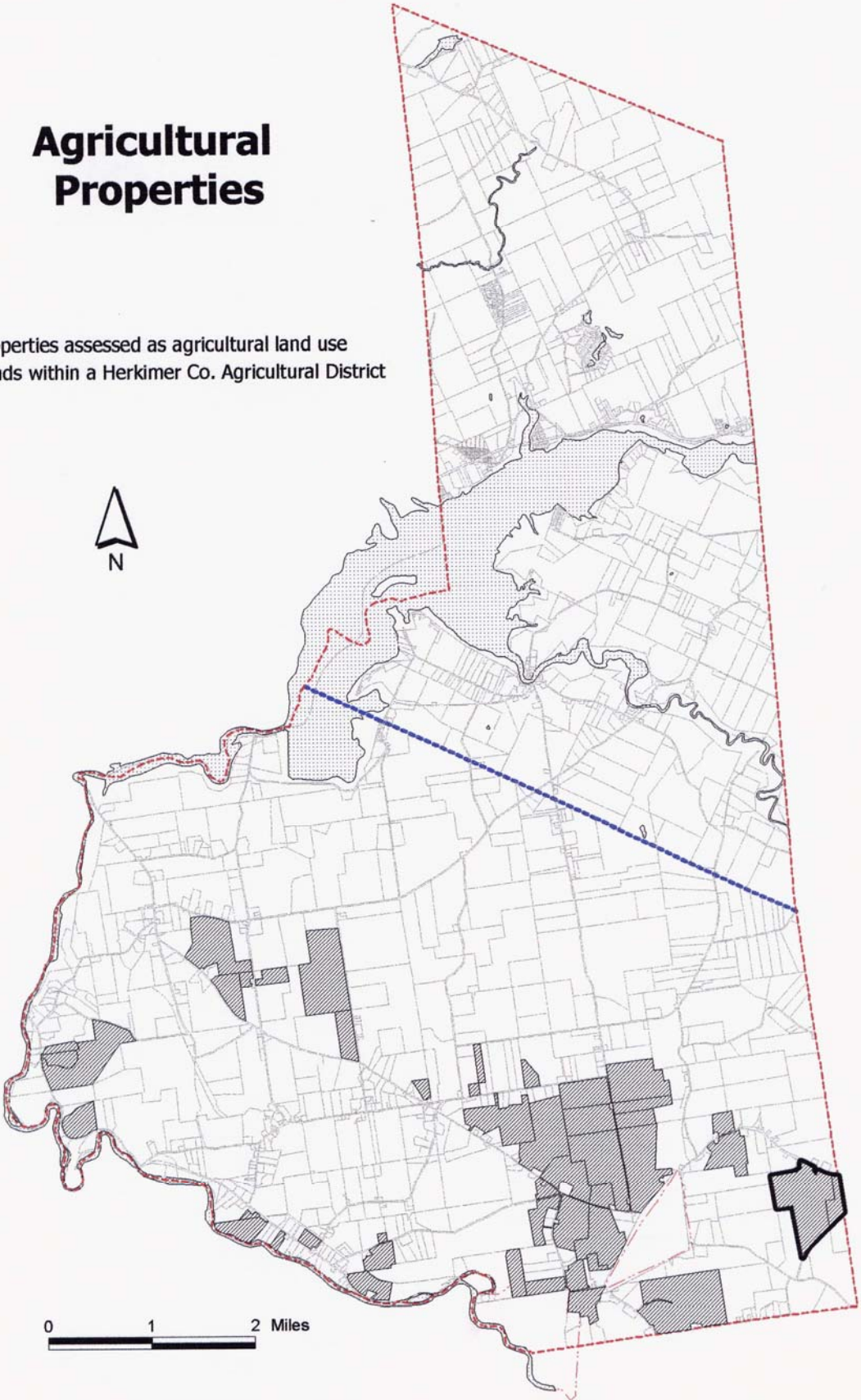
Land parcels assessed as agricultural are shown on the “Agricultural Properties” map. However, because this map only includes whole land parcels, it does not accurately portray farm fields that may occupy only a portion of a lot. A more accurate representation of the extent of current farmland in the Town of Russia is shown on the “Farm Fields and Other Open Lands” map that was prepared using ortho-imagery dated 1994 to 1999 as the data source. (A student from SUNY Plattsburgh “digitized” what appeared to be farm fields from these images, creating a digital data file that could be mapped with computer equipment.) It should be cautioned that large open grassy areas appear the same as farm fields on the images,

Agricultural Properties

-  Properties assessed as agricultural land use
-  Lands within a Herkimer Co. Agricultural District

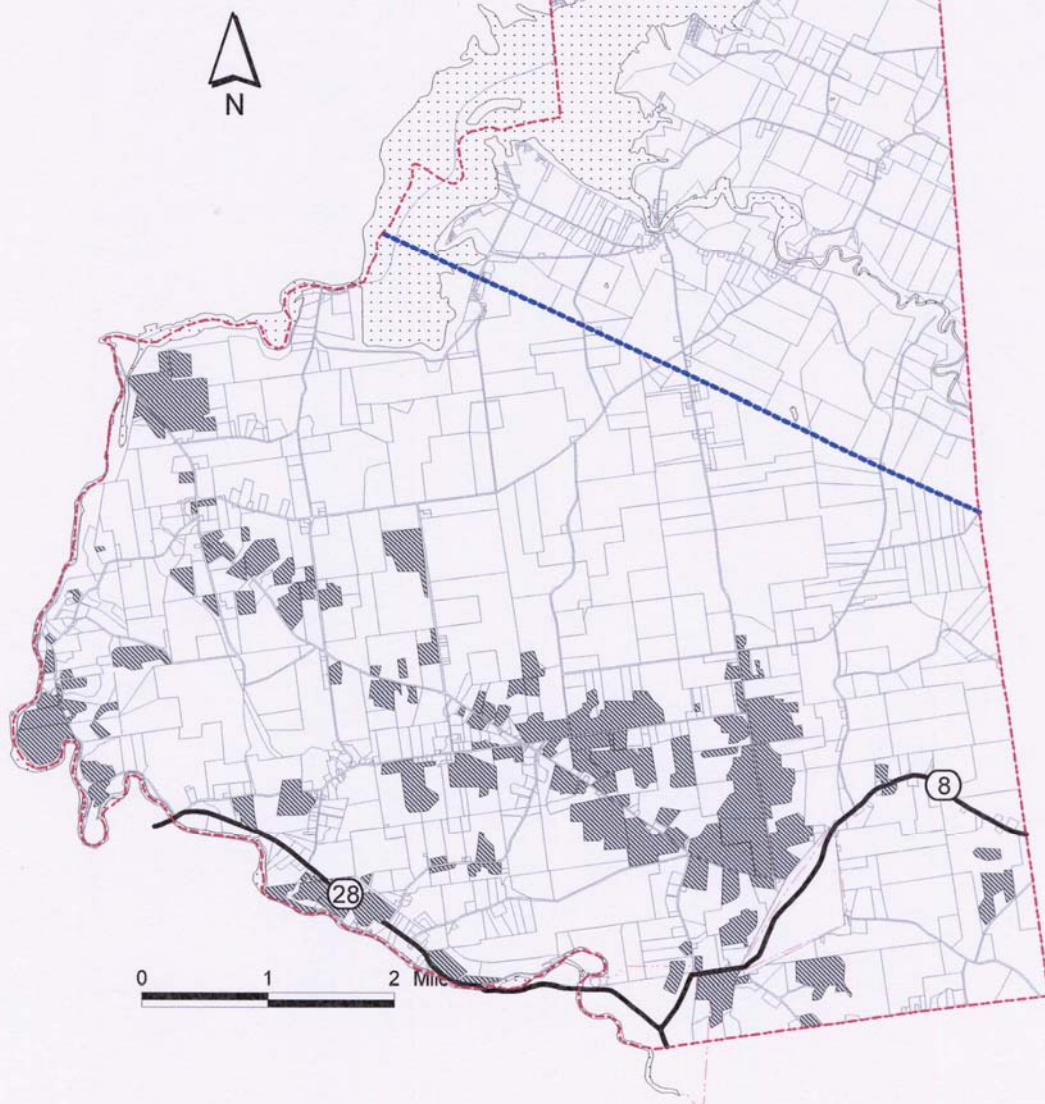


0 1 2 Miles



Farm Fields and Other Open Lands

This map was derived from "ortho-images" of the Town of Russia from which the type of land cover can be ascertained. It is not possible, in some cases, to discern the difference between large grassed areas as might occur on a golf course or on a large residential yard, and a farm field. This map may not be entirely accurate in regard to farm fields, but it does distinguish fields from wooded areas.



and this map probably includes some relatively recently abandoned farmland as well as golf course fairways, and perhaps large lawn areas.

Substantial portions of the Town not identified as productive agricultural land nonetheless are made up of abandoned farmland, farmland converted to other uses including recreation or mining, or farmland returning to wooded status and identified on the tax rolls as private forest. However, data showing the location or extent of such lands is unavailable.

Despite the decline in active farmland, the farming heritage of the Town contributes significantly to the rural character and scenic values of the landscape – characteristics of the Town that residents have indicated a desire to preserve as indicated by results of the property owners questionnaire survey conducted in August 2000. It is in the Town's interest, therefore, to support the continuation of existing agricultural operations, and to support any initiatives to create new agricultural enterprises to the extent possible.

To support agricultural business the Town can:

- (1) Encourage farmers to participate in the NYS Agricultural District program. Farming is not limited to dairy or produce operations, but could also include commercial horse boarding activities.
- (2) Pass local nuisance and right-to-farm laws to protect farmers.
- (3) Prevent unnecessary burdens on farmers and agriculture by not imposing land use regulations that interfere with agricultural operations.
- (4) Adopt land use controls that help preserve farming by discouraging growth and development patterns that would be disruptive of agriculture in the long term.
- (5) Keep land taxes low by establishing highway maintenance and improvement priorities consistent with those acceptable for low volume rural roads, and by not encouraging development in areas served by those roads.

The question of what is an appropriate minimum lot size for new development in agricultural areas poses somewhat of a dilemma. On one hand, large lot sizes are desirable in order to not encourage development in farming areas. On the other hand, if large lot sizes are required and a farmer desires to sell building lots for cash flow purposes, larger chunks of good farmland are consumed by development. Given the pattern of farmland in the Town of Russia, the former alternative is preferred. It is apparent that cropland occupies only a portion of most of the land parcels and active farms, leaving considerable areas of woodland or transition land available for building lots without having to use prime agricultural land for development. Large minimum lot sizes are therefore compatible with the goal of encouraging agriculture in the Town of Russia. In the event that a subdivision development is contemplated, the use of an additional planning tool known as 'cluster development' can also be consistent with Town goals. 'Cluster development' is discussed further in the next section ('Open Space and Parkland')

At the county level, farmers may opt to be included in a Herkimer County agricultural district. Agricultural Districts are authorized by New York State law and are established by the county upon the request of farmers. Farms within a district are offered protection against land

development pressures in exchange for a commitment to use the land for agricultural purposes. Benefits of being in an Agricultural District include the following.

- (a) Land is assessed at its value for agriculture rather than its development value, thereby protecting farmers against rising property taxes resulting from rising land values created by demand for building lots. (However, in rural towns like Russia there may be little or no difference between the development value and agricultural value, thereby resulting in no tax reduction.)
- (b) A municipality may not adopt any laws or regulations which would "unreasonably restrict or regulate" normal agricultural practices.
- (c) There are limits on local benefit assessments, such as for public water or sewer systems, thereby protecting farmers from excessive charges for these services.
- (d) State or federal projects must undergo a public hearing and review of possible adverse impacts upon agriculture before being located within an Agricultural District.

There is only one land parcel in the Town of Russia currently within a Herkimer County Agricultural District. (See "Agricultural Properties" map.)

Belonging to an Agricultural District and favorable local land use regulations, however, will not permanently preserve farmland. Such measures are beneficial, but do not afford good long term protection in the face of development pressures. The New York State Farmland Preservation program and other means of acquiring conservation easements and/or development rights to preserve open space are the best means of farmland protection. However, it is extremely unlikely that this program will have any application in the Town of Russia. The New York State Farmland Preservation program works by providing funds to purchase open space easements from willing farmers. Funds are limited and competitive to obtain. Each county can apply each year for the funds. Prime farmland under the most intense suburbanization pressure is given highest priority. Land in the Town of Russia would not be competitive in the program when rated against prime farmland close to large metropolitan areas.

Another possibility may be the donation of conservation easements to land trusts or conservancies in order to permanently preserve open space. Organizations such as the Tug Hill Land Trust, or similar local or regional organizations, may be willing to accept the donation of conservation easements on farmland. Donation of such an easement, voluntary on the part of the landowner, limits future development on the land and has some potential tax advantages. Because the land assessment on such property is based on its open space or agricultural value rather than its value for possible development, the assessment could be significantly lower as a result of the conservation easement thereby potentially reducing both property tax and inheritance tax.

Open Space and Parkland

The Town of Russia contains significant amounts of publicly and privately owned open space, shown on the “Parks and Open Space” map, as well as on the Agricultural Properties and the Farm Fields and Open Space maps.

State Forest Preserve Lands

State lands located north of the Adirondack Park Blue line are part of the New York State Forest Preserve and are protected by the “forever wild” clause of the state constitution. These lands are accessible to the public and are permanently protected open space. By state law these lands must not be sold or leased to any entity, and trees cannot be cut or removed on them. Another large area of protected forest land exists as a State Reforestation Area south of the blue line and just north of the Village of Herkimer lands.

Hinckley Reservoir State Day Use Area

The Hinckley Reservoir State Day Use Area provides a public park along the shore of the reservoir, and includes a large amount of state owned open space recreation land.

New York State Division of Canals Property

The New York State Division of Canals owns the land upon which Hinckley Reservoir was created, and in addition owns of a corridor of land containing Black Creek. The Black Creek open space corridor not only provides valuable wildlife habitat (see Wildlife Habitat section of this plan), but also affords an excellent opportunity for canoeing through an undeveloped natural area.

The Black Creek corridor is a significant open space, recreation, and wildlife habitat resource that deserves protection as permanent open space and natural area. Should the NYS Division of Canals choose to dispose of the property at some future date, some form of permanent open space protection should be sought for this property that allows public access.

Village of Herkimer Water Supply Protection Lands

The Village of Herkimer currently obtains its public water supply from Mill Creek, located in the south-central area of the Town of Russia. It owns the lands within the Mill Creek watershed for purposes of protecting its water supply.

Should the Village opt to develop an alternative source of water supply, such as deep wells, it may choose to dispose of this property. In such event, it would be in the Town’s interest to seek preservation of these lands as some form of permanent open space. Together with the State lands immediately to the north, it would provide a large expanse of open space that

could be used for recreation. Among the future possibilities for the current Village of Herkimer lands would be the creation of snowmobile, hiking, or mountain biking trails.

Conversely, residential development within this area may create some undesirable impacts. Many studies have shown that increased development in rural areas can lead to higher costs of government services, and thus higher land taxes, despite the addition of new residences to the tax base. Such added costs can be due to road improvements and additional road maintenance necessary to service new development. Given the current road conditions in this portion of the Town, such costs could be anticipated. In addition to increased road improvement and maintenance costs, development of this portion of Town would forever change its open space character and value as a recreational resource.

Land Protected by Conservation Easements

There are currently approximately 500 acres of land along the West Canada Creek in the Town of Russia, as well as a smaller number of contiguous acres in the Town of Trenton on the opposite bank of the Creek, that are permanently preserved as open space under conservation easement agreements between four landowners and the Tug Hill Tomorrow Land Trust. These conservation easement agreements strictly limit development on the properties but allow for agricultural and forestry activities within certain guidelines. In addition, there are a number of smaller landholdings throughout the town that are protected under a variety of easement agreements.

Private Open Space.

Most of the open lands in the Town of Russia are privately owned, and are not permanently protected. Some are posted and some are not. If trends in other areas are an indication, growth in the Town of Russia would eventually lead to the posting of most privately owned land, a significant change. The present situation, with numerous large, undeveloped and frequently unposted and unfenced private properties probably owes not only to low population pressure, but also somewhat to the fact that property tax rates for vacant land are still low enough that there is not heavy pressure on owners of these properties to subdivide them.

Growth is somewhat limited on most of these lands by minimum lot size requirements of 5 and 8 acres in the LDR (Low Density Residential) and RDR (Rural Density Residential) land use districts, coupled with minimum lot widths of 300 feet in said districts. However, were large tracts of land to be developed at these minimum densities, open space character would be irretrievably lost. The area would effectively be “suburbanized” at rural densities. It may be concluded that the relatively large minimum lot sizes of 5 and 8 acres respectively that are required in most of the Town will help retain rural character, but will not be effective in preserving large tracts of undeveloped open space.

Woodlands

According to the 2003 property tax rolls, almost one-third of the acreage in the Town is forested, with more than half of that land held by private landowners. The continued maintenance of this land as woodlands will be a significant contributor to the preservation of the rural character of the Town.

One factor in the preservation of woodlands is the ability of landowners to earn income from sound forestry activities. Consistent with New York State law adopted in 2003, the Town should "facilitate the practice of forestry", in ways that are consistent with other Town goals, and should review any ordinances affecting forestry with the NYS DEC.

Under New York State Real Property Tax Law, Section 480-a, owners of large woodlots (50 contiguous acres or more) who commit to long-term management and improvement of those properties can receive significant property tax benefits. This program supports private landowner behavior that is consistent with the Town's goals, and should be encouraged.

Preserving Open Space by Voluntary Donation of Conservation Easements

Voluntary donation of conservation easements to a local, regional or national land conservancy is an increasingly popular method of preserving open space of special value. The Tug Hill Land Trust is one such conservancy that already has completed conservation easement agreements with some local landowners. Among the open space lands that would be appropriately preserved by conservation easements in the Town of Russia are the following:

- Lands along the West Canada Creek
- Village of Herkimer Water Supply Protection Lands (if the Village were to dispose of them)
- Black Creek corridor lands (if the NYS Division of Canals ever were to dispose of them)
- Significant wildlife habitats
- Properties of historical significance
- Unique geologic features
- Active farmland

Preserving Open Space by "Cluster Development" (also known as "Flexible Development")

"Cluster Development," also known as "Flexible Development," is a planning tool that can be used to preserve open space when land is subdivided into building lots. The basic principle of cluster development is that smaller lot sizes than are allowed for conventional development in a given land use district may be permitted as a "cluster development", provided that the remainder of the land within the parcel to be subdivided is preserved as open space.

Typically, a cluster development provision in a subdivision ordinance would require that the average resulting density of development not exceed that which would result from application of the district's minimum lot size to the entire parcel to be subdivided. Further, the ordinance would define in general terms the types of land preservation conditions that must apply to the undeveloped portion of the parcel; the specific preservation conditions would be defined at the time of application for the subdivision permit.

For example, under cluster development an owner proposing to build 20 houses on a 100-acre lot in a district with a 5-acre minimum lot size might be allowed to build the 20 houses on 1-acre lots in exchange for permanently preserving the remaining 80 acres. Conditions of preservation of those 80 acres might include the donation of a conservation easement, as discussed elsewhere in this plan.

In this example, the Town would further its goals by permanently preserving 80 acres of land. The developer also might benefit by reducing the infrastructure costs of the development as well as by increasing the marketability of the homes, which will be permanently protected from adjacent development.

The cluster development technique is most useful when the pace of residential development is substantially higher than the Town of Russia has experienced in the past. It will not prevent the kind of gradual "suburbanization" that occurs as a result of individual lots being developed independently over an extended period of time.

Moreover, care must be taken in the drafting of a cluster development ordinance, and in its application, to prevent it from being used as a regulatory "loophole", i.e. as a means of creating smaller lots without protecting important open space of community value. Effective administration of a cluster development ordinance requires more involvement and record-keeping on the Town's part.

However, given the overriding goal of this Plan "to maintain the Town as an uncrowded, rural, residential community with large areas of open space", and the need to anticipate possible changes in development patterns over the ten- to twenty-year time frame contemplated by the Plan, the cluster development technique should be an important element of the Town's land use regulation.

Cluster development could be particularly effectively used in the Town to help preserve active agricultural lands, to protect views and scenic values near the West Canada Creek, Hinckley Reservoir and other areas, to protect the integrity of historic sites, and otherwise to preserve open space of special value to the community.

Lot Sizes

Existing lots sizes are shown on Table 14. About one-half of the total lots are less than 5 acres in size. There are at least 571 lots, representing more than 38 percent of all lots in the Town, that are less than 1 acre in size. Of these at least 216 are vacant. None of these properties less than 1 acre in area meet the minimum lot size required by the current land use

regulation. However, all lots pre-dating the regulation are exempt from the minimum lot size requirement, and therefore these small lots could be developed.

Examination of Tables 14 and 15, and the “Lots Less than 5 Acres in Size” map reveals that there are many other undersized lots in the Town of Russia in the sense that they do not meet the minimum area requirements of the existing land use regulation. Low Density Residential (LDR) and Rural Density Residential (RDR) districts occupy about 72 percent of the Town’s land area and require lot sizes of at least 5 acres and 8 acres respectively. All of the lots shown on the “Lots Less than 5 Acres in Size” map that are located in said districts therefore do not meet the size requirements of the current regulations. Some of these lots are already developed, and others are vacant. However, the “Small Vacant Lots” map shows that relatively few small vacant lots exist in the southern portion of Town in LDR and RDR districts. Most of the opportunities to develop on lots smaller than the currently required sizes exist north of the Adirondack Park Blue line in the general vicinity of Hinckley Reservoir.

Table 14
Existing Lot Sizes, 2001

<u>Lot size (acres)</u>	<u>Number of lots</u>	<u>Percent of Total Lots</u>	<u>Undeveloped</u>	
			<u>Number</u>	<u>Percent</u>
less than 1	571	28%	216	38%
1 to 1.9	218	11%	58	27%
2 to 2.9	88	4%	27	31%
3 to 4.9	112	6%	43	38%
5 to 7.9	164	8%	58	35%
8 to 19.9	247	12%	117	47%
20 or more	390	19%	217	56%
unknown	221	11%	83	38%
Total =	2011	100%	819	41%

(Total adds to 99% due to rounding)

Source: Real Property Data, 2001

Table 15
Minimum Lot size Required within Existing Land Use Districts

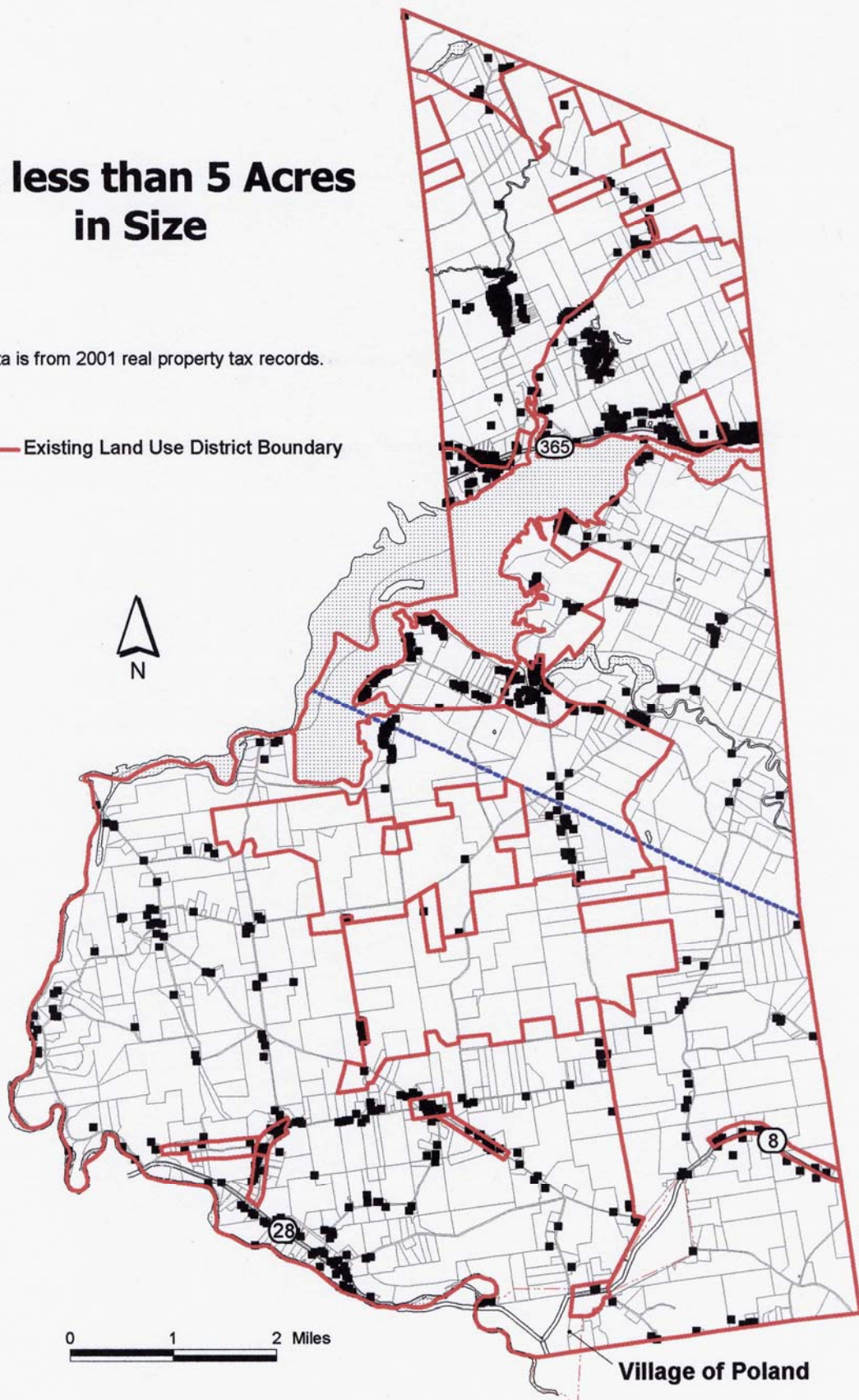
<u>Land Use District</u>	<u>Minimum Lot Size</u>	<u>Percent of Town</u>
Hamlets	1 to 2 acres, varies by hamlet	1 %
Corridor Residential	2 acres	1 %
Medium Density Residential	3 acres	9 %
Low Density Residential	5 acres	34 %
Rural Density Residential	8 acres	38 %
Resource Conservation	None	7 %
State Land	not applicable	10 %

It may also be concluded from examination of the “Lots Less than 5 Acres in Size” map and Tables 14 and 15 that minimum required lot sizes of 5 and 8 acres in LDR and RDR districts, respectively, are generally consistent with existing lot sizes, with larger lots being more

Lots less than 5 Acres in Size

Data is from 2001 real property tax records.

— Existing Land Use District Boundary



numerous than smaller lots. However, there are some areas within LDR districts where smaller lots tend to predominate.

One of the major considerations in establishing appropriate minimum lot sizes for new development in rural areas is to achieve the goal of preserving rural character. The property owner survey conducted in August 2000 indicated strong citizen support for the goal of maintaining the Town as an “uncrowded, rural residential community having large undeveloped areas.” Strong support was also given to retaining the current minimum lot sizes of 5 and 8 acres throughout most of the rural parts of Town. Results were as follows.

Increase required minimum lot sizes	18 %
Maintain existing required minimum lot sizes	63 %
Decrease required minimum lot size	19 %

Hamlet Characteristics

The four hamlets in the Town of Russia -- Russia, Gravesville, Grant, and Northwood -- were its earliest areas of concentrated settlement, and housed shops and facilities to service surrounding populations. Among the uses found in the hamlets more than a century ago were churches, blacksmith shops, general stores, schools, a sawmill, a post office, a physician, a shoe shop, a tin shop, and a furniture manufacturer. (See historic maps.) Today these hamlets are primarily residential areas, with only remnants of their once central role in rural life remaining. (A fifth hamlet once existed but disappeared with the creation of the Hinckley Reservoir. The hamlet of Hinckley was located along the West Canada Creek near what today is the outlet from Hinckley Reservoir.)

Description of each of the hamlets and analysis of their future role in the Town of Russia land use plan follows.






Russia

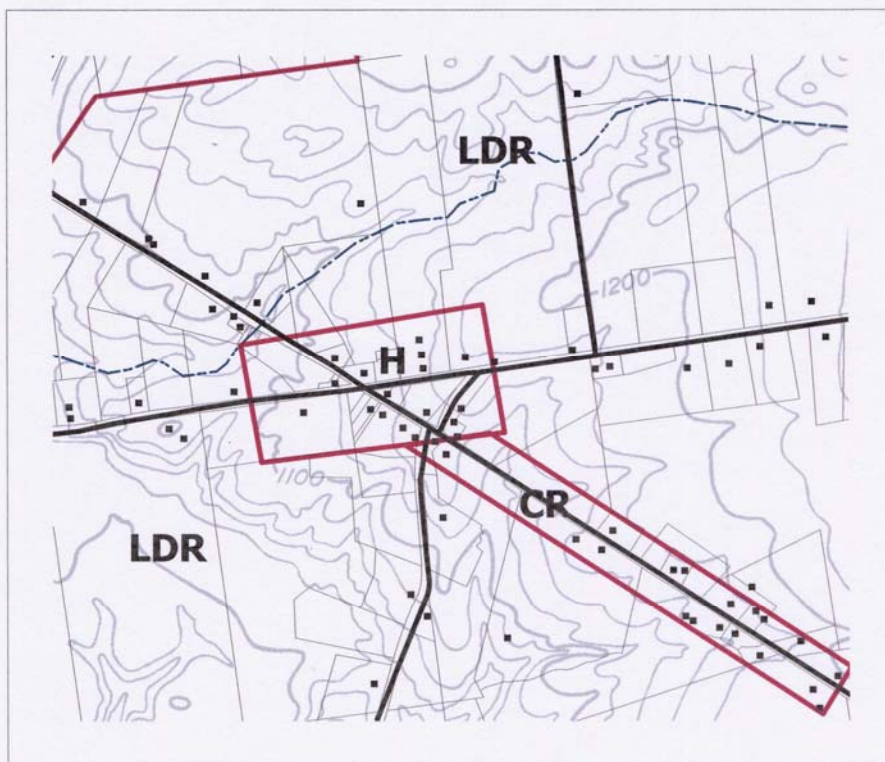
The hamlet of Russia is located at the intersection of Russia Road, Military Road, and Beecher Road. (See Hamlet of Russia Maps). Portions of the hamlet lie within the Russia Historical District that is listed on the National Register of Historic Places. The district consists of properties of exceptional historical value. As described earlier in this document (see History section), such designation is primarily for recognition purposes, and does not entail any regulation.

Physical conditions within the hamlet are fairly well suited for development. Soils are generally good for dwellings, although care needs to be taken to ensure that septic systems are properly designed and located due to the poor soils conditions for septic leach fields. Future development in or near the existing settled area on lot sizes of about 1 acre would be consistent with the physical conditions and existing lot sizes.

Hamlet of Russia

Existing Features, Topography, and Zoning Districts

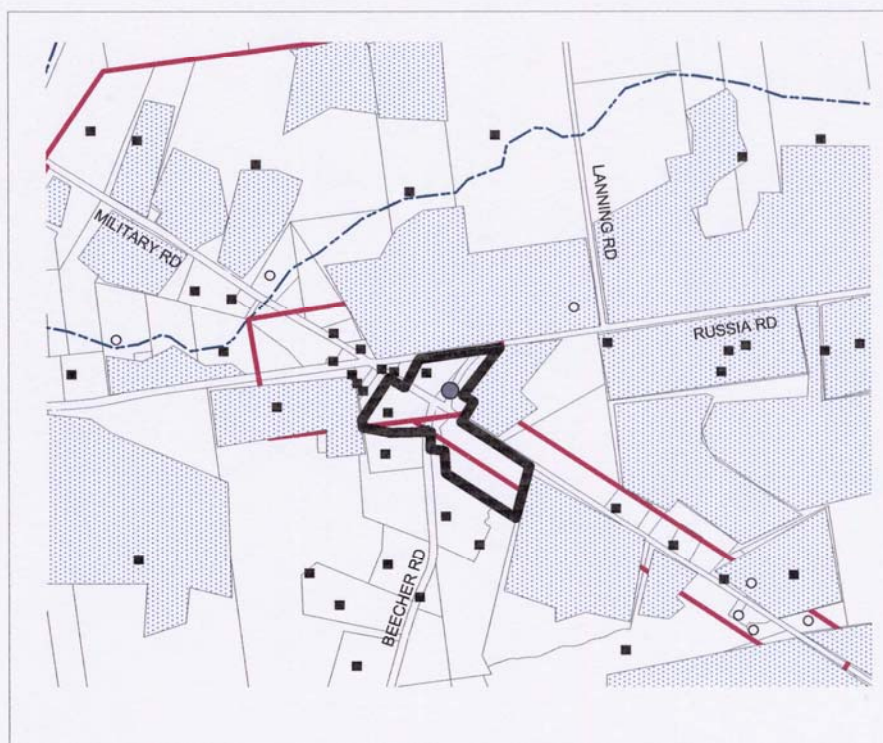
-  Private roads and drives
-  Buildings
-  Lot lines
-  Zoning district boundary
-  Streams



2001 Land Use and Historic District

-  Historic district
-  Single family dwelling
-  Mobile home
-  Seasonal home
-  Commercial
-  Public or semi-public use
-  Farmfields, open land
-  Zoning district boundary
-  Streams
-  Lot lines

0 1000 2000 Feet



Hamlet of Russia

Soil Limitations for Dwellings

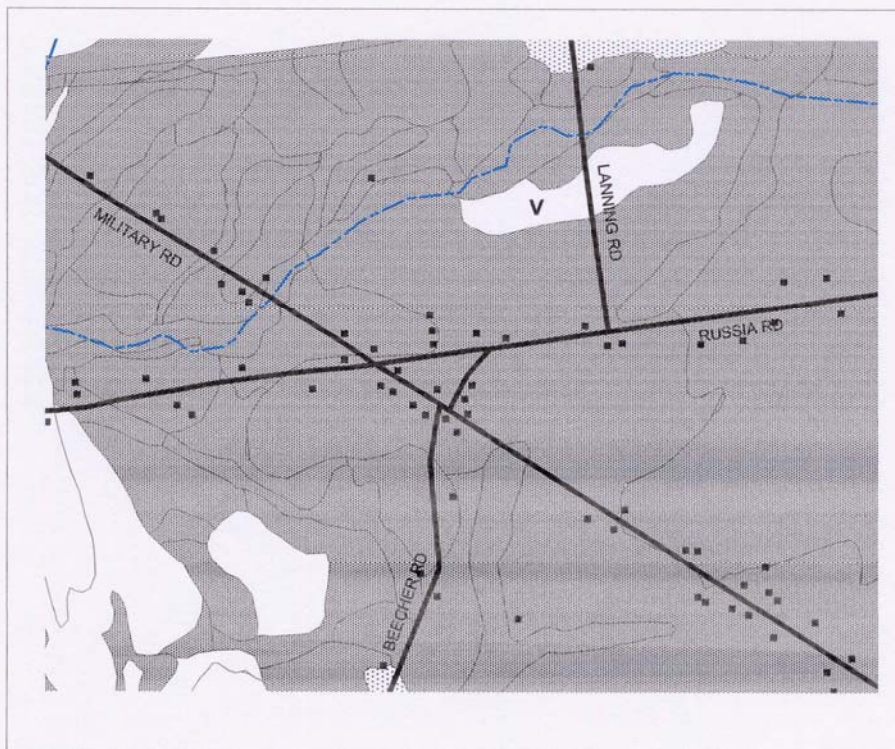
Limitations
Severe
Moderate
Slight
V Variable



Soil Limitations for Septic Systems

Limitations
Severe
Moderate
Slight
V Variable

0 1000 2000 Feet



The hamlet of Russia is an historic and residential area. The only non-residential use located therein is an historic church. In order to maintain the historical integrity of the hamlet, and in keeping with its existing residential character, the only form of new development within or near the hamlet should be residential, excluding mobile homes. In order to help preserve its historic character, all building plans within the hamlet should be subject to site plan review by the Town of Russia Planning Board.

Gravesville (or Grave's Ville on the historic maps)

The hamlet of Gravesville is located in the vicinity of the intersection of Gravesville Road, Russia Road and Hinckley Road. Its name apparently arose not from the presence of a nearby cemetery, but from early settlers of the name Graves. Physical conditions in the southern portion of the hamlet are very good for development, but are somewhat less favorable in the northern portion. Immediately to the east of its intersection with Hinckley Road, there is a steep section along Russia Road that poses severe limitations for development. This intersection should continue to form the eastern boundary of the hamlet. Lot sizes of about 1 acre would be consistent with physical conditions and existing lot sizes within the hamlet area.

Lands to the west and south along Gravesville Road have very favorable soils and slopes, and should continue to be designated as Corridor Residential districts, as in the existing land use regulation, in order to provide areas for future residential expansion near the hamlet.

Land use within the hamlet is predominantly residential, although there is a general store that has been in existence for many years, as well as a lumber supply. Nearby lands are owned by a mining company for the purpose of extracting sand and gravel. Due to its location near Route 28 in the southern section of Town and favorable physical development conditions, there is good potential for future residential growth in vicinity of Gravesville. There is little potential for general commercial development because it is not located on a heavily traveled highway, and because of the small population nearby. As a result of these factors future land use within Gravesville hamlet should continue to be residential with the exception of a general store to service the local population.

Also, it is desirable to control nearby mining activity in order to minimize truck traffic through this residential area and to avoid noise impacts. The establishment of a green space buffer area between any mining activity and any existing or future residential areas would further this objective.

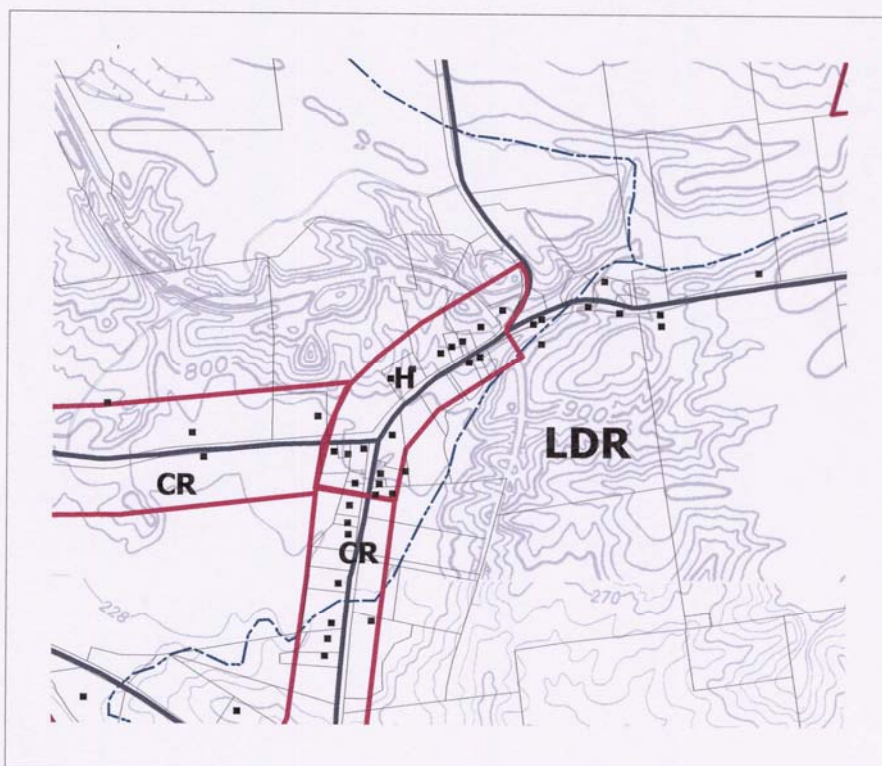
Grant

The hamlet of Grant is centered on the intersection of Grant Road, Pardeeville Road, and Stormy Hill Road. The major access to the Hinckley Day Use Area is through the hamlet. Physical conditions for development within the hamlet are variable. Soil conditions near the center of the settled area are generally suitable for development, but steeper slopes and poor soil conditions in the northern section and near Black Creek are not favorable. Some existing lots within the hamlet center are very small. Considering the soil and slope characteristics

Hamlet of Gravesville

Existing Features, Topography, and Zoning Districts

- Lot lines
- Buildings
- Zoning district boundary
- Private roads and drives
- Streams



2001 Land Use

- Single family dwelling
- Mobile home
- Seasonal home
- Commercial
- Public or semi-public use
- Mining properties
- Farmfields, open land
- Zoning district boundary
- Streams
- Lot lines

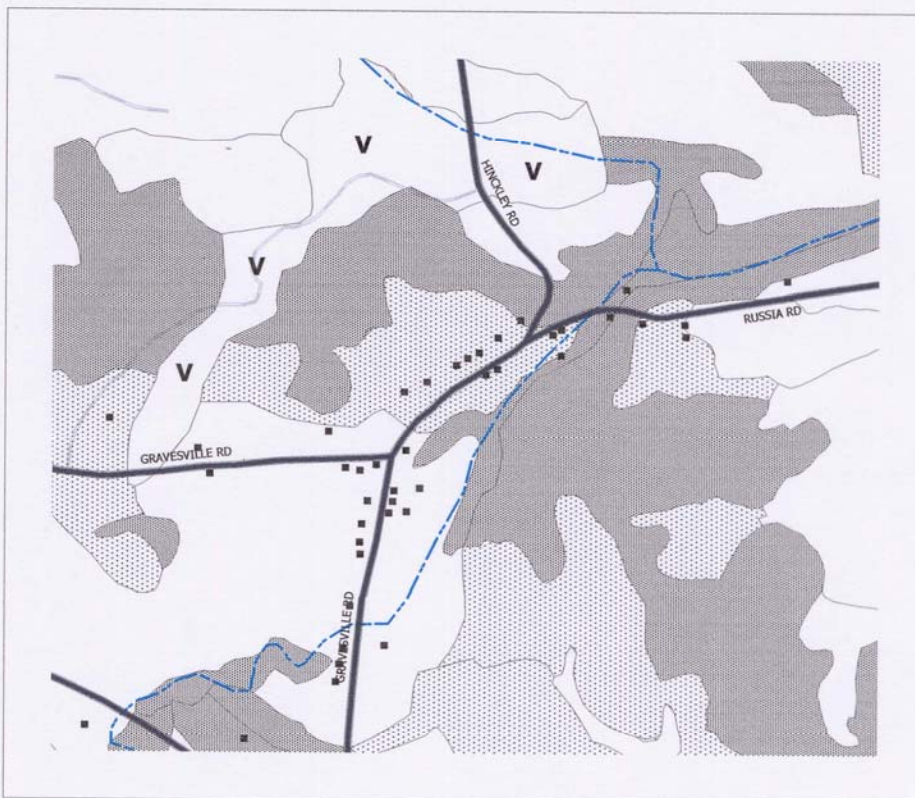
0 1000 2000 Feet



Hamlet of Gravesville

Soil Limitations for Dwellings

Limitations
Severe
Moderate
Slight
V Variable



Soil Limitations for Septic Systems

Limitations
Severe
Moderate
Slight
V Variable

0 1000 2000 Feet



together with the pattern of existing lot sizes, a minimum lot size of 1 acre is recommended within the hamlet. However, in areas characterized by poor soils or steeper slopes care should be taken to properly design and site septic systems.

Grant is currently a residential hamlet consisting of a mix of year-round and seasonal dwellings. The single commercial use shown on the 2001 land use map is a closed hotel. There may be some limited potential for the establishment of a small convenience type store in the Grant area in the future to service both the year-round and seasonal population. The designation of the hamlet of Grant as a residential hamlet with the possibility of establishing a small store to service the local population is consistent with its existing character and future potential.

Northwood

The hamlet of Northwood extends along State Route 365 and is bounded by Hinckley Reservoir to the south, the reservoir inlet in the vicinity of Spall Road and Wheelertown Road to the east, and Schaffer and Wheelertown Roads to the north. Its boundaries generally coincide with the Moderate Intensity Use category as designated on the Adirondack Park Land Use and Development Plan Map. Soil conditions in the hamlet are good for development, and based upon physical conditions a minimum lot size of 1 acre is recommended. Land use is primarily residential comprised of a mix of seasonal and year-round units, plus a group camp.

Due to its location along State Route 365 there is some potential for commercial or other non-residential development within the hamlet, and also along the remainder of Route 365 to the east of the hamlet. The designation of the hamlet for residential use with the possibility of some non-residential uses compatible with the existing character of the area is consistent with its existing character and future potential. Due the similarities between the existing hamlet of Northwood and the remainder of the Route 365 corridor within the Town of Russia, the hamlet boundaries should be extended to include the entire corridor, and existing land use district designation of hamlet should be replaced with "Mixed Use Low Density Scenic Corridor."







Route 28 Scenic Corridor

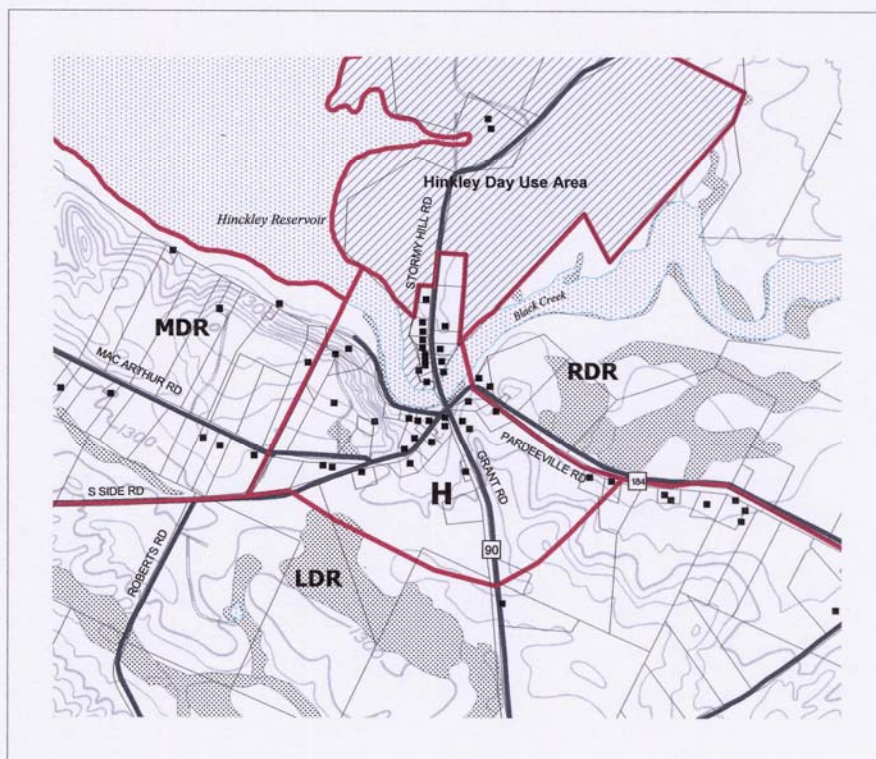
A proposed Route 28 Corridor boundary is shown on the accompanying maps.

The Route 28 corridor in the south of Town is a classic case where careful land use planning is especially important because it has both high quality resources that could be impacted by new growth, and by high growth potential. The area contains the West Canada Creek, renowned for its premier trout fishing, and is a scenic area of high quality. It is important as a community and regional resource because it is seen by all the travelers along Route 28, and not just by the residents of the area. For all of these reasons, the Town has initiated the process of seeking State Scenic Byway designation for the section of Route 28 that passes through the Town.

Hamlet of Grant

Existing Features, Topography, and Zoning Districts

-  Lot lines
-  Buildings
-  Zoning district boundary
-  Private roads and drives
-  State lands
-  Wetlands



2001 Land Use

-  Single family dwelling
-  Mobile home
-  Seasonal home
-  Vacant Commercial
-  Public or semi-public use
-  Lot lines
-  State lands
-  Zoning district boundaries

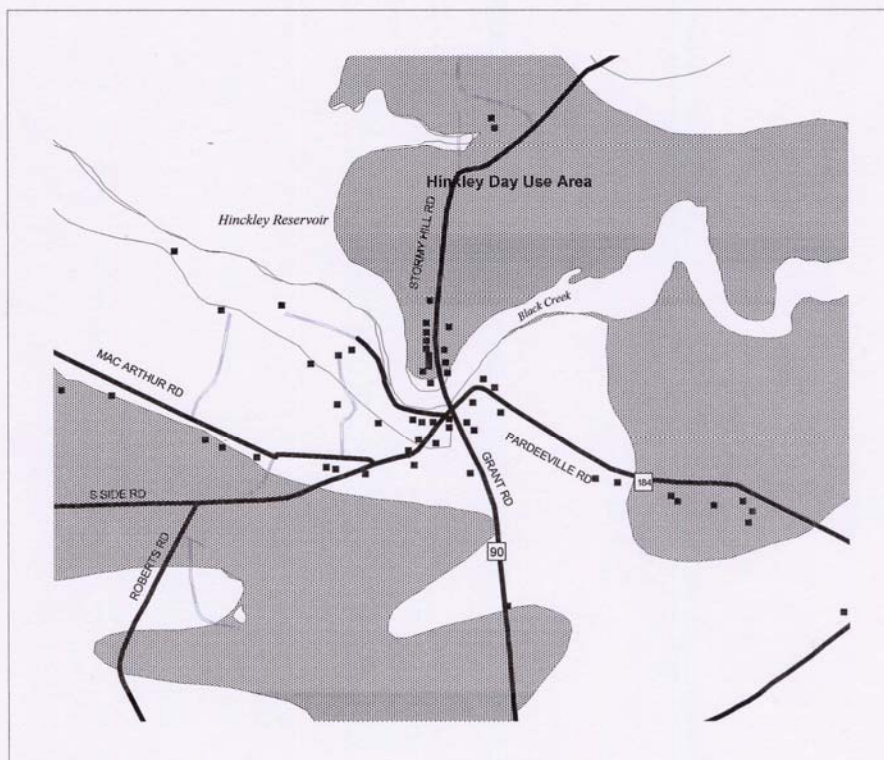
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Hamlet of Grant

Soil Limitations for Dwellings

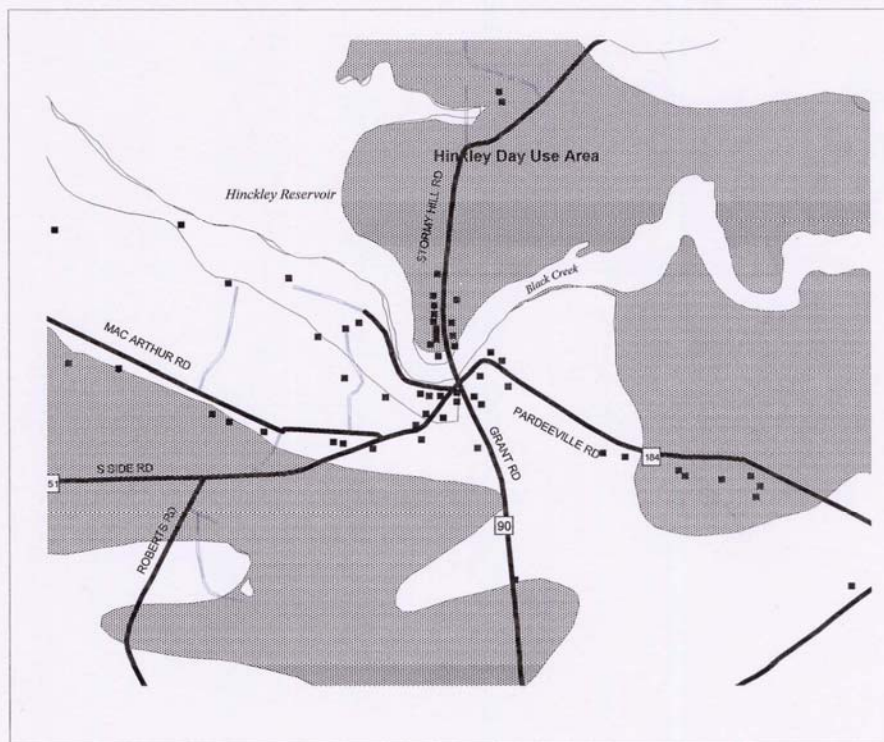
Limitations
Severe
Slight



Soil Limitations for Septic Systems

Limitations
Severe
Slight

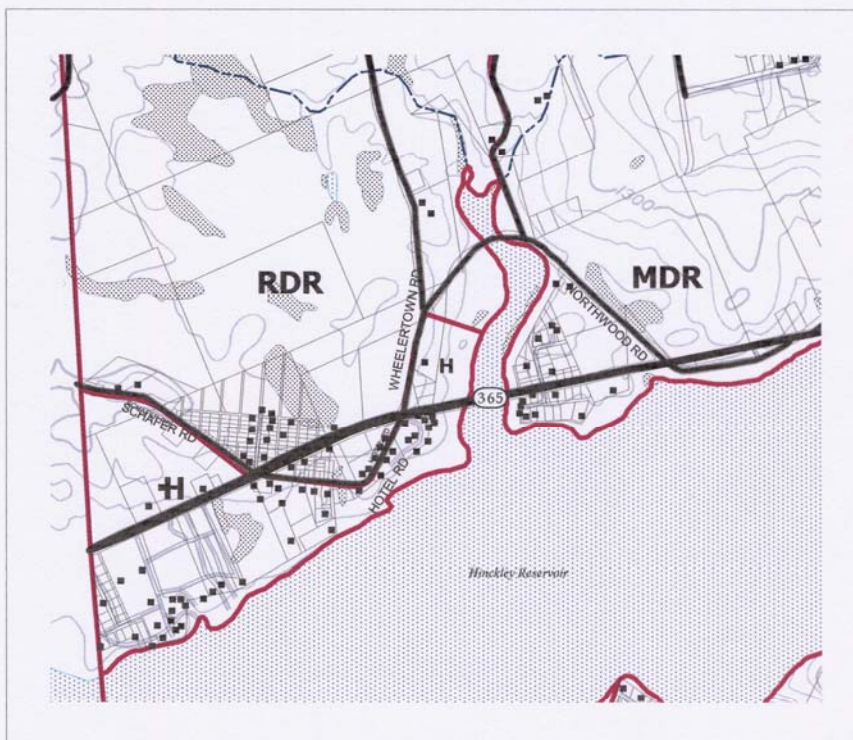
0 1000 2000 Feet



Hamlet of Northwood

Existing Features, Topography, and Zoning Districts

- Buildings
- Lot lines
- Zoning district boundary
- Private roads and drives
- Streams
- Wetlands



2001 Land Use

- Single family dwelling
- Commercial
- Mobile home
- Seasonal home
- Land use district boundaries
- Private roads and drives
- Lot lines
- Camp

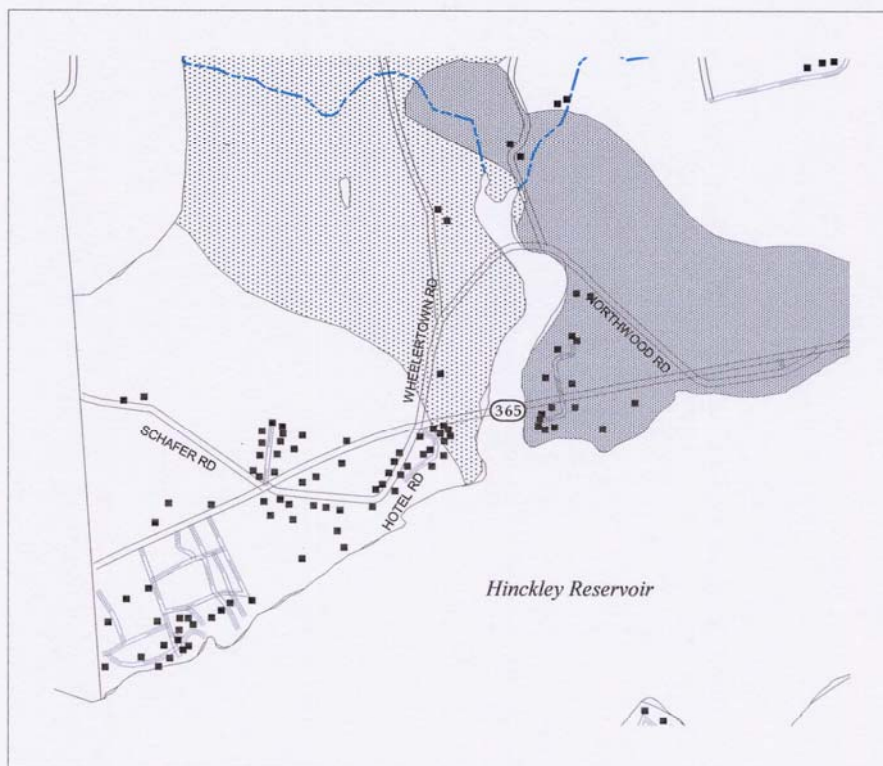
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Hamlet of Northwood

Soil Limitations for Dwellings

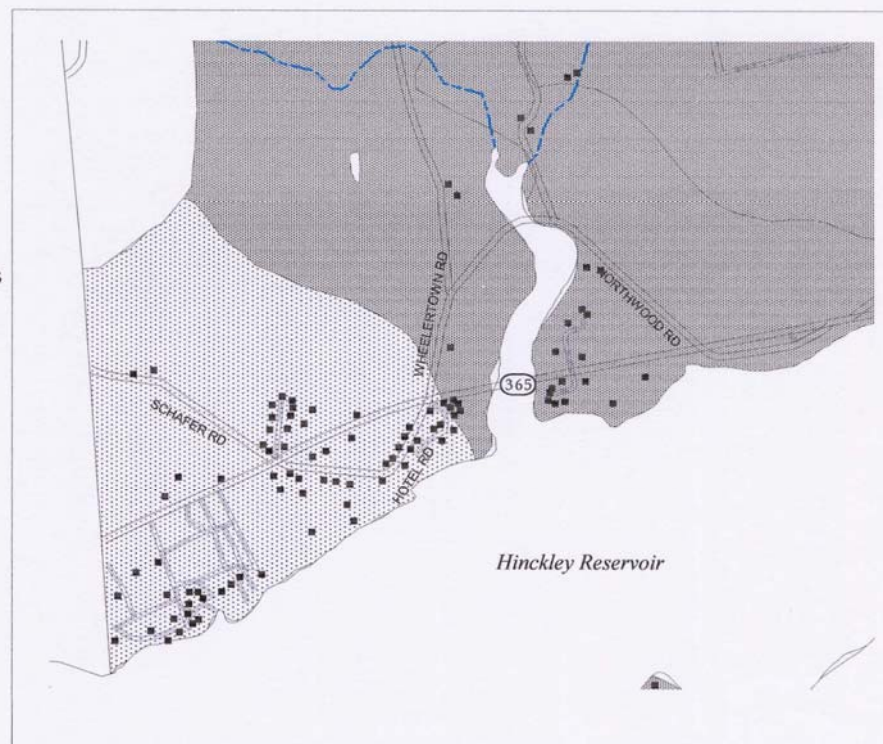
- Private roads and drives
Limitations
- Moderate/Severe
 - Slight/Moderate
 - Slight



Soil Limitations for Septic Systems

- Private roads and drives
Limitations
- Severe
 - Slight/Moderate
 - Slight

0 1000 2000 Feet



Physical conditions for development vary greatly within the area as shown on the Route 28 Corridor Soil Limitation maps, and the “Flood Hazard Area” map (see Flood Hazard Areas section of this plan.) The poorest conditions are the areas nearest to the West Canada Creek. There is a relatively wide flood hazard area that extends well beyond the stream banks. Soils both in and beyond the flood hazard zone are poor for development due to presence of a high ground water table and other factors. On the north side of Route 28 only the lands underlain by sand and gravel deposits, many of which are owned by mining companies, have soils that are good for development. The remaining north side areas are characterized as having severe limitations for septic systems and for dwellings. What remains is a relatively narrow strip of land along State Route 28 suitable for development that is already occupied by several residences. Given the poor soil conditions within the corridor, the existing lotting pattern, and the objective of preserving environmental and scenic values, it is recommended that the current minimum lot size of 5 acres be retained.

The corridor contains a mixture of land uses as shown on the “Route 28 Corridor Area Land Use” map. There are several residences, some farmland, and some lands to the north of Route 28 that are owned by mining companies. Some of the mining properties are being mined at the present time and some are not. This corridor also contains the Village of Poland wells used for public water supply.

Due its location and environmental and scenic values, this corridor is suitable for sensitively designed large lot residential development that would have minimal impact upon environmental and scenic quality.

Adirondack Park Plan and Regulations

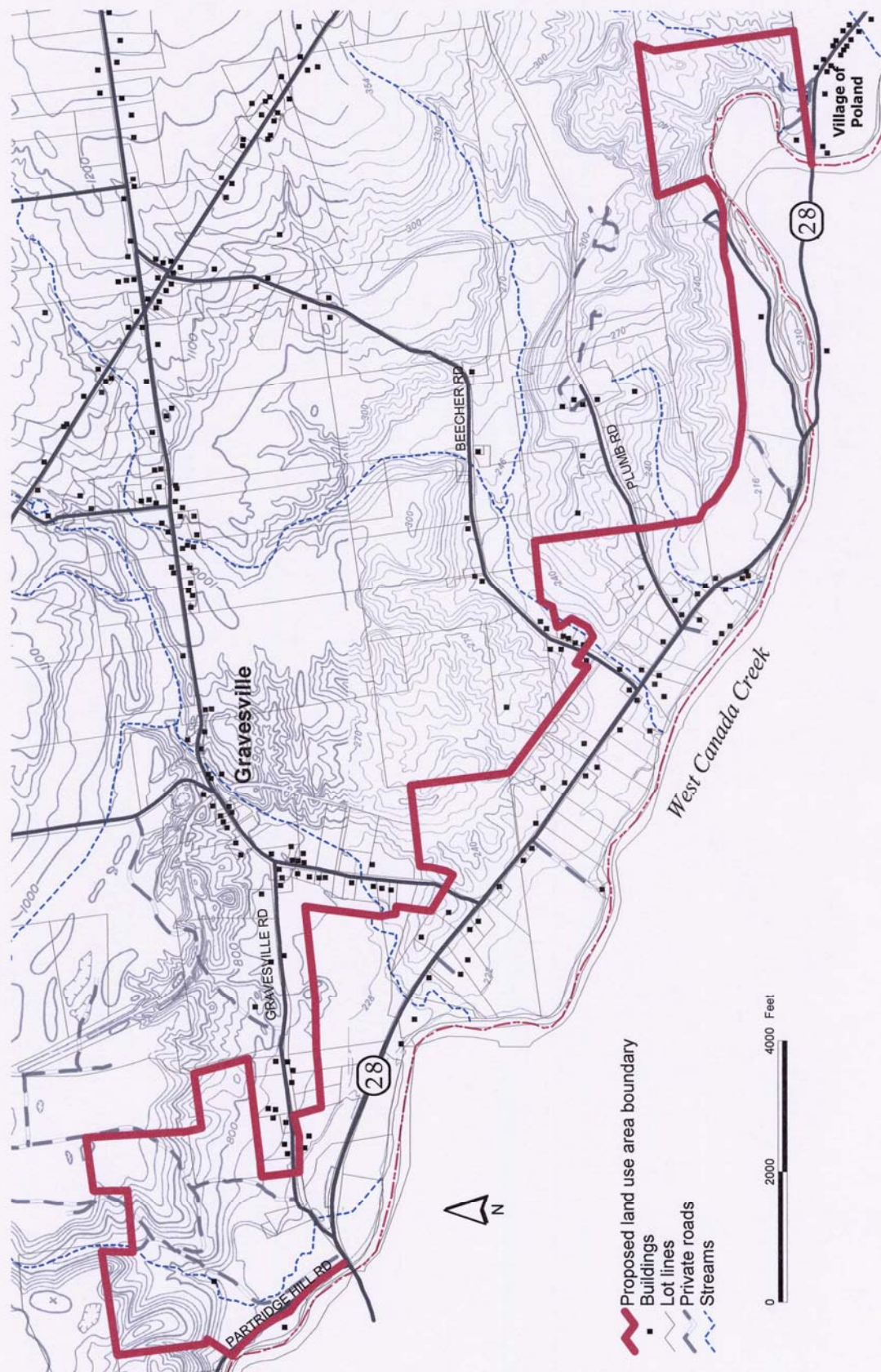
Land use within the Adirondack Park Blue line is regulated by the Adirondack Park Agency (APA). The Adirondack Park Land Use and Development Plan classifies private lands within the Town of Russia into the four types of land use districts shown on the “Adirondack Park Land Use Classification, Private Lands” map.

Within each type of land use district a minimum average lot size for new development is required. An “average lot size” requirement differs somewhat from the traditional minimum lot size requirement found in most municipal zoning laws. The average lot size requirement is more flexible because when land is subdivided, some smaller lots may be created provided that some larger lots are also created that result in an overall average density that complies with the minimum requirement. In a traditional minimum lot size requirement, by contrast, each individual lot within a land subdivision must meet the acreage requirement.

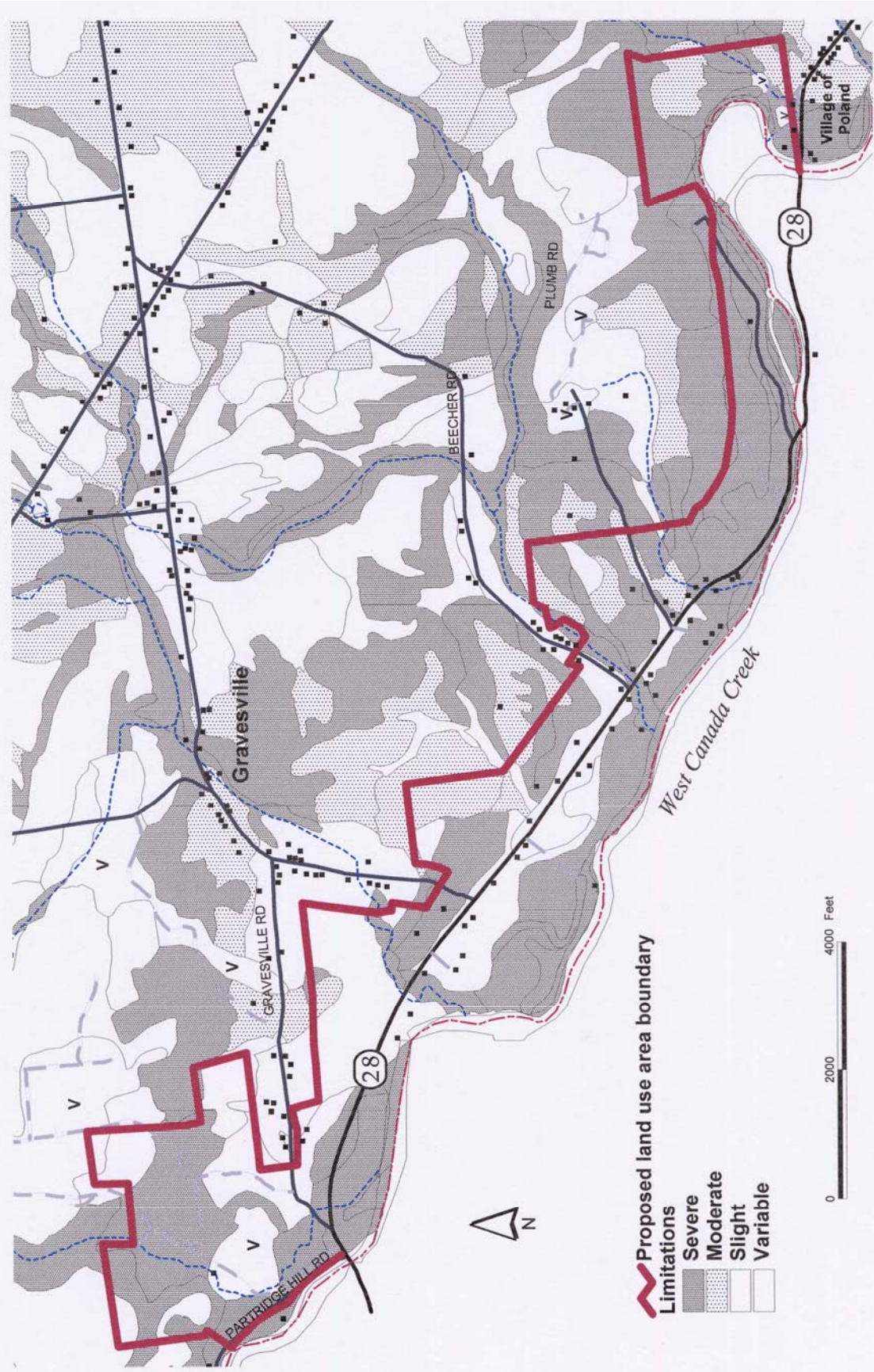
The average lot size requirement for the Adirondack Park land use districts within the Town of Russia are as follows:

Land Use District	Minimum Average Lot Size
Hamlet (H)	none
Moderate Intensity Use (MIU)	1.3 acres
Low Intensity Use (LIU)	3.2 acres
Rural Use (RU)	8.5 acres

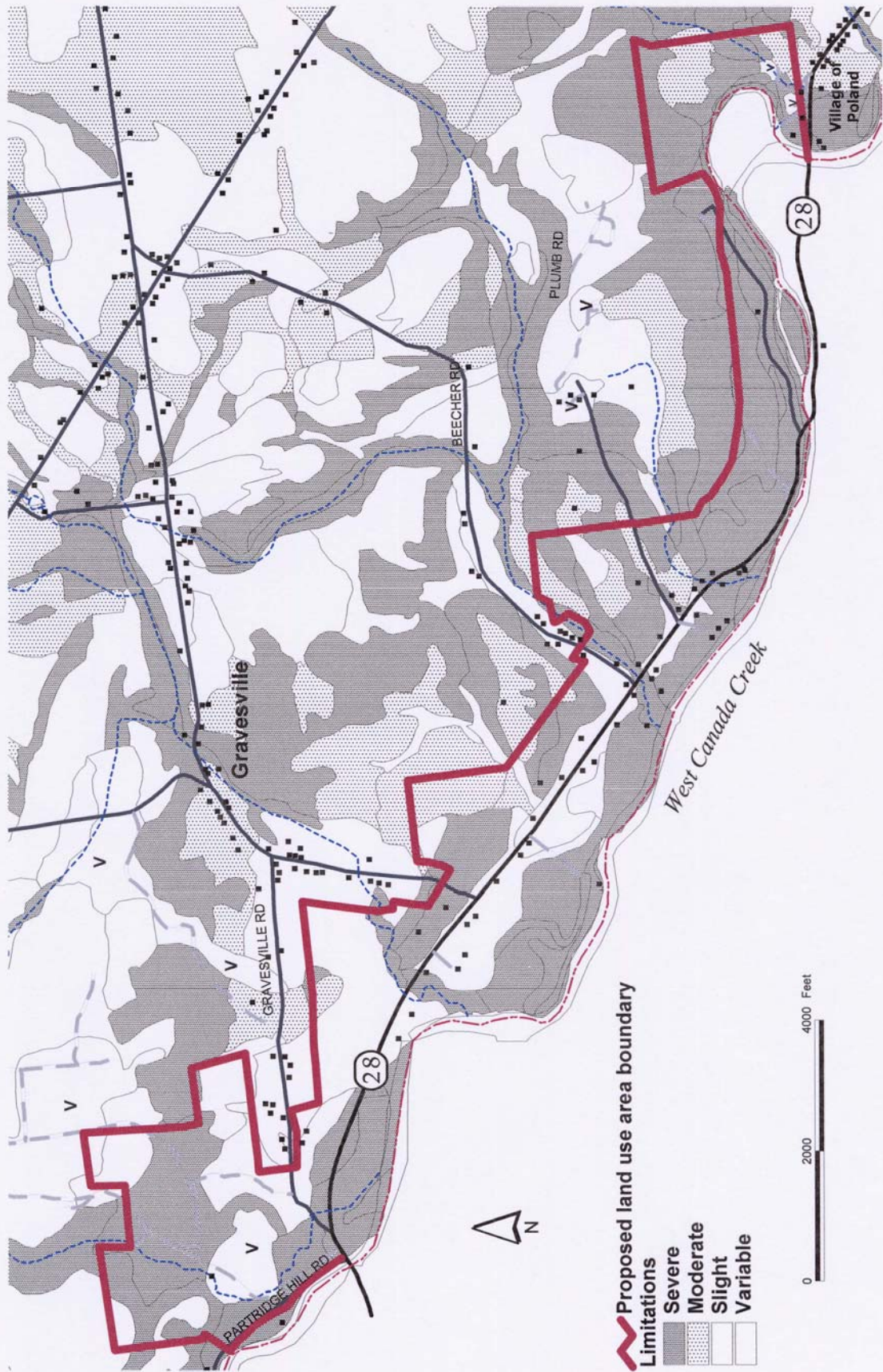
Route 28 Corridor Area - Existing Features and Topography



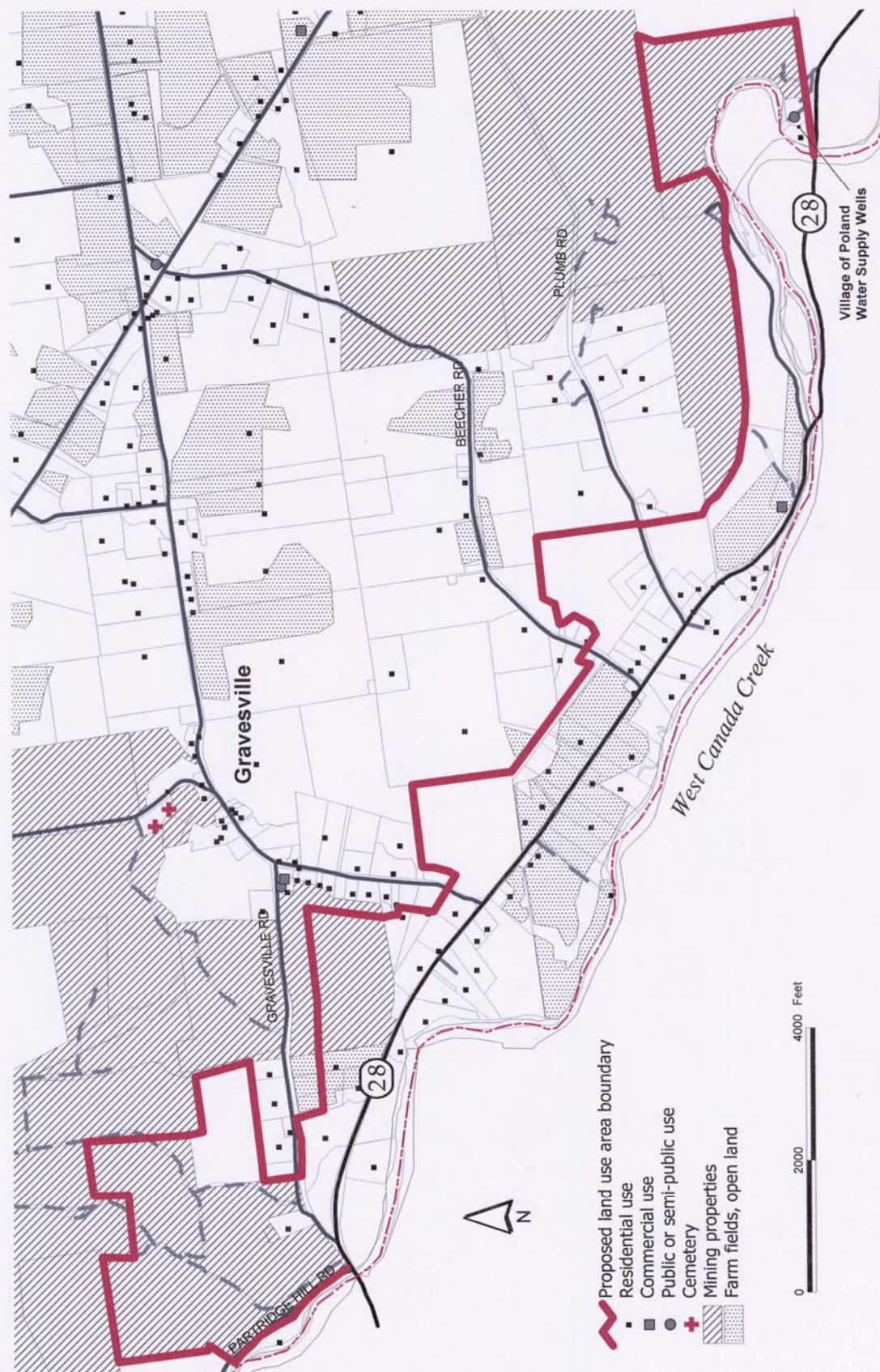
Route 28 Corridor Area - Soil Limitations for Dwellings






Route 28 Corridor Area - Soil Limitations for Septic Systems



Route 28 Corridor Area - Land Use



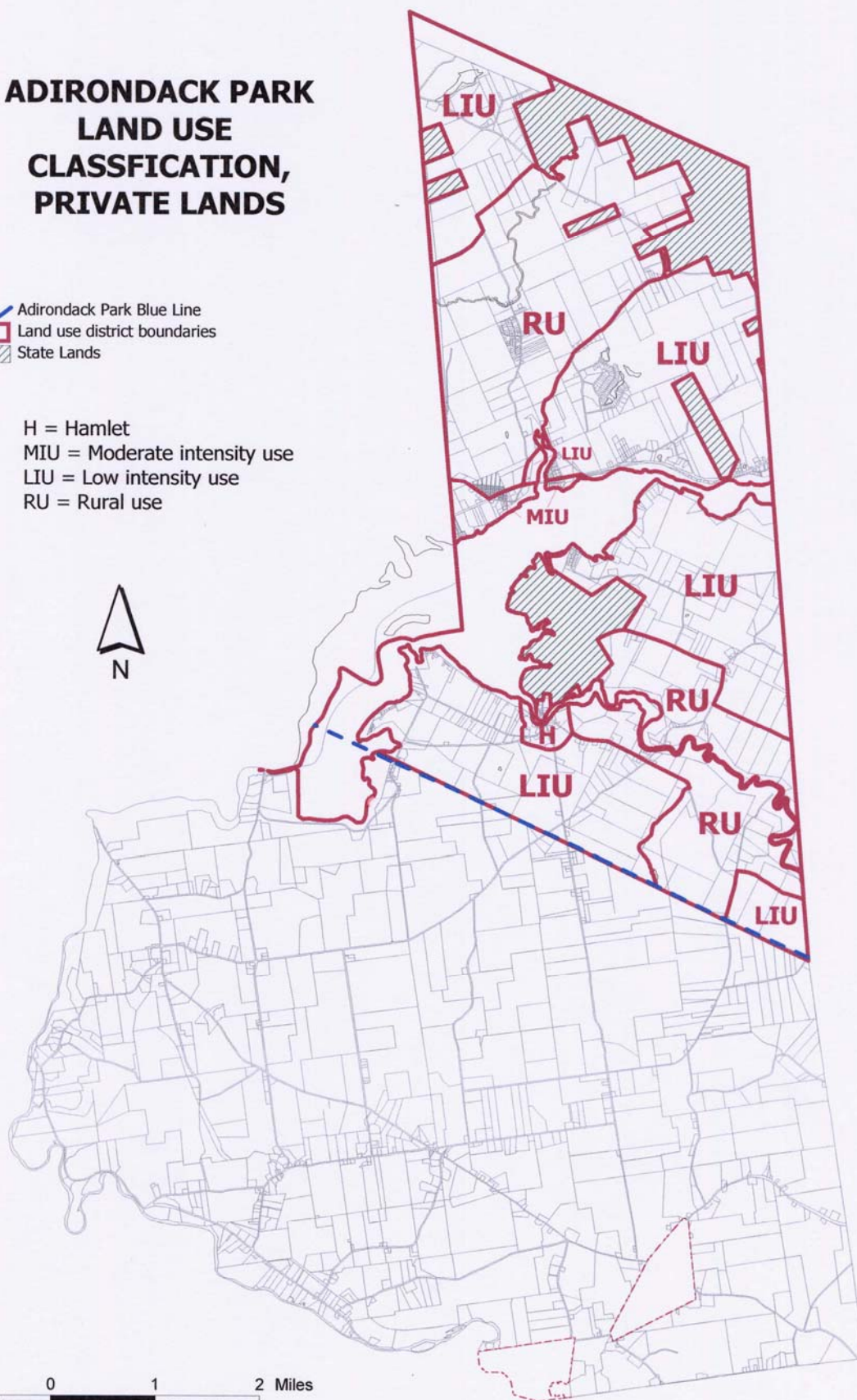
ADIRONDACK PARK LAND USE CLASSIFICATION, PRIVATE LANDS

-  Adirondack Park Blue Line
 Land use district boundaries
 State Lands

H = Hamlet
MIU = Moderate intensity use
LIU = Low intensity use
RU = Rural use



1 0 1 2 Miles



The existing Town of Russia land use districts do not always coincide with the those of the Adirondack Park Land Use and Development Plan, and as a consequence the lot size requirements of the Town land use law and of the APA law differ in some areas. In locations where the Town and APA requirements are different, a property developer must meet the minimum requirements of both laws.

Other APA regulations that apply within the Blue Line are:

Project Review. Certain land development proposals, termed “regional projects,” are subject to a case-by-case review by the Adirondack Park Agency, similar to a site plan review conducted pursuant to local zoning. Most non-residential uses in most zones, except in Hamlet districts, require such review. Also larger residential subdivisions are subject to project review and approval. Municipalities within the Adirondack Park can opt to be authorized to undertake such reviews themselves in place of the APA, but this requires approval by the APA of the municipality’s comprehensive plan and planning regulations. There is no desire at this time of the part of the Town of Russia to seek this review authority, nor to seek approval of its plan and regulations from the APA. However, the Town may seek to ask APA to review plans and projects for their expert guidance.

Shoreline regulations. The APA regulates vegetative cutting, and establishes minimum building setbacks, minimum lot widths, and minimum setbacks septic systems along the shoreline of all navigable waters.

Wetlands. The APA regulates activities that may impact wetlands of any size.

PART 2: THE PLAN

Planning Policies

The policies described below are intended to achieve the plan goals stated previously in this plan document.

Rural Character and Open Space Preservation

The fundamental goal of this plan is to maintain the Town of Russia as an uncrowded, rural, residential community with large areas of undeveloped and open space.

Policies

1. Control the density of new development by retaining the currently required minimum lot sizes of 5 acres (LDR land use districts) and 8 acres (RDR land use districts) throughout most of the Town.
2. Continue to designate most of the Town as some form of low density, rural residential district where land uses that tend to increase population density and generate road traffic - - such as most commercial businesses, mobile home parks, campgrounds, and multi-family housing -- are not permitted. (The term multi-family housing, as used herein, refers to a structure containing 3 or more dwelling units.) Increased traffic would detract from the quiet rural atmosphere that is highly valued by town residents.
3. Continue the Town's traditional policy of frugal management of expenses and close control of property taxes. The rural character of the Town today is largely dependent on the willingness and ability of owners of relatively large parcels to maintain their properties without subdividing. This, in turn, depends in part on continuing close control of property tax rates.
4. Maintain Town roads to their current standards without undertaking unneeded widening, paving, or tree clearance that would detract from their natural beauty and potentially encourage additional traffic flow and higher vehicle speeds.
5. Encourage the private protection of open space through the voluntary donation of conservation easements to legally established land conservancies such as the Tug Hill Tomorrow Land Trust.
6. Encourage the continuation of agriculture and new agricultural uses. (See Agriculture, below.)
7. Recognize the possibility of increased development pressure and allow cluster development (flexible development) techniques for the same average density in

subdivisions while providing forever wild areas, wetlands protection, recreational trails, and other community benefits.

Natural Resource Protection

Another of the primary goals of the plan is to protect attractive and important natural features such as lakes, streams, farmlands, woodlands, wildlife, scenic areas, wetlands, and aquifer recharge areas.

Policies

1. Establish overlay zones to protect sensitive environmental areas such as flood hazard zones, unique natural areas, wetlands, and steep slopes. Within these zones establish minimum vegetative buffer areas and regions of limited impervious structures for any building near streams. Near the West Canada Creek and Black Creek the vegetative buffer should be at least 200 feet.
2. Establish Scenic Overlay Districts to protect tree-lined rural roads and important views and landscapes.
3. Ensure that all new development in vicinity of West Canada Creek, Black Creek, Hinckley Reservoir or other important natural features, is sensitively designed in order to minimize adverse environmental impacts. Any new land use in the vicinity of such features should require site plan review and approval by the Town Planning Board.
4. Establish a "Wellhead Protection" overlay district covering the groundwater recharge zone for the Village of Poland water supply as identified in the Village's Wellhead Protection Plan. Any applications for special use permits in this area should be reviewed for potential impacts on the Village water supply, and Village officials should be notified when such permits are to be reviewed.
5. Encourage the preservation of important natural habitats, geologic features and other valuable undeveloped and open lands through the voluntary donation of conservation easements to legally established land conservancies such as the Tug Hill Tomorrow Land Trust.
6. Maintain the present Village of Herkimer watershed protection lands as open space, for possible low impact recreational use, such as a wildlife preserve or nature trails, by introducing land use regulations that will be in place should the Village of Herkimer decide in the future to dispose of its watershed protection lands
7. Maintain the land along the Black Creek as an attractive and unspoiled natural resource with public recreational value, by establishing appropriate land use regulations that will serve that purpose should the New York State Division of Canals seek at some future date to dispose of its property along Black Creek

8. Support environmentally sound forestry activities in wooded areas throughout the Town. Such activities can provide a source of income to landowners that may enable them to retain desirable large areas of undeveloped woodlands. Also, encourage eligible landowners to participate in New York State's Real Property Tax Law, Section 480-a program, which provides incentives for long-term management and improvement of private woodlots.
9. Ensure that septic systems function adequately, by proper design and by requiring sufficiently large lots.
10. Require site plan review for all commercial development and residential subdivisions near water courses and watersheds.
11. Prohibit land uses that could introduce hazardous or toxic chemicals into the water, such as junkyards, landfills, and fuel oil distributors.

Protection of Scenic Areas

Any development within visually sensitive areas should be carefully planned in order to preserve aesthetics. The Planning Board can use scenic overlay districts and site plan review to ensure that new structures or uses of land are compatible with the existing visual environment. The Town should also continue to pursue appropriate recognition of these scenic areas through such programs as the State's Scenic Byway designation.

Policies:

Among the policies that can help preserve scenic areas are:

1. Require additional setbacks from highways, and site buildings so as to be less visible from roadways,
2. Use vegetation to screen or partially screen the view of buildings without blocking scenic views,
3. Limit building height to one story,
4. Use visually compatible color schemes and building materials,
5. Control signage,
6. Control night-time lighting.

Historic Preservation

A goal of this plan is to preserve buildings and sites of historical significance.

Policies

1. Encourage, the preservation of historical homesteads and other buildings of local historic interest. Develop a local notification and recognition program spearheaded by local volunteers. Such a program could include creation of a list, description, and map of locally significant historic sites together with small signs to place on the properties, with participation voluntary on the part of property owners.
2. Adopt a local Historic Preservation Law to protect significant resources.
3. Encourage the listing of eligible properties on the National Register of Historic Places.
4. Encourage compatible development in the vicinity of historical buildings or sites through local land use regulations. Most commercial uses, and mobile homes, would be incompatible with the historic character of the Town's hamlets and should be excluded from locating there. Allow carefully selected and designed mixed uses in older structures in the neighborhood commercial zoning district
5. Require that any new development, including residences and accessory buildings, within the nationally recognized hamlet of Russia historic district be subject to site plan review and approval by the Town Planning Board in order ensure compatibility with the historic character of the district.
6. Take compatibility with nearby historic structures and sites into account in all site plan reviews conducted by the Town of Russia Planning board.

Residential Development

A goal of this plan is to provide for a range of residential types, including affordable housing, at densities and locations consistent with other plan goals.

Policies

1. Provide for traditional single family home development throughout the Town.
2. Continue to allow, on individual lots throughout the Town, except in the hamlets, mobile/manufactured homes meeting state and local standards for such housing..
3. Allow senior citizen housing in areas that are more accessible to services.

4. For proposed subdivisions, encourage the use of cluster development which results in permanent preservation of open space and reduces the amount of open space converted to single residence use in the subdivision.
5. Continue to look for ways, such as federal, state or county financial grants or services, to help seniors and the frail elderly who may need support to continue to live in the Town.
6. Work to improve the accuracy of available housing data, particularly regarding mobile homes, for future planning purposes.

Commercial Development

A goal of this plan is to provide for some commercial development opportunities of types and in locations consistent with other plan goals.

Policies

1. Continue to allow low impact commercial uses, such as home occupations and bed and breakfast establishments, throughout the Town.
2. Create a commercial land use district along State Route 8 between the Villages of Poland and Cold Brook where most forms of commercial use would be permitted.
3. Create a “Mixed Use Low Density Scenic Corridor” (M-2), along State Route along State Route 365 in the north of Town that permits some commercial uses that are compatible with the scenic, recreational, and environmental character of the area and which are located on larger lots. All non-residential development within this corridors should undergo site plan review and approval by the Town Planning Board in order to ensure compatibility with the aesthetics of the area.
4. Create a “Mixed Use Medium Density” district (M-1) along State Route 8 from the Village of Cold Brook to the present Corridor Residential district. This district would accommodate the several pre-existing non-conforming business uses, serve as a buffer between the residential corridor and the Villages, and protect the scenic character of the New York State designated Scenic Byway.

Mining

Goals of this plan include providing effective control over mining operations within the Town to the extent permitted by State law, minimizing the area of Town devoted to mining, and ensuring adequate and timely reclamation of mined areas.

Policies

1. Revise the current land use regulations to prohibit the establishment of new mining operations in all land use districts.

2. Limit the expansion of presently permitted mining operations through the use of overlay districts. Permit the expansion of mining only within limited specified boundaries.
3. Develop a procedure to ensure that the Town of Russia receives timely notification of any applications for new or renewed mining permits from the NYS Department of Environmental Conservation, so that appropriate response can be sent to DEC within the period allowed for comment.
4. Conduct local public meetings to determine the specific conditions that the Town of Russia will desire the NYS DEC to incorporate into its approval of any mining permit.
5. To the extent permitted under New York State Law, ensure that mining operations and reclamation performance are in compliance with permit conditions.
6. Seek to make reclaimed lands suitable for future development. Possible future uses for these lands, especially those with direct access to Route 28, include, but are not limited to, residential subdivisions, senior citizen housing, offices, and research and development facilities.

Agriculture

Goals of this plan are to provide for the continuation and development of agriculture to the extent possible, and to preserve farmland.

Policies

1. Continue to allow agricultural land use, and the sale of agricultural products produced on premises, within all land use districts.
2. Encourage farmers to participate in the NYS Agricultural District program. Farming is not limited to dairy or produce operations, but could also include commercial horse boarding and similar activities.
3. Prevent unnecessary burdens on farmers and agriculture by not imposing land use regulations that interfere with agricultural operations.
4. Enact local nuisance and right-to-farm laws to protect farmers.
5. Encourage the preservation of agricultural land through donation of conservation easements.
6. Adopt land use controls that help preserve farming by discouraging growth and development patterns that would be disruptive of agriculture in the long term.

7. Keep land taxes low by establishing highway maintenance and improvement priorities consistent with those acceptable for low volume rural roads, and by not encouraging development in areas served by those roads.
8. Coordinate with the county Farm Protection Bureau to explore available tools for the preservation and expansion of farm land.

Incompatible Land Uses

A goal of this plan is to provide effective control of unsightly, destructive or disruptive land uses that generate excessive traffic, or create noise or other disturbance to town residents.

Policies

1. Explicitly prohibit disruptive land uses such as junk yards, recycling centers, motor vehicle race tracks, waste disposal areas, slaughterhouses, fuel oil distributors, or industrial uses, from locating within any land use district.
2. Continue to prohibit most commercial uses from locating in residential districts.
3. Continue to prohibit junked vehicles and other junk material from being located in visible locations.

Highways

Highways in the Town of Russia should provide a safe and efficient transportation system, and should be designed and maintained consistent with other plan goals.

Policies

1. Town Roads.

Maintain Town roads to their current standards without undertaking unneeded widening, paving, or tree clearance that would detract from their natural beauty and could encourage greater traffic flow and higher vehicle speeds. The Town road infrastructure as it currently exists has evolved based upon demand and is currently adequate to support the Town's needs. Further, there is an inherent beauty in the rural nature of many of these roads, many of which have a gravel surface and are lined with trees. This infrastructure is intended to be maintained in its current state consistent with the overall town vision as a slow growth, sparsely settled, scenic rural residential area.

2. County Roads.

Seek road widening improvements on portions of Hinckley and Russia Roads identified in Part 1 of this plan. Other improvements, such as on those County road sections identified

in Part 1 of this plan as not meeting design standards for low volume rural roads, should be balanced against the negative impacts on rural character and scenic attractiveness.

Community Facilities and Services

A goal of this plan is to provide for some public facilities in keeping with the Town's rural character while controlling growth of Town expenditures and taxes.

Policies

1. Generally, maintain the level of Town services at current levels.
2. Consider instituting a program for periodic bulk trash collection.

Surrounding Communities

To meet the goals of the Plan, it will be important that the actions of adjacent communities are compatible with those goals.

Policies

It is in the Town's interest to maintain cooperative and mutually beneficial relationships with adjacent villages and towns and with the Adirondack Park Agency.

Planning Board Role

Meeting the goals of the Plan will require continuing coordinated work of both the Planning Board and the Town Board

Policies

In addition to its planning and regulatory functions in relation to land use as described in Town Law and as assigned by the Town Board, the Planning Board is expected to act as an advisory resource providing information, analysis and recommendations to the Town Board on matters related to the goals and policies stated in the Comprehensive Plan, and on other matters considered important to the future of the Town.

Land Use Plan

The role of the Town of Russia within the larger region is clearly that of a rural residential community that is an Adirondack Park gateway with the northern half of the Town actually within the Park boundaries. It has little land suitable for commercial or industrial development, and the current land use pattern is overwhelmingly scattered residential use on

larger lots, plus extensive tracts of open land. The magnificent natural features, scenic views, and historical sites are essential components of the character of the Town, contributing to quality of life for residents, and serving as a major attraction for seasonal residents.

The land use plan seeks to preserve all the qualities that make the Town of Russia a desirable place to live, including its rural character, inherent beauty, environmental resources and historic heritage. The plan does provide for some additional commercial development to serve local needs and generate local employment opportunity, as desired by many Town residents, but seeks to provide these opportunities of appropriate types and in appropriate areas consistent with the overall plan concept of maintaining the rural residential environment.

The land use plan consists of the following land use districts, and is shown on the “Land Use District Plan” map.

H-1 Hamlet 1

Location : Hamlet of Grant

Description: A small rural hamlet consisting primarily of residential uses in the form of year-round dwellings, seasonal housing, and mobile homes, and which is appropriate for the location of some types of small business as well as for public and semi-public uses such as churches. This area is suitable for some new development on lots large enough to provide for adequate on-site septic systems.

Vision: Continued existence as a small rural hamlet with a mixture of housing types and some limited commercial development consistent with a residential hamlet.

H-2 Hamlet 2

Location: Hamlet of Gravesville

Description: A small rural hamlet consisting of older homes and a neighborhood store. This area is suitable for some development of additional dwellings, and for very limited commercial use if housed in structures that would be in keeping with the historic character of the older homes. This area is suitable for new development on lots large enough to provide for adequate on-site septic systems.








Vision: Continued existence as a small rural residential hamlet with some limited commercial development consistent with a residential hamlet.

H-3 Hamlet 3

Location: Hamlet of Russia

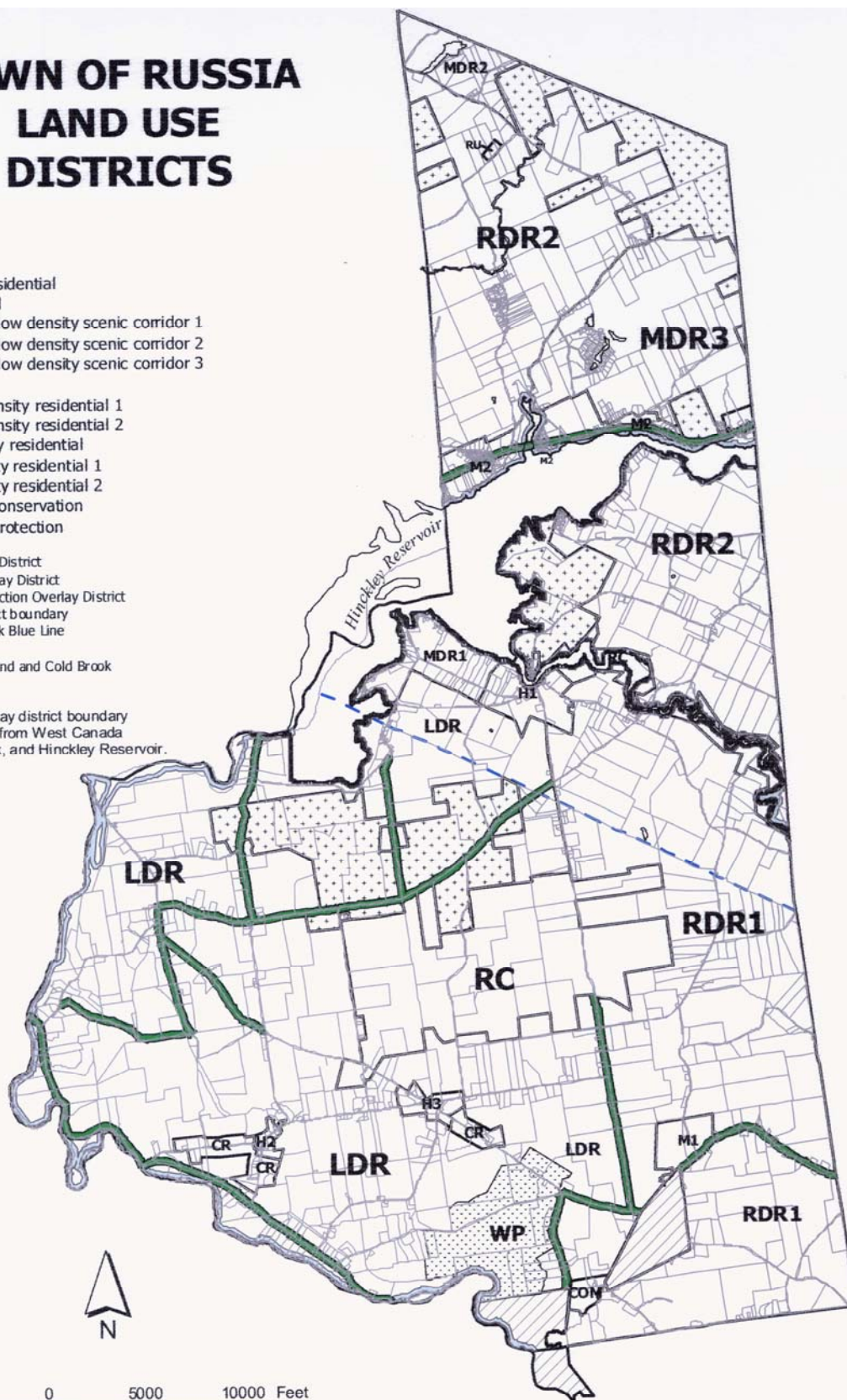
TOWN OF RUSSIA LAND USE DISTRICTS

H1	Hamlet 1
H2	Hamlet 2
H3	Hamlet 3
CR	Corridor residential
COM	Commercial
M1	Mixed use low density scenic corridor 1
M2	Mixed use low density scenic corridor 2
M3	Mixed use low density scenic corridor 3
RU	Rural use
MDR1	Medium density residential 1
MDR2	Medium density residential 2
LDR	Low density residential
RDR1	Rural density residential 1
RDR2	Rural density residential 2
RC	Resource conservation
WP	Wellhead protection

	Scenic Overlay District
	Shoreline Overlay District
	Wellhead Protection Overlay District
	Land use district boundary
	Adirondack Park Blue Line
	State Lands
	Villages of Poland and Cold Brook

The shoreline overlay district boundary is located 200 feet from West Canada Creek, Black Creek, and Hinckley Reservoir.

5000 0 5000 10000 Feet



This map is for informational purposes only.
The official Land Use Districts Map is in the Town Offices.

Description: A small rural residential hamlet of notable historic character, and containing a nationally recognized historic district. This area is suitable for new residential use that is architecturally compatible with the historic core of the hamlet, and which is located on lots large enough to accommodate adequate on-site septic systems.

Vision: Continued existence as a small rural residential hamlet of exceptional historic character.

CR Corridor Residential

Locations: (1) Along Gravesville Road to the west and to the south of Gravesville hamlet. (2) Along Military road to the southeast of Russia hamlet. (3) Along Route 8 from the Village of Cold Brook to the new M-1 district.

Description: Corridors of residential use mixed with open space located near rural hamlets, consisting primarily of single family homes.

Vision: Slow growth residential areas on 2 to 3 acre lots.

COM Commercial

Location: Along State Route 8 between the Villages of Poland and Cold Brook.

Description: Land suitable for commercial development due to its location near population centers and along a state highway. Current uses are agriculture, a construction business, and a residence.

Vision: Eventual development as a commercial area, and/or for residential use in the form of senior citizen housing units or a housing subdivision.

M-1 Mixed use medium density scenic corridor 1

Locations: Along the north side of State Route 28 between the Village of Cold Brook and the present Corridor Residential district.

Description: A residential area mixed with several pre-existing non-conforming business uses. The Cold Brook lies on the south side of State Route 8, down a steep descent from the highway. State Route 8 is a New York State designated Scenic Byway in this area.

Vision: A medium density mixed use buffer that transitions a residential corridor into the Village of Cold Brook. Due to its favorable location for businesses, but considering its sensitive natural and visual environment, this corridor is suitable for well-designed commercial development that would not detract from its scenic character and which are subject to design standards intended to ensure compatibility with scenic and environmental values.

M-2 Mixed use low density scenic corridor 2

Location: Along State Route 365

Description: Scenic corridor along State Route 365 consisting of residential use and open lands with views of Hinckley Reservoir. Existing lot sizes are smaller than in the Route 28 corridor. Due to its location along a state highway this area has some potential for limited commercial development in the form of a neighborhood convenience store or lake related seasonal businesses. Commercial uses should be subject to design standards intended to ensure compatibility with scenic and environmental values.

Vision: A mixed use rural corridor that preserves the scenic and environmental values of the Hinckley Reservoir area and accommodates pedestrian and bicycle traffic.

RU Rural Use

Location: Along Hughes Road

Description: Open land suitable for rural uses or for commercial use that may adversely impact residential areas.

Vision: Primarily open land.

MDR-1 Medium Density Residential 1

Location: South of Hinckley Reservoir and north of South Side Road.

Description: Rural lands and dwellings characterized by somewhat smaller existing lot sizes than found in LDR or RDR districts. Residential uses are a mixture of conventionally constructed year round dwellings, mobile homes, and seasonal homes.

Vision: Slow growth rural residential areas, for both year around and seasonal use, with lots at least 3 acres in size.

MDR-2 Medium Density Residential 2

Location: Northernmost portion of the Town

Description: Same as in MDR1, but contains several pre-existing undersized lots.

Vision: Same as in MDR1, except that lot sizes are smaller, and some land uses, such as golf courses, are compatible uses in MDR2 but not in MDR1.

MDR-3 Medium Density Residential 3

Location: Eastern portion of the Town north of State Route 365 and the Mixed Use Low Density Scenic Corridor (M-2) described above.

Description: Same as MDR-1,

Vision: Same as MDR1 except that some land uses, such as golf courses, are compatible uses in MDR3 but not in MDR1.

LDR Low Density Residential

Location: Southwest section of Town

Description: Low density rural areas comprised of a mixture of open space, farm land, older historic homes, and scattered newer residential development on large lots. Many roads in this area are unpaved or are too narrow for higher traffic volumes generated by commercial uses or by large residential developments.

Vision: Uncrowded rural residential areas with large amounts of open space.

RDR-1 Rural Density Residential 1

Locations: (1) Eastern section of Town south of Hinckley Reservoir, and (2) north of Hinckley Reservoir and west of Wheelertown Road.

Description: Low density rural areas comprised of large tracts of open space, and scattered residential use on large lots. Newer development is in the form of both conventionally constructed dwellings and mobile homes.

Vision: Uncrowded rural residential areas with large amounts of open space.

RC Resource Conservation

Locations: (1) Lands owned by the Village of Herkimer. (2) Lands bordering Black Creek currently owned by the New York State Division of Canals.

Description: Open space.

Vision: Open space. Should the Village of Herkimer and or the NYS Division of Canals seek to dispose of these lands, alternatives for retaining these lands for open space and recreational uses should be sought. In this event, consideration should be given to the creation of a nature preserve, recreation trails, and a canoe route on these properties.

WP Wellhead Protection Overlay

Location: North of Route 28 near the Village of Poland.

Description: Aquifer recharge zone for the Village of Poland public water supply.

Vision: Open space and single family homes on large lots for the purpose of protecting the Village water supply.

SHO Shoreline Overlay

Location: Along West Canada Creek, Black Creek and Hinckley Reservoir.

Description: Exceptional scenic and recreational water courses and shoreline.

Vision: Continued scenic and recreational assets. Helps to protect ecological value of streams and the reservoir as well as protect property values and provide recreational opportunities for walking, fishing, canoeing, kayaking, and tubing.

SO Scenic Overlay

Location: Rt. 28 corridor, Rt. 365 corridor, Rt. 8 Scenic Byway, and scenic local roads including: Partridge Hill Road, Hinckley Road north of Black Creek Road, Elm Flats Road, Black Creek Road east of Grant Road, Buck Hill Road, Norris Road, Simpson Road, Military Road between Dover Road and Hinckley Road, Military Road east of Buck Hill Road, and portions of Grant Road .

Description: Exceptional scenic areas and roadways offering fine views of surrounding landscapes, framed views, and extensive and immediate vistas.

Vision: Protection of scenic areas to help maintain an uncrowded rural, residential character, protecting property values and maintaining the Town's quality of life for all residents.

Implementation Plan

The following actions should be taken to implement this plan.

Land Use Regulations

1. Adopt a new Land Use Regulation Law that includes, but is not limited to, the following changes:
 - (a) The new land use district map, as shown herein.
 - (b) New lists of permitted uses, and uses allowed by Special Permit, within each land use district. Such uses should be consistent with the land use plan description presented herein.
 - (c) New and expanded list of criteria for the Town Planning Board to use in their special use reviews and site plan reviews in order to protect environmental and historic resources. Improved Site Plan review procedures including documentation of findings.
 - (d) New mining regulations consistent with the mining policies adopted in this plan.
2. Review and revise the existing Town of Russia Land Subdivision Regulations, Local Law No. 2 of 1995, to be consistent with the plan policies stated herein.

Historic Preservation

1. Seek to interest volunteers in a program to identify, describe, and prepare a list of significant historic sites and structures in the Town. This effort can build upon information already gathered by the Town of Russia Historian, and call on outside resources such as the Herkimer County Historical Association and other organizations and individuals interested and knowledgeable in local history.
2. Consider a program of notification and recognition for locally significant historic sites, and seek out grants for the historic preservation program.

Wildlife Habitats

1. A natural resource inventory should be developed as a tool to use in development reviews. This inventory should target areas that are important to the natural cycle of wildlife.

Rural Character, Open Space, Farmland, and Natural Resource Preservation

1. Incorporate, in the revised Land Use Regulation Law, requirements that will cover:
 - Site plan review for development in sensitive areas
 - Overlay districts that establish appropriate setbacks and buffer areas along the West Canada Creek and Black Creek .
 - Setback requirements along other streams.
 - Establishment of a “Wellhead Protection” land use district located in the groundwater recharge zone for the Village of Poland water supply that will prohibit any new uses that could potentially pollute the groundwater
 - Establishing an overlay district and standards for site plan review to protect visually sensitive areas
 - Other requirements or inducements needed to implement effectively the goals and policies related to the Town’s rural character, open space and natural resource preservation.

2. Encourage private conservation easements and other open space and farmland preservation initiatives:
 - Obtain contact numbers and brochures from land conservancies, such as the Tug Hill Tomorrow Land Trust, and let landowners know that this information is available to assist them if they are interested in pursuing the conservation of open space through the voluntary donation of conservation easements.
 - Continue to track the Herkimer County Farmland Protection Plan, and look for other practical ways for the Town to encourage desirable agricultural activities and open space preservation initiatives.
 - Arrange for a presentation by the county Farmland Protection Bureau on mechanisms to protect farmland and open space
Publicize to farmland owners of active farmland the tax, nuisance protection, and other benefits of participation in the NYS Agricultural District program.
 - Consider the need and desirability of enacting Town nuisance and right-to-farm laws to protect farmers. The Planning Board will develop and propose to the Town Board specific actions to implement the agricultural policy outlined in the Policy section of this Plan.

3. Designate an individual or small work group to track, review and research these issues on a continuing basis and propose action to the Planning Board for possible submittal to the Town Board related to all aspects, including grants or other funding, cluster development issues, action by other rural communities, etc.

4. Continue to investigate and recommend appropriate recognition of scenic resources such as the Route 28 corridor through such programs as the States Scenic Byway designation.

Town and County Roads

1. The Town Highway Department should use the road information contained in this plan to help set road maintenance priorities. In general, roads with the highest functional classification should receive priority, other factors being equal.
2. The Town Highway Superintendent should provide annual recommendations on future highway maintenance and improvement projects for Town roads.
3. The Town Highway Superintendent should also provide recommendations on needed maintenance and improvement of county roads, with specific attention to Russia Road between Hinckley and Gravesville Roads, and Hinckley Road from its intersection with Russia Road to the mine access road..

Commercial Development

1. The Planning Board should prepare, with input from the Town Board and the Codes Enforcement Officer, standards for site plan review as part of the approval process for commercial development permit applications.

Mining

1. Mining and its impact on the Plan goals will continue to be a priority concern of the Town. The Planning Board will invite residents to participate in a Mining Committee to monitor developments, to maintain contact with DEC and to propose action needed by the Planning and/or Town Boards in accordance with Plan goals and policies. Among the initial tasks of the Mining Committee are:
 - Institute a procedure for period requests to the Department of Environmental Conservation to ensure timely notification of any applications for new or renewed mining permits.
 - Identify and implement methods to enforce permit conditions of operation and reclamation, and recommend any action needed to exercise that authority.
 - Review the economic and aesthetic impacts of mining activities on the Town.
2. The Planning Board will conduct a public information meeting to consider conditions to be recommended to DEC by the Town before each new or renewed mining permit is issued by DEC. This meeting could be in the form of a public hearing, if a Special Use Permit is required pursuant to the Town of Russia Land Use Regulation Law.

Neighboring Communities

1. The Planning Board will develop a program for liaison with the planning entities of adjacent villages and towns and with the Adirondack Park Agency.

Permit forms

1. The Planning Board will review existing permit forms and, in cooperation with the Codes Enforcement Officer, make necessary corrections to existing forms, revising them and preparing new forms as needed, for Town Board approval.

Water supply

1. The Planning Board should review available data and possibly survey town residents to put together a clear picture of types and reliability of present water supply in the Town.
2. The Planning Board will review the water supply potential for service to the new Commercial District and, if necessary, recommend steps to ensure that adequate water supply to the district will be available.

Housing Data

1. Compare sources of available data on housing types, new housing starts, and permits issued, and develop methods to ensure the availability of accurate data for future planning purposes.

Affordable Housing

1. In order to make more informed decisions about planning and zoning issues related to affordable housing, the Planning Board should investigate the availability of affordable housing in the Town. Information should be collected on the currently available housing stock and condition, and the value of homes related to income. A first step will be to see what resources and information are readily available.
2. The Town will continue to pursue federal, state and county financial and service support for seniors and other homeowners who may need such help to maintain their current residences or to continue to live in the Town.

Pedestrian and Bike trails

1. The Planning Board will consider the possibilities of developing, with the cooperation of landowners, a system of pedestrian and/or bike trails in the Town, and will report on this program to the Town Board.

Ambulance Services

1. The Planning Board or the Town Board should investigate the impact of the expected move of the local medical facility from the Town on the existing ambulance services, and consider need for action by the Town.

APPENDIX A

Town Road Data Base and Functional Classification Methodology

Functional Classification Methodology

Using the data base as supplied by NYS DOT, a functional classification of highways was derived for purposes of identifying the importance of each road segment in the Town of Russia. The functional classification consists of seven categories of town and county highways, and a separate category for state routes. (See functional classification table.)

The functional classification ranking of a road segment generally represents its importance in the highway system. Other factors being equal, the assumption is that priority for highway maintenance and/or reconstruction should be assigned according to the importance of the road segment. The importance of a road segment corresponds to its functional class. For town roads, L1 roads are the most important and L4 roads are the least important. The importance of a road segment, of course, should be weighed against the current road conditions in determining final priorities. Ranking the importance of roads is the first step in planning.

The functional classification of highways for the Town of Russia was devised specifically for purposes of this plan, and is a modification of the system developed by the Cornell Local Roads Program for low volume roads. (See functional classification table.)

Arterials. All state highways are classified as arterials.

Collectors. The New York State Department of Transportation (DOT) classifies what it considers the more important county highways as collectors. County collectors in the Town of Russia were further classified as C1, C2, or C3 according to estimated average daily traffic (ADT) volume.

Local Roads. There are four categories of local roads. County highways that are not collectors plus all Town roads are classified as local roads. All local roads are considered “low volume rural roads” by the Cornell Local Roads Program.

- L1 roads are those that carry significant truck traffic and therefore require a wider pavement width than the other categories. Design standards for L1 roads correspond to the standards recommended by the Cornell Local Roads Program for Category A roads.
- L2 roads include all county highways that are not collectors, plus Town roads with ADT estimated at 50 to 100. Design standards for L2 roads correspond to the standards recommended by the Cornell Local Roads Program for Category B roads.
- L3 roads include Town roads with less than 50 ADT, and provide access to a larger number of residential properties than L4 roads. Design standards for L4 roads correspond to category 1 roads in the “Design Guidelines for Local Roads in the Adirondack Park.”
- L4 roads include all Town roads with less than 50 ADT, and provide access to few or no residences (less than 5). Design standards for L4 roads correspond to the standards recommended by the Cornell Local Roads Program for Category C roads.

**Functional Classification and Suggested Minimum Design Standards
for County and Town Roads in the Town of Russia**

			Design Standards		
			Pavement	Shoulder	Surface
Classification	Description	Code	Width	width	Material
Arterial highway	State Routes	AR			
Medium volume collector 1	County highway collectors with significant truck traffic	C1	20 feet	2 feet	3, 4
Medium volume collector 2	County highway collectors, 400 ADT or more	C2	18 feet	2 feet	3, 4
Low volume collector	County highway collectors, 50 to 400 ADT	C3	18 feet	2 feet	3,4
Local road, type 1	Town roads with significant truck traffic	L1	18 feet	2 feet	3, 4
Local road, type 2	County highways that are not collectors; also local roads 50 to 100 ADT providing residential access	L2	16 feet	2 feet	2, 3, 4
Local road, type 3	Local roads less than 50 ADT, providing residential access	L3	14 feet	none	2, 3
Local road, type 4	Local roads less than 50 ADT, providing residential access to very few dwellings	L4	10 feet	none	1, 2

Surface material

4 = plant mix

3 = road mix

2 = gravel

1 = unpaved

Design Guidelines for Local Roads in the Adirondack Park (a)

Road Category	Average Daily Traffic	Max. Speed (mph)	Pavement Width (ft.)	Shoulder Width (ft)	Typical Surface Material
3	over 400	over 50	18 to 24	5 to 8	plant mix or road mix
2	100 to 400	30 to 50	16 to 20	3 to 5	double surface treatment
1	under 100	20 to 30	14 to 18	0 to 2	gravel

Source: "Guidelines for Constructing Local Roads in the Adirondack Park," The Adirondack Highway Council, 1980, p. 11.

Minimum Design Guidelines for Rural Town and County Roads, Cornell Local Roads Program (a)

Road Category	Average Daily Traffic	Max. Speed (mph)	Pavement Width (ft.)	Shoulder Width (ft)	Typical Surface Material
A	50 to 150	over 45	18 (a)	2	aggregate
	over 150	over 45	18 (a)	2	asphalt concrete
B	50 to 150	25 to 45	16 (a)	2	aggregate
	over 150	25 to 45	16 (a)	2	asphalt concrete
C	less than 50	under 40	10	none	Usually unsurfaced

(a) Add 2 feet for significant truck traffic.

Source: "Manual: Guidelines for Rural Town and County Roads," Local Roads Research and Coordination Council, Cornell Local Roads Program, December 1992, pp. 3 and 7.

- Category A roads provide access to industrial uses, mines, and farms, and have ADT over 50.
- Category B roads provide access to residential use, but not to industrial, mines or farms, and have ADT over 50. Category B also includes roads with ADT less than 50, and that serve industrial, mining or farms.
- Category C roads provide access to residential use and have ADT less than 50.

COUNTY ROAD FUNCTIONAL CLASSIFICATION DATA BASE

ROAD CODE NAME	ROUTE NO.	START OF SEGMENT	END OF SEGMENT	TRAFFIC MILES	VOLUME TRUCKS	FUNCTIONAL CLASS	PAVEMENT WIDTH			SHOULDER WIDTH			PAVEMENT TYPE DESIGN
							EXISTING	DESIGN STANDARD	DEFICIENCY	EXISTING	DESIGN STANDARD	EXISTING	STANDARD
2420	GRAVESVIL	CO242	SR 28	CR 247	0.03	H	22	20		2	3	3	2
2421	GRAVESVIL	CO242	CR 247	PAVT CHAN	0.49	H	22	20		2	3	3	2
2422	GRAVESVIL	CO242	SR 28	PAVT CHAN	0.04	H	24	20		3	3	4	2
0471	RUSSIA RD	CO47	CR 242	CR 47	0.52	H	17	20	3	2	3	3	2
0730	GRANT RD	CO73	CR 133	CR 90	0.45	H	20	18		3	3	4	2
1330	GRANT RD	CO133	CR 113	CR 73	0.39	H	20	18		3	3	4	2
1510	S SIDE RD	CO151	COUNTY LI	CR 90	0.02	H	21	18		3	3	3	2
1130	BLACK CRE	CO113	BLACK CRE	CR 247	0.03	MH	17	18	1	2	3	3	2
0900	GRANT RD	CO90	CR 73	BLACK CRE	0.59	MH	20	18		3	3	4	2
0901	GRANT RD	CO90	BLACK CRE	CR 151	0.45	MH	20	18		3	3	4	2
1132	HINCKLEY	CO113	CR 205	BLACK CRE	0.03	MH	17	18	1	3	3	3	2
1131	MILITARY	CO113	CR 247	PAVT CHAN	0.03	MH	20	18		5	3	3	2
1131	MILITARY	CO113	CR 247	PAVT CHAN	0.12	MH	20	18		5	3	3	2
1133	MILITARY	CO113	CR 247	COUNTY LI	0.21	MH	20	18		5	3	3	2
1133	MILITARY	CO113	CR 247	COUNTY LI	0.42	MH	20	18		5	3	3	2
1133	MILITARY	CO113	CR 247	COUNTY LI	0.60	MH	20	18		5	3	3	2
1134	MILITARY	CO113	VILLAGE L	CR 47	0.11	MH	18	18		4	3	4	2
1135	MILITARY	CO113	CR 205	PAVT CHAN	0.06	MH	18	18		3	3	4	2
1131	UNKNOWN	CO113	CR 247	PAVT CHAN	0.04	MH	20	18		5	3	3	2
2050	HINCKLEY	CO205	CR 113	CR 47	0.44	MH	17	20	3	3	3	3	2
2180	BUCK HILL	CO218	SR 8	CR 113	0.28	MH	18	16		2	2	3	2
2470	DOVER RD	CO247	SR 113	COUNTY LI	0.65	MH	21	16		2	2	3	2
0731	FISHER RD	CO73	CR 184	OHIO T/L	0.39	MH	12	16	4	3	2	3	2
0732	PARDEEVIL	CO73	CR 90	CR 184	0.66	MH	13	16	3	3	2	3	2
1840	PARDEEVIL	CO184	CR 90	FISHER RD	0.49	MH	13	16	3	4	2	3	2
1841	PARDEEVIL	CO184	FISHER RD	CR 73	0.11	MH	13	16	3	4	2	3	2
2240	ROSE VALL	CO224	VILLAGE L	NEWPORT T	0.03	MH	16	16		2	2	3	2
1331	RUSSIA RD	CO133	CR 73	CR 113	0.60	MH	15	16	1	3	2	3	2

Pavement type

1 = Natural soils, passable and in use as a public road.

2 = Gravel, no surface treatment.

3 = Road mix.

4 = Plant mix.

Truck Traffic

Y = significant truck traffic

H = more than 400 ADT

MH = 100 to 399 ADT

M = medium, 50 to 99 ADT

L = low, less than 50 ADT

TOWN ROAD FUNCTIONAL CLASSIFICATION DATA BASE

CODE	ROAD NAME	ROUTE NO.	START OF SEGMENT	END OF SEGMENT	MILES	TRAFFIC VOLUME	FUNCTIONAL CLASS	EXISTING	PAVEMENT WIDTH		DESIGN	SHOULDER WIDTH		PAVEMENT TYPE
0030	BEECHER R		RT28	MURRY RES	0.64	M	L1	20		20		3	3	2
0031	BEECHER R		MURRAY RE	BIENICK	0.29	M	L1	20		20		3	3	2
0032	BEECHER R		CR113	BIENICK R	0.50	M	L1	20		20		3	3	2
0370	PLUMB RD		RT28	HILL TOP	0.46	M	L1	18		20		5	3	2
0371	PLUMB RD		HILL TOP	PVT CHG	0.24	M	L1	18	2	20		3	3	2
0020	BARNHART		RT365	COOLEY RD	0.29	M	L2	18		16		2	2	2
0042	BLACK CRE		SWEETS RE	GREENWOOD	0.00	M	L2	18		16		2	2	2
0043	BLACK CRE		GREENWOOD	PARDEEVIL	0.42	M	L2	18		16		4	2	2
0050	BLACK CRE		PARDEEVIL	SCHOOL HO	0.15	M	L2	18		16		2	2	2
0051	BLACK CRE		SCHOOL HO	STORMY HI	0.33	M	L2	18		16		2	2	2
0052	BLACK CRE		STORMY HI	OHIO T/L	0.02	M	L2	18		16		1	2	2
0060	BRADY BEA		HEMSTREET	PRIVATE R	0.49	M	L2	16		16		5	2	2
0090	CHURCH RD		CR113	CR133	0.11	M	L2	16		16		2	2	2
0150	GAUSS RD		CR113	HINKLEY R	0.33	M	L2	18		16		2	2	2
0180	HEMSTREET		STORM HIL	DOW RD	0.28	M	L2	18		16		3	2	2
0190	HINKLEY		CR113	CR151	0.38	M	L2	16		16		1	2	2
0200	HOTEL RD		RT365	OLD HOTEL	0.19	M	L2	16		16		2	2	2
0201	HOTEL RD		OLD HOTEL	RT365	0.18	M	L2	16		16		2	2	2
0250	LANE RD		CR151	MACARTHUR	0.03	M	L2	18		16		4	2	2
0280	MAC ARTHU		CR151	PINES	0.60	M	L2	20		16		2	2	2
0281	MAC ARTHU		PINES	DEMARTINO	0.02	M	L2	16		18		3	2	2
0282	MAC ARTHU		DEMARTINO	TRAILS EN	0.28	M	L2	18		16		3	2	2
0301	MILITARY		GERMANS	DOVER RD	0.15	M	L2	16		16		3	2	2
0300	MILITARY		CR 113	GERMANS	0.07	M	L2	16		16		3	2	2
0330	NORRIS RD		SIMPSON R	MILITARY	0.03	M	L2	16		16		2	2	2
0350	PARDEE RD		WHEELERTO	SILVERSTO	0.12	M	L2	16		16		2	2	2
0350	PARDEE RD		WHEELERTO	SILVERSTO	0.29	M	L2	16		16		2	2	2
0360	PARTRIDGE		CR242	CURVE	0.60	M	L2	24		16		3	2	2
0361	PARTRIDGE		CURVE	DOVER RD	0.64	M	L2	16		16		2	2	2
0400	SCHAFER R		RT365	REMSEN T/	0.01	M	L2	18		16		6	2	2
0430	SILVERSTO		PARDEE LO	PARDEE RD	0.26	M	L2	16		16		2	2	2
0461	SPALL RD		END PAVT	BRIDGE OU	0.07	M	L2	18		16		2	2	2
0500	TAYLOR BR		CR113	PINES	0.48	M	L2	18		16		2	2	2
0501	TAYLOR BR		PINES	BLACK CRE	0.37	M	L2	18		16		2	2	2
0530	WHEELERTO		SPALL RD	WHEELERTO	0.06	M	L2	18		16		2	2	2
0531	WHEELERTO		RT365	WHEELERTO	0.21	M	L2	16		16		1	2	2
0532	WHEELERTO		WHEELERTO	PARDEE RD	0.45	M	L2	18		16		3	2	2
0533	WHEELERTO		PARDEE RD	JOCKS RES	0.14	M	L2	18		16		2	2	2
0534	WHEELERTO		JOCKS RES	SWELGIN R	0.59	M	L2	18		16		3	2	2
0535	WHEELERTO		SWELGIN R	SINGER RE	0.55	M	L2	18		16		2	2	2
0536	WHEELERTO		SINGER RE	REMSEN TL	0.65	M	L2	16		16		2	2	2
0095	COOLEY RD		BARNHART	COOLEY RD	0.15	L	L3	16		14		1	2	0
0130	ELM FLATS		CR151	MURPHY RE	0.10	L	L3	18		14		3	2	0

0131	ELM FLATS	MURPHY RE	PRATT HOU	0.67	L	L3	16	14	2	2	0
0270	LITE RD	WHEELERTO	FLUNKYS	0.54	L	L3	18	14	1	2	0
0320	MILL RD	CR47	CR113	0.42	L	L3	16	14	2	2	0
0420	SHORT RD	BARNHART	RT365	0.37	L	L3	16	14	2	2	0
0440	SIMPSON R	NORRIS RD	NORRIS RD	0.65	L	L3	14	14	2	2	0
0441	SIMPSON R	CR247	MILITARY	0.52	L	L3	18	14	2	2	0
0480	STORMY HI	GRANT BRI	PARK ENT	0.48	L	L3	18	14	3	3	0
0481	STORMY HI	PARK ENT	BLACK CRE	0.47	L	L3	16	14	2	2	0
0490	SUNNY ISL	RT28	DEAD END	0.71	L	L3	16	14	2	2	0
0010	ASH RD	BLACK CRE	PINES	0.37	L	L4	10	10	2	2	0
0011	ASH RD			0.39	L	L4		10	1	1	0
0041	BLACK CRE	WOODS	SWEETS RE	0.48	L	L4	14	10	2	2	0
0040	BLACK CRE	THAYERS C	WOODS	0.00	L	L4	14	10	1	1	0
0070	BROMELY R	CR224	MILITARY	0.00	L	L4	12	10	1	3	0
0080	CADY RD	CR151	DEAD END	0.28	L	L4	16	10	1	2	0
0110	DAN DAVIS	RT8	CR73	0.35	L	L4	16	10	1	2	0
0120	DOW RD	HEMSTREET	OHIO T/L	0.70	L	L4	12	10	1	2	0
0132	ELM FLATS	PRATT HOU	BLACK CRE	0.56	L	L4	13	10	1	2	0
0160	GORMAN RD	CR224	DEAD END	0.38	L	L4	16	10	1	2	0
0170	HALL RD	DAN DAVIS	GOKEYS	0.50	L	L4	16	10	1	2	0
0171	HALL RD	GOKEYS	NORWAY T/	0.43	L	L4	11	10	1	2	0
0210	HUGHES RD	WHEELERTO	30 CLUB D	0.36	L	L4	16	10	1	2	0
0211	HUGHES RD	30 CLUB D	SPALL RD	0.67	L	L4	12	10	1	2	0
0212	HUGHES RD	SPALL RD	REMSEN T/	0.56	L	L4	12	10	1	2	0
0220	JIM ROSE	WHEELERTO	DEAD END	0.59	L	L4	10	10	1	2	0
0230	JIM WALL	REMSEN T/	DEAD END	0.37	L	L4	16	10	1	2	0
0260	LANNING R	CR133	BLACK CRE	0.42	L	L4	9	10	1	2	0
0271	LITE RD	FLUNKYS	DEAD END	0.13	L	L4	16	10	1	2	0
0290	MARCY RD	LANNING R	RED CAMP	0.55	L	L4	10	10	1	2	0
0311	MILITARY	POWERS RE	NEWPORT T	0.65	L	L4	14	10	1	2	0
0372	PLUMB RD	PVT CHG	GATE	0.27	L	L4	12	10	1	2	0
0380	REEDS MIL	REMSEN T/	OHIO T/L	0.67	L	L4	18	10	1	2	0
0390	ROBERTS R	CR151	BLACK CRE	0.56	L	L4	14	10	1	2	0
0410	SHAWANGUN	CR184	DEAD END	0.40	L	L4	14	10	1	2	0
0450	SMITH RD	BLACK CRE	OHIO T/L	0.47	L	L4	12	10	1	2	0
0470	SPALL RD	HUGHES RD	DEAD END	0.15	L	L4	16	10	1	2	0
0495	SUNSET LO	CR184	OHIO T/L	0.10	L	L4	12	10	1	1	0
0510	TOPPER RD	CR151	CABLE	0.25	L	L4	12	10	1	2	0
0520	WARNEY RD	RT365	OHIO T/L	0.11	L	L4	12	10	1	2	0
	LAKE SHOR			0.11							
	NORTHWOOD			0.37							

Traffic volume
 H = more than 400 ADT
 MH = 100 to 399 ADT
 M = medium, 50 to 99 ADT
 L = low, less than 50 ADT

Truck Traffic
 Y = significant truck traffic

Pavement type
 1 = Natural soils, passable and in use as a public road.
 2 = Gravel, no surface treatment.
 3 = Road mix.
 4 = Plant mix.

APPENDIX B

Comprehensive Plan Survey Results Report October 2000

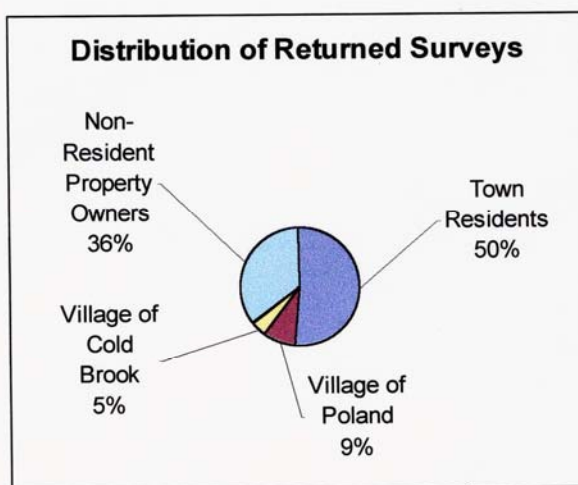
TOWN OF RUSSIA PLANNING BOARD
COMPREHENSIVE PLAN SURVEY RESULTS REPORT

October 2000

In August, the Planning Board sent out 1,308 Surveys to property owners of the Town. On the Survey the Planning Board indicated a return date of September 15th. The Planning Board met to tabulate the Surveys on October 2nd, at that time 417 Surveys had been returned. This is a return rate of 31.8%. The following is a breakdown of the geographic distribution of the returned Surveys:

SURVEYS RETURNED BY AREA

Town Residents	205
Village of Cold Brook Residents	19
Village of Poland Residents	36
Non-Resident Property Owners	144
Surveys with Labels Removed	13
Total Surveys Received	417



The Planning Board did not consider the Surveys with the removed labels in their tabulations from this point forward. Some Surveys did not have all questions answered and other Surveys checked more than one answer per question. The Planning Board took this into account while tabulating, and tried to indicate the response of the individual as much as possible. The results of this report are based on all of the Surveys, at the end of the report is a breakdown of results by geographic area.

The following results are paired with each respective question for quick reference.

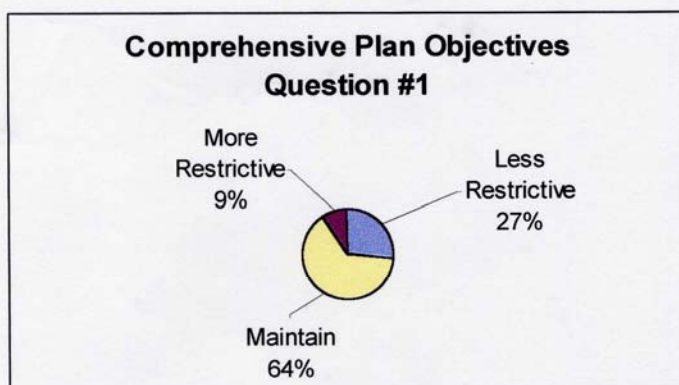
1. **The Comprehensive Plan for the Town of Russia declares our Town should be maintained as, “an uncrowded, rural residential community having large undeveloped areas”, and should “provide for gradual, modest development in ways which are not likely to encourage population movement into the Town.” Should these objectives be changed?**

Question #1 Responses

Less Restrictive
107

Maintain
257

More Restrictive
38



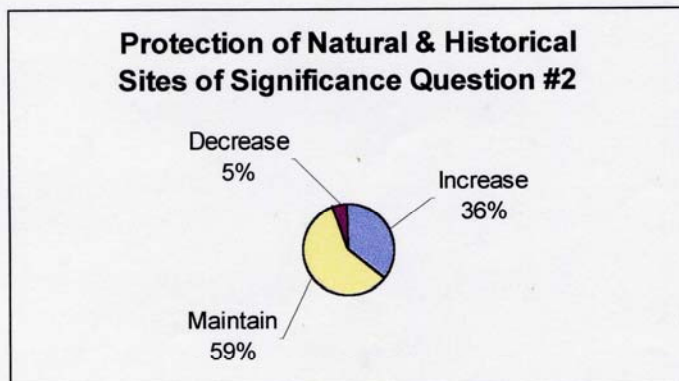
2. **The objectives of the Comprehensive Plan declare our Town should “Protect attractive and important natural features such as lakes, streams, farm lands, woodlands, wildlife and scenic areas, wetlands, aquifer recharge areas and buildings or sites of historical significance.”**

Question #2 Responses

Increase
141

Maintain
231

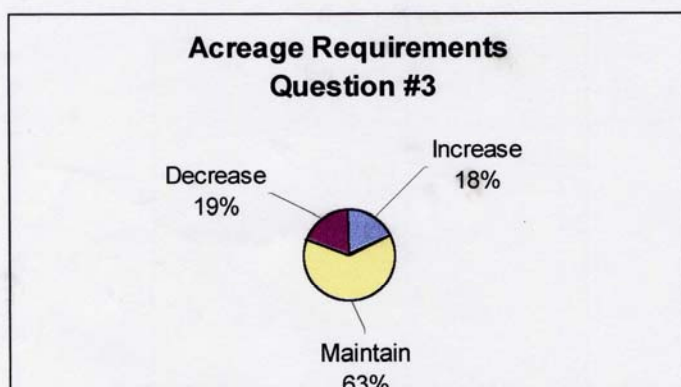
Decrease
21



3. **The Comprehensive Plan includes the following Objective: “To provide for a wide variety of residential structures, at densities and locations consistent with plan Objectives.”**

Question #3 Responses

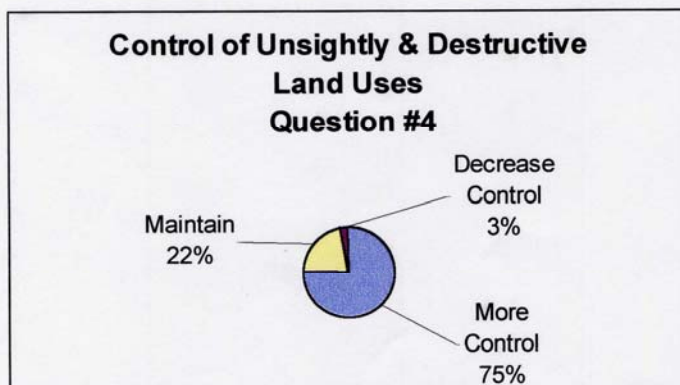
<u>Increase</u>	<u>Maintain</u>	<u>Decrease</u>
73	246	77



4. **Another Objective in the Comprehensive Plan is “without imposing unnecessary or excessive restrictions, to provide control of unsightly or destructive land uses, including but not limited to signs, solid waste disposal, junk storage and recycling processes.”**

Question #4 Responses

<u>More Control</u>	<u>Maintain</u>	<u>Decrease Control</u>
299	89	10



Responses #4A

Tighten regulation of Junk on Residential Property	236
Provide Bulk Trash Pickup or Drop-Off	242
Limit Solid Waste Disposal (Landfill) & Transfer Stations	113

5. The Comprehensive Plan states “to provide control over mining, quarrying and timbering operations within the Town, ensuring that plans for initiation or expansion of such operations are subject to approval before implementation, and that such plans at least meet the standard of existing State and Federal regulations.”

Question #5 Responses

Decrease Mining

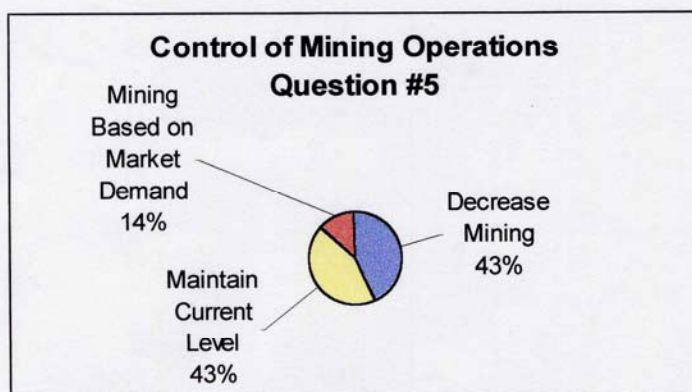
171

Maintain Current Level

174

Mining Based on Market Demand

55



6. Regarding commercial development, our Comprehensive Plan Objective states: “to provide, where practical, for limited expansion of existing nonresidential uses that do not conflict with other Plan Objectives.”

Question #6 Responses

Decrease

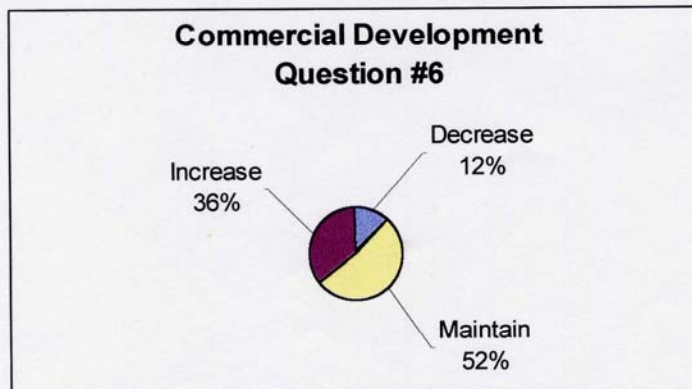
49

Maintain

207

Increase

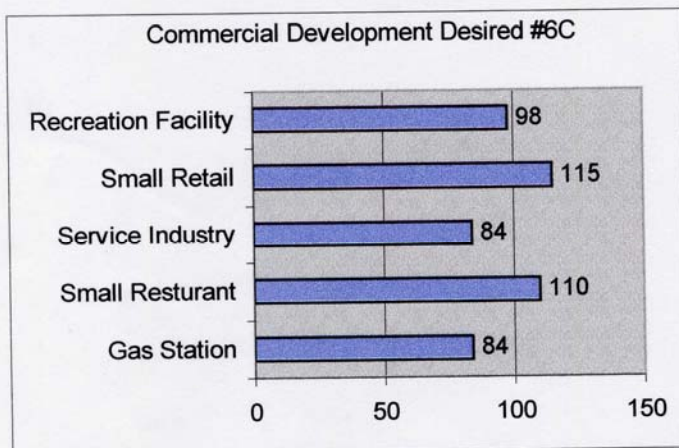
144



- 6c** States "We should increase commercial development". Those who choose this response were 36%. The following is a breakdown of which types of commercial uses that were selected.

#6C Responses

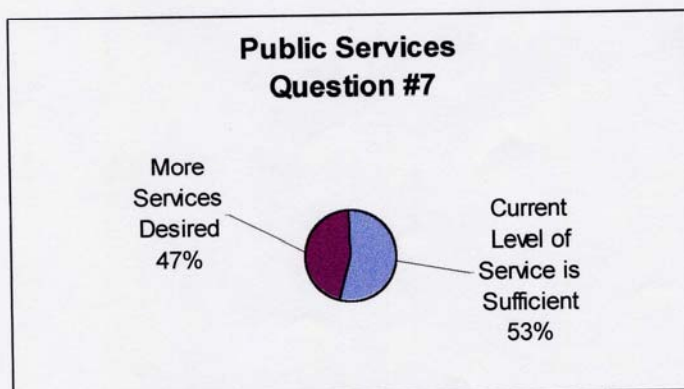
Gas Station	Small Restaurant	Service Industry	Small Retail	Recreation Facility
84	110	84	115	98



- 7.** The Comprehensive Plan states "to provide for some public facilities which would be in keeping with the Town's rural character and limited resources." Are you willing to pay increased taxes for any of the following services?

Question #7 Responses

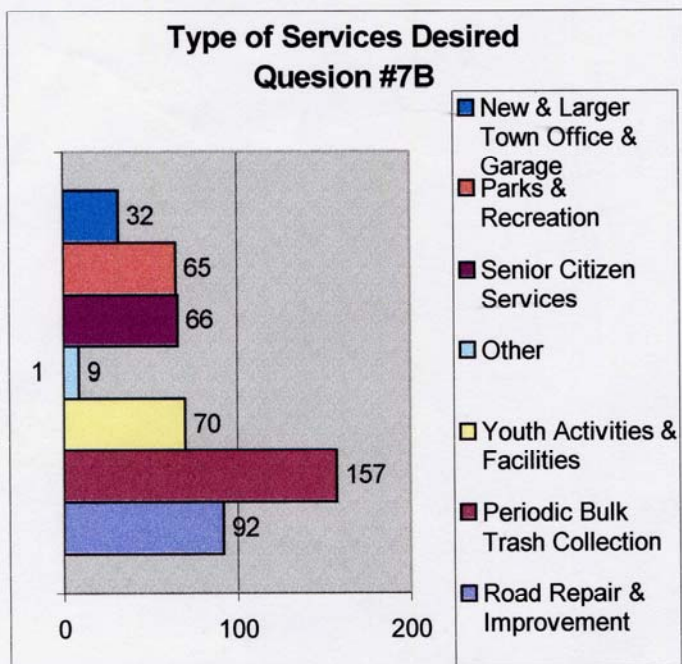
<u>No, Current Level of Service is Sufficient</u>	<u>More Services Desired</u>
207	181



7B Of those who desired additional services these are the results:

#7B Responses

Road Repair & Improvement	92
Periodic Bulk Trash Collection	157
Youth Activities & Facilities	70
Other	9
Senior Citizen Services	66
Parks & Recreation	65
New & Larger Town Office & Garage	32



On the following pages are charts that show the distribution of responses by geographic area. The Planning Board separated the Surveys into the following groups: Town Residents, Village of Cold Brook, Village of Poland, Non-Resident Property Owners.

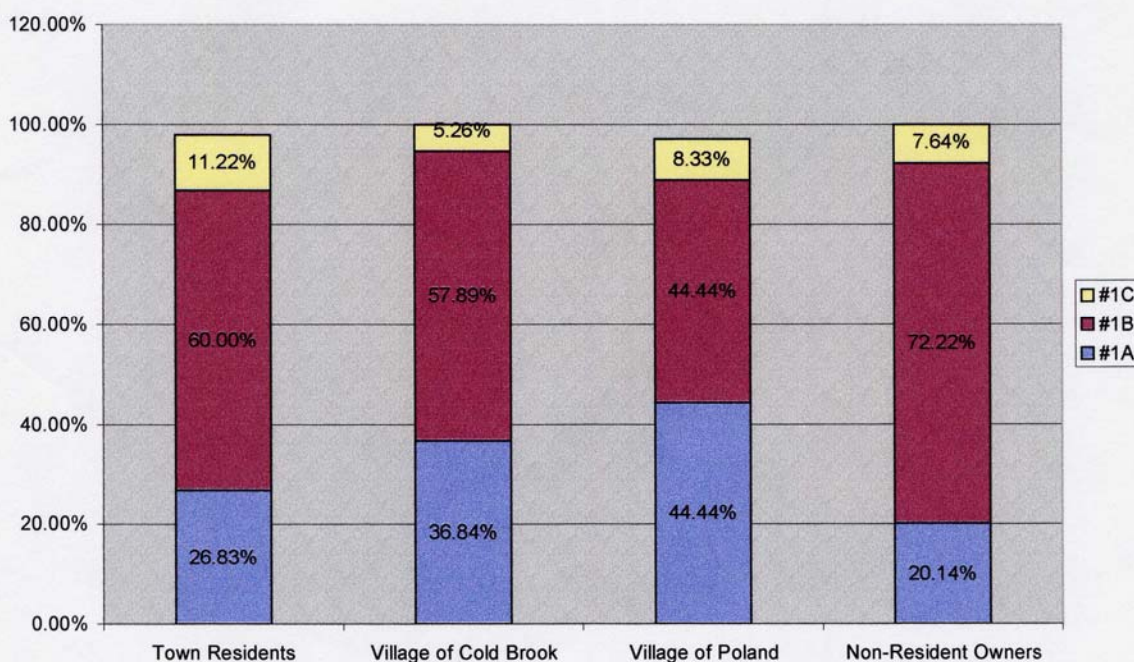
1)

The Comprehensive Plan for the Town of Russia declares our Town should be maintained as, “an uncrowded, rural residential community having large undeveloped areas”, and should “provide for gradual, modest development in ways which are not likely to encourage population movement into the Town.” Should these objectives be changed?

Choose One

- ☐ A. Less Restrictive - We should encourage greater development of the Town.
- ☐ B. Maintain - These objectives should not be changed.
- ☐ C. More Restrictive - We have too much development now and should reduce development.

**Comprehensive Plan Objectives
Question #1**



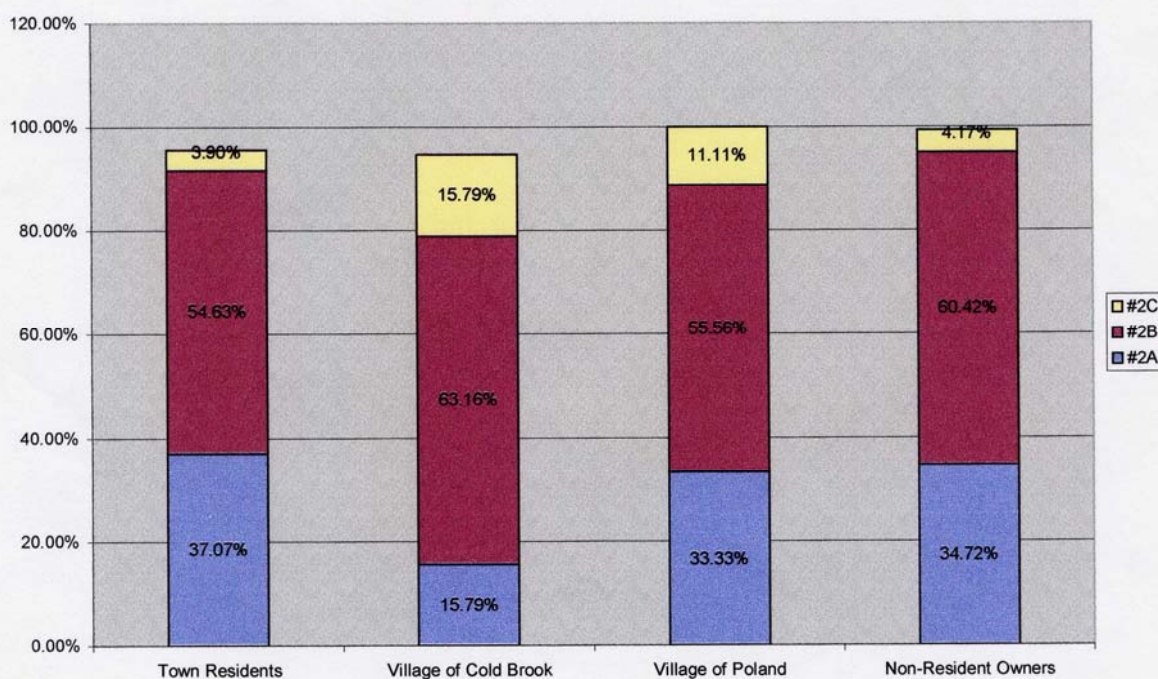
2)

The objectives of the Comprehensive Plan declare our Town should “Protect attractive and important natural features such as lakes, streams, farm lands, woodlands, wildlife and scenic areas, wetlands, aquifer recharge areas and buildings or sites of historical significance.”

Choose one

- ☐ A. Increase protection of environmental, scenic and historically significant areas through zoning legislation.
- ☐ B. We are doing an adequate job of protecting and maintaining the environment and scenic and historically significant areas in the Town now.
- ☐ C. The natural environment and scenic and historical sites are not significant to the Town and we should not use Town resources to protect them.

Protection of Natural & Historic Sites of Significance
Question #2



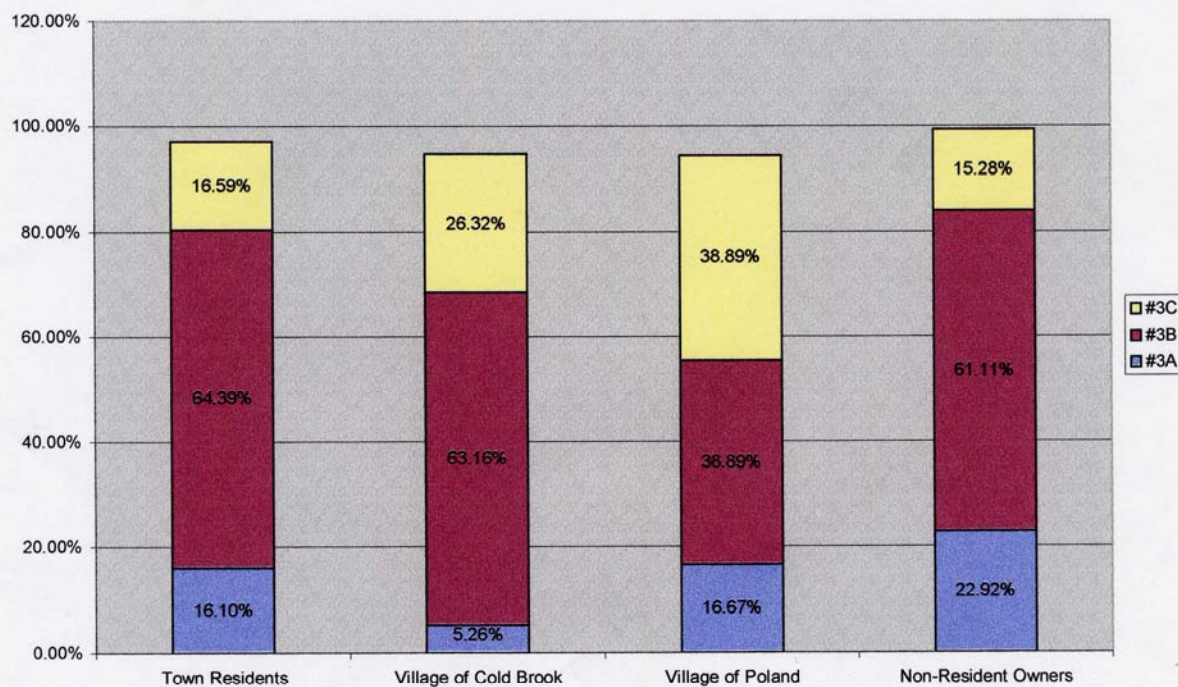
3)

The Comprehensive Plan includes the following Objective: "To provide for a wide variety of residential structures, at densities and locations consistent with plan Objectives

Choose One:

- ☐ A. Increase acreage requirements for building lots to decrease future development in the Town.
- ☐ B. Maintain current acreage requirements, current growth rate is acceptable.
- ☐ C. Decrease the acreage required for a building lot to help increase future development.

Acreage Requirements
Question #3



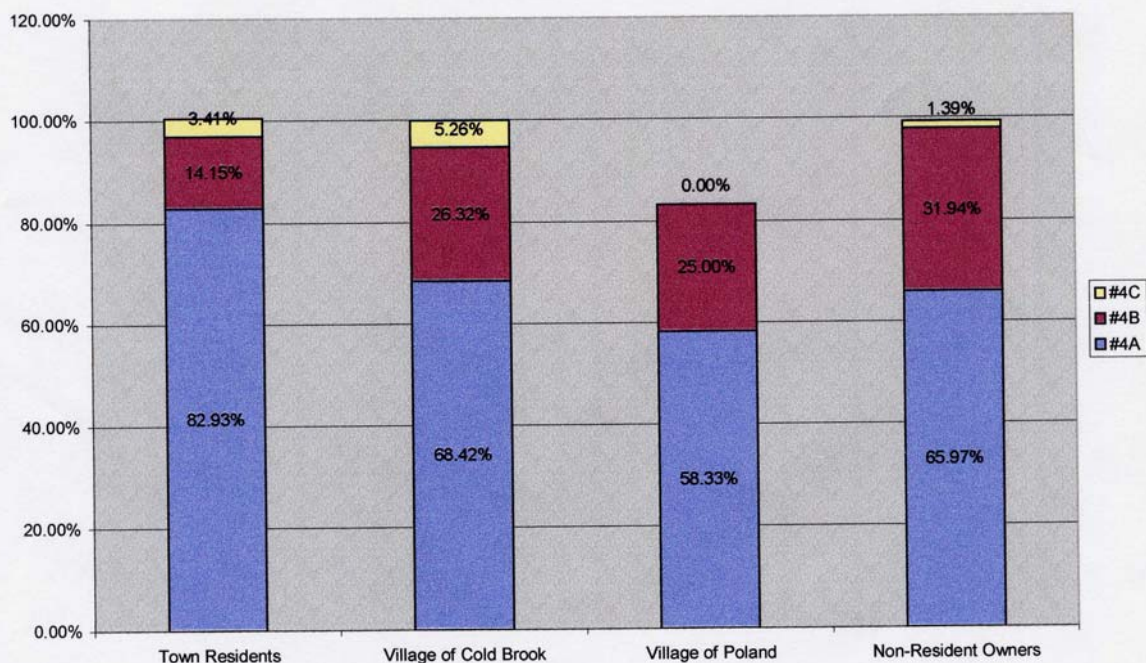
4)

Another Objective in the Comprehensive Plan is “without imposing unnecessary or excessive restrictions, to provide control of unsightly or destructive land uses, including but not limited to signs, solid waste disposal, junk storage and recycling processes.”

Choose one

- ☐ A. The Town needs to provide more control of unsightly or destructive land uses.
- ☐ B. The Town is doing an adequate job controlling unsightly and destructive land uses, and is sufficiently using resources in addressing this problem
- ☐ C. Decrease resources; the Town is spending too much effort on regulation of unsightly and destructive land uses.

**Control of Unsightly & Destructive Land Uses
Question #4**



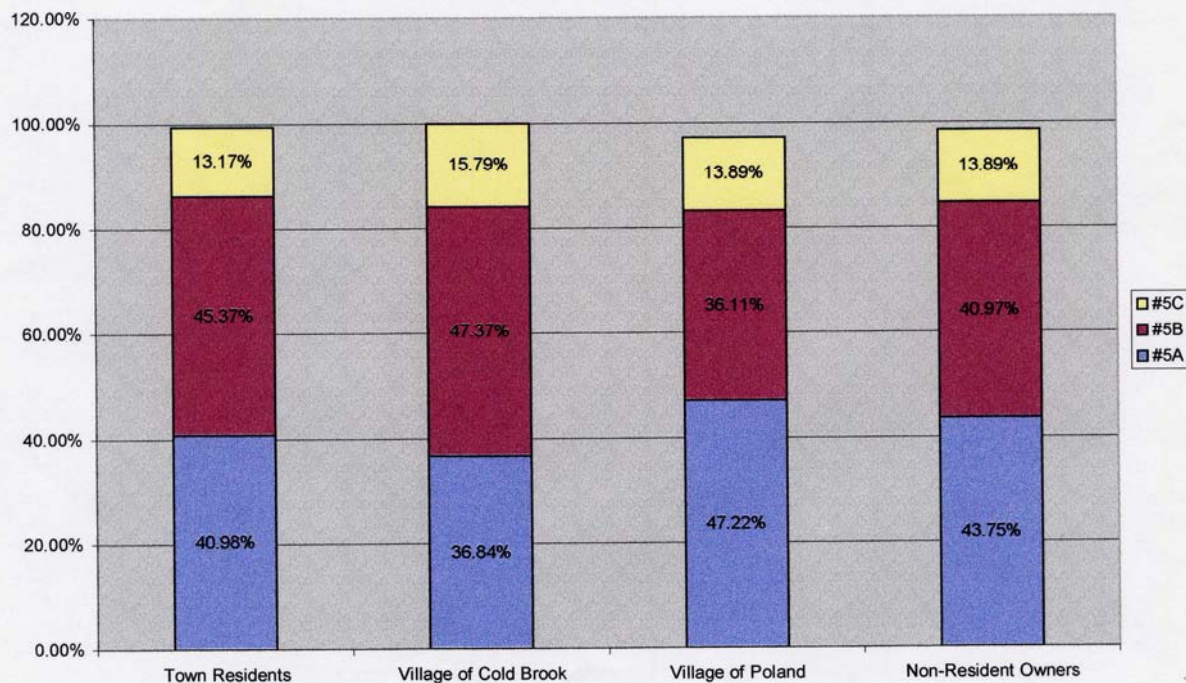
5)

The Comprehensive Plan states “to provide control over mining, quarrying and timbering operations within the Town, ensuring that plans for initiation or expansion of such operations are subject to approval before implementation, and that such plans at least meet the standard of existing State and Federal regulations.”

Choose One:

- ☐ A. The Town should try to decrease the amount of future mining in the Town to preserve the residential character.
- ☐ B. Permit the current level of mining to continue.
- ☐ C. Allow mining to increase based on market demand.

**Control of Mining Operations
Question #5**

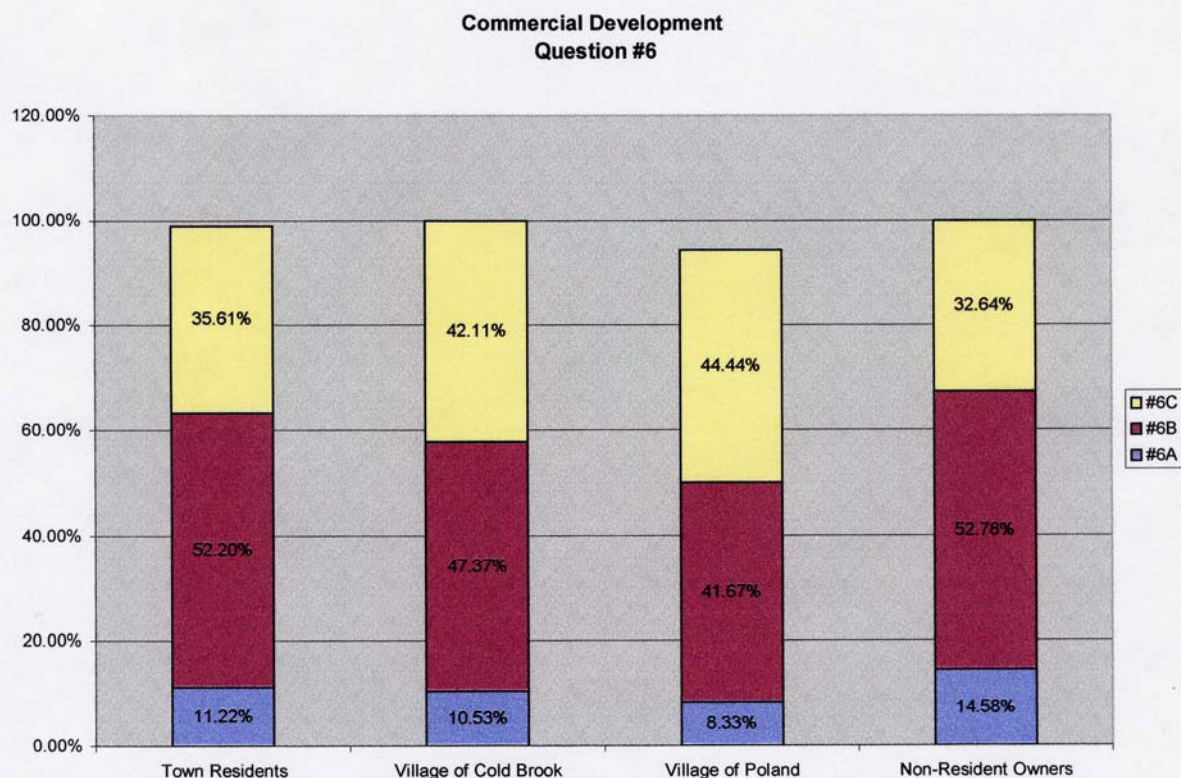


6)

Regarding commercial development, our Comprehensive Plan Objective states: “to provide, where practical, for limited expansion of existing nonresidential uses that do not conflict with other Plan Objectives.”

Choose One:

- ☐ A. Decrease commercial development to preserve residential character.
- ☐ B. Maintain current development, which allows for Home Occupations and Bed and Breakfasts throughout the Town, with other commercial activities restricted to the Villages and Hamlets.
- ☐ C. We should increase commercial development.



7)

The Comprehensive Plan states “to provide for some public facilities which would be in keeping with the Town’s rural character and limited resources.” Are you willing to pay increased taxes for any of the following services?

Choose One:

- ☐ A. No, current level of service is sufficient.
- ☐ B. Yes, more services would improve quality of life in the Town.

