

DRAFT

Town of Orange
Comprehensive Plan
2025

Adopted _____, 2025

Acknowledgements

A special thank you to all of the community members who took time to respond to the Community Survey and/or participate in the Public Information Session and Community Visioning Workshops. Your input was vital to making the content of this plan accurate, worthwhile, and effective.

Town Officials

Heather Waters, Town Supervisor

Thomas Peer, Clerk

[\[Board Members at time of vote\]](#)

Comprehensive Planning Committee (CPC)

Larry Baker, Planning Board

Harold Galusha, Planning Board

Rick Hendrick, Planning Board

Jocelyn Harrison, Planning Board

Holly McNulty / Brenda Bromysoad, Local Business Representative

Amanda Ratchford, Resident

Consultant

HannahMathilde L. Waschezyn, Planner, worked with the CPC with support from the entire team at the Southern Tier Central Regional Planning and Development Board (STC). STC serves as a bridge between local, state, and federal governments, working to find solutions to challenges in Chemung, Schuyler, and Steuben Counties. Where not otherwise indicated, STC staff provided photos and maps (using ArcGIS Pro).



Thank you also to NYS Department of State (DOS) Project Manager Allison Bodine.

This document was prepared with funding provided by the New York State Department of State Environmental Protection Fund. Contract Number: T1002352, NYS DOS Grant, "Town of Orange Smart Growth Comprehensive Plan"



Contents:

Publication Details and Acknowledgements	2
Contents	3
About the Plan	4
Executive Summary	5
Introduction	8
Smart Growth	14
Economic Resources	18
Infrastructure Resources	26
Natural Resources	32
Social Resources	39
Land Use	45
Resources	62
Appendix A: Community Profile	67
Appendix B: Community Participation Plan	78
Appendix C: Public Information Session.....	85
Appendix D: Stakeholder Interview Results	87
Appendix E: Community Visioning Session Workshop Results	92
Appendix F: Review of Local and Regional Planning Efforts and Ongoing Initiatives	101
Appendix G: Maps	105
Appendix H: Survey and Survey Results	121

About This Plan

Comprehensive Planning In General

A comprehensive plan is a living document that presents goals and a vision for the future of a community to guide official decision-making. The comprehensive plan can address a variety of topics, including but not limited to land use, economics and business, farming and agriculture, housing, and infrastructure. Through the development of a comprehensive plan, future goals, objectives, and priorities can be identified for the Town.

Past Comprehensive Planning in Town of Orange

The Town of Orange’s first Comprehensive Plan was adopted by its Town Board in 2012. The development of the plan began in 2009, when the Town of Orange recognized the need to have an approach to enhancing the local economy while conserving the rural quality of life the residents enjoy. The Planning Board collected and reviewed data, completed a public survey, and identified common concerns such as the management of growth, possible economic development, opportunities for sharing costs and services, and the protection of environmental and agricultural resources.

This Comprehensive Plan

When municipal officials noticed that the existing comprehensive plan was approaching ten years old, and recognized the importance of keeping such a plan up-to-date to represent the community’s vision in their decision-making, they communicated with Southern Tier Central Regional Planning and Development Board (STC) for assistance. STC had the capacity at the time to write a NYS Smart Growth Planning grant application. The Town of Orange was awarded the grant, and STC returned to implement the grant.

Community Engagement

A variety of opportunities were offered in order to gather as much input from the community as possible. These opportunities were a Comprehensive Planning Committee, Public Information Session, Community Survey, Community Stakeholder Interviews, two Community Visioning Workshops, and municipal due process for adoption, including a public hearing (see Appendix B).



At Left: Community Visioning Workshop, taken by STC staff

Executive Summary

Community Vision

The Town of Orange is a rural town that is peaceful, private and immersed in the natural landscape with amicable community members. The Town would like to maintain its current rural characteristics while seeking to sustain essential services in an economical manner.

The characteristics outlined in the vision statement are represented by the icons at right throughout the plan.



Community Mission

For the envisioned characteristics to be resilient to change, the Town will endeavor to support and strengthen economic, infrastructure, natural, and social resources. In order for this endeavor to be accurate, worthwhile, and effective, the community and local government must coordinate their efforts on actions such as research, documentation, advocacy, and communication.

Purpose of the Plan

Town Law Article 16 Section 272-a gives Towns the authority to prepare a comprehensive plan. A comprehensive plan helps a community plan future goals, objectives, and outlines priorities and a vision for the Town in the future. The comprehensive plan can help Town officials navigate change and ensure that laws related to land use have a stronger chance of being upheld in a court of law.

How to Use the Plan

Because a Comprehensive Plan is a legal support to local laws, the recommendations, goals, and measures should be consulted by municipal officials prior to voting in any new laws, agreements, or partnerships. The plan should also be consulted prior to making land use decisions. Potential developers are encouraged to reference the plan in order to align their intentions. Finally, the public may use this publication to remind their public officials of documented public engagement and the results thereof.



About the Goals and Actions

Seventeen goals were identified based on community input informed by Smart Growth and sustainability principles. They are organized in this plan by resource area: economic, infrastructure, natural, and social. Each section of the plan provides specific actions, resources, cost magnitudes, and evaluation measures to help implement the plan.

Ongoing (while plan is active)

- 1) Promote local small businesses.
- 2) Explore viability of hamlet development attracting businesses which offer essential goods and services.
- 3) Encourage prudent maintenance of road and stormwater systems.
- 4) Encourage preservation of agricultural resources and open spaces.
- 5) Consider adopting short-term rental development guidelines based on community survey responses.
- 6) Strengthen existing and encourage future community engagement efforts.
- 7) Strengthen intermunicipal relationships.

Short-Term (approximately 2025—2027)

- 8) Continue advocating for a business to use the former Camp Monterey site for a recreational use.
- 9) Complete a natural resources inventory to document areas for conservation such as areas with scenic views, waterbodies, etc.
- 10) Create an open space preservation plan to assess strengths and opportunities of existing open spaces, state forests, food systems, and tourism.
- 11) Continue to explore educational opportunities for local officials and the public.

Medium Term (late 2020s)

- 12) Explore opportunities to expand and improve housing stock.
- 13) Consider establishing subdivision and/or site plan review procedures.

Long Term (2030s)

- 14) Develop community cleanup initiatives with opportunities to assist homeowners with code violations, minor repairs, and property maintenance.
- 15) Develop a transportation strategy to assist with seeking funding to improve access to core amenities, services, and employers.
- 16) Improve capital investment plan and collaborations with Schuyler County to maintain critical infrastructure.

How to Evaluate the Plan

Comprehensive Plans are intended to be updated every 10-15 years. This is accomplished by the municipal governing board appointing a new comprehensive planning committee to either perform an update, or seek funding to hire a consultant to perform the update and work with them. Strong planning committees include members with diverse viewpoints. Discussion and focused attention are essential to renewing public input, updating demographic information, researching recommendations, and crafting goals and actions. A plan update may start with public input or with revisiting the goals. The Planning Board of the Town of Orange will be responsible for reviewing the comprehensive plan every 10 years and making recommendations to the Town Board.



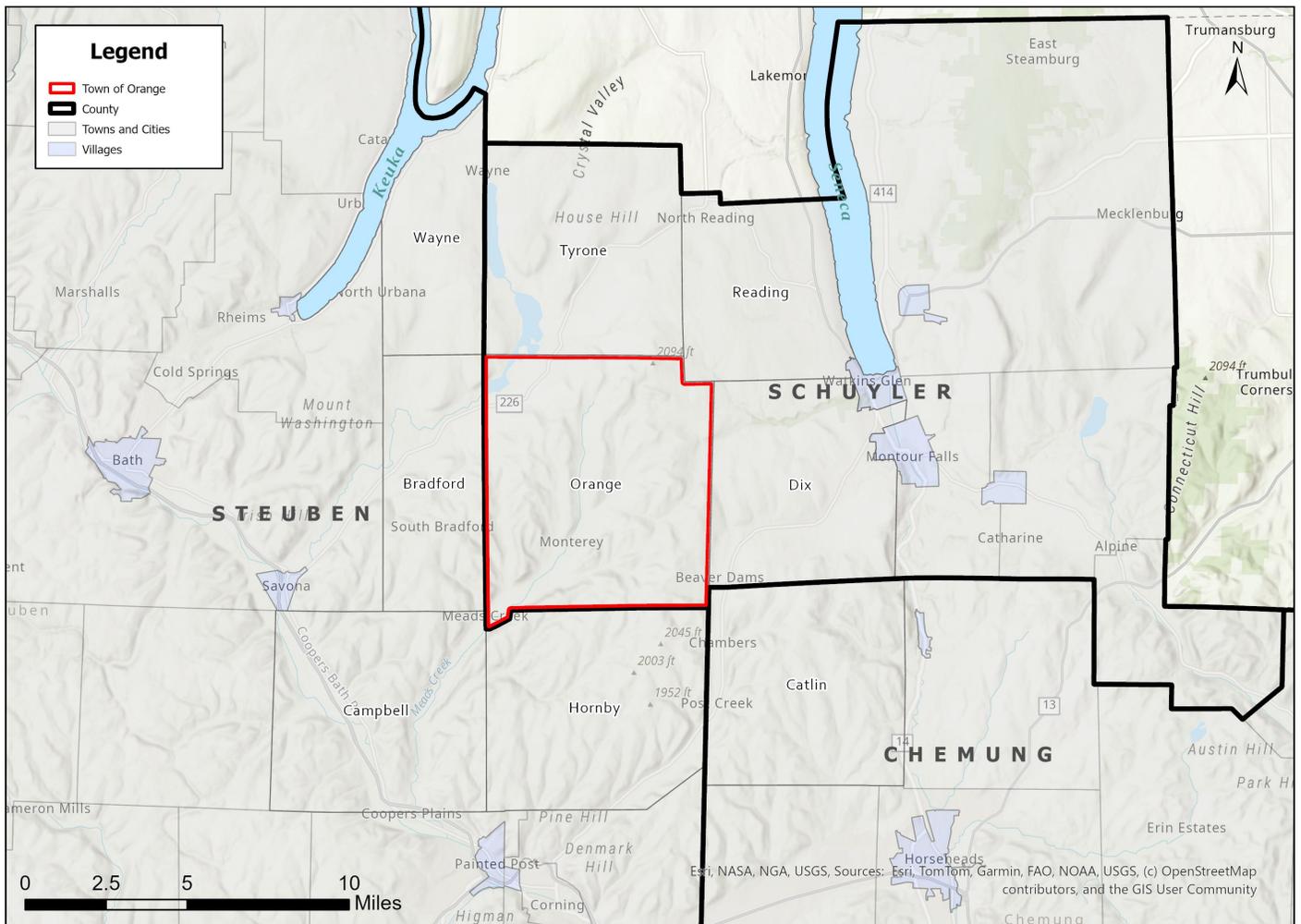
Introduction

Location

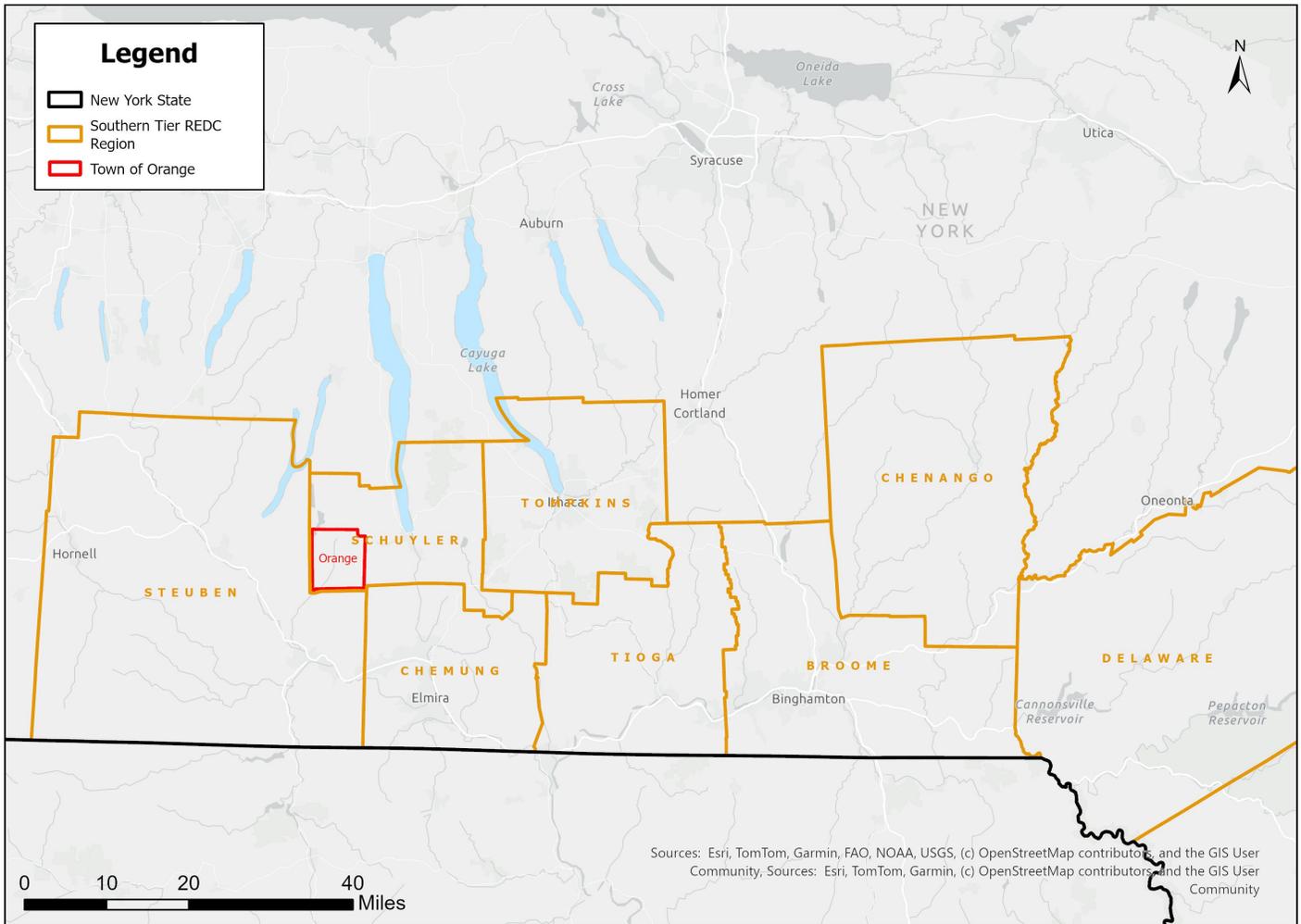
Town of Orange is located in Schuyler County within the Southern Tier region of New York State. Neighboring towns are Tyrone (north), Reading (northeast), Dix (east), Catlin (southeast), Hornby (south), Campbell (southwest), Bradford (west), and Wayne (northwest). Within the Town there is one hamlet called Monterey.



Town of Orange - Location Map



Town of Orange - Region Map



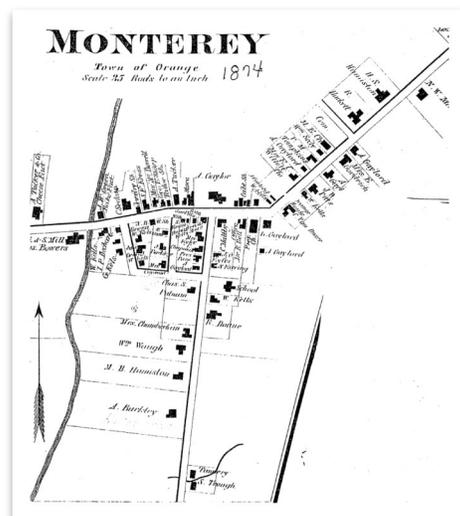
Infrastructure and Services

Drinking water is sourced from private wells and sewage disposal is done through private septic systems. Solid waste disposal is done through private companies or county transfer stations, while gas and electricity is provided primarily through NYSEG. Stormwater management and green infrastructure are most represented in Schuyler County's maintenance of the main routes through the Town. The Town provides snow removal and maintenance for its roads, many of which are dirt or gravel in construction. Land use laws have been enacted to regulate specific uses, such as solar energy systems, and the Town has no comprehensive zoning or subdivision law.

Housing and Economic Trends

- **Housing:** Town housing is affordable with average costs just under 20% of the median household income. The housing stock consists mainly of single-family dwelling units (65%) and mobile homes (28.8%). These data indicate housing options could be expanded.
- **Industries and Employment:** The top employment industry in Orange is educational services, healthcare, and social assistance at 30.5% followed by manufacturing at 15.2%. The vast majority of workers travel to work via car (approximately 80%), and the mean travel time to work is 32.4 minutes. This indicates that many workers are commuting outside of the Town of Orange for their jobs.

At Right: Aikens Rd facing West



Above: 1874 Map of Monterey, image courtesy of the Town Historian

History

In February 12, 1812, the land of the Town of Orange was reorganized from Town of Wayne (Steuben County) as Town of Jersey. The Hamlet of Monterey purportedly came to be in 1834. On April 20, 1836, the Town of Orange was formed from the eastern portion of Town of Jersey. Parts of two neighboring Steuben County townships were thereafter annexed to Town of Orange: Hornby on April 11, 1842, and Bradford on April 17, 1854. Six Nations School house was built in 1844, reported to have been named in honor of the areas inhabitants: Dutch, English, French, German, Irish, and American Indian peoples. Town of Orange became a town of Schuyler County when the county was formed in 1854.

Demographics

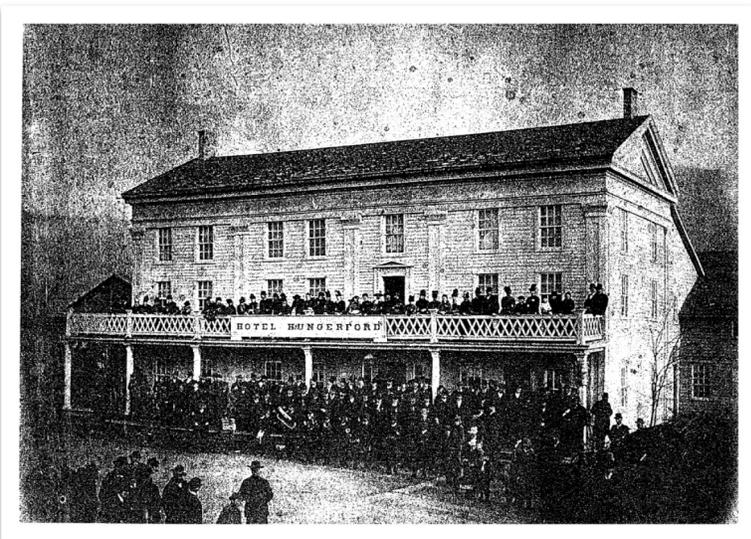
The Town's population was 1,408 in 2020, per the most recent Decennial Census. With the Town's 54.1 square miles, the population density is approximately 25 people per square mile. In 2020, the Town had 713 housing units, for a housing density of 13 per square mile. For comparison, Schuyler County's population and housing densities are approximately double at 54 per square mile for population and 23 houses per square mile. Due to the Town having a lower population and housing density than the County, Orange may need to be more conscientious about ensuring Town residents have access to essential services in the future as mentioned in the vision statement.

Landscape

The landscape of the Town is largely forested; approximately half its area is New York State Forest: Goundry Hill, Sugar Hill, and Templar Falls. The hills are separated by stream and creek valleys. Water from the Town drains toward two regional watersheds (2-digit hydrologic unit, HU): Mid-Atlantic and Great Lakes. More locally, three sub-watersheds (12-digit HU) are impacted by land uses in Town of Orange: Meads Creek, Lamoka Lake / Mud Creek, and Seneca Lake Inlet. Town boundaries also encompass Mill Pond and part of Mud Creek. These natural areas that make up the landscape within the Town are integral to the Town's character and are important to consider when making recommendations throughout this document.

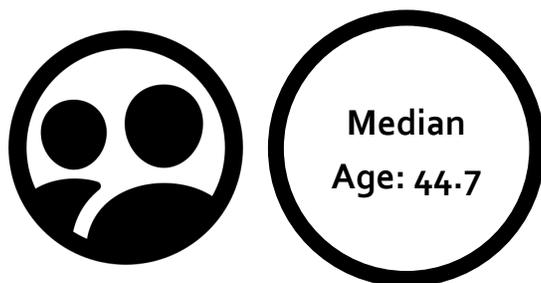
Regional Connections

County Routes 16, 21, 22, and 24 as well as State Route 226 carry the majority of the traffic and provide for intermunicipal connectivity. County Routes 16 and 22 go through a large area of the Town and State Route 226 crosses the municipal boundary in the northwest corner. Town roads provide adequate access and circulation otherwise. The Town of Orange is located near Watkins Glen State Park, which attracts approximately one million visitors per year, and Watkins Glen International raceway, which inundates the surrounding roads with traffic at least once per year. Some survey respondents stated that proximity to Watkins Glen was a reason for them deciding to live in the Town of Orange. The county routes through the Town are one of the fastest and most efficient ways to get from Interstate 86 and the Corning, NY, area to Waneta and Lamoka Lakes to the north and Mill Pond in the northwest corner of the Town. Safety features for pedestrian and bicycle traffic are not currently utilized in the Town, and demand has historically been insufficient for public transit.



At Left: 1890s hotel in Monterey, image courtesy of the Town Historian

Demographic Snapshot

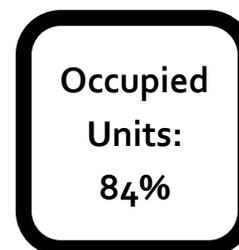


1,408 Population

- School-aged (5-17): 14.3%
- Seniors (65+): 23.1%
- Veterans: 8.1%
- With Disability: 12.4%
- 5+ year resident: 74%

713 Housing Units

- Owner Occupied: 84% (16% renter)
- Single-Unit Dwelling: 65%
- Average Household Size: 2.50
- 2-3 Bedroom: 79.9%
- Built Before 1980: 62%
- Heating Fuel, bottled: 47.2%



Income: \$26,394 Per Capita

\$62,917 Median Household

- Median Value of Housing Unit: \$118,200
- Monthly Housing Costs: \$847/Mo. (\$10,164 annually, 20% of income)
- Monthly Housing Costs at or above 30%: 18.5%

Education and Employment

- Unemployment Rate: 3.9%
- Bachelor's Degree or higher: 13%
- Mean Commute Time: 32.4 min.
- Industry: 30.5% Educational services, and health care and social assistance



Source: American Community Survey or Decennial Census and iconfinder.com

Smart Growth

"Smart Growth" is a forward-thinking approach to planning and development that supports the resilience of a community's resources. It is founded on research about what makes vital and strong communities.

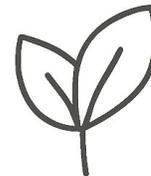
This plan is designed to prepare for as many opportunities as possible with respect to the community's input and vision. Four perspectives on Smart Growth and sustainability have been carefully combined and organized into what has emerged as four resource areas.

The four perspectives are:

- 1) Principles required to be addressed in a Smart Growth Comprehensive Plan funded by the New York State Department of State's Smart Growth Comprehensive Planning grant program, as outlined in the work plan of Town of Orange's contract with NYS Department of State.
- 2) Criteria from the New York State Smart Growth Public Infrastructure Policy Act
- 3) Elements from the NYS Climate Smart Communities Program action "Comprehensive Plan with Sustainability Elements,"
- 4) Strategies from the United States Environmental Protection Agency's Smart Growth Network to commendations and considered in relation to the resources they strengthen: economic, infrastructure, natural, and social. The leaf to the right accompanies each resource with references to relevant principles.

The four resource areas are:

- Economic Resources
- Infrastructure Resources
- Natural Resources
- Social Resources



Because the state and federal level principles, criteria, elements, and strategies are designed to apply to villages, towns, cities, and counties of all sizes and descriptions, they must be adapted for local scale, reconciled with local input, and interpreted for local adoption. What follows is an analysis of available perspectives in the context of a rural community. In the following subsection, there is a discussion of how the 10 Smart Growth Principles apply to rural communities generally and the Town of Orange specifically. Furthermore, throughout the plan, a leaf icon, as seen above on this page, calls attention to Smart Growth Principles.

"Community resilience is the ability of a community to prepare for anticipated natural hazards, adapt to changing conditions, and withstand and recover rapidly from disruptions."

—Federal Emergency
Management Agency

Smart Growth Principles, Rural Communities, and the Town of Orange

As mentioned earlier in this section, state and federal level principles, criteria, elements, and strategies must be adapted for local scale, reconciled with local input, and interpreted for local adoption. Due to the Town of Orange’s lack of previous planning and elementary understanding of land use principles as well as Smart Growth Principles; extensive education and discussion occurred both during 3 public meetings sessions held in the fall of 2024 as well as throughout the monthly Comprehensive Planning Committee meetings. Understanding that the Town of Orange has no zoning and is cautious of land use regulations is vital to understanding this plan and its results.

What follows is an analysis of Smart Growth Principles in the context of a rural community. This is what “smart growth” means to the Town of Orange.

1. *Develop plans and land use regulations that allow for and encourage mixed-use neighborhoods. (Contract language: Promote mixed land uses in focus areas.)*

Rural municipalities often have minimal or no zoning laws, and therefore inherently allow for mixed-use neighborhoods as well as combined commercial/residential land uses. This is the case in the Town of Orange. Currently and moving forward, the Town embraces the idea of mixed-uses. Orange does not restrict them in any way.

2. *Enable a diverse mix of housing types, providing opportunity and choice for all. (Contract language: Create an adequate range of housing opportunities and choices.)*

Rural municipalities often have minimal or no zoning laws, inherently enabling a mix of housing types. In the Town of Orange, community survey input indicated support for a range of housing types, opportunities, and choices (Question 23). The Town of Orange is excited to be a location where everyone is welcome and housing options are plenty. Due to infrastructure and financial constraints, the Town is not in a position to build nor subsidize housing construction, and certain higher density housing types will be limited due to the lack of water and sewer infrastructure. However, it is important to reiterate that the Town of Orange welcomes all types of housing and will not be an impediment to proposed developments.

3. *Prioritize infill and redevelopment of existing buildings to revitalize neighborhoods and downtowns, including areas around public transit. (Contract language: Promote development and redevelopment where infrastructure is adequate and sustainable.)*

Rural municipalities do not always have distinctive neighborhoods and downtowns. Redevelopment of existing buildings is applicable, as well as promoting development where infrastructure is adequate and sustainable. In the Town of Orange, public input received through the Visioning Workshop included a desire for more and revitalized uses in the Hamlet of Monterey. There is certainly room for revitalization of areas in the Town, particularly surrounding some poorly maintained housing, and the Town is working to think creatively about how it may be able to influence and improve those areas through community volunteers and grant resources.

4. *Provide well-planned, equitable, and accessible public spaces. (Contract language: Promote well-planned and well-placed public spaces.)*

Rural municipalities, with few resources, tend to have few publicly owned spaces. In the Town of Orange, about half the land area is New York State Forest. Additionally, the Town has a well-planned, equitable, and accessible park beside the Town Hall. Survey input included interest in more use of public spaces (Question 14). With State land and a public park in their community, the Town of Orange is fortunate to have existing public spaces for use. These are assets that the Comprehensive Planning Committee not only acknowledges but also has discussed options to leverage these resources to improve their community.

5. *Encourage compact neighborhood design and concentrated development around existing infrastructure. (Contract language: Promote sustainable compact neighborhoods)*

As stated in relation to previous principles, existing rural infrastructure is often minimal. In the Town of Orange, water, waste removal, electric, internet and cellular systems are all privatized. This incentivizes clustered development and disincentivizes large-scale development, which survey respondents appreciate. Private water and waste removal also encourages the community to remain rural, which was a goal and desire of the community throughout this process.

6. *Preserve open space, agricultural resources, and natural resources. (No corresponding language in the contract.)*

Rural municipalities tend to have significant open space, agricultural resources, and natural resources accompanied by a desire to preserve them. However, rural communities do not always have the laws in place to enforce that desire. In the Town of Orange, public input included a strong interest in preserving open space, agricultural resources, and natural resources (see the sections on Economic and Natural Resources). Survey responses and committee members also reflected a strong desire to maintain land owner rights. This is recognized as a conflict. It is clear that the Town does not have a desire to adopt zoning but would be willing to consider other land use laws. Walking the line of preservation without zoning is seen throughout this document.

7. Prioritize transportation options such as walking, cycling, and public transportation. (Contract language: Promote walkable/bikeable neighborhood designs; Increase mobility and circulation within jurisdictional lines and improve connectivity with areas outside jurisdictional lines.)

Rural municipalities often have long stretches of county or state roads which are not suitable for sidewalks or pedestrian traffic. In many cases, the population size is insufficient for public transportation. In the Town of Orange, survey responses included a significant interest in public transit, if it were feasible, and an interest in pedestrian infrastructure (see the sections on Economic and Infrastructure Resources). Town of Orange, at it's current size, would not be in a position to provide these types of services, but advocating at the County level and being engaged in public transit working groups is something that Town could do more of.

8. *Promote climate resiliency and adaptation, preferably through nature-based solutions, and reduce greenhouse gas emissions. (Contract language: Promote sustainable mass transit that reduces the local levels of greenhouse gas emissions; promote and integrate clean energy resources and related incentives; improve green infrastructure and resident’s participation to this effort; increase resiliency to extreme weather events.)*

Rural municipalities contribute very small amounts because they rarely have the number of vehicles to refer to as a fleet. With a population size that makes mass transit cost-prohibitive, the number of vehicles emitting greenhouse gasses is also relatively low. Green infrastructure is the default with abundant natural space and minimal impervious surfaces more because of associated maintenance costs. This is the case in the Town of Orange. While the Town of Orange’s carbon footprint is small, the Town encourages the preservation of many of their rural areas and when possible and has interest in engaging with NYS on energy saving initiatives.

9. *Build on unique traits to create an attractive and welcoming community with a strong sense of place. (Contract language: Build on traits that make a distinctive and attractive community with a strong sense of place.)*

Rural municipalities’ unique traits are often related to features of the landscape, and there is often potential to build and promote a stronger sense of place. In the Town of Orange, the community vision and mission were created from community input and reviewed by the Comprehensive Planning Committee to inform future place-making efforts, as referenced in the Goals and Actions section. The Town desires to improve those areas of rural distress but build off of its beautiful landscape, preserve its forests, and encourage diversity of housing, people, and uses to build a community that is welcoming to newcomers.

10. *Engage in an inclusive, collaborative public planning process that considers the needs and character of the community. (Contract language: Encourage social diversity and integration; Expand planning and implementation efforts across jurisdictional lines, to increase effectiveness, sustainability, and resiliency; promote community and stakeholder collaboration in planning.)*

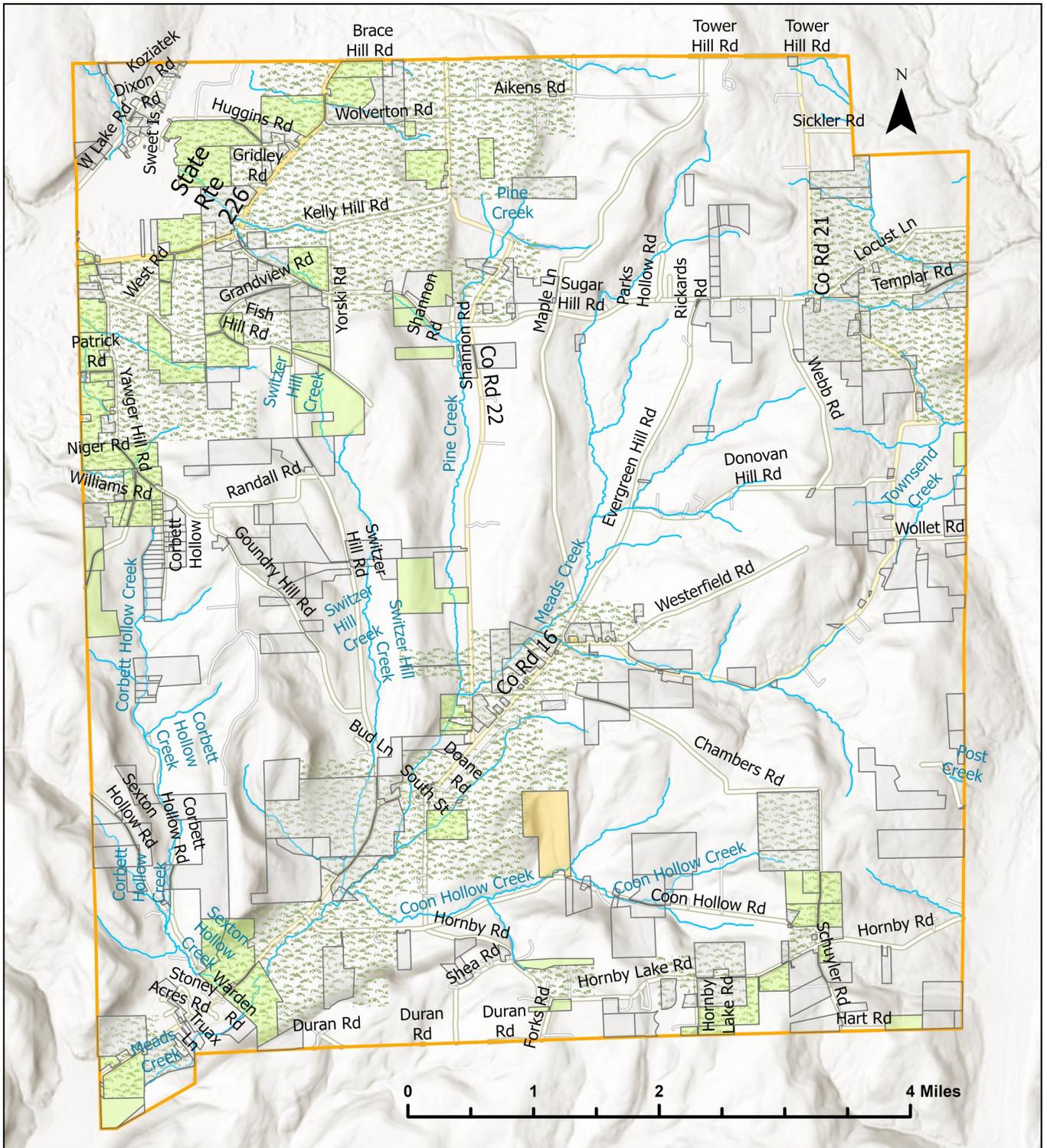
Rural municipalities often have a core group of interested residents, a large group of reluctant participants, and a small number of people who step up to lead local governance and community efforts. Often diversity, as defined in a metropolitan community, is not applicable to a rural community because of the relatively few demographic groups present. In the Town of Orange, local governing board meetings are already well-attended, communication lines are open, and accessible public engagement is encouraged. The Town’s leadership is excited to build off of this comprehensive planning process and continue public engagement. The Town maintains a planning board, even though they do not have zoning. This board is vital to communication, discussion of future growth, and consideration of future land use laws. This community never lacks in community input and encourages it through all methods that they can practically accommodate.

Economic

The Town of Orange makes the most of its limited economic resources. According to the 2020 Census, the town has a population density of 26 people per square mile, and 51% of its land area is designated as New York State (NYS) Forest. Community members recognize that economic development must center around their rural resources, farms, and the hamlet of Monterey. Through the public input sessions, residents shared their desire to increase the tax base while supporting local farms and small businesses that align with the rural aesthetic. They are also interested in exploring opportunities to improve outcomes for taxpayers. Survey respondents indicated (62%) that agriculture is essentially synonymous with economic opportunity, and the soil map above shows a significant amount of Farmland of Statewide Importance, in yellow. The “Economic Agricultural Opportunity Map” on the next page shows current farming parcels and the County’s Agriculture District.

When considering options for economic development, the town will first focus on these maps, considering how the town can play a role in FIRST, protecting these resources while SECOND working with farmers to grow their farm businesses through value add service/product offerings. The Town can take the opportunity to create a buy local campaign or promote various community supported agriculture (CSA) subscriptions for farms offering this service in the Town. Some challenges that come with these efforts are ensuring all farms/local businesses are treated equally and Town capacity to conduct these initiatives.





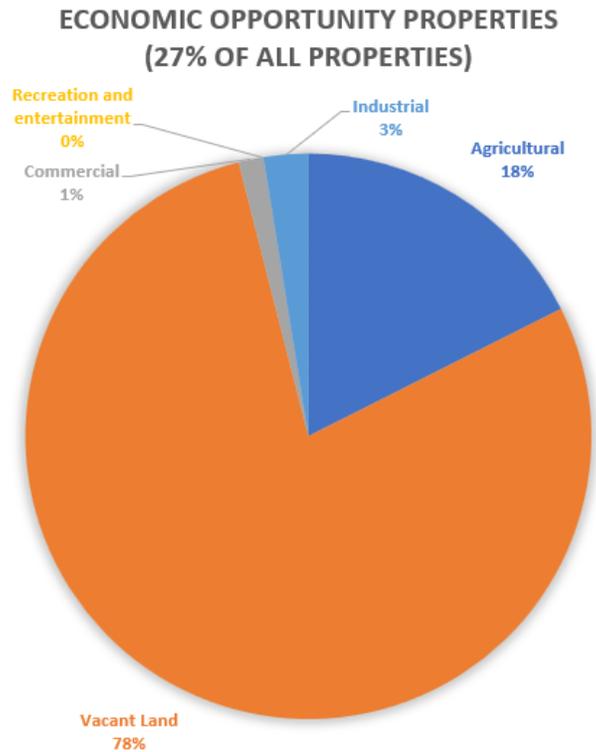
Economic Agricultural Opportunity Map

- | Legend | | | |
|---|---|---|--------------|
|  | Municipal Boundary |  | Private Road |
|  | Schuyler County Agricultural District 2 |  | Streams |
|  | Commercial |  | State Road |
|  | Vacant |  | County Road |
| | |  | Town Road |

Map source information: Schuyler County, Esri, NASA, NGA, USGS, TomTom, Garmin, FAO, NOAA, OpenStreetMap contributors, and the GIS User Community.

Economic Resources

The chart to the right shows that there is substantial economic opportunity in Town of Orange. Profitable agriculture, recreation, and/or commercial businesses could utilize some of the vacant land and improve the economic resilience of the Town. Action is merited, given that the Town’s population has decreased 20% in recent decades (1,752 in 2000 to 1,408 in 2020). Median household income generally increased by 14% since 2000, while persons below the poverty line has also increased from 16% in 2000 to 18% in 2020. Town of Orange currently meets the Economic Development Administration’s economic distress criteria and is part of an eligible census tract of the Internal Revenue Service’s Opportunity Zones. Several versions of criteria such as these exist to indicate and support eligibility for assistance in funding programs. The Town and community within will need to take some action to improve its economic outlook.



Town of Orange distinguishes itself from other municipalities in part by interconnections of land uses: agriculture, residential, commercial, vacant, open space (see page 43 for a complete land use map). In the early days, the Town served as a waypoint for traffic by horse. It continued to be a scenic route between populated areas, providing respite, recreation, and enduring local businesses and residents. Housing tenure increased by about 5% per decade: In 2000, 65% of residents had lived in their home for 5 or more years, increasing to 74% in 2020.

The goals on the following pages address the fiscal sustainability of the Town, especially with respect to its housing and business vitality and ever-strengthening sense of place. The majority of respondents would like Town officials to consider limiting development on important farmland (survey question 48). Home-owners are interested in grant opportunities to improve the quality of housing (survey question 21), and showed support for fostering a range of housing opportunities (survey question 23). Broadening transportation options could include public transit, which 65% respondents anticipate using if it were available, and micro-transit such as Uber or RideShare (survey question 17).

Camp Monterey as an Economic Opportunity

Camp Monterey, located on 22 acres of state forest land was a minimum-security camp that opened in 1958. In the late 80s, Camp Monterey was established as a “shock incarceration” facility with the capacity for 300 inmates. There exist 45 buildings on the site and it includes a fully operational wastewater plant. The site was decommissioned by New York State in 2014 and has since sat empty. New York state has site control and has conducted a “re-use study”. While Schuyler County and the Town of Orange have been involved with and consulted for years on the reuse of the site and potential interested developers, to date, no proposal has come to fruition. As the time passes the buildings are deteriorating and opportunities for reuse is decreasing due to the condition of the infrastructure.

Given the building structures and infrastructure the recommendations from NYS Empire State Development was for institutional usage such as a school, hospital or senior housing facility. Given the location of the facility, that market demand simply does not exist, though town residents welcome any reuse of the site. The site continues to be advertised by New York State as a viable site for development. At some point, the repair of the existing structures will be such that demolition may be the only option. Town officials and Schuyler County officials should remain engaged in ongoing conversations about the site and continue to work with NYS ESD and potential federal grant programs to plan for and develop a strategy to attract a potential new use on this piece of property.



Above: former Monterey Shock Incarceration Correctional Facility (photo from Empire State Development report from January 26, 2014)

Goals and Actions



ONGOING



Promote local small businesses

- A. Continue to encourage local business announcements and flyers at the Town Hall.
- B. Consider linking to an existing business directory from the Town website or creating and maintaining a local business directory with an adequate plan for maintenance.
- C. Consider creating or joining a shop local campaign.

Resources: Watkins Glen Chamber of Commerce, Cornell Cooperative Extension Schuyler, volunteers, Finger Lakes Gateway, REDEC/RRC, IncubatorWorks

Cost: \$-\$\$

Evaluation Measures:

- Number of small business announcements at Town Board meetings
- Number of flyers posted at the Town Hall
- Number of businesses in the Town over time
- Number of Town of Orange businesses in nearby directories
- Established local business directory



Above: a farm practice in progress

Explore viability of attracting businesses which offer essential goods and services to the hamlet of Monterey

- A. Continue conversations with economic development organizations
- B. Consider inventorying vacant buildings, commercial spaces, and underutilized property that would be suitable for new businesses or expansion of existing businesses

Resources: Schuyler County Partnership for Economic Development (SCOPED), NYSHCR Main Street

Cost: \$-\$\$\$

Evaluation Measures:

- Number of properties revitalized
- Number of grant opportunities pursued
- Inventory competed

Smart Growth Principles



Strengthening Economic Resources:

#1,2,3,5,6,7

Consider short-term rental development guidelines based on Community Survey responses

- A. Discuss the financial opportunities and impacts of short-term rental with municipalities who have more short-rental properties
- B. Offer public listening sessions to better understand the strengths, weaknesses, opportunities, and threats of this type of development
- C. Review and consider comparable municipal laws appropriate to the community's vision

Resources: Schuyler County Planning, NYS DOS, STC Planning, Design Connect/similar

Cost: \$

Evaluation Measures:

- Town Board meeting committee reports or announcements

SHORT-TERM (2025-2027)

Continue advocating for reuse of the former Camp Monterey.

- A. Share feedback from the Community Survey (Appendix D, Question 49) with project partners
- B. Work with project partners to identify, attract, and engage developers who could improve the Town's tax base and align with the community's vision

Resources: Schuyler County IDA, Finger Lakes Gateway (formerly SCOPED), NYS Department of Conservation Division of Lands and Forests, NYSESD

Cost: \$

Evaluation Measures:

- Updates in Town Board meeting minutes
- Development of the former Camp Monterey Site
- Number of grant opportunities pursued

MEDIUM-TERM (late 2020s)

Explore housing opportunities

- A. Discuss Community Survey results with Schuyler County in order to explore what a range of housing types might mean for the Town
- B. Adopt the Pro-Housing Communities resolution
- C. Pursue Community Development Block Grants (CDBG) for a housing needs assessment and a housing rehabilitation program for low-to-moderate income households

Resources: Schuyler County Planning, Schuyler County IDA, STC Planning, NYS Department of State Division of Local Government, volunteers, NYSESD, CDBG Community Planning

Cost: \$

Evaluation Measures:

- Percentage of housing units that are single-family or multi-unit dwellings
- Number of grant opportunities pursued
- Housing assessment completed

LONG-TERM (2030s)

Develop and fund transportation strategies that provide access to core amenities, services, and employers

- A. Continue conversations with Schuyler County and regional agencies about the Community Survey results (Appendix B).
- B. Promote regional collaboration for transportation services

Resources: Schuyler County Planning, Schuyler County Office for the Aging, Institute for Human Services, US & NYS DOT, NYS Climate Smart Communities, volunteers

Cost: \$-\$\$\$

Evaluation Measures:

- Number of announcements related to transit at Town Board meetings
- Number of community members using public transit services

Alignment with Smart Growth Principles

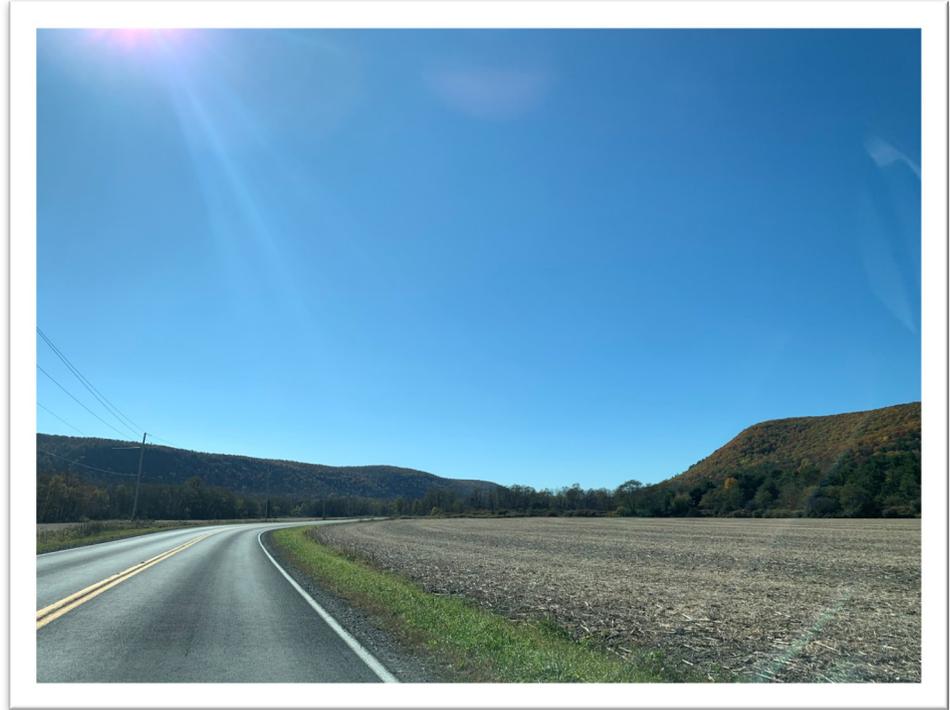
The desires of the community surrounding economic resources and recommendations outlined in this section align with multiple Smart Growth Principles. The Town of Orange has a rural character and agriculture is integral to the economy of the Town. The community draws on its traits as an agricultural area by supporting increasing the tax base while supporting farms and limiting development on farmland. These desires are in alignment with the Smart Growth Principle to **preserve open space, agricultural resources, and natural resources.**

The goals and recommendations outlined in this section also align with Smart Growth Principles. Orange supports fostering a range of housing choices and its lack of zoning is a benefit in this area as this **enables a diverse mix of housing types, providing opportunity and choice for all.** The Town also wants to attract businesses to the hamlet of Monterey, which would result in a **mixed use, compact neighborhood design.** The former Camp Monterey site presents an opportunity for economic development in the Town. The Town wants to continue to work with County and State partners to identify, attract, and engage developers who could redevelop the site. This focus on redevelopment of the site aligns with the Smart Growth Principle to prioritize **infill and redevelopment of existing buildings to revitalize neighborhoods and downtown.**

Finally, there is interest amongst Town residents in developing alternative transportation options, such as public transit and rideshare services like Uber and Lyft. However, Orange's low population and rural character make it difficult for the Town to have enough demand for these services. Although the lack of these transportation options is a weakness within the Town today, it also represents an opportunity to develop a transportation strategy that **prioritizes transportation options such as walking, cycling, and public transportation** in the future, which is stated as a long-term goal in this section.

Infrastructure

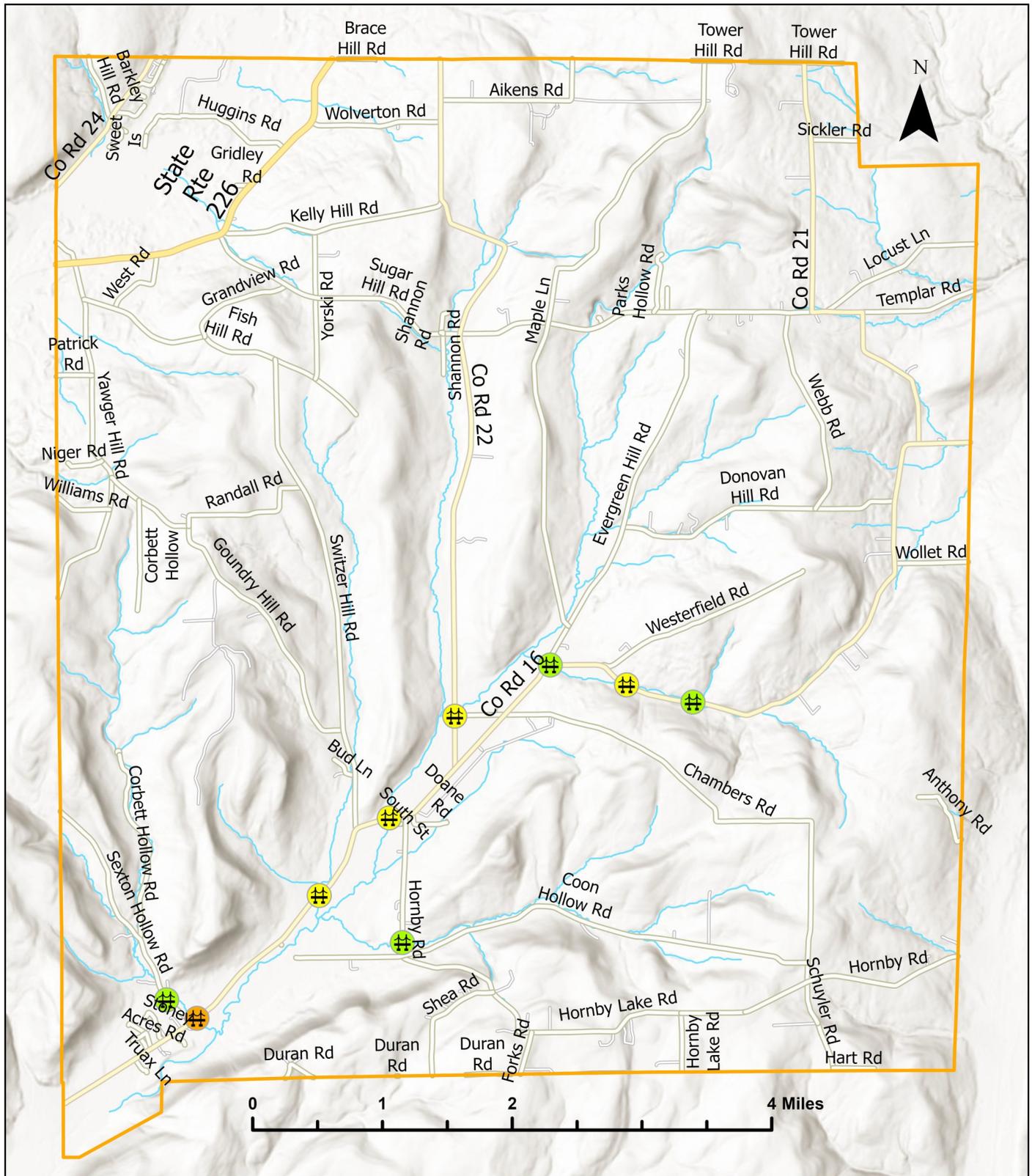
Infrastructure is a vitally important resource to connect the parts of a rural community. In order to maintain and protect infrastructure in a fiscally responsible manner, planning is necessary. As bridges and culverts age and creek flow varies, the need to review precautions grows as well. Community interests include improvements to **road maintenance and drainage** and **safe walking/biking** areas.



Above: along County Route 16, taken by STC staff

Balancing affordability with best management practices for both roadway dependability and water quality is important to community members, based on their survey responses. This will require planning, communication with other government entities, and continued education, especially recognizing the potential impacts of intense rainfall flow past aging bridges and culverts. Bridges on the map on the following page are owned by Schuyler County.





Road & Bridge Map

Legend

- Municipal Boundary
- State Road
- County Road
- Town Road
- Private Road
- Streams
- # Good Bridges
- # Fair Bridges
- # Poor Bridges

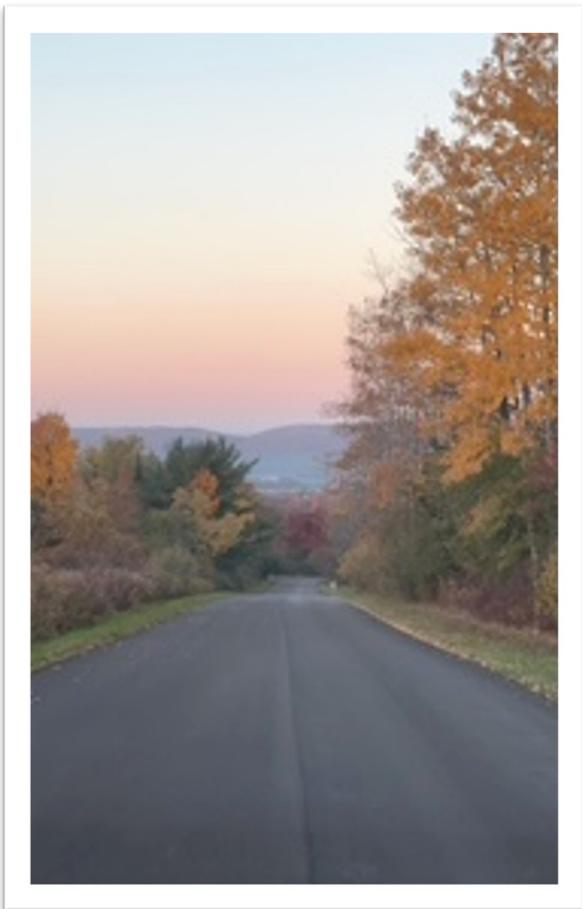
Map source information:
Esri, NASA, NGA, USGS

Infrastructure & Services

The roads, bridges, and culverts of the Town are important beyond everyday residential and business interests. Intermunicipal traffic and emergency services also depend on the upkeep of this resource. Infrastructure is most susceptible to erosion caused by extreme weather events and damage caused by abnormal use. Investments in infrastructure and related regional topics such as hazard mitigation and water management are opportunities to build and improve relationships with the County and neighboring municipalities.

Town-owned roads are maintained by addressing potholes, snow/ice, encroaching vegetation, signage. “More maintenance would be worth the cost” was indicated by 28% of survey respondents, and 35% indicated “it could be worth improving if there were no added cost” (survey question 46). Some survey responses included praise for the highway department.

Walking/biking infrastructure is desirable to the community, as indicated by 42% of survey respondents. With the Bradford Central School District located in the Town, the routes students use to get to/from school merit additional attention to ensure adequate safety.



Cellular and broadband infrastructure leaves much to be desired. Survey responses indicated that for some internet is not available (10%) or not affordable (30%) and cellular technology is not available (12%) or affordable (18%) (survey question 47). These may seem like relatively small percentages, but with 15% indicating that land lines are not available and 20% indicating land lines are not affordable, some areas are left in the middle of the technological divide—unable to access any stable communications technology. Such a divide is problematic both for and beyond emergency service response, though that may be reason enough to seek a solution. Some medical equipment requires updates via the internet, children in school have assignments which depend on internet access, some state and federal services are only available online, and any business that accepts a credit/debit card will require stable internet access.

At Left: Road in Town of Orange, photo courtesy of Town Supervisor Waters.

Goals and Actions



ONGOING (while the plan is active)

Encourage prudent maintenance of road and stormwater systems

- A. Budget for staff training expenses
- B. Advocate for educational opportunities applicable to both staff and the public, such as vegetative buffers and stormwater runoff erosion control
- C. Refer staff to road and stormwater resources and trainings and discuss what take-aways may be relevant to the Town
- D. Map catch basins and implement best management practices for efficient planned maintenance

Resources: Schuyler County Planning, Cornell Local Roads Program, STC Planning, Schuyler County Soil and Water Conservation District, Schuyler County Department of Transportation, NYS Department of Transportation, SRBC, USC, SWIO, Design Connect or similar, volunteers

Cost: \$-\$\$

Evaluation Measures:

- Number of road closures due to storms
- Number of trainings attended by Town staff/officials
- Number of local educational opportunities
- Map of catch basins created

Strengthen intermunicipal relationships

- A. Attend and participate at legislative meetings and the Schuyler Council of Governments
- B. Ask for more information about community-wide and regional events and initiatives which may increase opportunities for the Town, its people, and its infrastructure
- C. Share community-wide event and initiative information across public, municipal, and business entities
- D. Partner with agencies/organizations to apply for grant opportunities
- E. Create a relationship with Southern Tier Network (STN), a nonprofit, open access telecommunication company that operates and leases bandwidth on its middle mile, dark fiber network infrastructure in the region

Resources: Cornell Cooperative Extension, Schuyler County Council of Governments, Schuyler County Soil and Water Conservation District, Schuyler County Department of Transportation, Southern Tier Network, volunteers

Cost: \$-\$\$\$

Evaluation Measures:

- Number of events/initiatives announced at Town Meetings
- Number of references to county and neighboring municipalities in Town Meeting minutes
- Number of multi-jurisdictional grant opportunities pursued

Smart Growth Principles



Strengthening Infrastructure Resources:

#7,8,10



Goals and Actions Continued

LONG-TERM (2030s)

Improve capital investment plan and intermunicipal collaborations to maintain critical infrastructure

- A. Advocate for Town Officials to receive capital investment planning training
- B. Develop and adopt a capital investment plan
- C. Maintain communication about capital funding priorities across levels of government

Resources: Schuyler County, STC Planning

Cost: \$-\$\$

Evaluation Measures:

- Number of Town Officials trained
- Number of years Capital Investment Plan is utilized

Alignment with Smart Growth Principles

The desires of the community related to infrastructure outlined in this section align with multiple Smart Growth Principles. There is a desire amongst residents to improve the maintenance of road and stormwater systems, although there is conflict about willingness to pay more for this improved maintenance. The goals and recommendations outlined in this section include ensuring prudent maintenance of road and stormwater systems and developing a capital investment plan. These recommendations reflect a desire on the part of the Town to ***increase resiliency and adaptation***.

As stated in the previous section outlining Smart Growth Principles and their relationship to rural communities and the Town of Orange, there is interest in increased pedestrian infrastructure within the Town. This aligns with the Smart Growth Principle to ***prioritize transportation options such as walking, cycling, and public transportation***. However, this is not something the Town of Orange is currently in a position to provide, which links to another recommendation in this section to strengthen intermunicipal relationships. There is an opportunity for the Town to advocate for increased pedestrian infrastructure at the County level and investigate whether other surrounding municipalities are investing in pedestrian infrastructure. Through taking this public input, recognizing its own limitations, and putting forth a concrete recommendation, the Town shows its desire to ***engage in an inclusive, collaborative public planning process that considers the needs and character of the community***.

Natural

Natural Resources are the most popular reason survey respondents gave for living, owning land, and keeping land in the Town of Orange. In alignment with that reason, recreational land uses are highly supported by the community and have significant potential given the State Forest areas in the Town. To protect the landscape and foster more recreational business, the community will need to make decisions that balance **flexibility for property owners** with a love of natural resources like **scenic views** and **water quality**.

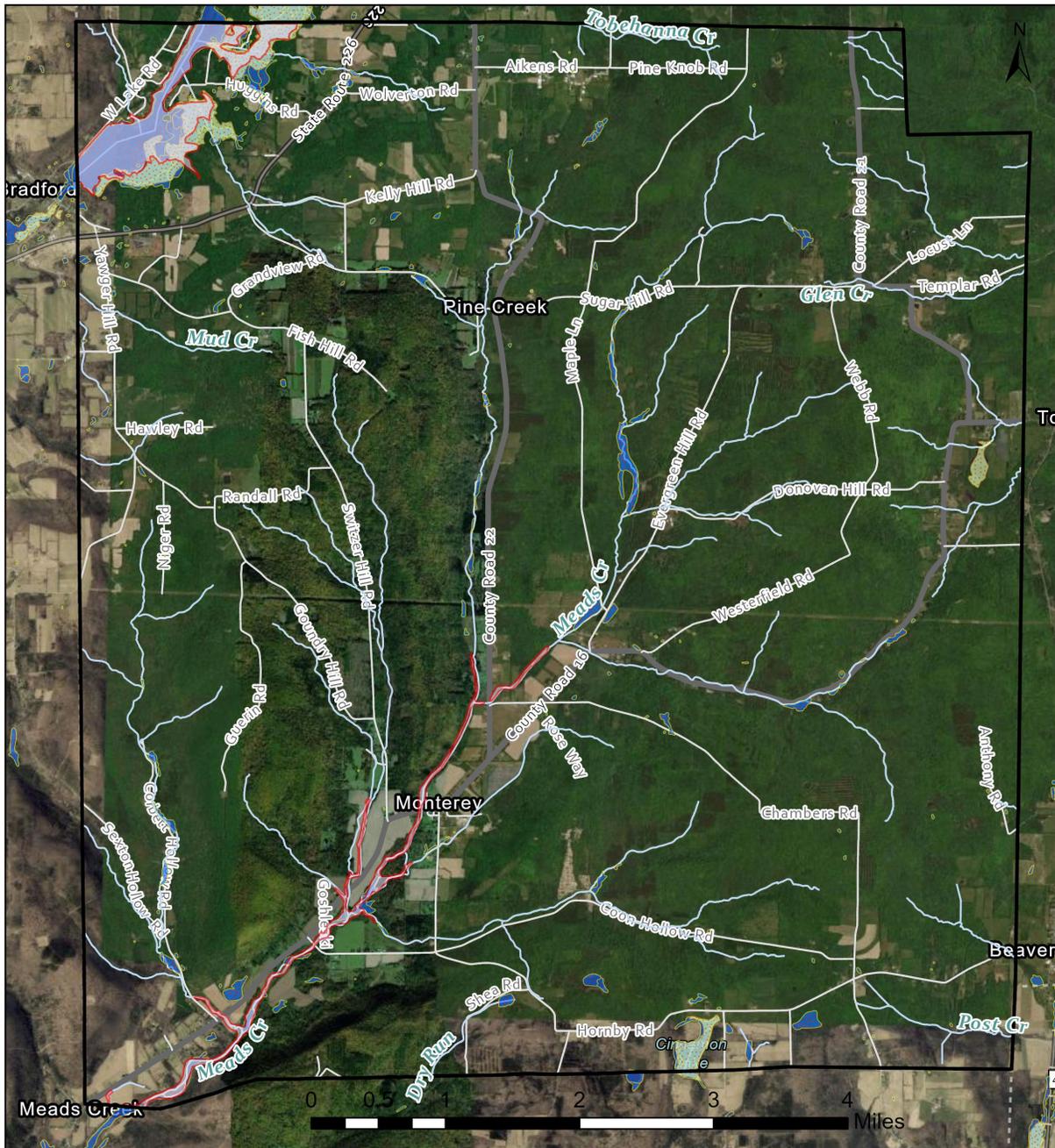


Above: County Route 16 hillside

Forms of recreation vary widely with walking/hiking being most popular, followed by hunting, bird-watching, and fishing. Residents would like to see more of this activity in Town (survey question 32-33).



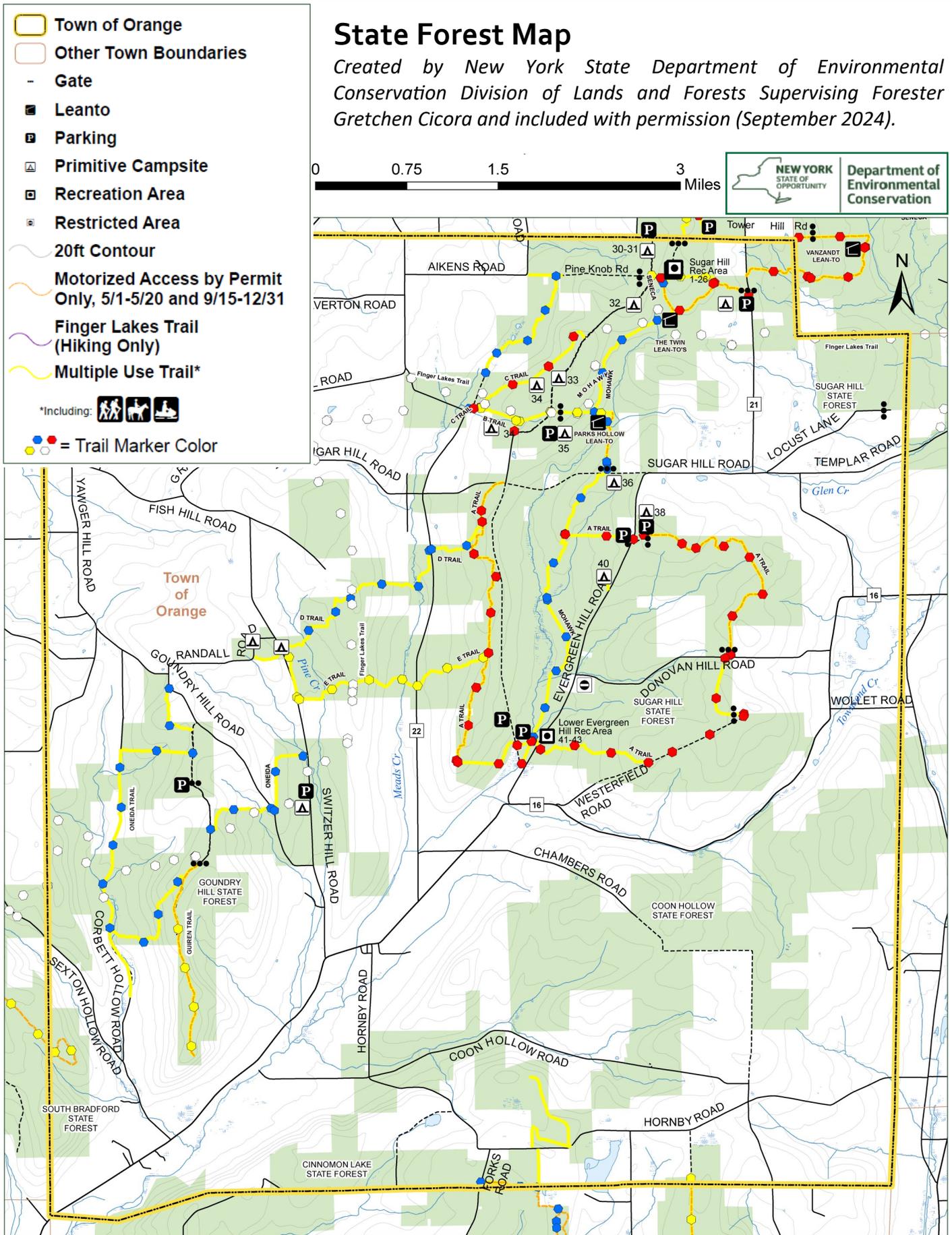
Town of Orange - Waterbodies and Water Features



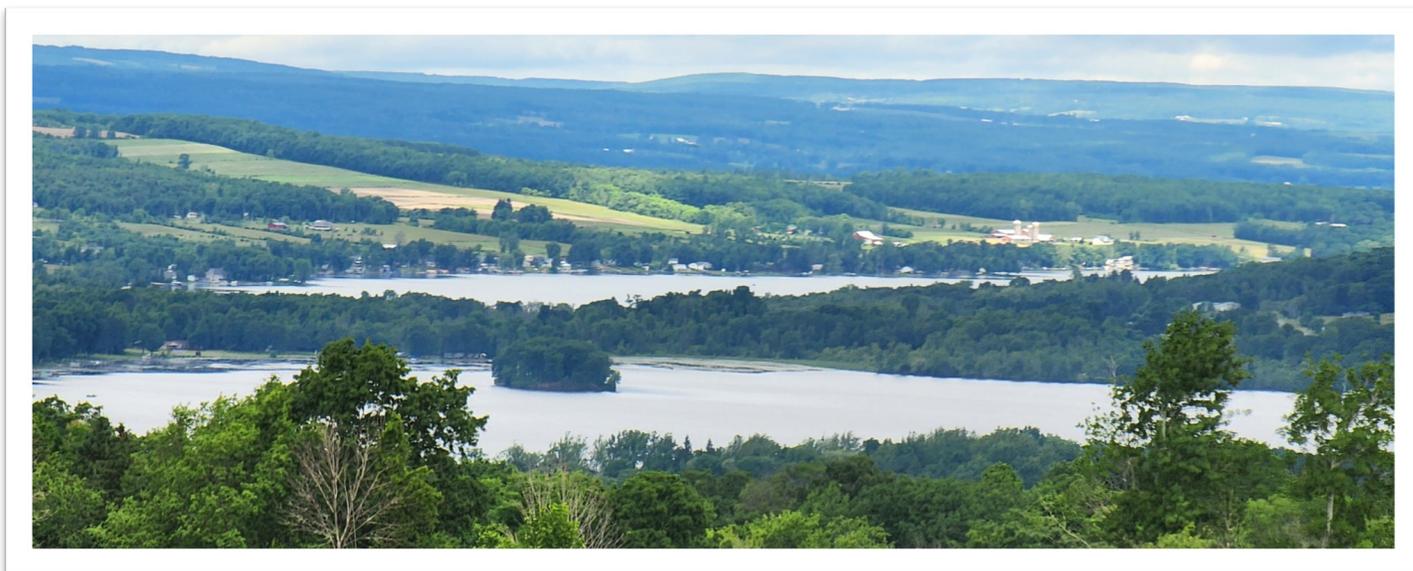
Legend	
	Orange
	Road
	State
	County
	Town
	NYS Wetlands
	National Wetland Inventory
	100-Year Floodplain
	Streams

Earthstar Geographics, Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, (c) OpenStreetMap contributors, and the GIS User Community, New York State GIS Clearinghouse, NYS DEC, NWI, FEMA

Produced by STCRPDB



Natural Resources

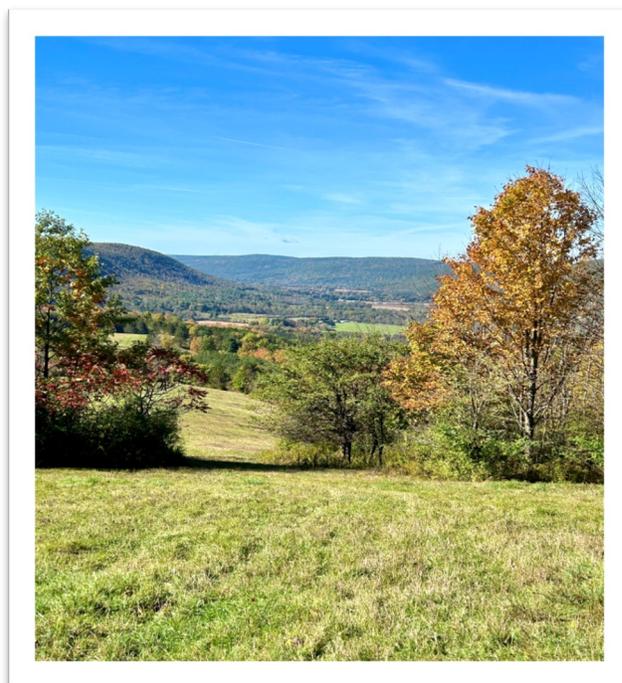


Above: Scenic view toward Lamoka and Waneta Lakes

The landscape in the Town of Orange is stunning, and survey responses make it clear that the community wants it to stay that way. When asked about scenic views, 84% responded that protecting scenic views of ponds, lakes, and hillsides are either important or very important to them (survey question 38). When asked about water quality, 89% responded that protection of surface water such as ponds and lakes is either important or very important to them (survey question 37). Further public input will be necessary in order to determine which land use tools are appropriate to protect the envisioned natural resources and flexibility of property owners, while preventing land uses that threaten that vision.

Opportunities abound for approachable solutions to the most pressing challenges to Town of Orange’s natural resources. Increased partnerships with non-profit organizations, the county, the state forest, and neighboring municipalities could result in educational opportunities for kids and adults to better understand the rationale behind state and potential Town regulations. Opportunities for community engagement can improve the sense of place and interest in maintaining the countryside aesthetic.

At Right: Scenic view toward Steuben County, courtesy of Rose Hill Farm





Goals and Actions

ONGOING (while the plan is active)



Strengthen intermunicipal relationships

- A. Attend and participate at legislative meetings and the Schuyler Council of Governments
- B. Ask for more information about community-wide and regional events and initiatives which may increase opportunities for the Town, its people, and its infrastructure
- C. Share community-wide event and initiative information across public, municipal, and business entities
- D. Partner with agencies/organizations to apply for grant opportunities

Resources: Cornell Cooperative Extension, Schuyler County Council of Governments, Schuyler County Soil and Water Conservation District, Schuyler County Transit, Schuyler County Highway Department, volunteers

Cost: \$-\$\$\$

Evaluation Measures:

- Number of events/initiatives announced at Town Meetings
- Number of references to county and neighboring municipalities in Town Meeting minutes
- Number of multi-jurisdictional grant opportunities pursued



Above: Carol J Rhoades Memorial Park with Town Hall in background

SHORT-TERM (2025-2027)

Complete a natural resources inventory to document areas for conservation, such as scenic views, waterbodies, steep slopes, flood-prone areas, habitats, etc.

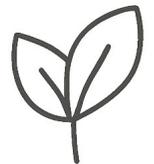
- A. Apply for grant opportunities which support a thorough inventory of natural resources and hazards
- B. Map natural resources and hazards

Resources: NYS Climate Smart Communities (action and grant programs), STC Planning, volunteers

Cost: \$-\$\$\$

Evaluation Measures:

- Natural resources inventory
- Number of grant opportunities pursued
- Number of times natural resources and hazard map is used



**Smart Growth
Principles
Strengthening
Natural
Resources:
#4,6,9,10**

Create an open space preservation plan to assess strengths and opportunities of existing open spaces, state forests, food systems, and tourism

- A. Use the information in the Community Survey (see Appendix D) and future natural resources inventory to create a plan for open space preservation
- B. Advertise trails and open spaces

Resources: Town officials, Schuyler County, NYS DEC Division of Lands and Forests, NYS Climate Smart Communities, NYS DOS, Design Connect/similar, volunteers, Cornell Cooperative Extension Schuyler, Schuyler County Chamber of Commerce

Cost: \$

Evaluation Measures:

- Creation of open space preservation plan
- Number of public educational and engagement opportunities
- Number of people using public trails and park lands

Continue to explore educational opportunities for local officials and the public

- A. Share information about upcoming educational opportunities about stormwater management, NYS Building and Property Maintenance Codes, fire safety measures, and the like.
- B. Request trainings to be offered locally
- C. Advocate for the Town budget to accommodate training fees

Resources: NYS DOS Division of Local Government, NYS Climate Smart Communities, STC Planning, Monterey Fire Department, volunteers, Schuyler County Soil & Water Conservation District

Cost: \$-\$\$

Evaluation Measures:

- Number of public educational and engagement opportunities about land use
- Number of local trainings about land use open to the public and local officials
- Number of questions about land use, building code, and fire safety
- Number of building violations

MEDIUM-TERM (late 2020s)

Consider establishing Subdivision and/or Site Plan Review procedures

- A. When drafting land use regulations, ensure that the public understands land use laws, the laws reduce problem areas for code enforcement, and that the laws are applicable to multi-unit residential, large-scale commercial, and industrial developments
- B. Include review criteria in land use laws that encourage stormwater runoff precautions for steep slopes and impervious surfaces, development around existing infrastructure, vegetative buffers for water quality and between incompatible uses, safe pedestrian and bicycle accessibility, and a range of housing types
- C. Adopt subdivision regulations and delegate authority to Planning Board
- D. Adopt site plan review law and delegate authority to Planning Board
- E. Create a Board of Appeals to handle appeals to Code Enforcement Officer's interpretations and variances to land use laws

Resources: Schuyler County Planning, NYS DOS Division of Local Government, NYS AOT, STC Planning, NYS DEC, Schuyler County SWCD, STC Planning, SRBC, USC, SWIO, volunteers

Cost: \$-\$\$\$

Evaluation Measures:

- Adoption of subdivision regulations
- Adoption of site plan review law
- Creation of board of appeals

Alignment with Smart Growth Principles

As a significant portion of the Town is State Forest land, there is an opportunity to strengthen the Town's relationship with the New York State Department of Environmental Conservation Division of Lands and Forests to further the community's desire to protect scenic views and increase recreational opportunities for activities such as hunting, bird-watching, and fishing. While the Town can work to improve its relationship with New York State, Orange has already worked with other municipalities in the region to protect water quality. In 2006, Orange and the neighboring Towns of Tyrone and Wayne passed similar wastewater management laws. These local laws establish mandatory minimum standards and maintenance requirements for onsite wastewater treatment systems on properties with access or deeded lake access (i.e. properties within the Lamoka/Waneta Lakes Water Quality Improvement District). It is a strength of the Town of Orange that it has already enacted this law in collaboration with neighboring municipalities, but the Town can ensure that it continues this collaboration into the future. These past actions and potential future actions show the Town's desire to ***preserve natural resources and engage in an inclusive, collaborative public planning process that considers the needs and character of the community.***

The Town of Orange also has a stated goal to complete a natural resources inventory to document areas for conservation, such as scenic views, waterbodies, steep slopes, flood-prone areas, and habitats. A natural resources inventory would be an important planning document for the Town to ensure it can ***provide well-planned, equitable, and accessible public spaces*** by identifying important conservation areas. A natural resource inventory would also provide a tool for Orange to create an open space preservation plan and potentially enact local regulations to ***preserve open space and natural resources*** and build on the Town's ***unique traits to create an attractive welcoming community with a strong sense of place.***

Social

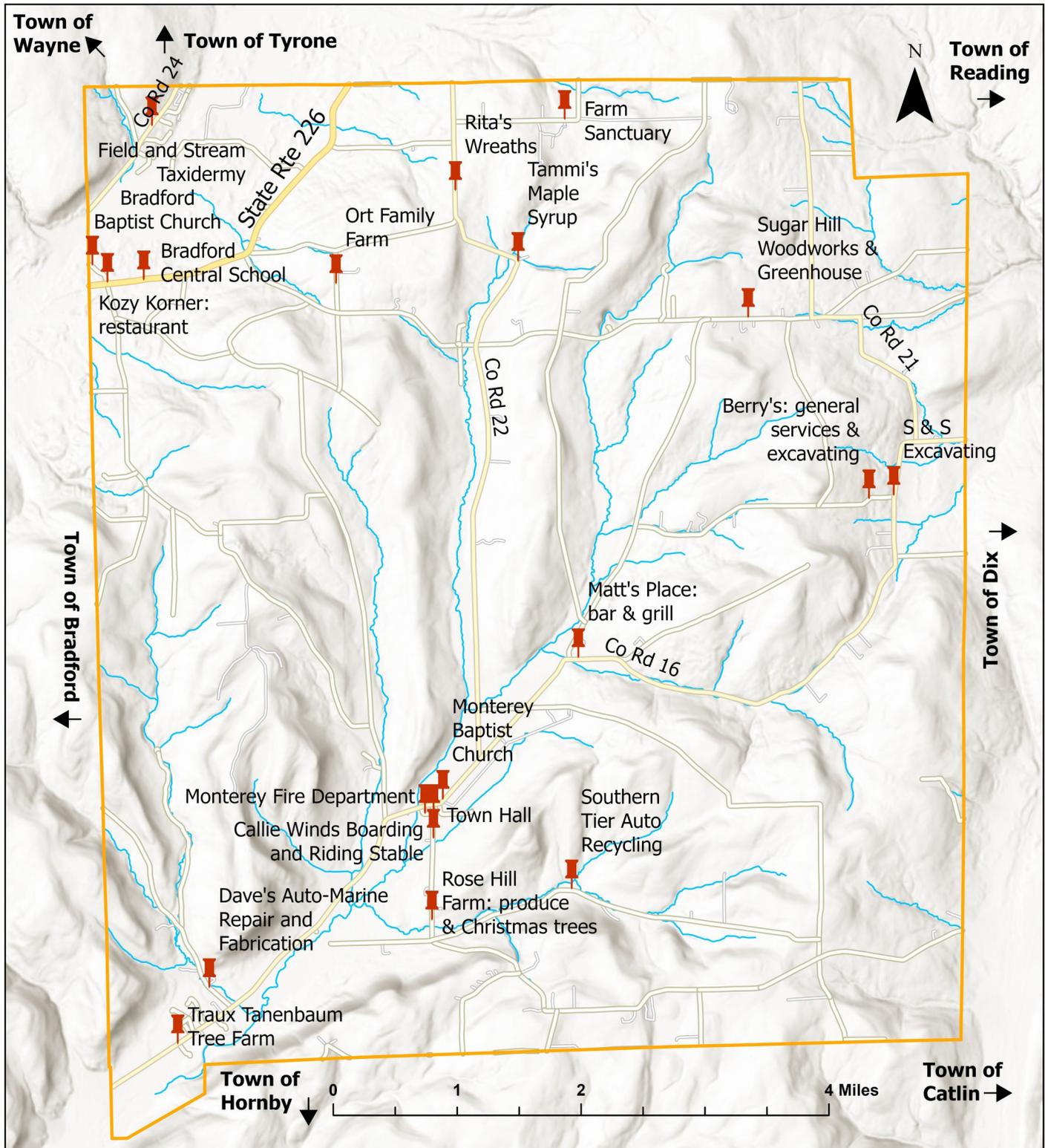
The expertise of the Town’s population is a valuable Social Resource. Conversations between neighbors and friends are the most common way people connect in the Town. The community shares a strong appreciation for the beautiful landscape and wants to see more entertainment opportunities around **kids/youth, walking/biking trails, and parks.**



Above: Carol J. Rhodes Town Park

Preserving the natural beauty and privacy of rural Town of Orange could include focusing future development into the hamlet of Monterey. As mentioned in the Infrastructure section, costs may be saved, and doing so could also strengthen the community’s sense of place, improving the likelihood that people will stop and support local businesses.





Businesses and Organizations Map

- Streams
- Private Road
- Town Road
- County Road

Legend

- State Road
- Municipal Boundary
- Organizations

Map source information:
Esri, NASA, NGA, USGS

Social Resources

People in the Town of Orange tend to share a passion for recreation, a rich history of diverse ancestry, and an interest in maintaining rural community life. Town Board meetings are generally well-attended and attendees tend to speak up when given the chance.

Opportunities for public engagement to provide input for this plan were more successful by mail than in-person. The three in-person opportunities had a combined total of twenty-one participants, while the Community Survey was mailed to 781 properties in the Town and 131 responses were received for a response rate of about 17%. This response suggests that future paper-based opportunities for community members to understand, consider, and share their comments on issues relevant to them may be effective. The way a majority of survey respondents prefer to hear news from their local government is through the website. Social media, newspaper, and posters/flyers were also preferred by more than a quarter of respondents (survey question 50).



Above: Community Visioning Workshop

Community members have an appreciation for the beautiful, rural countryside setting and their friendly, helpful, respectful neighbors and family (survey question 6). The most requested types of entertainment opportunities are: walking/biking trails, activities for kids/youth, and Parks (survey question 14). Activities recognized as already available include: a Fire Department BBQ, gun raffle, Church, Boy Scouts, and senior luncheons, though many survey respondents were unaware of any events in the Town (survey question 13). Organized gatherings outside in the warmer months could bring families and neighbors together in volunteer efforts that make a difference on community values, property appearances, and support for local businesses.

Taking opportunities to work with students could bring community members and Town officials together around specific goals. Those goals might include developing a local business listing, organizing volunteer events, or sharing land use subjects that are impacting other Towns and may impact the Town of Orange in the future. An example of a student organization which does this type of work is Design Connect at Cornell University.

Goals and Actions



ONGOING (while plan is active)

Strengthen existing and encourage future community engagement efforts

- A. Use the information in the Community Survey (see Appendix B) to request programming for kids and seniors from appropriate organizations
- B. Invite speakers to present to community members about water quality, stormwater runoff solutions, NYS Building and Property Maintenance Codes, fire safety measures, and the like.
- C. Request feedback informally and formally at public gatherings
- D. Consider making adjustments to community engagement efforts based on constructive feedback
- E. Clarify policies about outreach to the community, such as the methods indicated in survey responses—website, social media, newspaper, posters/flyers
- F. Hold one or more gatherings around topics of interest indicated in Community Survey results

Resources: Community or student groups, Cornell Cooperative Extension, Monterey Fire Department

Cost: \$-\$\$

Evaluation Measures:

- Number of publicly publicized events/opportunities for engagement
- Number of events designed for kids and/or senior community members



Above: Town Hall, photo by STC staff



Above: Monterey Fire Department



**Smart Growth
Principles
Strengthening
Social
Resources:**

#2,9,10



SHORT-TERM (approximately 2025 - 2027)

Create an open space preservation plan to assess strengths and opportunities of existing open spaces, state forests, food systems, and tourism

- A. Use the information in the Community Survey (see Appendix D) and future natural resources inventory to create a plan for open space preservation
- B. Advertise trails and open spaces

Resources: Town officials, Schuyler County, NYS DEC Division of Lands and Forests, NYS Climate Smart Communities, NYS DOS, Design Connect/similar, volunteers, Cornell Cooperative Extension Schuyler, Schuyler County Chamber of Commerce

Cost: \$

Evaluation Measures:

- Creation of open space preservation plan
- Number of public educational and engagement opportunities
- Number of people using public trails and park lands

Continue to explore educational opportunities for local officials and the public

- A. Share information about upcoming educational opportunities about stormwater management, NYS Building and Property Maintenance Codes, fire safety measures, and the like.
- B. Request trainings to be offered locally
- C. Advocate for the Town budget to accommodate training fees

Resources: NYS DOS Division of Local Government, NYS Climate Smart Communities, STC Planning, Monterey Fire Department, volunteers, Schuyler County Soil & Water Conservation District

Cost: \$-\$\$

Evaluation Measures:

- Number of public educational and engagement opportunities about land use
- Number of local trainings about land use open to the public and local officials
- Number of questions about land use, building code, and fire safety
- Number of building violations

LONG-TERM (2030s)

Develop community cleanup initiatives with opportunities to assist homeowners with code violations, minor repairs, and property maintenance

- A. Discuss community cleanup initiative examples with appropriate organizations (see below)
- B. Consider holding or enhancing existing community cleanup initiatives

Resources: Habitat for Humanity, Cornell Cooperative Extension Schuyler, Schuyler County Office for the Aging, volunteers

Cost: \$-\$\$

Evaluation Measures:

- Number of community events held
- Number of properties assisted

Alignment with Smart Growth Principles

Many of the goals and recommendations in this section focus on building on the Town's *unique traits to create an attractive welcoming community with a strong sense of place* and *engaging in an inclusive, collaborative public planning process that considers the needs and character of the community*. The community survey asked respondents how they prefer to receive news from the Town, and the majority of respondents stated the Town website was the best location for them to post news. Additionally, the Town found much more success engaging with the public via a mailed survey than in-person visioning sessions. This is valuable information to ensure the Town conducts public engagement in the best manner for its residents so that it can engage in an inclusive and collaborative public planning process. The goal of refining its public engagement processes and policies will ensure the Town engages with its residents in a meaningful way in the future.

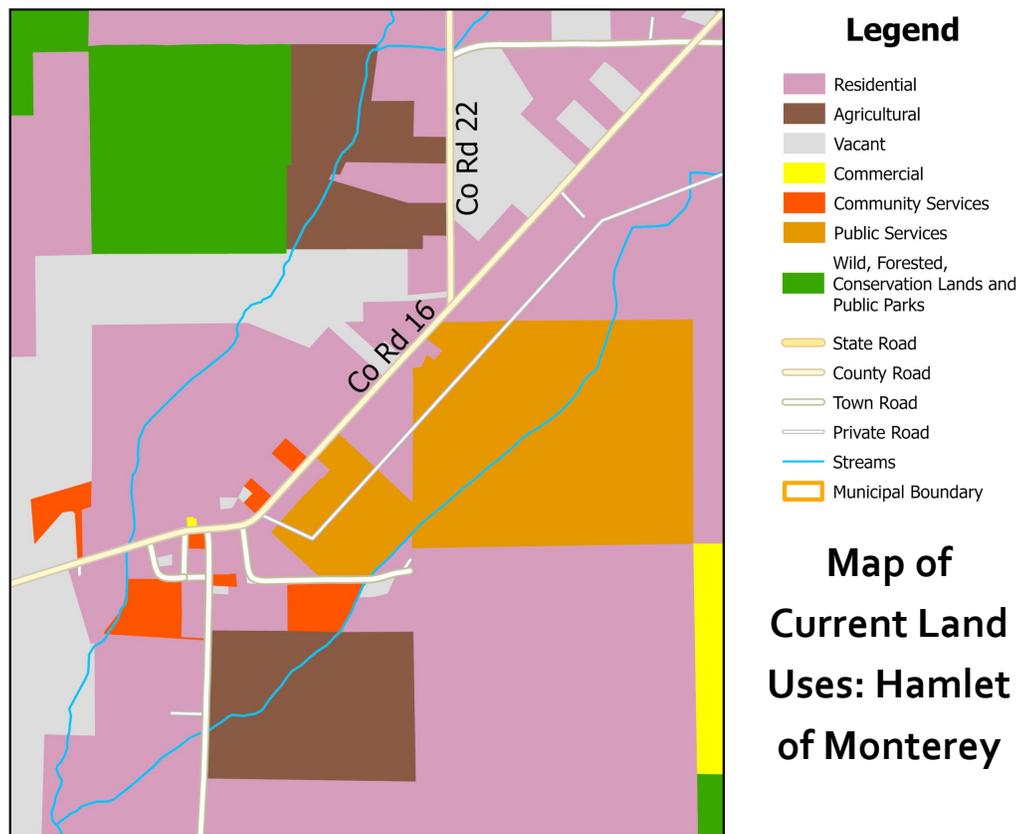
Residents also expressed a desire for increased activities for youth in the Town of Orange. While the Town may not be at a point in this moment to fund and/or operate activities such as a park with playground equipment, youth camp, or sports league, it can explore ways to partner with other municipalities or the County to provide these services and advertise any existing services for youth to its residents. This links back to effective public engagement as it is possible residents are unaware of activities available for youth in the area, and promoting these activities is an action the Town of Orange can undertake in the short-term.

In the long term, the Town of Orange has an interest in developing a volunteer community cleanup initiative with opportunities to assist homeowners with code violations, minor repairs, and property maintenance. This type of program is active in other municipalities around the country, and is a way to contribute positively to the social fabric of the community and improve community aesthetics. This type of program also contributes to providing *increased housing choice* for residents as it may enable senior residents to stay in their homes for longer as they have help with minor repairs and maintenance.

Land Use

A **sustainable tax-base, country-side aesthetic, and adaptable property use** are valued in Town of Orange. Given that land use planning is the most effective way a Town can influence its landscape, the recommendations, goals, and measures highlighted in this section can help align the Town’s future with the community’s vision.

The map on the next page shows current land uses based on property tax classification codes. The map below shows current land uses in the hamlet of Monterey. The table below shows the acreage of current land uses and their percentage of the total land in the Town of Orange.



Legend

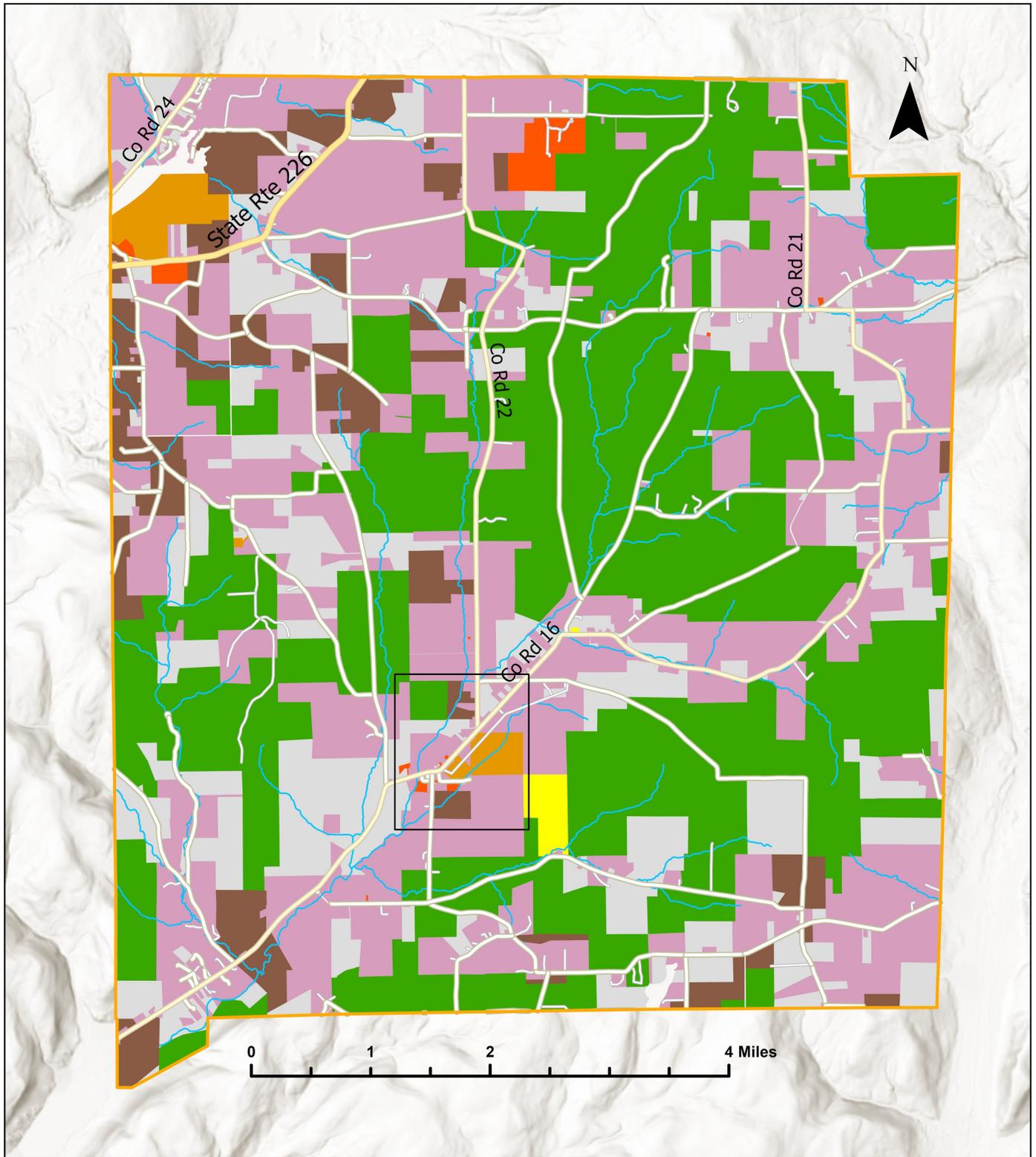
- Residential
- Agricultural
- Vacant
- Commercial
- Community Services
- Public Services
- Wild, Forested, Conservation Lands and Public Parks
- State Road
- County Road
- Town Road
- Private Road
- Streams
- Municipal Boundary

Map of Current Land Uses: Hamlet of Monterey

Table of Current Land Uses: Town of Orange

Land Use	Total Acreage	Percent of Total Acreage
Agriculture	2,365.22	6.82%
Commercial	138.47	0.40%
Community Services	248.01	0.71%
Null	41.96	0.12%
Public Services	405.78	1.17%
Residential	12086.04	34.83%
Vacancy	5719.88	16.48%
Wild, Forested, Conservation Lands, and Public Lands	13698.13	39.47%
	34,703.49	100%





**Map of Current
Land Uses:
Town of Orange**

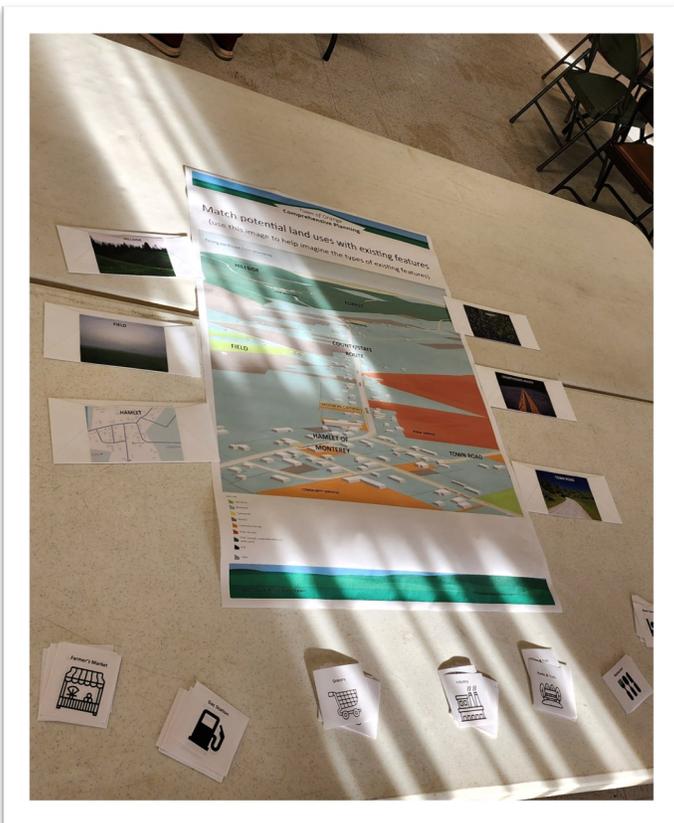
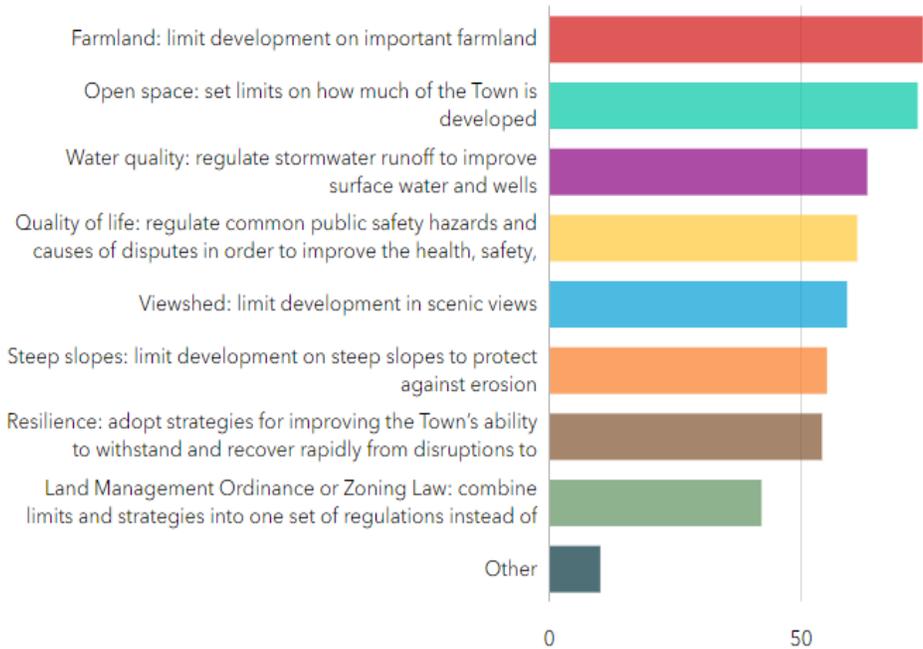
Legend

- Residential
- Agricultural
- Vacant
- Commercial
- Community Services
- Public Services
- Wild, Forested, Conservation Lands and Public Parks
- State Road
- County Road
- Town Road
- Private Road
- Streams
- Municipal Boundary

*Map source information:
Town assessment list, Esri,
NASA, NGA, USGS, FEMA*

Land Use

This section expands on strategies from the Community Survey (survey question 48, see graph to the right for number of responses). The following subsections describe what land use management may be appropriate to the community's vision and which goals in the plan move that vision forward through land use planning.



Above: an activity from the Community Visioning Workshop

Land uses which were desirable to survey respondents (survey questions 9 & 23):

- **Food:** grocery, farmer's market, restaurants
- **Businesses:** home improvement or hardware, small engine repair
- **Public spaces:** parks, trails
- **Housing:** more single-family dwellings, multi-unit, and senior-specific housing

During the Community Visioning Workshop, the public envisioned new development mostly in the Hamlet of Monterey, or otherwise in places with existing infrastructure.

Flexibility of use *and* conservation of the natural landscape are both important to community members (survey questions 4, 5, 6a).

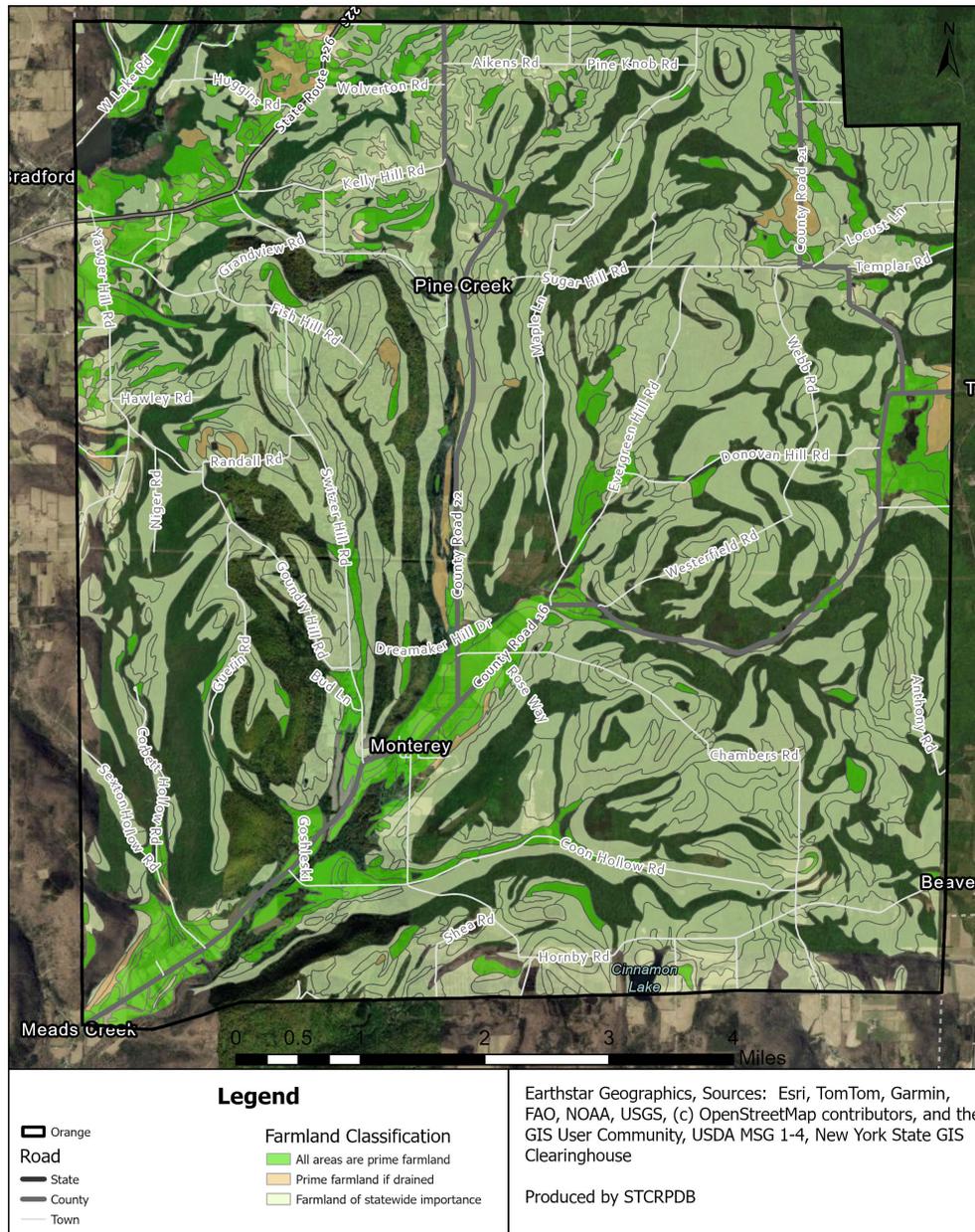


Farmland Soils important to our region’s food-security

Agriculture has—and is expected to continue to be—important to the livelihood of a significant number of people in the Town of Orange. Understanding that some soil types are more viable than others, the community expressed support through the Community Survey for limits to development on important agriculture soils. Farmland of statewide importance is shown on the map below (larger in the appendices). Given that the Town of Orange has a significant amount of farmland of statewide importance, the potential loss of farmable land to other types of development may be worthwhile to mitigate by setting criteria for development on agriculturally important soils.



Town of Orange - Farmland Classification



Steep Slopes Mitigated impacts from stormwater runoff

Water running down steep slopes can cause more damage and transfer of debris and pollutants than water slowed by flat terrain, vegetation, and permeable surfaces. Understanding that damage, debris, and pollutants can be costly and harm water quality, the community expressed support through the Community Survey for limits to development on steep slopes. Three common levels of steep slopes are shown in the map below and larger in the appendices. Given that the Town of Orange has a significant amount of steeply sloped terrain, the impacts of rainfall and other sources of runoff may be worthwhile to mitigate by setting criteria for vegetation and impervious coverage when development on steep slopes occurs in the future.



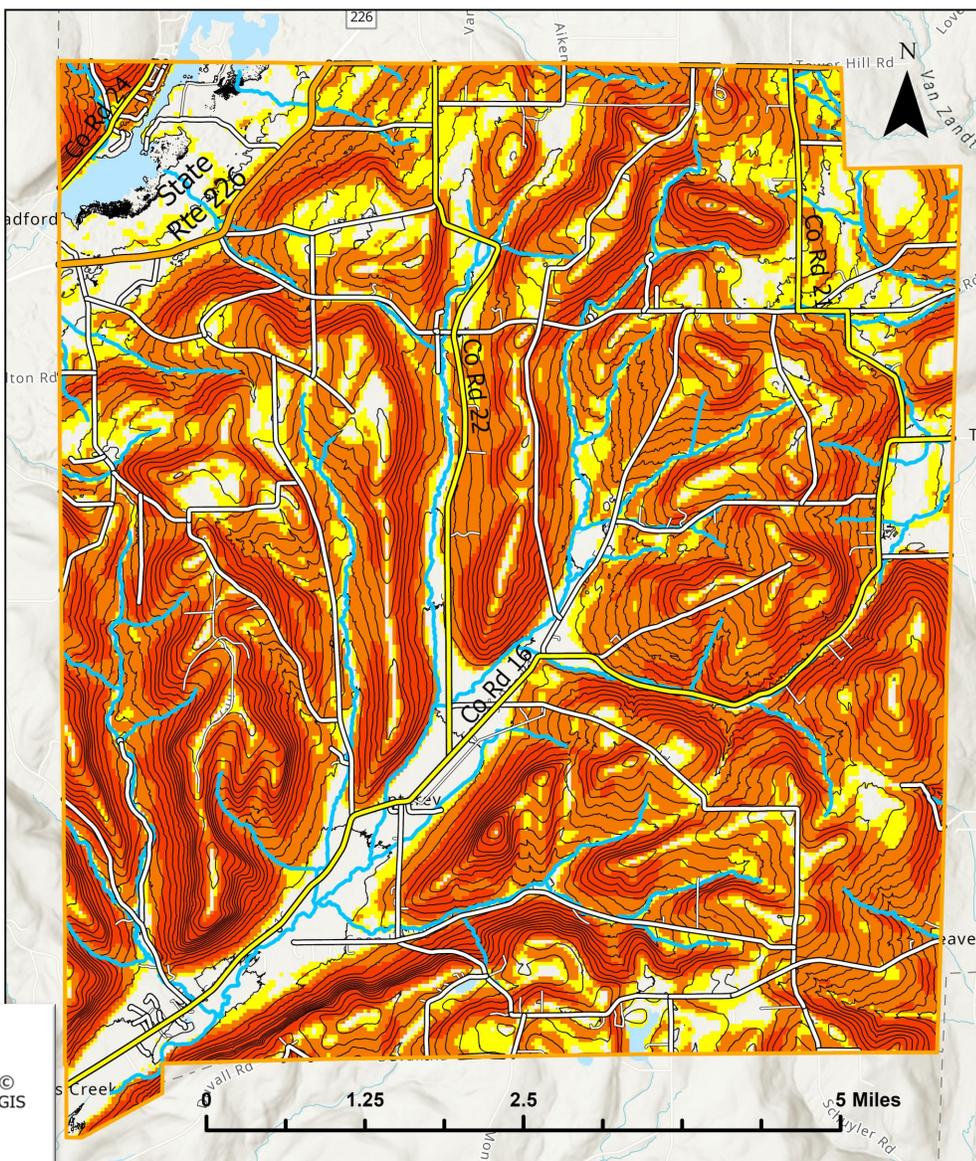
Slopes Map

Legend

-  Municipal Boundary
-  State Road
-  County Road
-  Town Road
-  Private Road
-  Streams
-  Contours at 50ft

Slope of Terrain

- < 15%
-  15-25%
-  25-50%
-  > 50%



Source Information:
 Esri, CGIAR, USGS, Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, © OpenStreetMap contributors, and the GIS User Community

Water Quality Clean and healthy water features

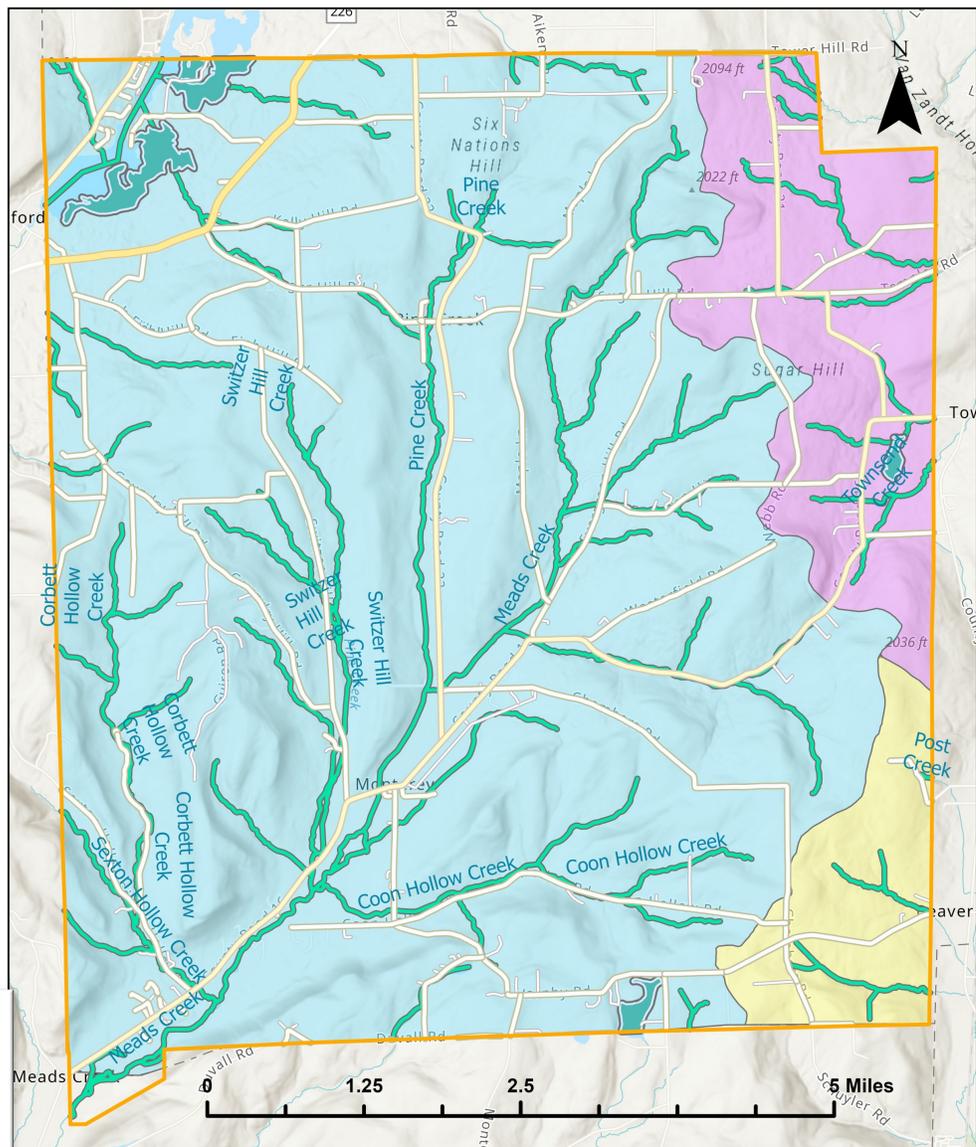
Two of the many variables impacting water quality are debris and pollutants that get into a flow of water and concentrate downstream in ponds and lakes. This can cause imbalances to nutrient loads and other potentially hazardous circumstances. Understanding the importance of potable drinking water and non-hazardous surface water, the community expressed support through the Community Survey for limits to development around surface water. The map below (and in the appendix) shows the watersheds and recommended stream buffers wherein development could have requirements for vegetation and impervious surface coverage.



Watersheds and Surface Water Buffers Map

Legend

- Municipal Boundary
- State Road
- County Road
- Town Road
- Private Road
- Streams
- Wetlands_Buffer (100')
- Wetlands
- RiparianZones(100')
- Lower Cohocton River (HUC 10)
- Seneca Lake Inlet (HUC 10)
- Upper Chemung River (HUC 10)



Source Information:
 Esri, CGIAR, USGS, Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, (c) OpenStreetMap contributors, and the GIS User Community

Resilience Emergencies mitigated and prevented where possible

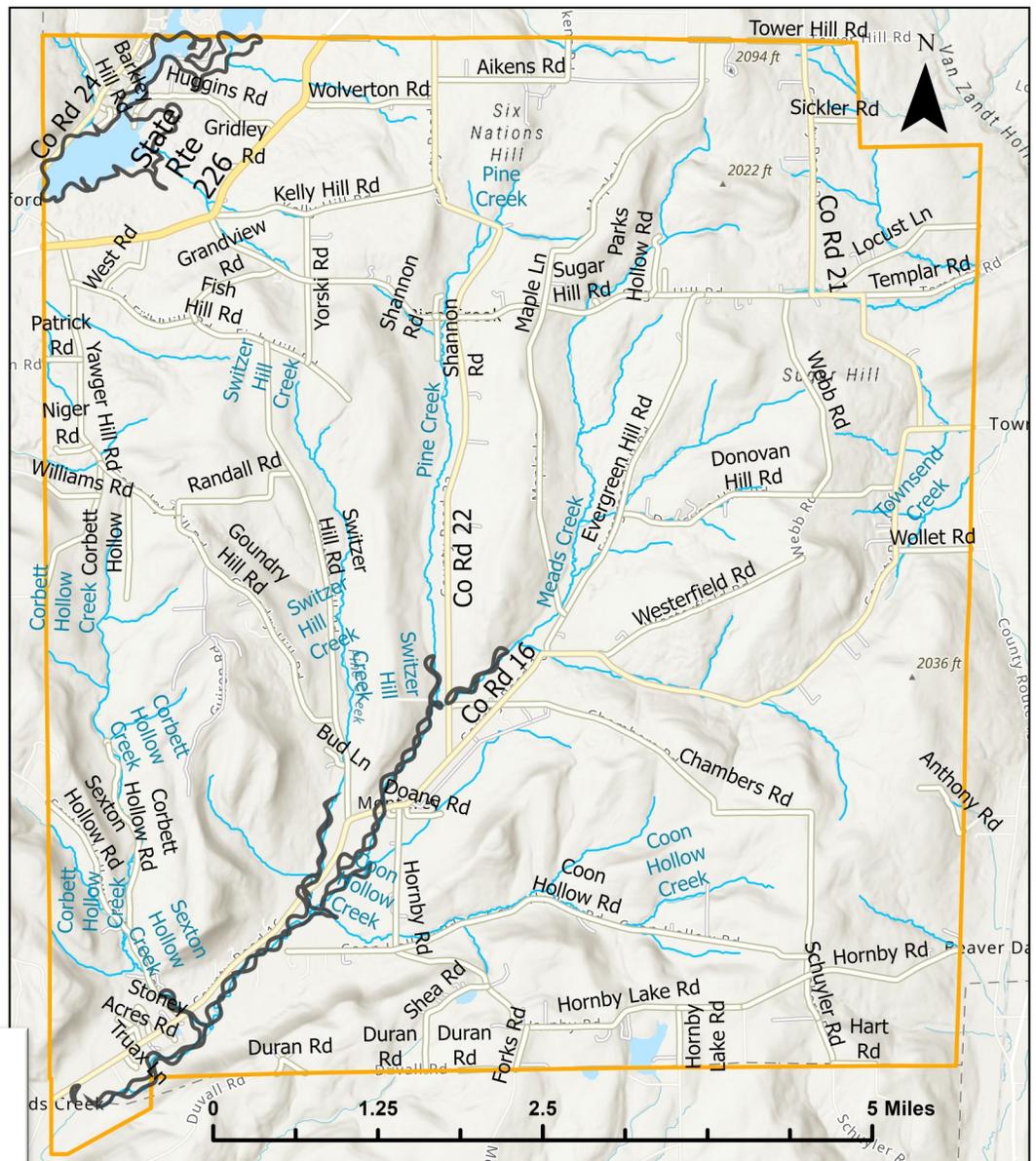
Intense rainstorms, ice storms, and extended periods without precipitation are a substantial contributor to local emergencies. With hilly terrain comes tributaries to convey precipitation, and when inundated, nearby land uses can suffer damages without precautions. The chances of wildfire increase with drought and impact the success of agriculture. Understanding that planning can mitigate impacts of emergency situations, the community indicated support for strategies that improve the Town's ability to withstand and recover from disruptions. The map below (and in the appendix) shows some areas which are prone to flooding.



Floodplain Map

Legend

- Streams
- Private Road
- Town Road
- County Road
- State Road
- Municipal Boundary
- 100-year Floodplain



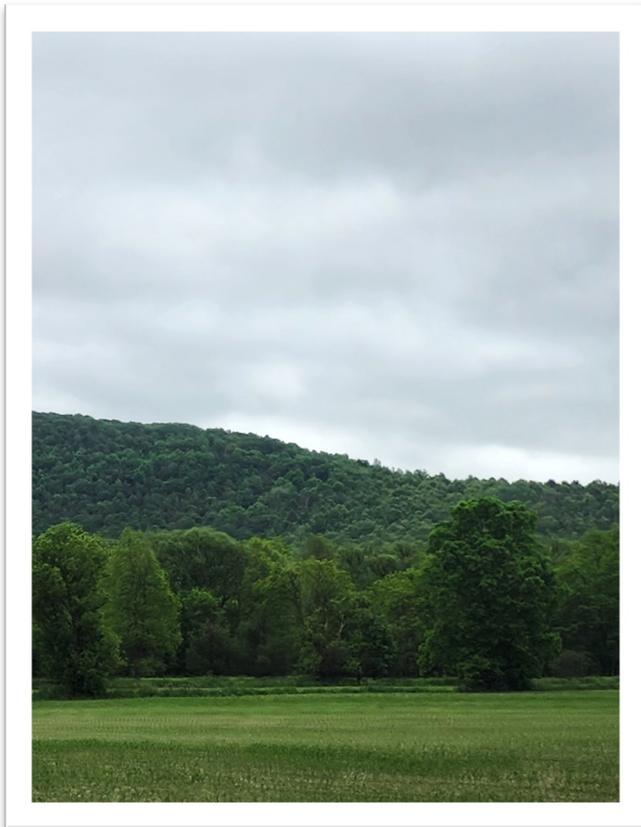
Source Information:
 Esri, CGIAR, USGS, Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, © OpenStreetMap contributors, and the GIS User Community

Viewshed Lasting scenic views

Scenic views are part of the attraction of the Town of Orange. Visitors and residents alike have undoubtedly noticed the views from hilltops, across valleys, and the changes which can occur over time. Because some changes could impact the desirability and attraction of the area, the community expressed support through the Community Survey for limits to development that would change the natural beauty of scenic views.



Above: Field, trees, and hills in the distance



Above: Field and forest in Town of Orange

Open Space

Natural or public spaces important to the community

The rural aesthetic of the Town of Orange is largely attributable to its open space. Though the forests are protected by New York State, and improvements have been made to the Carol J Rhodes Memorial Park beside the Town Hall, the extent and design of future development is largely unregulated. The community expressed support through the Community Survey for preserving open space and focusing development on areas with existing infrastructure, such as in the Hamlet of Monterey and along the County and State roads.

Quality of Life Safe and secure sense of place



Above: Photo courtesy of Town Supervisor

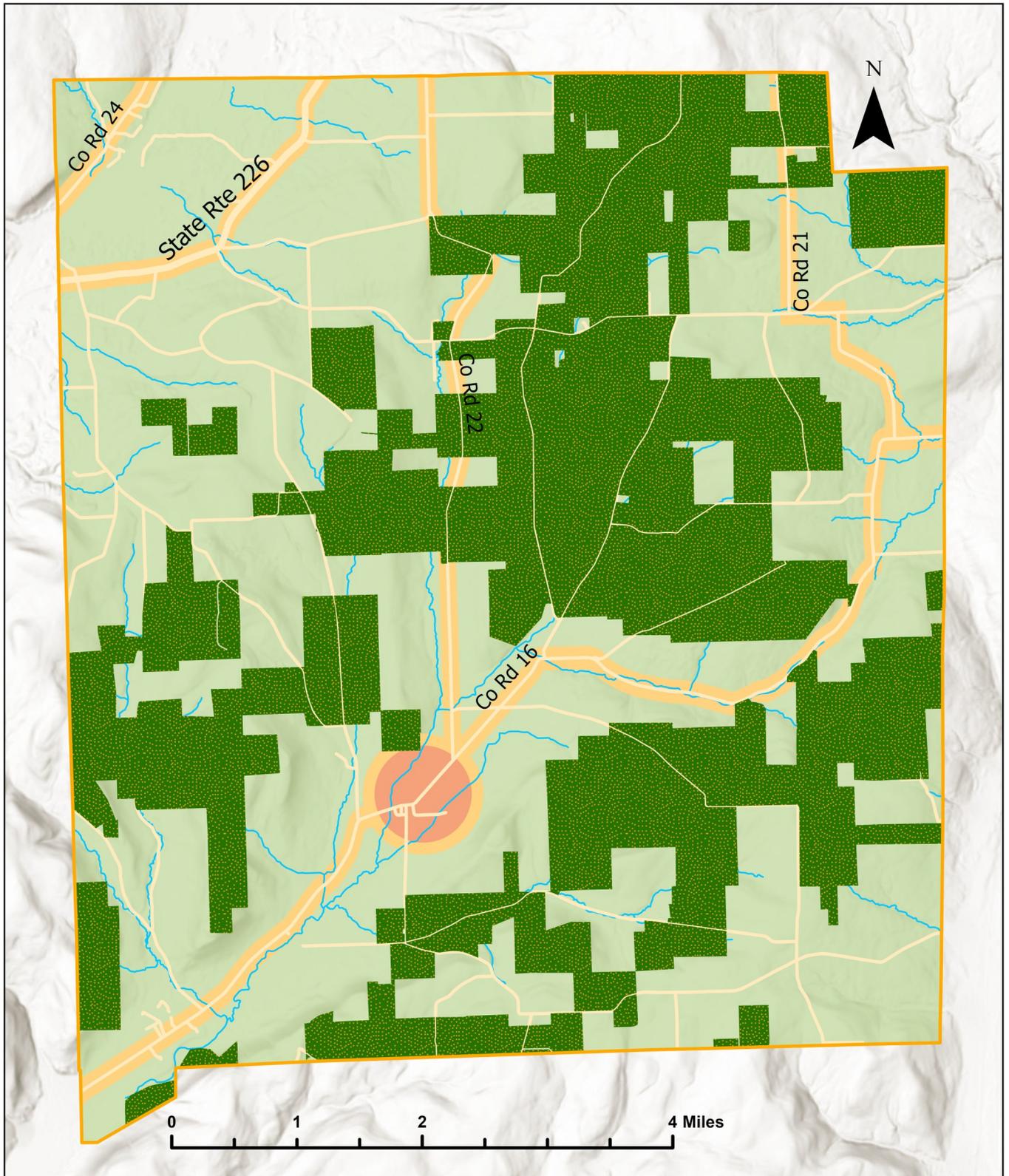
Safety and security are necessary to the vitality of a community, and survey respondents made it clear that they are important to *this* community. Municipalities can address this vision by adopting land use requirements for emergency vehicle access on new developments, or by clear regulations for junkyards to supplement Uniform, New York State Building and Property Maintenance Code. When discussed, considered, and addressed, such a vision can strengthen community engagement, sense of place, and desired community characteristics.

Land Management Ongoing alignment with the community’s vision

Property owners are interested in protecting the freedom to do their business, and they also want other property owners to be held accountable for their impacts to shared resources. As Town Officials present options for aligning the future with the community’s interests and vision, and the community shares their comments, land use laws may be appropriate to protect resources and attracting like-minded businesses and residents.



Above: Graphic depicting how land use laws can support a rural community.



Map of Future Land Uses: Town of Orange

- Legend**
- Municipal Boundary
 - State Road
 - County Road
 - Town Road
 - Streams
 - Wild, Forested, Conservation Lands and Public Parks
 - Residential, Agricultural, Small Business
 - Hamlet Mixed Use
 - Commercial 500' Buffer

Map source information:
Esri, NASA, NGA, USGS

Future of Land Use in Town of Orange and a Discussion of Land Use Regulations

The map on the previous page illustrates approximately where the community envisions development:

- Development of various uses in the Hamlet of Monterey
- New guidance through subdivision and site plan review to direct commercial uses toward sites along County and State roads
- New guidance through subdivision and site plan review to regulate low-density, residential, agriculture, or small business uses in existing open spaces and sensitive areas.
- Conservation of State Forest

In order to fulfill the community's vision, the following three, separate regulatory methods may prove valuable. Most notably the opportunity for community members to respond to proposed changes to the landscape, which is possible when a town board adopts a public hearing requirement for:

- Subdivision of a property (into two or more properties)—guides the development of the landscape.
- Changes to a property's use (Site Plan Review)—guides the appearance and use of properties that make up the landscape.
- Zoning Law—specifies where various types of development can be placed within a Town

Each municipality defines the criteria for these methods. They are adaptable to local needs.

How different could the aerial map to the lower right look and still be a rural community: peaceful, private, natural, amicable, economical, and sustainable?

Once any of the above methods are developed and adopted through Town Board vote, the Town Board selects a group of community members (usually a Planning Board) and gives them the responsibility of reviewing the defined criteria when an application is referred to them by the Code Enforcement Officer.

Because additional criteria means more work for a Code Enforcement Officer, the additional time spent would have a cost. To keep cost minimal, land use laws would need to be designed carefully, simply, clearly, and with community support.



At Right: aerial imagery of Town of Orange. Map Source: Esri, Maxar, Earthstar Geographics, and the GIS User Community.

Goals and Actions

ONGOING (while plan is active)

Encourage prudent maintenance for road and stormwater systems

- A. Budget for staff training expenses
- B. Advocate for educational opportunities applicable to both staff and the public, such as vegetative buffers and stormwater runoff erosion control
- C. Refer staff to road and stormwater resources and trainings and discuss what take-aways may be relevant to the Town
- D. Map catch basins and implement best management practices for efficient planned maintenance

Resources: Schuyler County Planning, Cornell Local Roads Program, STC Planning, Schuyler County Soil and Water Conservation District, Schuyler County Department of Transportation, NYS Department of Transportation, SRBC, USC, SWIO, Design Connect or similar, volunteers

Cost: \$-\$\$

Evaluation Measures:

- Number of road closures due to storms
- Number of trainings attended by Town staff/officials
- Number of local educational opportunities

Encourage preservation of agricultural resources and open spaces

- A. Discuss the community's vision with organizations (listed under Resources below) to determine what options may be most applicable
- B. Provide information to farm-owners about obtaining grant funds and other business-level solutions
- C. Consider adopting Site Plan Review criteria to advocate for agricultural areas
- D. Create an Agriculture Protection Plan

Resources:

Schuyler County Planning, Schuyler County Soil and Water Conservation District, Cornell Cooperative Extension Schuyler County, NYS Department of Agriculture & Markets, USDA, NYS DOS, NYS Climate Smart Communities, volunteers

Cost: \$-\$\$\$

Evaluation Measures:

- Number of agriculture-related announcements at Town Board meetings
- Number of active farms or acres of farmland over time
- Number of farm-related grants pursued

Consider short-term rental development guidelines based on Community Survey responses

- A. Discuss the financial opportunities and impacts of short-term rental with municipalities who have more short-rental properties
- B. Consider offering public listening sessions to better understand the strengths, weaknesses, opportunities, and threats of this type of development
- C. Review and consider comparable municipal laws appropriate to the community's vision

Resources: Schuyler County Planning, NYS DOS, STC Planning, Design Connect/similar

Cost: \$

Evaluation Measures:

- Town Board meeting committee reports or announcements

SHORT-TERM (approximately 2025 - 2027)

Continue advocating for reuse of the former Camp Monterey site.

- A. Share feedback from the Community Survey (appendix B, question 49) with project partners
- B. Work with project partners to identify, attract, and engage developers who could improve the Town's tax base and align with the community's vision

Resources: Schuyler County IDA, Finger Lakes Gateway (formerly SCOPED), NYS Department of Conservation Division of Lands and Forests, NYSESD

Cost: \$

Evaluation Measures:

- Updates in Town Board meeting minutes
- Development of the former Camp Monterey Site
- Number of grant opportunities pursued

Continue to explore educational opportunities for local officials and the public

- A. Share information about upcoming educational opportunities about stormwater management, NYS Building and Property Maintenance Codes, fire safety measures, and the like.
- B. Request trainings to be offered locally
- C. Advocate for the Town budget to accommodate training fees

Resources: NYS DOS Division of Local Government, NYS Climate Smart Communities, STC Planning, Monterey Fire Department, volunteers, Schuyler County Soil & Water Conservation District

Cost: \$-\$\$

Evaluation Measures:

- Number of public educational and engagement opportunities about land use
- Number of local trainings about land use open to the public and local officials
- Number of questions about land use, building code, and fire safety
- Number of building violations

MEDIUM-TERM (late 2020s)

Explore housing opportunities

- A. Discuss Community Survey results with Schuyler County in order to explore what a range of housing types might mean for the Town
- B. Adopt the Pro-Housing Communities resolution
- C. Pursue Community Development Block Grants (CDBG) for a housing needs assessment and a housing rehabilitation program for low-to-moderate income households

Resources: Schuyler County Planning, Schuyler County IDA, STC Planning, NYS Department of State Division of Local Government, volunteers, NYSESD, CDBG Community Planning

Cost: \$

Evaluation Measures:

- Percentage of housing units that are single-family or multi-unit dwellings
- Number of grant opportunities pursued
- Housing assessment completed

Consider establishing Subdivision and/or Site Plan Review procedures

- A. When drafting land use regulations, ensure that the public understands land use laws, the laws reduce problem areas for code enforcement, and that the laws are applicable to multi-unit residential, large-scale commercial, and industrial developments
- B. Include review criteria in land use laws that encourage stormwater runoff precautions for steep slopes and impervious surfaces, development around existing infrastructure, vegetative buffers for water quality and between incompatible uses, safe pedestrian and bicycle accessibility, and a range of housing types
- C. Adopt subdivision regulations and delegate authority to Planning Board
- D. Adopt site plan review law and delegate authority to Planning Board
- E. Create a Board of Appeals to handle appeals to Code Enforcement Officer’s interpretations and variances to land use laws

Resources: Schuyler County Planning, NYS DOS Division of Local Government, NYS AOT, STC Planning, NYS DEC, Schuyler County SWCD, STC Planning, SRBC, USC, SWIO, volunteers

Cost: \$-\$\$\$

Evaluation Measures:

- Adoption of subdivision regulations
- Adoption of site plan review law
- Creation of board of appeals



**Smart Growth
Principles
Strengthening
Land Use:
#1,2,6,9,10**

Alignment with Smart Growth Principles

The Town of Orange currently has minimal land use regulations, with the most significant being a standalone law to regulate commercial solar energy systems. This lack of regulations can be seen as a strength, threat, or opportunity. It is a strength in that ***mixed-use development*** and a ***variety of housing choices*** can occur in the Town with limited barriers. The lack of land use regulations also poses a threat to the community as there is a strong desire amongst residents to ***preserve open space, agricultural resources, and natural resources***. Finally, the lack of land use regulations in the Town is also an opportunity, as the Town is not replacing land use regulations that do not follow Smart Growth Principles, but rather have the opportunity to adopt land use regulations for the first time that are in alignment with Smart Growth Principles should the Town choose to do so.

The goal outlined in this section related to education of the public and local officials also aligns with Smart Growth Principles. At times in rural communities, Code Enforcement Officers are unaware that it is acceptable to put an accessory dwelling unit (ADU) on a property in a community with no land use regulations. Education on this topic specifically can help to ***enable a diverse mix of housing types, providing opportunity and choice for all***. Additionally, until land use regulations are potentially accepted, educating and encouraging the public about the benefits of ***preserving open space, agricultural resources, and natural resources*** and should benefit the Town should it decide to adopt land use regulations preserving these areas.

The Town of Orange's considerations outlined in a the discussion of potential future land use regulations align with the smart growth principles to ***build on unique traits to create an attractive and welcoming community with a strong sense of place and engage in an inclusive, collaborative public planning process that considers the needs and character of the community***. Orange is a small, rural, municipality where flexibility for property owners is highly valued. Additionally, being a small municipality, the Town has a part-time Code Enforcement Officer and does not have the capacity to hire more staff. Therefore, any land use regulations adopted must be in alignment with Town residents' desires and the Town's capacity.

Planning Department assists Schuylers County's local governments with land use and community development planning, encouraging residents to explore and shape their environment and community <<https://www.schuylerscounty.us/484/Planning>>.

Real Property & Tax Service is responsible for maintaining the data and systems needed to generate accurate tax and land use maps, assessment rolls, tax rolls, tax bills <<https://www.schuylerscounty.us/176/Real-Property-Tax-Service>>.

Soil and Water Conservation District assisting with planning, surveying, designing and implementing conservation practices <<https://www.schuylerswcd.com/>>.

Water Quality Coordinating Committee acts as a forum for discussion of water quality concerns and generates interest in, and pursuit of, relevant funding opportunities <<https://www.stcplanning.org/technical-assistance/schuylers-county-water-quality-coordinating-committee/>>.

Regional

Cornell Cooperative Extension has a Schuylers County presence conducts agricultural research and educational programs for both farmers and the public, encourages people to “buy local,” and much more <<https://cceschuylers.org/>>.

Design Connect is a student-run organization at Cornell University’s College of Architecture, Art & Planning which seeks practical projects in upstate New York to foster a mutual exchange of expertise and experiential learning between students and local municipalities <<https://www.designconnectcornell.org/>>.

IncubatorWorks supports entrepreneurs through mentoring, programming, educating, and providing connections to grow businesses in the Southern Tier <<https://incubatorworks.org/>>.

The Institute for Human Services (IHS) provides management support, information and referral, organizational development, and research services <<https://ihsnet.org/>>.

REDEC and REDEC Relending Corporation host a variety of loan programs to assist small businesses in Chemung, Schuylers, and Steuben Counties <<https://www.redec.us/redecrrc>>.

Regional Economic Development Council (REDC) helps to direct State investment in support of job creation and economic growth <<https://regionalcouncils.ny.gov/southern-tier>>.

Seneca Watershed Intermunicipal Organization (SWIO) preserves, protects, and remediates ecological and water quality concerns in Seneca Lake and its surrounding watershed <<https://senecawatershedio.wordpress.com/>>.

Southern Tier Central Regional Planning and Development Board identifies issues and provides solutions that will improve the economy, the environment, and quality of life across political borders of Chemung, Schuylers, and Steuben Counties <<https://stcplanning.org>>.

Susquehanna River Basin Commission (SRBC) enhances public welfare through comprehensive planning, water supply allocation, and management of the water resources of the Susquehanna River Basin <<https://www.srbc.gov>>.

Upper Susquehanna Coalition (USC) works on water quality issues in the headwaters of the Chesapeake Bay <<https://www.upperSusquehanna.org/usc/>>.

Town of Orange <<http://townoforangeny.us>>.

"History of Steuben County, New York." Written by Prof. W. W. Clayton. Published by Lewis, Peck & Co, Philadelphia, 1879. Accessed Aug. 1, 2024: <https://archive.org/details/historyofsteubenooclay/page/n5/mode/2up?view=theater&q=Orange>

"An Outline History of...and Schuyler in New York." Written expressly for the Gazette Company, Elmira, N. Y. Published 1885. Accessed 8/1/2024: <https://archive.org/details/outlinehistoryofoosext/page/246/mode/2up?ref=ol&view=theater&q=jersey>

Schuyler County

Council of Governments is an association of municipal governments and school districts whose mission is to provide a forum for discussion and negotiation leading to agreements for increased efficiency, fiscal responsibility, and improved quality of government services <<https://www.schuylercounty.us/257/Council-of-Governments>>.

Emergency Services Department oversees, assists, and coordinates the fire service, emergency medical service, hazardous material response, and 911 service throughout Schuyler County <<https://www.schuylercounty.us/133/Emergency-Services>>.

Finger Lakes Gateway (formerly SCOPED) is a private organization working with our public partners and investors to innovate and execute ideas and initiatives to promote the formation, retention, expansion, and attraction of target businesses in the area <<https://www.flxgateway.com/>>.

Habitat for Humanity is a non-profit, ecumenical housing organization that works in partnership with families in need to build and/or renovate decent, affordable housing through volunteer support <<https://www.schuylerhabitat.org/home>>.

Highway Department makes a system of highways available for the transportation of people, goods and services, and to provide drivers with a safer environment that will serve the needs of local residents and visitors alike <<https://www.schuylercounty.us/136/Highway>>.

Industrial Development Agency (SCIDA) promotes the prosperity of its residents through the creation of jobs (new or retained), increased private investment, additional housing, competitive educational resources, notable recreational, and other economic opportunities <<https://www.flxgateway.com/about-scida>>.

Resources

New York State (NYS)

Association of Towns (AOT) advocates on behalf of towns' rights (Home Rule) at the state and federal levels, provides a comprehensive education to all town officials, and helps to connect NYS towns and town officials <<https://www.nytowns.org/>>.



Clean Energy Communities (CEC) provides resources and funding to help local governments create a healthy and sustainable environment by investing in future-focused clean energy solutions for their community <<https://www.nyserda.ny.gov/All-Programs/Clean-Energy-Communities>>.

Climate Smart Communities (CSC) Program and CSC Grant Program form a multifaceted initiative to support local governments in leading their communities to reduce greenhouse gas emissions, adapt to the effects of climate change, and thrive in a green economy <<https://climatesmart.ny.gov>>.

Community Development Block Grant (CDBG) is a unique source of federal funding for Cities, Town, Villages, and Counties to assist low- and moderate-income communities, households, and people with a variety of challenges, from grants for home repair, to senior and community center improvements, to grants to small business for start-up and expansion <<https://hcr.ny.gov/community-development-block-grant>>.

Department of Environmental Conservation (DEC)

DECinfo Locator is an interactive map that lets you access DEC documents and public data about the environmental quality of specific sites in NYS, as well as outdoor recreation information <<https://dec.ny.gov/maps/interactive-maps/decinfo-locator>>.

Division of Lands and Forests manages properties which provide recreation opportunities for the public <<https://dec.ny.gov/nature/forests-trees>>.

Stewardship of DEC Lands is web page with information for community members and groups interested in forest stewardship <<https://dec.ny.gov/nature/forests-trees/dec-land-stewardship>>.

Environmental Resource Mapper is an interactive mapping application that can be used to identify some of New York State's natural resources and environmental features that are state or federally protected, or of conservation concern <<https://dec.ny.gov/nature/animals-fish-plants/biodiversity-species-conservation/biodiversity-mapping/environmental-resource-mapper>>.

Six Nations Unit Management Plan (2013) includes objectives for a ten-year period <https://extapps.dec.ny.gov/docs/lands_forests_pdf/snump2013final.pdf>.

Department of State (DOS)

Environmental Protection Fund (EPF) is a source of funding for capital projects that protect the environment and enhance communities <<https://dec.ny.gov/environmental-protection/fund>>.

Division of Local Government provides training and technical assistance and the Local Government Efficiency (LGE) grant programs <<https://dos.ny.gov/services-and-support>>.

Smart Growth Comprehensive Planning Grant Work Plan outlining actions important to creating a strong comprehensive plan with Smart Growth Principles: <https://dos.ny.gov/system/files/documents/2023/05/app-forms-23-opdsg-generic_compplan.pdf>.

Smart Growth Public Infrastructure Act augments "the state's environmental policy by declaring a fiscally prudent state policy of maximizing the social, economic and environmental benefits from public infrastructure development" <<https://dos.ny.gov/system/files/documents/2020/08/smart-growth-public>>.

[infrastructure-act.pdf](#)>.

Department of Transportation (DOT) ensures all traffic-carrying highways are inspected following state and federal mandates which includes maintaining data about bridges <<https://www.dot.ny.gov/main/bridgedata/>>.

Empire State Development (ESD) promotes a vigorous, inclusive and growing state economy, encourages business investment and job creation, and supports diverse, local economies across New York State through the efficient use of loans, grants, tax credits, real estate development, marketing, and other forms of assistance <<https://esd.ny.gov/>>.

"Purchase and Redevelopment of the Former Monterey Shock Incarceration Correctional Facility Report for an Adaptive Re-Use Plan" <<https://esd.ny.gov/doing-business-ny/requests-proposals/purchase-and-redevelopment-former-monterey-shock-incarceration-correctional-facility>>.

Energy and Gas (NYSEG) Distributed Energy website spotlights a *Hosting Capacity (HC) Portal* that maps PV hosting capacity<<https://www.nyseg.com/smartenergy/innovation/distributedgeneration>>.

NYS Floodplain and Stormwater Manager's Association brings professionals together to foster awareness, information exchange, and cooperation in the floodplain and stormwater management fields <<https://www.nyfloods.org>>.

Homes and Community Renewal (HCR)

New York Main Street provides financial resources and technical assistance to communities to strengthen the economic vitality of the State's traditional Main Streets and neighborhoods. <<https://hcr.ny.gov/new-york-main-street>>.

Pro-Housing Community Program certification is now a requirement for municipalities applying to certain discretionary funding programs as a commitment to addressing housing growth moving forward <<https://hcr.ny.gov/phc>>.

Rural Housing Coalition of New York is a network of professionals working to meet the diverse housing needs of people in NYS <<https://ruralhousing.org>>.

United States

Census Bureau <<https://data.census.gov>> maintains information about all parts of the united states, including:

OnTheMap is an online map tool especially useful for analyzing employer-household dynamics, answering the question "what percentage of Town residents work outside of the Town?" <<https://onthemap.ces.census.gov/>> and other tools by its creator, The Longitudinal Employer-Household Dynamics (LEHD) program may be helpful as well <<https://lehd.ces.census.gov/>>.

Town of Orange Profile <https://data.census.gov/profile/Orange_town,_Schuyler_County,_New_York?g=060XX00US3609755156>.

Schuyler County Profile <https://data.census.gov/profile/Schuyler_County,_New_York?g=050XX00US36097>.

Code of Federal Regulations (CFR) is an important resource, especially when considering federal funding <<https://www.ecfr.gov/>>.

Department of Agriculture (USDA) Natural Resources Conservation Service's Farmland Protection Policy Act (FPPA) helps to prevent unnecessary and irreversible conversion of farmland to nonagricultural uses <<https://www.nrcs.usda.gov/conservation-basics/natural-resource-concerns/land/cropland/farmland-protection-policy-act>>.

Agricultural Conservation Easement Program (ACEP) helps landowners, land trusts, and other entities protect, restore, and enhance wetlands or protect working farms and ranches through conservation easements <<https://www.nrcs.usda.gov/programs-initiatives/acep-agricultural-conservation-easement-program/new-york/agricultural>>.

Rural America Placemaking Toolkit is a website with information, resources, activities, and tools about creating quality places where people want to be <<https://www.rd.usda.gov/placemaking>>.

Summary of Major Programs is a publication with tables of opportunities and criteria <<https://www.usda.gov/sites/default/files/documents/usda-rural-development-summary-major-programs.pdf>>.

Department of Transportation (USDOT): Federal Highway Administration (FHWA) provides access to data on the country's bridges <<https://infobridge.fhwa.dot.gov/Data/Map>>.

Economic Development Administration's Economic Distress Criteria may indicate eligibility for investment assistance and can be found in the Code of Federal Regulations Title 13 Chapter III Subpart C Section 301.3 <https://www.eda.gov/sites/default/files/2022-02/EDAs_regs-13_CFR_Chapter_III.pdf>.

Federal Communications Commission (FCC) maps fixed and mobile broadband connectivity <<https://broadbandmap.fcc.gov/>>.

Federal Emergency Management Administration (FEMA) helps people across the country before, during, and after disasters to help them understand and prepare <<https://www.fema.gov>>.

Building Code Communication Pocket Guide (FEMA P-2420) addresses common misunderstandings and provides communication strategies for conveying the value of building codes: <https://www.fema.gov/sites/default/files/documents/fema_p-2420-building-code-pocket-guide.pdf>.

A Guide to Rural Economic Development Funding Opportunities: how to navigate the funding process by U.S. Senator Kirsten Gillibrand (2023) outlines funding opportunities and related contacts relevant to rural communities <<https://www.gillibrand.senate.gov/wp-content/uploads/2023/09/2023-Rural-Economic-Development-Grant-Guide-.pdf>>.

Internal Revenue Service (IRS) Opportunity Zones are areas of low-income which may be eligible for specialized financial opportunities <<https://www.irs.gov/credits-deductions/businesses/opportunity-zones>>.

Smart Growth Network is a national alliance of advocates, practitioners, policymakers, and local leaders working toward a shared vision for land use and infrastructure policies and actions that result in healthy, sustainable, equitable, and prosperous communities for all <<https://smartgrowth.org/>>.

Appendices

Appendix A: Community Profile

Appendix B: Community Participation Plan

Appendix C: Public Information Session

Appendix D: Stakeholder Interview Results

*Appendix E: Community Visioning Session
Workshop Results*

*Appendix F: Review of Local and Regional Planning
Efforts and Ongoing Initiatives*

Appendix G: Maps

Appendix H: Survey and Survey Results

Appendix A: Community Profile

Appendix A: Community Profile



Town of Orange:

- 54.1 Square Miles
- Population: 1,408

Of Schuyler County:

- 16.4% of area
- 7.5% of population

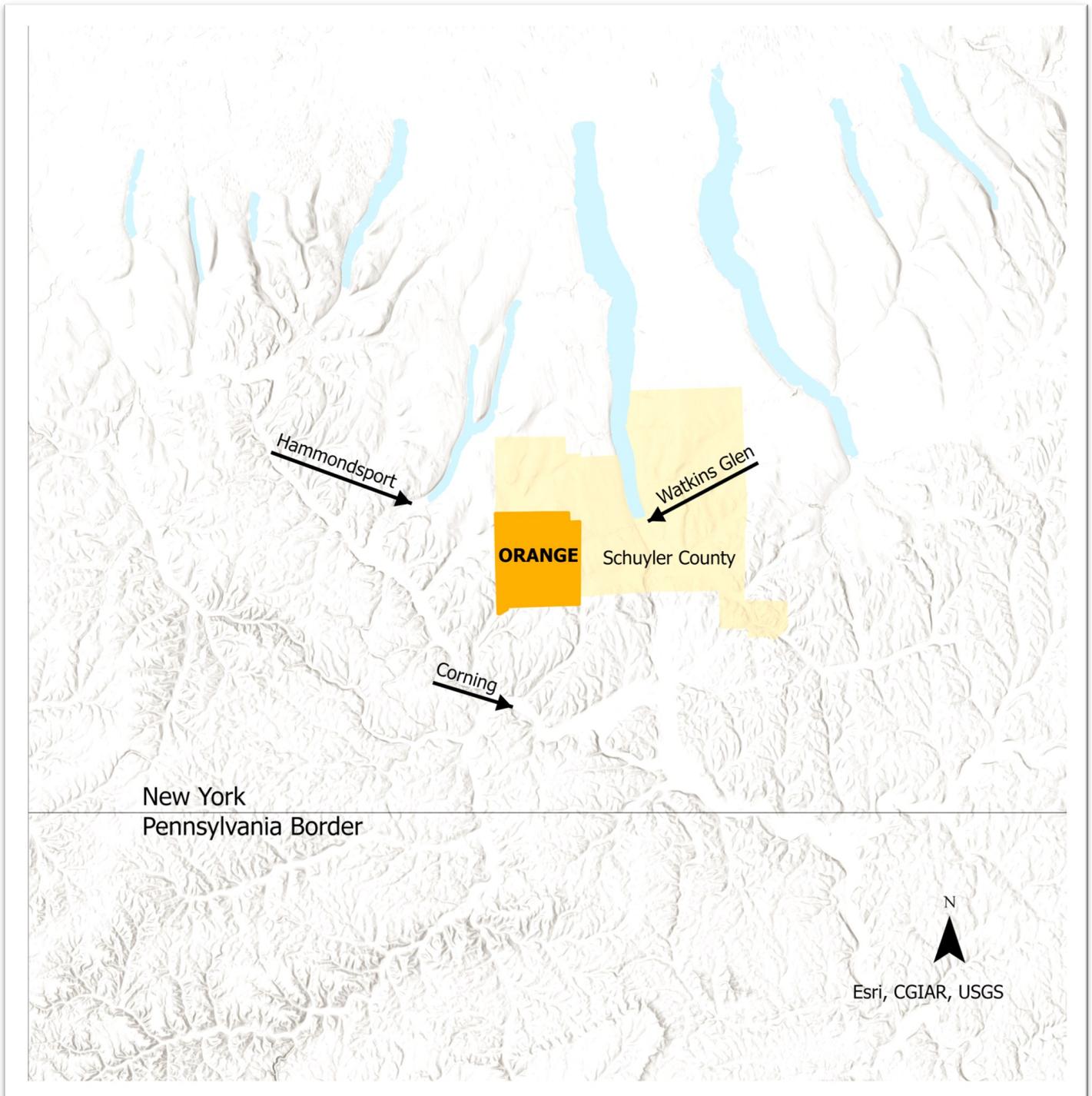


Image Source: Iconfinder.com; ArcGIS Pro



1,408 Population

- School-aged (5-17): 14.3%
- Seniors (65+): 23.1%
- Veterans: 8.1%
- With Disability: 12.4%
 - 5+ year resident:

713 Housing Units

- Owner Occupied: 84% (16% renter)
- Single-Unit Dwelling: 65%
- Average Household Size: 2.50
- 2-3 Bedroom: 79.9%
- Built Before 1980: 62%



Income: \$31,195 Per Capita

\$51,800 Median Household

- Median Value of Housing Unit: \$118,200
- Monthly Housing Costs: \$847/Mo. (\$10,164 annually, 19.6% of income)
- Monthly Housing Costs at or above 30%: 17.3%

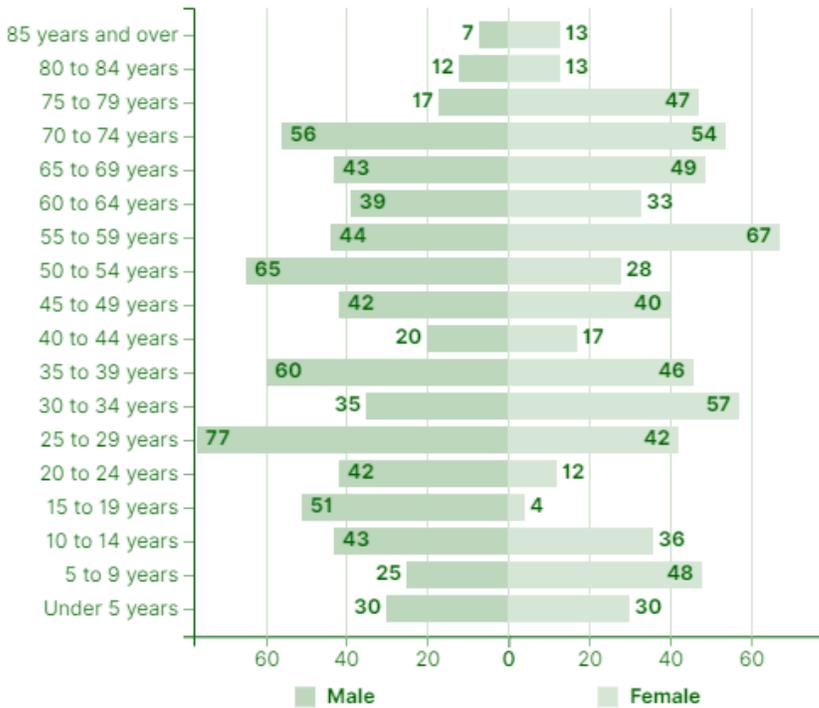
Education and Employment

- Unemployed: 3.9%
- Bachelor's Degree or higher: 13%
- Mean Commute Time: 30 min.
- Industry: 29.7% Educational services, and health care and social assistance



Source: American Community Survey or Decennial Census and iconfinder.com

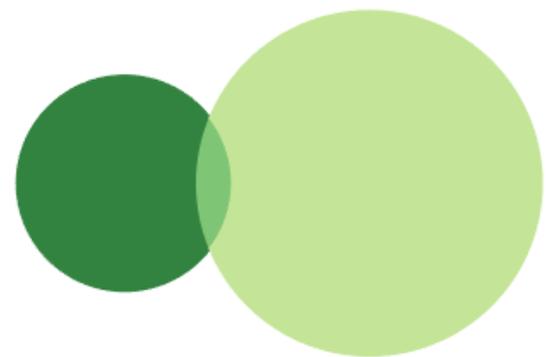
Orange town, Schuyler County, New York



The age distribution of the population is somewhat balanced.

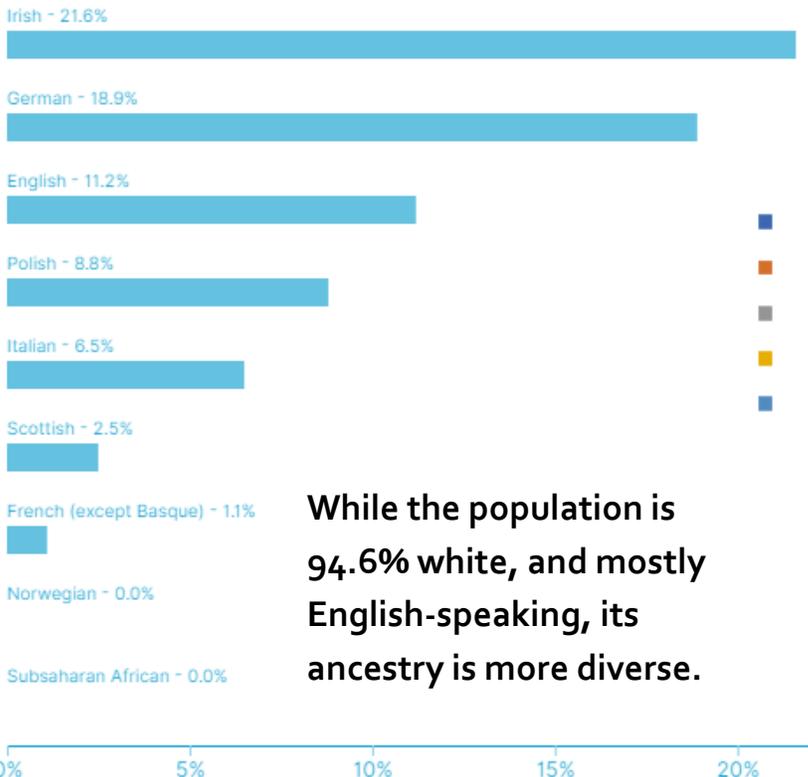
Most residents are employed outside of the Town.

Inflow/Outflow Job Counts in 2021
All Workers



Ancestry

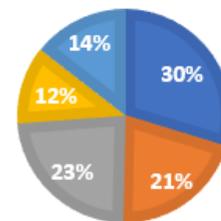
in Orange town, Schuyler County, New York



While the population is 94.6% white, and mostly English-speaking, its ancestry is more diverse.

OCCUPATION

- Management, business, science, and arts occupations
- Service occupations
- Sales and office occupations
- Natural resources, construction, and maintenance occupations
- Production, transportation, and material moving occupations

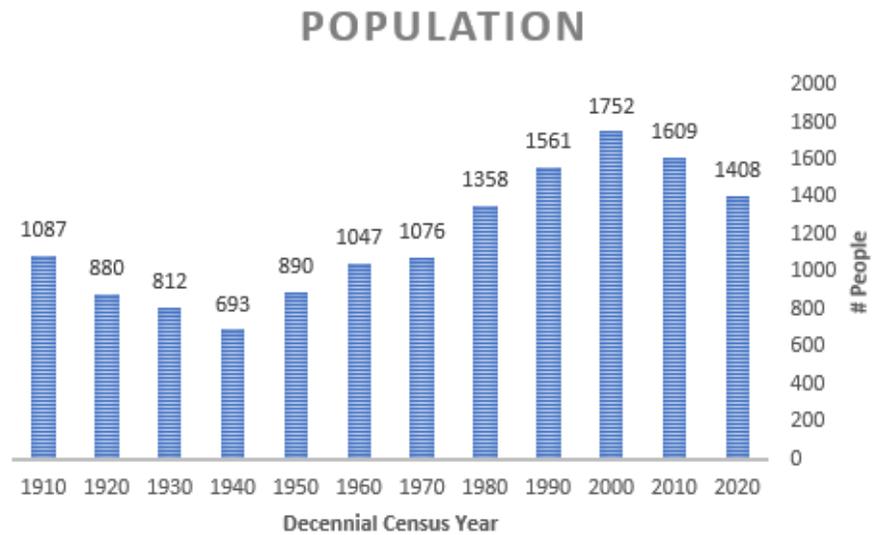


The most common occupation category is "Management, business, science, and arts"

Trends

The population has grown since the last century, and declined in the last few decades.

Housing tenure has increased by about 5% per decade: In 2000, 65% of residents had lived in their home for 5 or more years; 74% in 2020.



Educational attainment has increased in the last three decades: +18% in high school graduates, and +5% in college degree earners.

Per capita income has increased over the last three decades by 113%, while median household income has fluctuated and generally increased by 14%.

County and State Comparison

Statistic	Town of	Schuyler County	NYS
Pop. Density (people per square mile)	24.9	54.4	417.6
Median Age (years)	44.7	47.3	40
Per Capita Income	\$31,195	\$35,062	\$47,421
Median Household Income	\$51,800	\$61,316	\$79,557
Median Value Housing Unit	\$118,200	\$151,100	\$400,400
Poverty Rate	16.8%	15.8%	14.3%
High School Grad / Bachelor's Degree or Higher	94%/15%	92%/25%	88%/40%
Foreign-Born Population	0.7%	1.8%	22.7%
Veteran Population	8.1%	8.7%	3.7%
Senior Population (65+)	23%	22%	18%

Narrative

PHYSICAL DESCRIPTION

The landscape of the Town is largely forested; approximately half its square miles are New York State Forests: Goundry Hill, Sugar Hill, and Templar Falls. The hills are separated by stream and creek valleys. Water from the Town drains toward two regional watersheds (2-digit hydrologic unit, HU): Mid-Atlantic and Great Lakes. More locally, three sub-watersheds (12-digit HU) are impacted by land uses in Town of Orange: Meads Creek, Lamoka Lake / Mud Creek, and Seneca Lake Inlet. Town boundaries also encompass Mill Pond and part of Mud Creek.



HISTORY

Town of Orange was formed from the easter portion of Town of Jersey on April 20, 1836.¹ The hamlet of Monterey was also established in 1836. The Town of Jersey had been organized February 12, 1812, by the New York State legislature from land in the Town of Wayne, Steuben County. Parts of two neighboring Steuben County townships were annexed to Town of Orange: Hornby on April 11, 1842, and Bradford on April 17, 1854. Town of Orange became a town of Schuyler County when the county was formed in 1854.

HISTORY OF COMPREHENSIVE PLANNING IN THE TOWN

The Town of Orange's first Comprehensive Plan was adopted by its Town Board in 2012. The development of the plan began in 2009, when the Town of Orange recognized the need to have an approach to enhancing the local economy while conserving the rural quality of life the residents enjoy. The Planning Board collected and reviewed data, completed a public survey, and identified common concerns such as the management of growth, possible economic development, opportunities for sharing costs and services, and the protection of environmental and agricultural resources.

AGRICULTURE

Regarding agricultural resources, Schuyler County Parcel Data Online Map Viewer shows parcels that are part of NYS Ag. District #2. While the state sets policy, the County is responsible for holding public hearings and establishing agricultural district goals. Individual landowners may request that the County legislative body include (or not include) their property in the Ag district. The Town may enact policies to promote and protect agricultural practices locally.

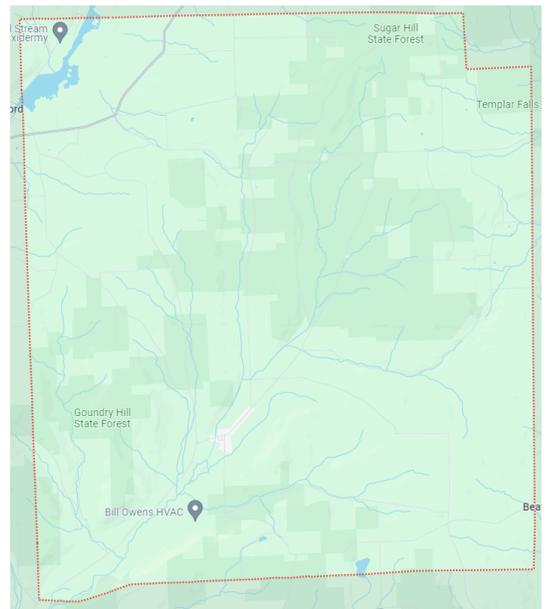
Narrative Continued...

INFRASTRUCTURE AND PUBLIC UTILITIES

Town of Orange does not offer public infrastructure such as drinking water (private wells), sewage disposal (private septic systems), solid waste disposal (private companies or county transfer stations), communications (private companies), nor gas and electricity (primarily NYSEG). Stormwater management and green infrastructure is primarily provided by Schuyler County for the main routes through the Town. The Town otherwise has primarily dirt or gravel roads for which it provides snow removal and minimal maintenance. Land use laws have been enacted on a case-by-case basis, with no zoning or subdivision law.

TRANSPORTATION AND CONNECTIVITY

County Routes and a state road carry the majority of the traffic and afford for intermunicipal connectivity. Smaller dirt or gravel roads provide adequate access and circulation otherwise. The neighboring town to the east, Dix, encompasses the Villages of Montour Falls and Watkins Glen. The Watkins Glen State Part attracts approximately one million visitors per year. The county routes through the Town are one of the fastest and most efficient ways to get from Interstate 86 and the Corning, NY, area to Waneta and Lamoka lakes to the north and Mill Pond in the northwest corner of the Town. Safety features for pedestrian and bicycle traffic are not currently utilized in the Town, and traffic has historically be insufficient for public transit.



Google.com

REGIONAL TRENDS

The population in the Southern Tier region is decreasing, as evidenced by a subtle reduction in housing units and increase in vacancies. The top growing industry is agriculture, forestry, fishing, and hunting, which is the second top industry for employment in the Town of Orange area second only to arts, entertainment, and recreation.

Narrative Continued...

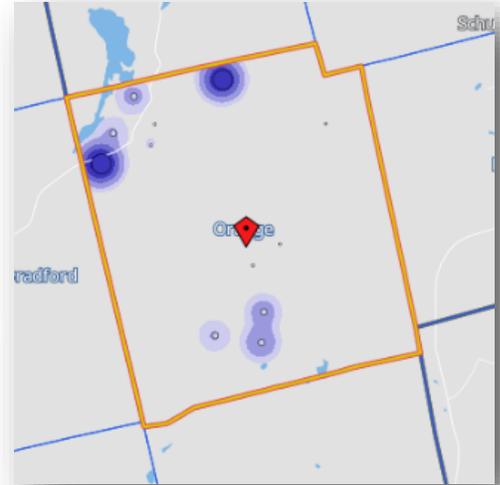
OPPORTUNITIES

Employers and industry are minimal in the Town, with the largest employers at the northern edge of the Town, and residents traveling as much as 35 miles for work.

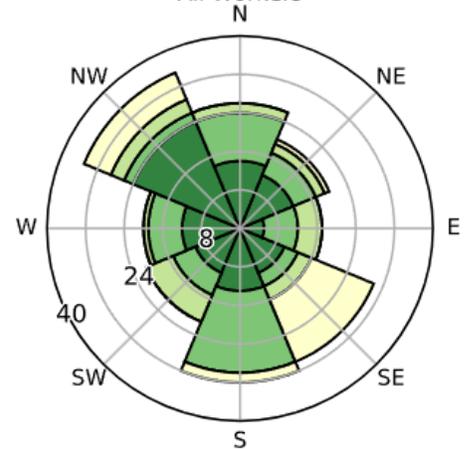
Greenhouse gas emissions have not yet been inventoried for the municipality nor the community. Housing is affordable with average costs just under 20% of the median household income. With a housing stock consisting of single-family dwelling units (65%) and mobile homes (28.8%), the housing options could be expanded. The condition of housing stock has not been assessed, and a Community Development Block Grant may be worthwhile to consider. Housing occupancy has been consistent over the last three decades.

Smart growth focus areas have in such a small, rural community been aimed generally at creating a community resilient to environmental, economic, and social change. What follows is a table of Smart Growth Principle sources:

- 1) New York State (NYS) Department of State Environmental Protection Fund criteria for Smart Growth Comprehensive Planning Grant: https://dos.ny.gov/system/files/documents/2023/05/app-forms-23-opdsg-generic_compplan.pdf
- 2) NYS Public Infrastructure Act: <https://dos.ny.gov/system/files/documents/2020/08/smart-growth-public-infrastructure-act.pdf>
- 3) Smart Growth Network: <https://smartgrowth.org/> which is referred to by both the NYS Climate Smart Communities program and Environmental Protection Agency.
- 4) NYS Climate Smart Communities program action "Comprehensive Plan with Sustainability Elements:" <https://climatesmart.ny.gov/actions-certification/actions/#open/action/66>



Job Counts by Distance/Direction in 2021
All Workers



Onthemap.ces.census.gov

Summary of Smart Growth Principles

Principle	Challenge	Opportunity
ECONOMIC RESILIENCE		
Create a range of housing opportunities and choices. (Source 3)	Economic support for housing	Could be more diverse
Promote the development/conservation of local food systems (4)	Low demand for local food distribution	Local agriculture could have more local clientele
Provide a variety of transportation choices by improving transit (public transit, mobility inside and crossing jurisdictional lines, pedestrian, bicycle, electric vehicle). (1-4)	Low demand for public transit and cooperation required with county/state for improved mobility	Could be more diverse
Strengthen sense of place by building on distinctive and attractive community traits, by promoting a healthy and safe community, and by protecting/preserving/enhancing state resources (agriculture, forests, surface and groundwater, air quality, recreation, open space, scenic areas, and historic/archeological) (1-4).	Consensus on traits and community support for promoting a healthy and safe community	Could be strengthened based on distinctive and attractive features and significant natural resources of the Town
INFRASTRUCTURE RESILIENCE		
Increase emergency preparedness for resilience to extreme weather events by mitigating projected climate risks and adapting to projected changes (strategies may impact land use and public education) (2 & 4).	Consensus around what actions to take and how to source funding	Could benefit from further evaluation and ensuring presence of flood mitigation techniques
Minimize solid waste by promoting recycling, composting, and/or anaerobic digestion (4)	Community support and funding	Can inspire community members to volunteer
Improve green infrastructure . Foster green economic development and resident participation in this effort (1 & 4)	Rural landscape is quite green already	Can be fostered in specific applications

Summary of Smart Growth Principles Continued...

Principle	Challenge	Opportunity
NATURAL RESILIENCE		
Protect drinking water sources from pollution (4)	Private drinking water sources; community support	Could be approached by water quality strategies with volunteer support
Promote sustainability by encouraging public involvement in a reduction of greenhouse gas emissions and efficient use of natural resources	Community support	Can inspire community members to volunteer
Promote and integrate clean energy resources and related initiatives (decrease dependence on fossil fuels, support energy efficiency, and	Community support and funding	May be balanced with resilience through creative solutions
SOCIAL RESILIENCE		
Encourage social diversity and integration (1)	Community support	May be inevitable in a small population
Foster equity (housing, schools, transportation, recreation, food, environmental exposure) (4)	Economic pressures and funding	May be relatively general and simple for a small population
Foster attractive development : mixed land uses, downtown revitalization, brownfield redevelopment, enhancement of beauty in public spaces, housing near employment, recreation and commercial development, and integration of	Community support	Community support can empower local policies
Encourage compact improvements around existing infrastructure for walking/biking, adequate and sustainable infrastructure, a	Community support	Community support can empower local policies

Summary of Smart Growth Principles Continued...

Principle	Challenge	Opportunity
SOCIAL RESILIENCE CONTINUED...		
<p>Use best practices for planning, communication, and documentation to promote well-planned public spaces, coordinate and expand intergovernmental plans, increase effectiveness/sustainability/resilience, promote community and stakeholder collaboration, ensure predictability in building and land use codes, improve decision-making (predictable, fair, cost-effective), promote smart growth</p>	<p>Elected official support, collaboration, training, time</p>	<p>Could be improved with research, documentation, and advocacy</p>



This document was prepared with funding provided by the New York State Department of State Environmental Protection Fund.

Contract Number: T1002352, NYS DOS Grant, "Town of Orange Smart Growth Comprehensive Plan"

Appendix B: Community Participation Plan

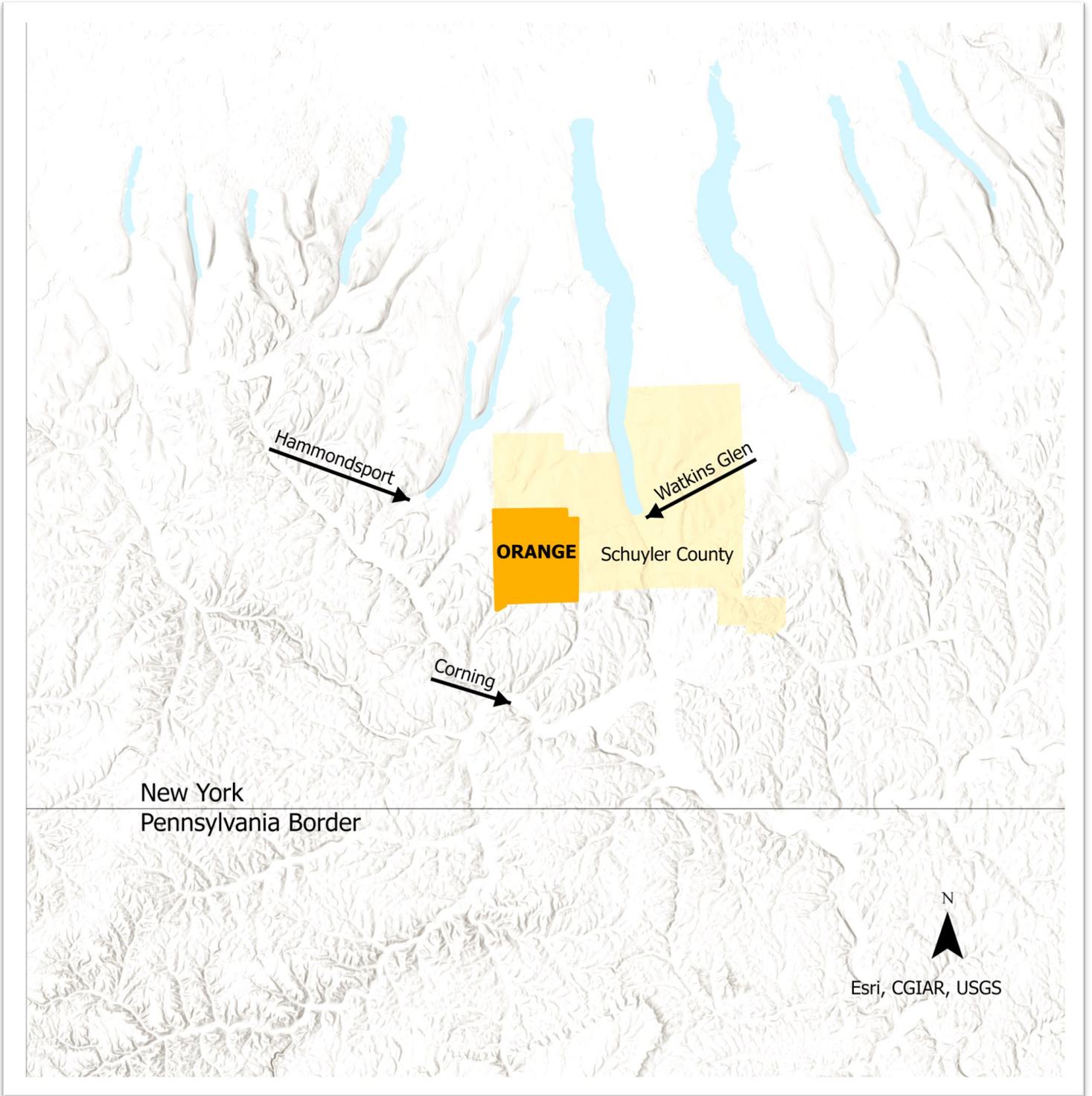
Appendix C: Public Information Session

Appendix D: Stakeholder Interview Results

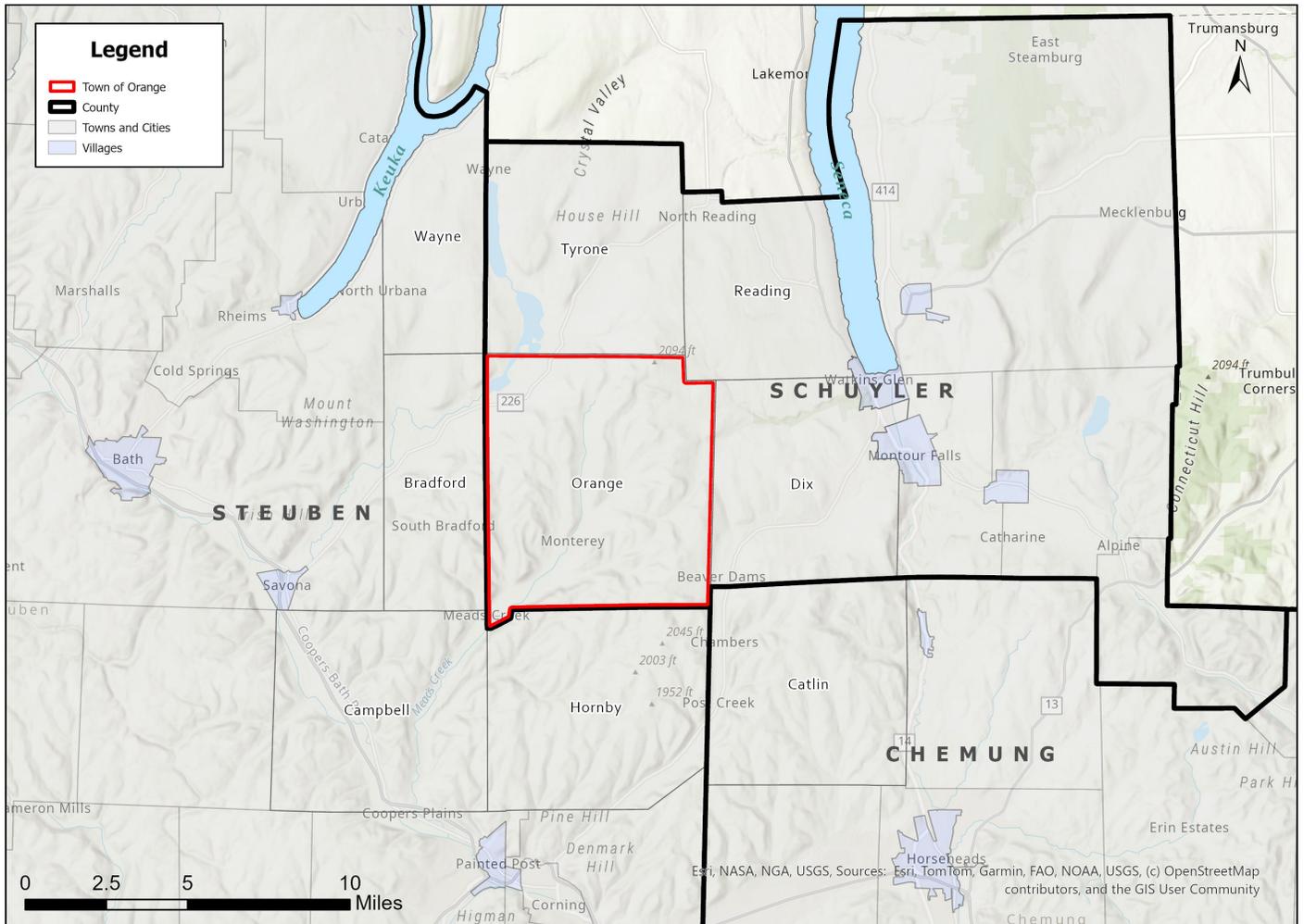
Appendix E: Community Visioning Session Workshop Results

Appendix F: Review of Local and Regional Planning Efforts and Ongoing Initiatives

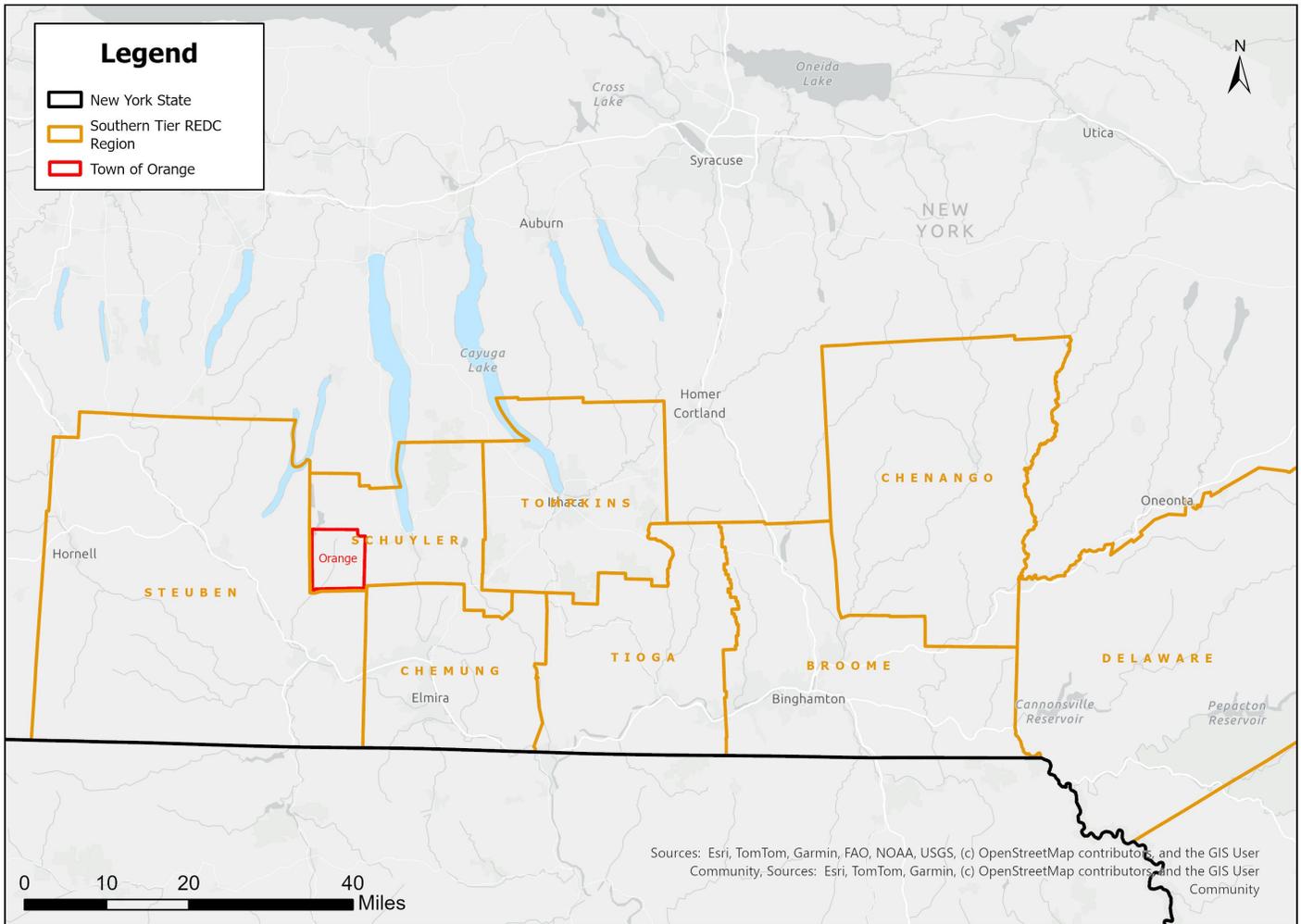
Appendix G: Maps

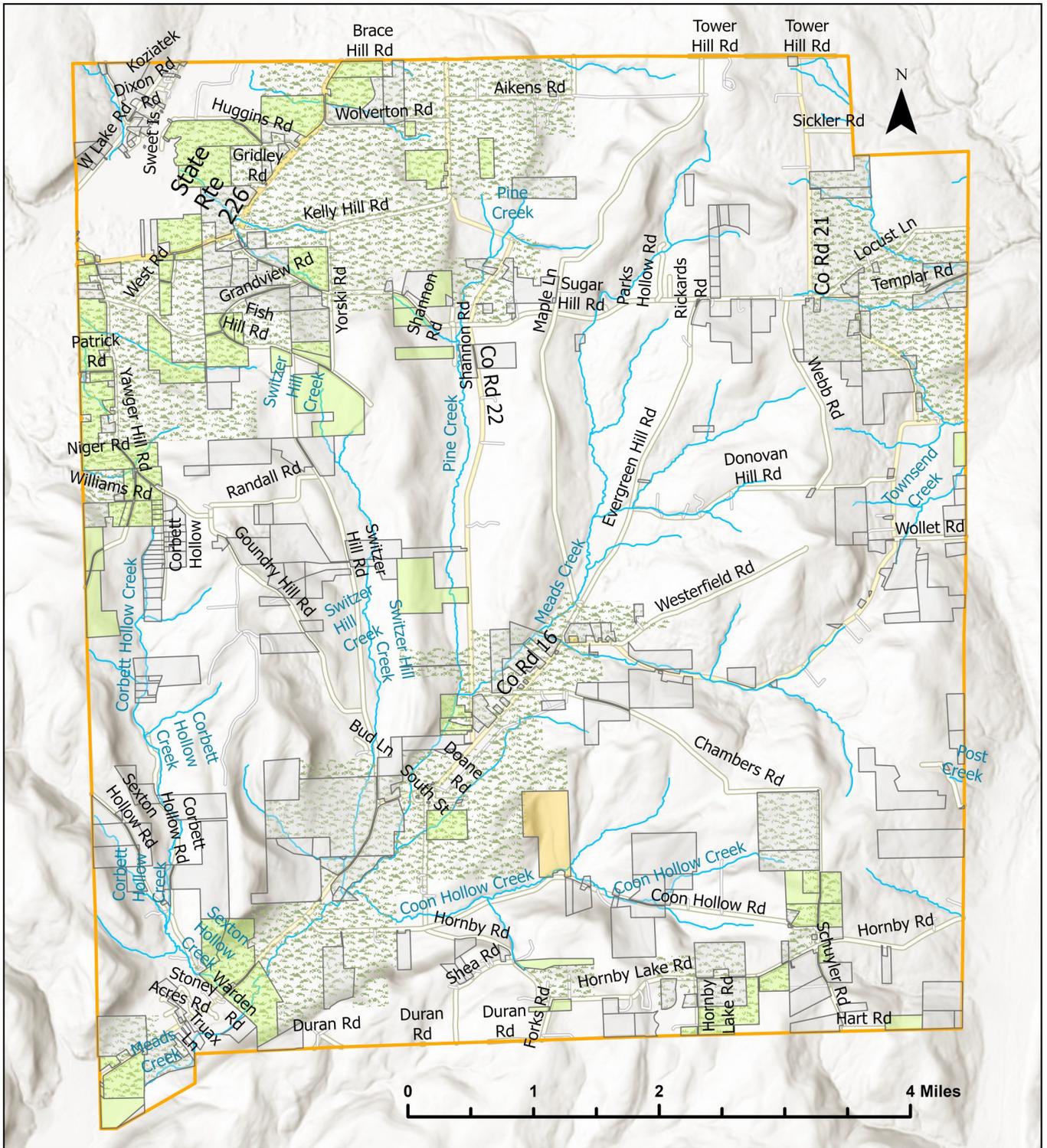


Town of Orange - Location Map



Town of Orange - Region Map

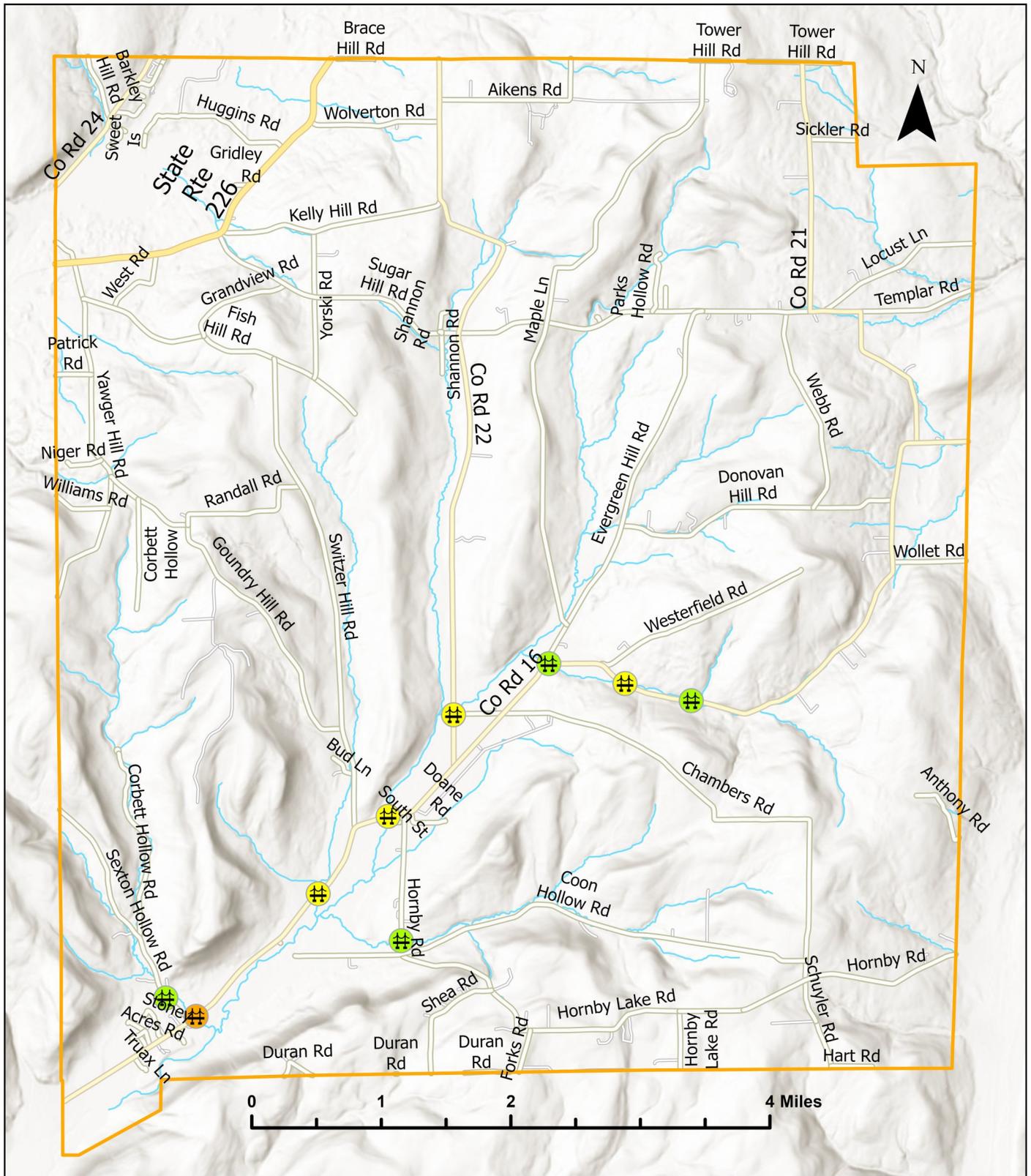




Economic Agricultural Opportunity Map

- | Legend | | | |
|---|---|---|--------------|
|  | Municipal Boundary |  | Private Road |
|  | Schuyler County Agricultural District 2 |  | Streams |
|  | Commercial |  | State Road |
| | |  | County Road |
| | |  | Town Road |
| | |  | Vacant |

Map source information: Schuyler County, Esri, NASA, NGA, USGS, TomTom, Garmin, FAO, NOAA, OpenStreetMap contributors, and the GIS User Community.



Road & Bridge Map

- Legend**
- Municipal Boundary
 - State Road
 - County Road
 - Town Road
 - Private Road
 - Streams
 - ⊕ Good
 - ⊕ Fair
 - ⊕ Poor

Map source information:
Esri, NASA, NGA, USGS

Town of Orange - Waterbodies and Water Features



Legend

Orange	NYS Wetlands
Road	National Wetland Inventory
State	100-Year Floodplain
County	Streams
Town	

Earthstar Geographics, Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, (c) OpenStreetMap contributors, and the GIS User Community, New York State GIS Clearinghouse, NYS DEC, NWI, FEMA

Produced by STCRPDB

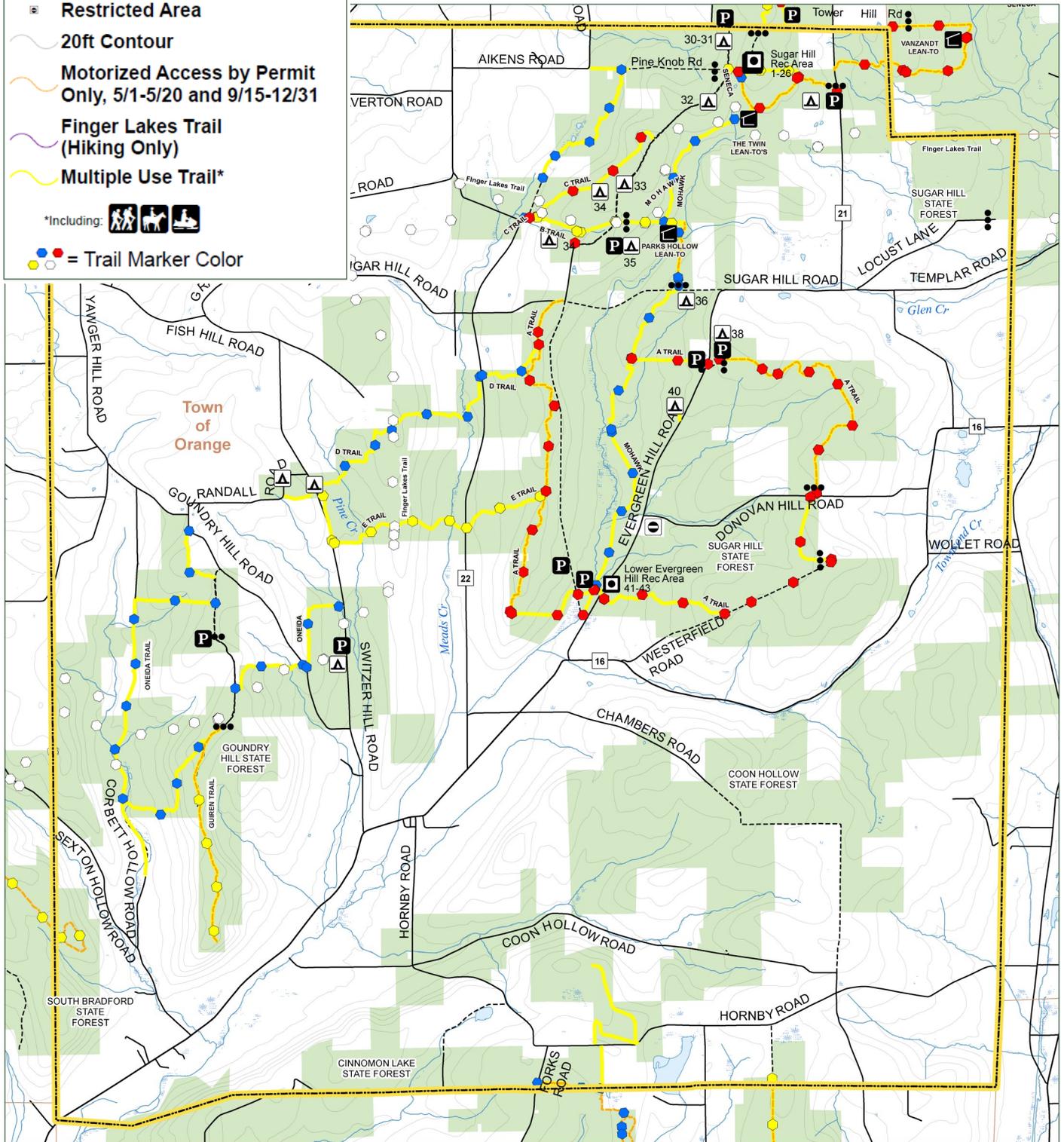
State Forest Map

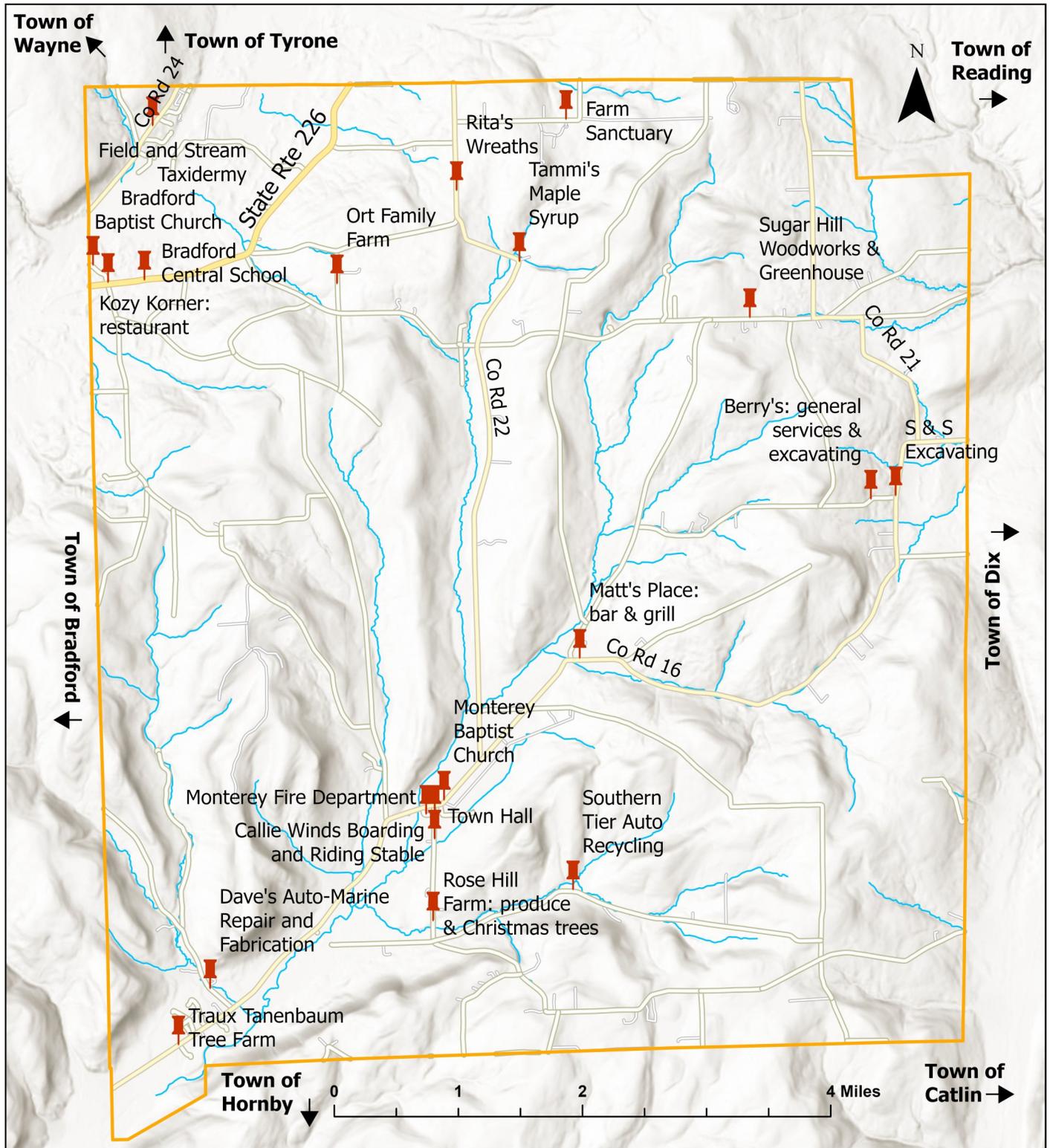
Created by New York State Department of Environmental Conservation Division of Lands and Forests Supervising Forester Gretchen Cicora and included with permission (September 2024).

-  Town of Orange
-  Other Town Boundaries
- Gate
-  Leanto
-  Parking
-  Primitive Campsite
-  Recreation Area
-  Restricted Area
- 20ft Contour
-  Motorized Access by Permit Only, 5/1-5/20 and 9/15-12/31
-  Finger Lakes Trail (Hiking Only)
-  Multiple Use Trail*

*Including:    

  = Trail Marker Color

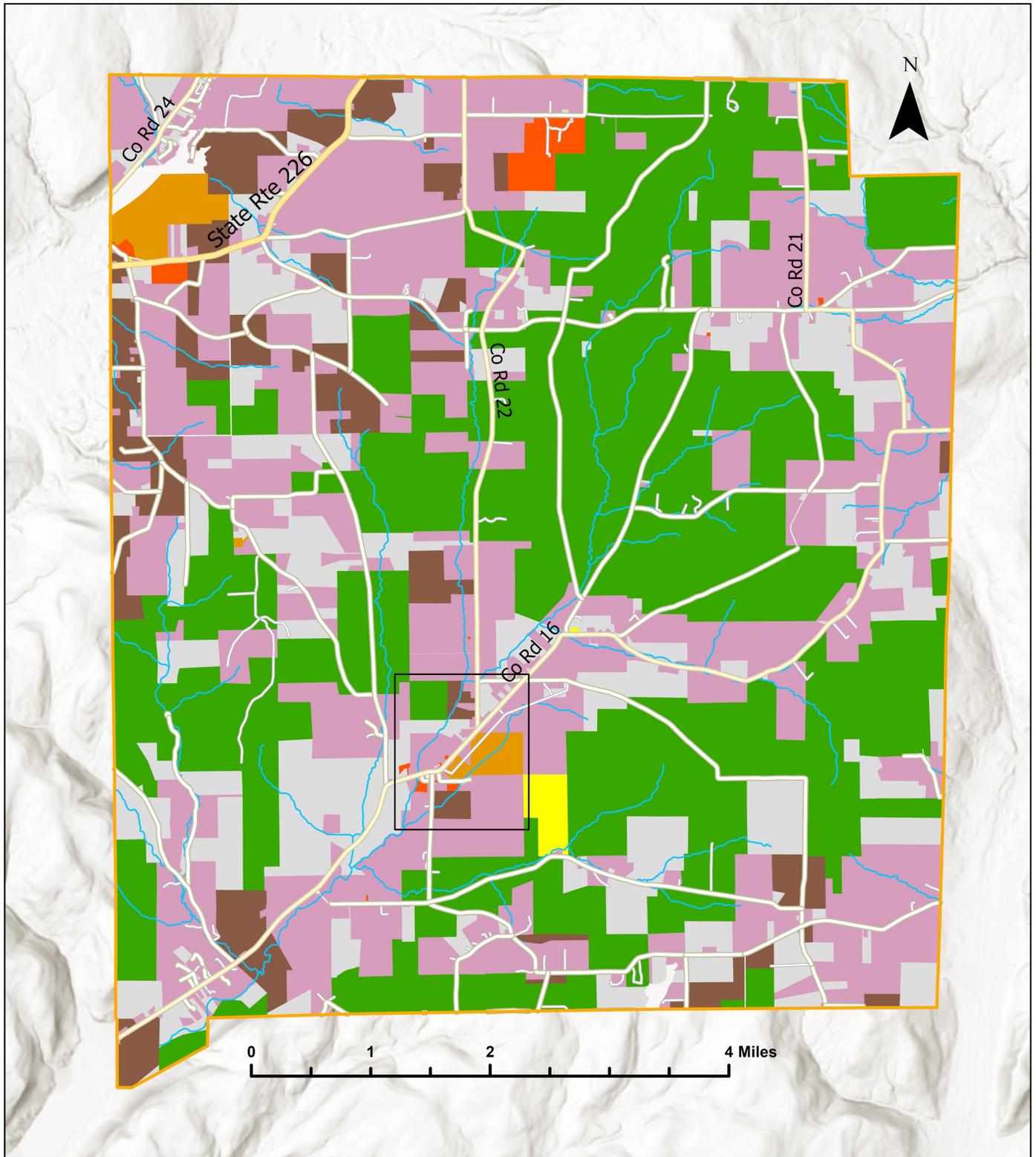




Businesses and Organizations Map

- Legend**
- Streams
 - Private Road
 - Town Road
 - County Road
 - State Road
 - Municipal Boundary
 - Organizations

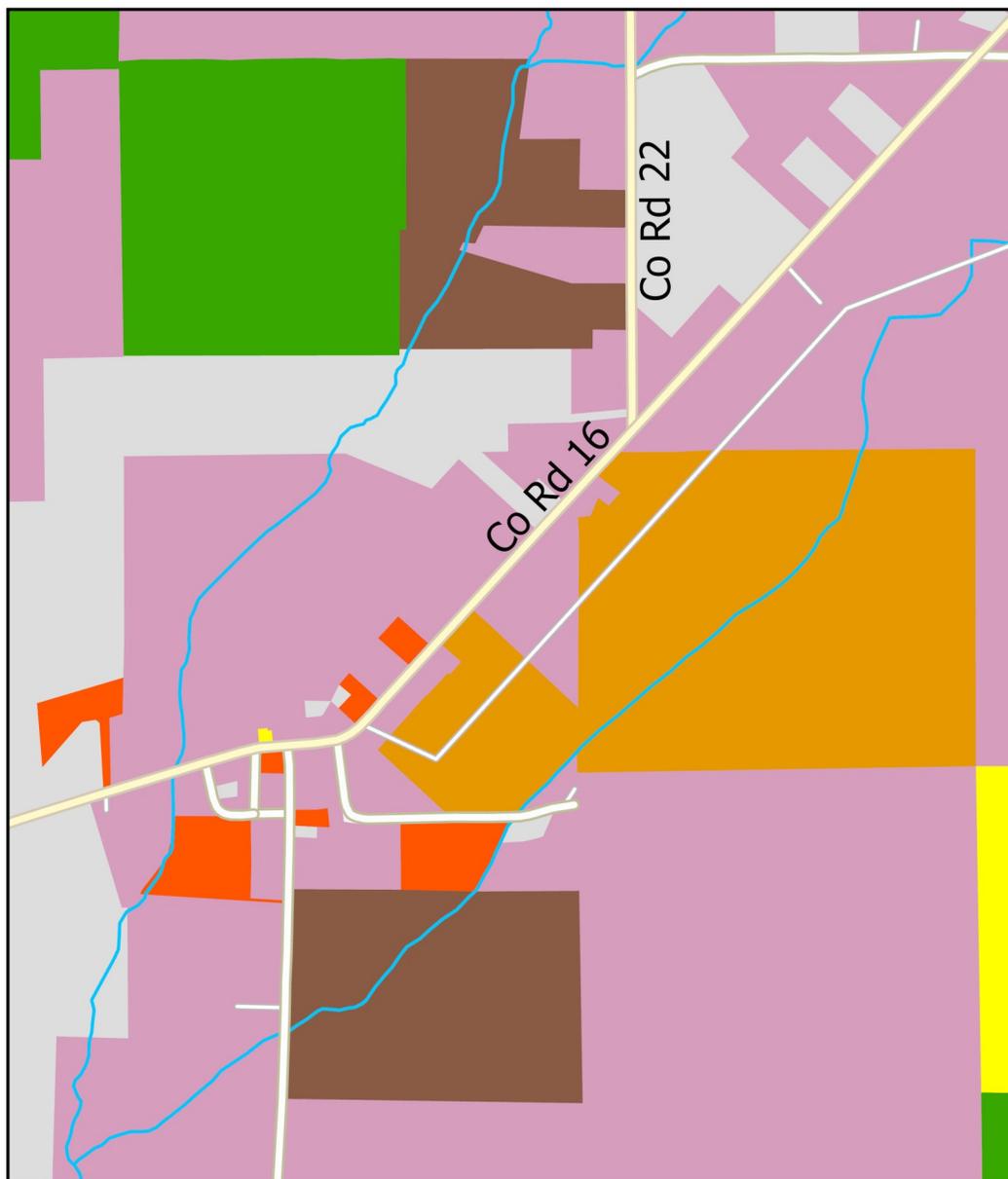
Map source information:
Esri, NASA, NGA, USGS



Map of Current Land Uses: Town of Orange

- Legend**
- Residential
 - Agricultural
 - Vacant
 - Commercial
 - Community Services
 - Public Services
 - Wild, Forested, Conservation Lands and Public Parks
 - State Road
 - County Road
 - Town Road
 - Private Road
 - Streams
 - Municipal Boundary

*Map source information:
Town assessment list, Esri,
NASA, NGA, USGS, FEMA*

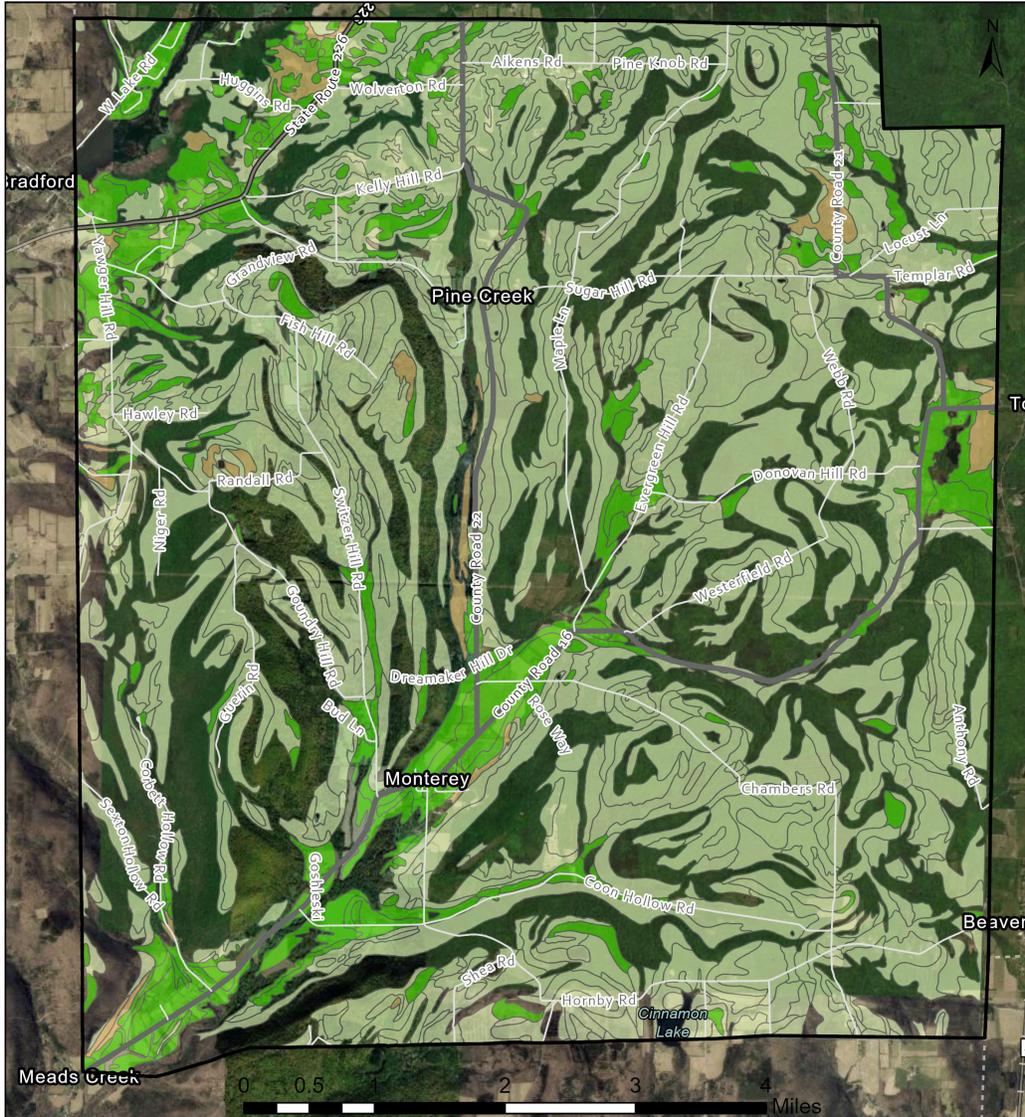


Legend

- Residential
- Agricultural
- Vacant
- Commercial
- Community Services
- Public Services
- Wild, Forested, Conservation Lands and Public Parks
- State Road
- County Road
- Town Road
- Private Road
- Streams
- Municipal Boundary

**Map of
Current Land
Uses: Hamlet
of Monterey**

Town of Orange - Farmland Classification



Orange	Legend	Farmland Classification	
Road			
State	All areas are prime farmland	Earthstar Geographics, Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, (c) OpenStreetMap contributors, and the GIS User Community, USDA MSG 1-4, New York State GIS Clearinghouse	
County	Prime farmland if drained		Produced by STCRPDB
Town	Farmland of statewide importance		

Earthstar Geographics, Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, (c) OpenStreetMap contributors, and the GIS User Community, USDA MSG 1-4, New York State GIS Clearinghouse

Produced by STCRPDB

Slopes Map

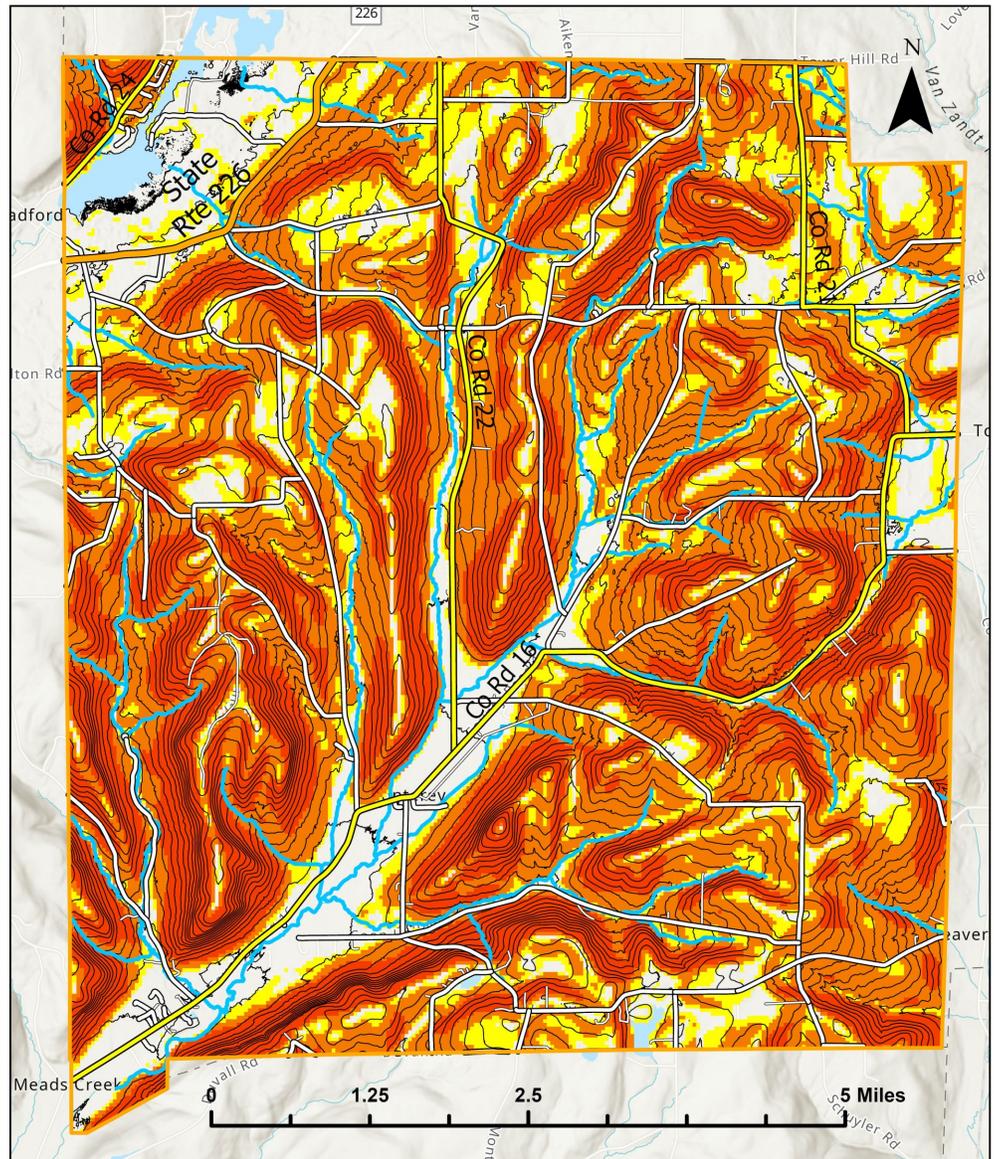
Legend

-  Municipal Boundary
-  State Road
-  County Road
-  Town Road
-  Private Road
-  Streams
-  Contours at 50ft

Slope of Terrain

- < 15%
-  15-25%
-  25-50%
-  > 50%

Source Information:
 Esri, CGIAR, USGS, Sources: Esri,
 TomTom, Garmin, FAO, NOAA, USGS, ©
 OpenStreetMap contributors, and the GIS
 User Community

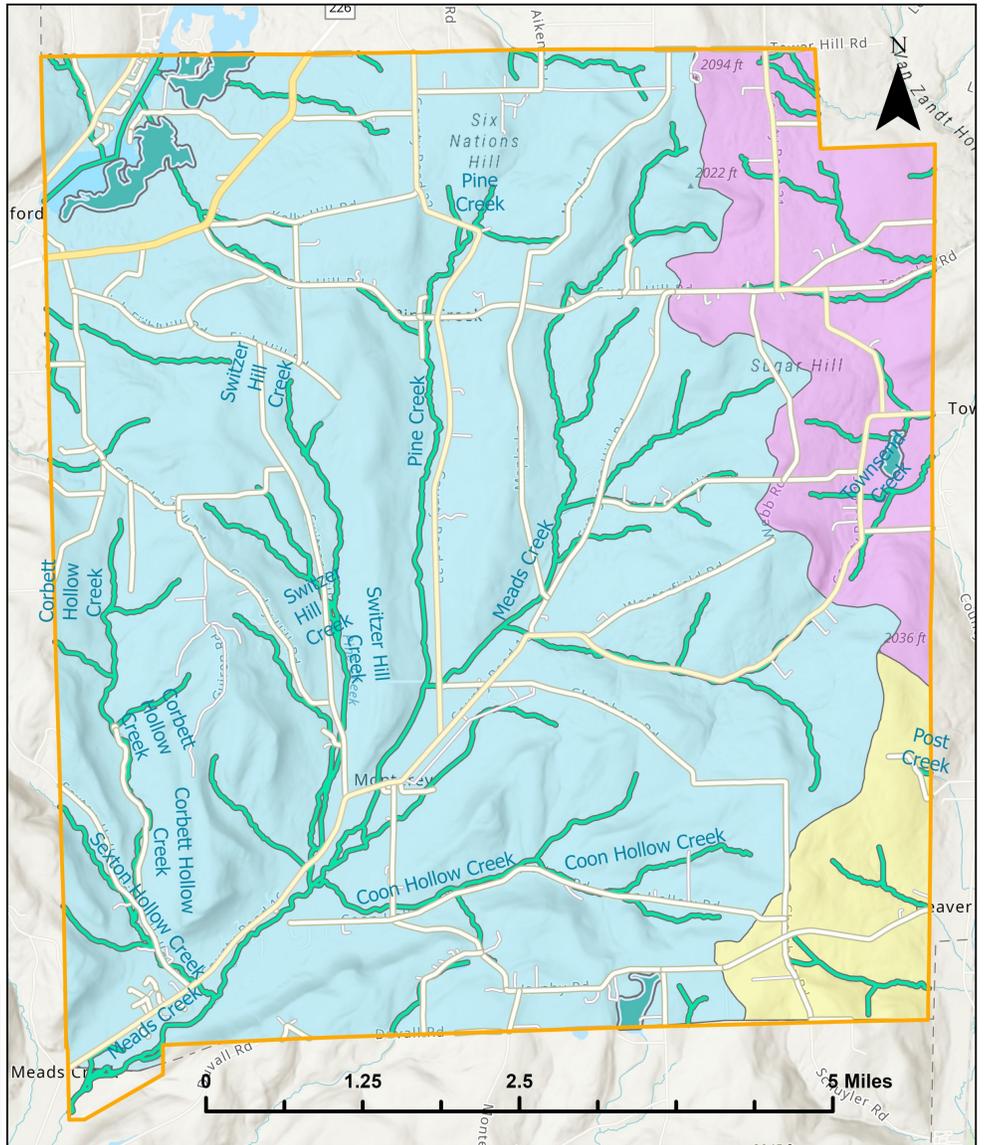


Watersheds and Surface Water Buffers Map

Legend

-  Municipal Boundary
-  State Road
-  County Road
-  Town Road
-  Private Road
-  Streams
-  Wetlands_Buffer
-  Wetlands
-  RiparianZones
-  Lower Cohocton River (HUC 10)
-  Seneca Lake Inlet (HUC 10)
-  Upper Chemung River (HUC 10)

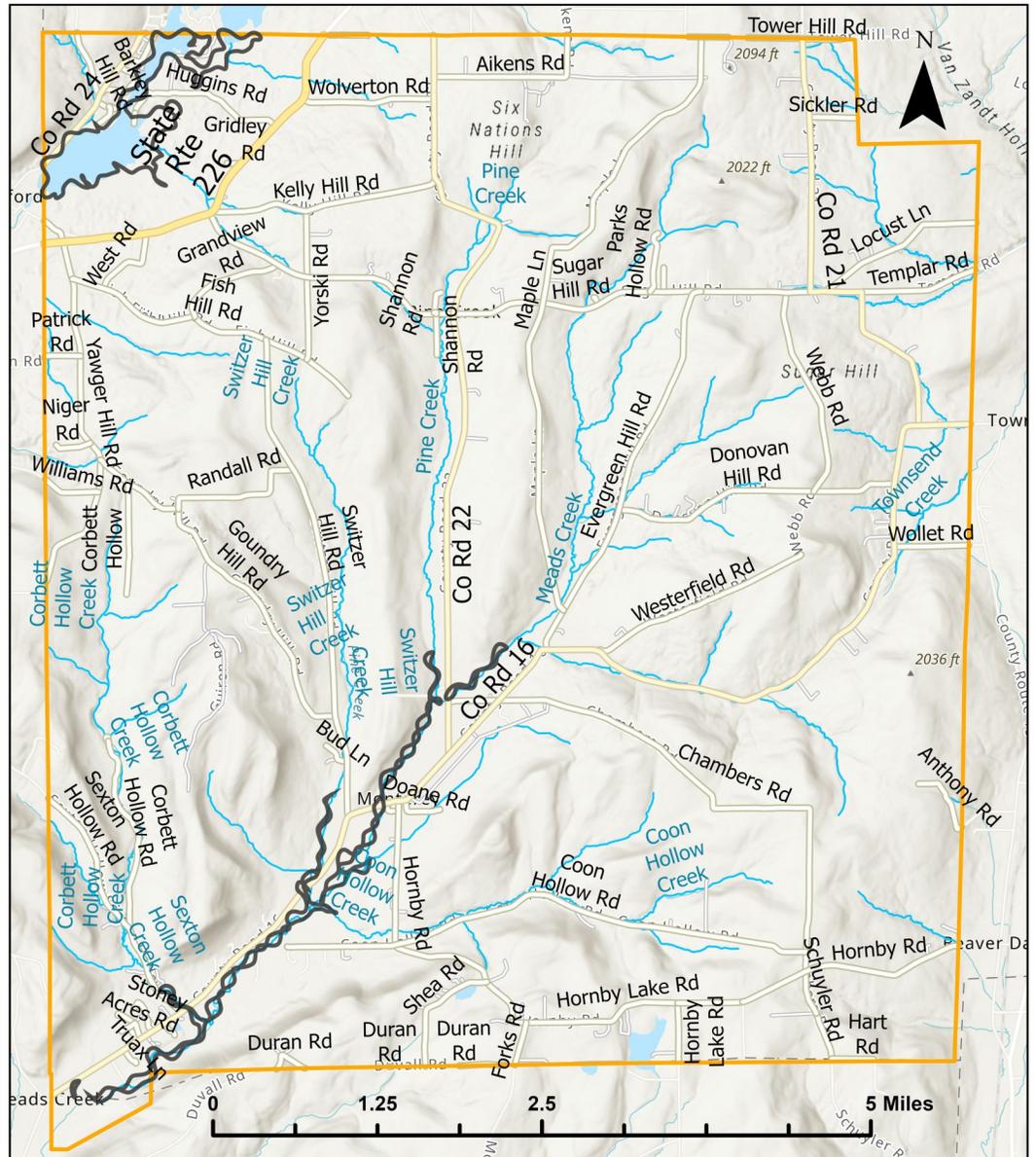
Source Information:
 Esri, CGIAR, USGS, Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, (c) OpenStreetMap contributors, and the GIS User Community



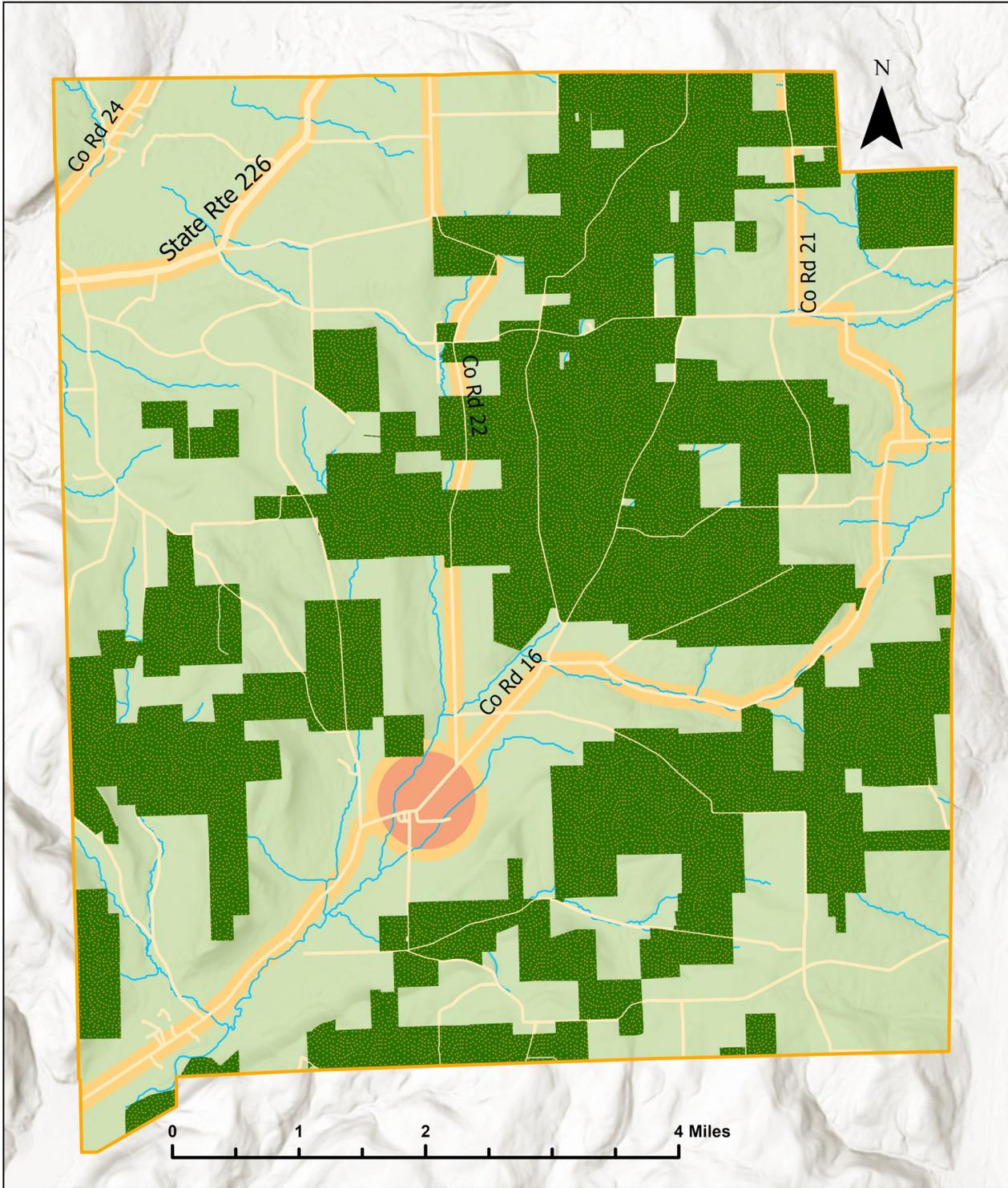
Floodplain Map

Legend

-  Streams
-  Private Road
-  Town Road
-  County Road
-  State Road
-  Municipal Boundary
-  100-year Floodplain



Source Information:
 Esri, CGIAR, USGS, Sources: Esri,
 TomTom, Garmin, FAO, NOAA, USGS, ©
 OpenStreetMap contributors, and the GIS
 User Community



Map of Future Land Uses: Town of Orange

- Legend**
- Municipal Boundary
 - State Road
 - County Road
 - Town Road
 - Streams
 - Wild, Forested, Conservation Lands and Public Parks
 - Residential, Agricultural, Small Business
 - Hamlet Mixed Use
 - Commercial 500' Buffer

Map source information:
Esri, NASA, NGA, USGS

Appendix H: Survey and Survey Results