

Town of Lake Luzerne, NY



Waterfront Revitalization Strategy & Comprehensive Plan April 2010



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I. INTRODUCTION

A. A COMPREHENSIVE PLAN FOR LAKE LUZERNE

Lake Luzerne is a unique town in the Adirondack Mountains with unmatched scenic beauty, quaint hamlet charm, abundant water resources, and treasured rural character. In recent years, the Town of Lake Luzerne has experienced a change in development pressure and demographic trends that could, if left unregulated, threaten these qualities that the community holds in such high regard. Increasingly, vacation cottages and seasonal homes are being converted to year-round residences, and growth in the surrounding communities foreshadows future development pressure for the Town. The community recognizes these trends and feels it is crucial that action be taken to ensure that the beauty and character of Lake Luzerne be preserved to the greatest extent possible.

Updating the Comprehensive Plan is an integral step in that process, but by no means is it the final step. Continuing efforts will be necessary, and community involvement is the cornerstone for the successful implementation of the actions suggested in this Plan. A focus on regional planning and integration of the community into the surrounding area will create a basis for sustainable growth for both the short and long term. Incorporating Lake Luzerne into tourism efforts like the First Wilderness Heritage Corridor and tapping into the economic potential of the areas water-based, cultural and natural resources will solidify the community's future as a critical component of regional tourism. Water, the main attraction and resource of Lake Luzerne, crosses political boundaries and by its very nature requires inter-municipal efforts and cooperation to ensure its health and protection. Partnerships, cooperation, strong public participation and committed government will be necessary to implement this Comprehensive Plan and create a successful future for the community.

The committee of volunteers that directed this plan was passionately dedicated to making the best decisions for the Town and continually sought input and advice from all segments of the community throughout the process. Each objective and recommendation was carefully reviewed and extensively discussed to ensure that it was appropriate and useful for the future of Lake Luzerne. The Plan attempts to build upon the numerous existing assets of the community and is intended to be a guide for both public and private actions taken within the Town. Following the recommendations provided herein will arm the community with a set of tools and strategies to work toward successful, desirable, and appropriately scaled growth in the future.

B. THE COMMUNITY PLANNING PROCESS

Comprehensive plans are one tool municipalities can use to set a course for the future, by addressing a variety of aspects of community life. Specifically, a comprehensive plan:

- Provides an occasion to formally consider the need for town-wide changes in development patterns on a community-based and community-driven basis;
- Systematically identifies and creates a public record of community assets, opportunities, and needs;
- Produces a vision for the future of the community that is shared across a variety of community perspectives, including neighborhoods, businesses, institutions, and environmental interests;
- Outlines specific actions to achieve that shared vision;
- Establishes a framework for community-wide collaboration on plan implementation.

The previous Comprehensive Plan for Lake Luzerne was completed in 1967 and revised in 1975. In the time that has passed since that era, significant changes have taken place in the world, in the region, and in Lake Luzerne itself. The need to update the Town's vision and direction became evident in the face of new technologies, pressures, development patterns and ideals in the community. Understanding the new economy and population in Lake Luzerne leads to a focus on the waterfront and its ability to serve as an economic and tourism driver for the area, and the need to protect and enhance that resource for future generations.

The process of creating this new plan began with an inventory and analysis of existing conditions in and around the town, which is Appendix A of this document. This inventory contains the background information and basis for the recommendations of the Comprehensive Plan. Next, public input was collected during a workshop session, a number of focus group meetings, and a general information meeting on the Draft Plan. Public input was also gathered during the course of the Planning Committee meetings, which were open to any and all interested parties. The vision, goals, and recommendations were developed in response to the inventory analysis, public input, and committee feedback. It should be noted that the recommendations are the suggested method to accomplish the vision, but they may not be the only approach. The intent is to provide the Town with options to address the issues and concerns that were identified during the comprehensive planning process. An implementation matrix has been created to provide clear-cut tasks that could be completed to further the vision. The Comprehensive Plan Committee also identified the desired order in which recommendations should be implemented.

II. VISION AND GUIDING PRINCIPLES

A. VISION STATEMENT

The Town of Lake Luzerne, located in the foothills of the Adirondack Mountains, is a small, rural community nestled at the confluence of the Sacandaga and Hudson Rivers. Since the founding of the Town in 1792, the prosperity of the community has been tied to its rich natural resources, including the rivers, streams, lakes, and mountains. At first, these resources fueled the industries of logging, mills and tanneries which enabled the town to grow, along with the hydro-power facilities that have been in operation since the late 1800's. As these industries waned, the natural beauty of the region drew tourists and second home buyers, leading to the establishment of numerous hotels, rodeos, and dude ranches, some of which continue to be an iconic presence in Lake Luzerne. Although this historic pattern defined the character of the community and enabled its evolution, unchecked residential growth and surrounding regional development now poses a threat to the defining characteristics of the Town.

The purpose of the Lake Luzerne Comprehensive Plan is therefore to maintain the Town's unique characteristics in the face of regional development pressures, secondary to primary home conversions, and demographic change. As such, the Town must again look to its natural resources to continue to play a pivotal role, by providing the potential to build a sustainable year-round economy which enhances and supports the small town atmosphere and high quality of life in Lake Luzerne. To strengthen this goal, the hamlet will continue to play its historic role by providing services and a community gathering place in a unique setting on the Hudson River. The purpose of this Comprehensive Plan includes:

- **Maintaining and protecting Lake Luzerne's natural resources and encourage their care and planned use as a focal point of the community.**
- **Preserving the delicate water resources while maintaining the availability of the Hudson River, lakes and other waterways for recreation.**
- **Fostering an economic base focused on a combination of small-scale niche tourism, year-round services, and appropriately-scaled local businesses.**
- **Restoring, improving, and developing the "historic hamlet of Lake Luzerne" as the cultural and social focal point for the community.**
- **Balancing open space preservation with future development.**
- **Continuing to meet the needs of a diverse and growing year-round population including housing, social interaction, and recreational resources.**

B. GUIDING PRINCIPLES

In order to achieve the vision for Lake Luzerne, there are a number of over-arching principles that should be considered during implementation of the comprehensive plan. Following these ideals will ensure a successful and positive future for the community. These principles include:

- ❖ **Innovation** – being open to new techniques and technologies for provision of municipal goods and services.
- ❖ **Environmental Sustainability** – ensuring that decisions made by local government are sensitive to the quality of the local environment. Implementation of the recommendations in the plan should ensure that the natural resources of Lake Luzerne can meet the needs of current residents as well as sustain the needs of future generations.
- ❖ **Respect for Historic Background** – Lake Luzerne has a rich history that should be remembered and celebrated, and tourism should be promoted based on these historic resources.
- ❖ **Recognition of Water Resources** – the waterways and other natural resources of Lake Luzerne are both the foundation and the future of the community. Responsible management of these resources should be of paramount importance to residents and Town officials in all decision making processes.
- ❖ **Economic Sustainability** – as was in the past, Lake Luzerne’s natural resources, if properly protected and cared for, can provide a strong economic footing for the Town. This is specifically relevant to water, which is the community’s most abundant and recognizable resource.
- ❖ **Diversity** – Lake Luzerne is a community that is host to residents and visitors, year-round and seasonal inhabitants, and a demographically diverse population. This is a positive attribute that should be celebrated and taken into consideration when planning for and making changes in the community.
- ❖ **Cooperation and Partnerships** – there are a number of neighboring communities, regulatory agencies, and regional organizations that can serve as crucial partners in securing the future of Lake Luzerne. Efforts should be made wherever possible to form or maintain relationships with these entities and continue an atmosphere of communication and cooperation.

III. OBJECTIVES AND RECOMMENDATIONS

A. HAMLET REVITALIZATION

The charm and character of Lake Luzerne is largely rooted in the various hamlets of the Town. The Historic Hamlet, defining the heart of Lake Luzerne, has a quaint village setting, historic buildings, a mix of residences and services, and close proximity to the Hudson River and Lake Luzerne. The smaller hamlet areas scattered throughout the Town have their own unique attributes and contribute to the variety and character of the landscape and the community. Maintaining and improving these hamlet areas will be an asset to the community into the future.

Public input identified the Hamlet of Lake Luzerne as a critical component of the community, providing a walkable village feel and a central core of activity for residents and visitors alike. Due to the fact that the Historic Hamlet is such a vital part of the community, it would be advisable to form a Hamlet Committee to oversee the implementation of the following recommendations. This committee would take charge of the future planning efforts for the Hamlet and work with the Town to create beautification programs and hamlet revitalization strategies, and act as an advisory and working group to assist the Town Board.



A. **Objective:** Encourage planned growth and development within the existing historic hamlet area.

Recommendations

- 1.1 Address infrastructure issues that are limiting revitalization and infill development, especially the need for systems to handle treatment of wastewater for existing and new hamlet uses.

Due to constraints on infrastructure created by shallow bedrock and insufficient ability to deal with the treatment of wastewater, growth and development in the Lake Luzerne hamlet area is limited. Identifying a solution to this issue is paramount in order for this hamlet area to be improved. Innovation and partnerships will be necessary to solve this complex problem, and the Town should seek funding from all available sources in order to continue their investigation into potential solutions.

A Feasibility Report for the Town Board was completed in March 2006 regarding options for a municipal sewer system. These options included connecting to and expanding the existing facilities in the Town of Hadley in a number of different ways, or creating a new system within the Town of Lake Luzerne. Due to the high cost and complexity of the project, no direct action has been taken on the report. To begin the process of providing a municipal sewer system in the hamlet, the Town Board is encouraged to work with a consultant to navigate the complex process of establishing a sewer district and obtaining the necessary funding to construct a wastewater treatment system. Given the severe geological restrictions in the hamlet of Lake Luzerne, the Town should continue discussions with the Town of Hadley to maximize the existing use of their infrastructure.

As a first step the Town could begin actions to create a sewer district, which normally takes 1 to 1 ½ years to establish. The March 2006 study has identified two potential boundaries that could be used as a starting point. Alternatively, a new boundary could be delineated that encompasses the immediate historic hamlet area near the bridge and the Heights. These were the two areas identified during the public input process as ‘areas in need.’ The size of this third potential boundary would be smaller than the two boundaries identified in the March 2006 study. Once a district is established, the Town could impose a minimal tax on the ‘users’ in the district which could be used as a match on advancing the engineering study.

Another option to consider is alternative solutions to dealing with wastewater treatment. To conduct a review of the potential alternatives, the Town could seek grant funding to contract with a consulting firm that specializes in alternative wastewater treatment techniques. As alternative means are explored, it is imperative that the Town include the Adirondack Park Agency, NYS Department of Health, Warren County Department of Health, NYS Department of Environmental Conservation, NYS Department of State and others early in the discussions. Another potential partner for the Town is the Hadley-Luzerne School District, who currently expends a fair amount of money each year to maintain their septic system. Given the cost of the annual maintenance, it is conceivable that the School District would entertain a partnership with the Town to partially fund the study.

1.2 Prepare a Hamlet Revitalization Plan.

To ready the historic hamlet of Lake Luzerne for future growth, the Town should prepare a Hamlet Revitalization Plan. Such a plan should include a market analysis to determine the types of businesses that would be appropriate to locate in Lake Luzerne. The plan should also contain a physical enhancement plan that examines a coordinated set of improvements to the public spaces (i.e., sidewalks, roadways, parks, etc.) in a way that reinforces the hamlet’s unique character. The plan should be built on strong public input and conclude with specific action items and a desired timeline for completion of each item.

B. Objective: Continue to improve the Historic Hamlet to maintain its position as the center of life and identity for Lake Luzerne.

Recommendations

1.3 Enhance gateways into the historic hamlet area.

Gateways serve as the “official” entrance to the community and create an identity and sense of place. The historic hamlet’s location off Route 9N necessitates the creation of gateway areas that will alert people to the presence of the hamlet and the amenities that are offered there. Using signage, landscaping, pedestrian infrastructure, and building design, the gateways into the Lake Luzerne hamlet can be enhanced in order to capture more visitors and tourism dollars. Gateway signs can simply contain a ‘welcome’ message and/or can list the businesses and services in the hamlet. This is especially recommended for people arriving to the hamlet from the proposed First Wilderness Heritage Corridor Train Station in Hadley.

1.4 Continue Hamlet beautification efforts to improve the streetscape by maintaining sidewalks and buffer strips, providing benches and trash receptacles.

The Town currently does a wonderful job of improving the historic hamlet area in these ways. This effort should be continued and increased in the future, strengthening the area as the center of tourism and community life.

1.5 Continue to create sidewalks and other amenities that cater to pedestrians and bicycles to encourage connections between the hamlet and other areas of the Town.

Increasing the accessibility and walkability of the Historic Hamlet area will increase usage by residents and visitors, decrease vehicle traffic on the main roadways, and provide a safe and pleasant area for people to enjoy all that Lake Luzerne has to offer. One particular area of interest is adding sidewalks along NYS Rt. 9N from School Street south to the intersection with Bay Road.

1.6 Create a set of design guidelines to ensure that new buildings, as well as improvements to older structures, fit in with the overall historic character of the Hamlet.

It is possible for the Town to have a greater level of control over the aesthetic quality of the buildings in the historic hamlet area. The Town goes to great lengths to maintain the streets, sidewalks, and public spaces, and this effort could be supported by requiring that all renovations and new building construction conform to the guidelines desired by the community.

The first step in creating effective design guidelines would be to develop objectives pertaining to appropriate scale, massing, proportion, fenestration, materials, and color, consistent with an agreed upon “character” of the Hamlet and/or the whole Town. Once these objectives are in place, the guidelines could then be developed and incorporated into a Town-wide Design Manual. If desired, this Design Manual

could then be either a suggested guideline for the community or be adopted as part of the Zoning Ordinance and become a set of requirements for all projects.

1.7 Establish programs and obtain grants to upgrade older homes in order to improve appearance of hamlet.

The Town spends a great deal of time and money maintaining and improving the public spaces in the hamlet area, and the existence of poorly maintained buildings works against these efforts. The Town could investigate grants or provide its own incentive program to assist private property owners with maintenance and small-scale renovation projects. One example of potential grant funding for this effort is the 50% matching program administered by the NYS Division of Housing and Community Renewal (DHCR) for façade improvements.

1.8 Investigate the Potential to Create a Business Improvement District (BID):

The historic hamlet has an array of commercial operations that are all dependent on one another in some form or the other. Economic success of the community is therefore a joint effort and working together to better the Business District is a key component. To assist in this effort, the Town can consider creating a BID. A BID is an organizing and financing mechanism available to property owners and merchants to help determine the future of their commercial areas. The overall goal of a BID is to provide for the comprehensive management of the Business District. Specifically, a BID manages and implements capital, maintenance or marketing plans, conducts overall management, and generally operates to keep all parties at the table.

C. **Objective:** Strengthen identity of other Hamlet areas of the Town aside from the Lake Luzerne Hamlet.

Recommendations

- 1.9 Review zoning ordinance and alter it in ways necessary to allow for desired growth in secondary hamlet areas, or to limit commercial uses where they are determined incompatible.

Commercial development has crept into various areas along Route 9N, and the community is concerned that the character of that critical roadway will be ruined if such development continues. There are several small hamlet areas along Route 9N where it might be more appropriate for commercial development to be concentrated. Each individual hamlet area should be evaluated and planned according to the desires of the community. Where appropriate, zoning could be changed in order to either allow some growth of businesses in those areas, or to eliminate all commercial uses over time. The identity of these hamlets should be explored with the intention of identifying and strengthening the character and quality of these places.

- 1.10 Establish signage and design guidelines that will identify these other hamlets in order to create a distinct identity for each one: Fourth Lake, Lake Vanare, and Hudson Grove.

Giving a greater sense of identity to the other hamlets in Lake Luzerne will enhance the character of those areas and provide a more interesting and cohesive experience for visitors to the town. A signage design program could be formulated for the Town as a whole, or each individual hamlet could have a theme that represents and identifies the unique qualities that they possess. Having a unified signage theme in the Town will create a visually pleasing aesthetic and create a look that stands apart from the surrounding towns. Similarly, guidelines could be put in place that suggest that all new construction or renovations occurring within these areas prescribe to a certain style or theme will further identify these hamlets and give each one a unique identity.

B. RURAL CHARACTER, OPEN SPACE, AND THE ENVIRONMENT

The Town of Lake Luzerne is largely defined by its natural environment, water resources, scenic views and rural character. When gathering public input for the Comprehensive Plan, there was overwhelming sentiment from residents that these qualities are of paramount importance to the community and should be preserved and promoted wherever possible.

In addition to the important goal of maintaining the quality of the environment, Lake Luzerne relies greatly on a steady influx of tourists and therefore needs to ensure that the qualities and assets of the community that draw people to it are preserved long into the future. The recommendations in this section are intended to give the Town a set of tools to ensure the long-term viability of the community based on its abundant natural resources and scenic beauty.



The Inventory in Appendix A has considerable information about the environmental resources of Lake Luzerne. Map 3 illustrates the location of publicly owned lands, while Map 8 shows the natural and environmental resources of the town. Infrastructure and scenic designations that enhance the rural character of the community are also explored. The most important aspects of rural character and how the protection of natural resources contributes to that character, however, are relatively unquantifiable and were uncovered during the extensive public input process. Community sentiment related to the scenic vistas, rural character and environmental diversity of Lake Luzerne was significant, and a desire to preserve these resources was evident during all aspects of public involvement in the Plan.

Due to the importance of the environment, especially in this time of potential climate change, rising fuel prices, and shifting economies, it is advisable that Lake Luzerne form an Environmental Committee to assist the Town Board with environmentally related issues and initiatives. This committee should be composed of a wide variety of town residents and have representation from the various lake associations and the business community. The purpose of forming this committee is to have a knowledgeable and passionate group that can advise the Town Board on environmental issues, create and maintain informational materials, conduct studies and planning, and help Lake Luzerne stay on top of changes in environmental policies, trends and technologies.

A. **Objective: Protect Open Space and Natural Areas.**

Recommendations

- 2.1 Develop a formal Trails and Open Space Plan, identifying specific areas of the community that are important for preservation based on various characteristics. Aspects of this plan relating more specifically to recreational uses are discussed in the “Recreation” section of the Comprehensive Plan.

A Trails and Open Space Plan will identify critical and/or desired areas to be preserved, plan for future recreation areas, trails, and public parks, and create a detailed picture of the ideal character of the community. Identifying the specific areas desired for open space preservation will allow the Town to make zoning changes that can help to protect the appropriate areas of open space in the community, and also help to inform and guide the planning board when they review project proposals.

- 2.2 Work with organizations to effectively protect open space resources.

Pursuing partnerships with land trusts and other organizations will strengthen the Town’s ability to preserve open space and acquire lands for permanent open space protection.

- 2.3 Consider a wide spectrum of proactive means to protect open space.

Some options to consider for protection of open space resources include creating a Community Preservation Fund, a purchase of development rights program or a municipal bond. In order for Lake Luzerne to effectively protect the land resources that are most important to the community, it must devise a strategy and set of funding options that will allow the Town to purchase these lands for public ownership and permanent preservation.

B. Objective: Take steps to maintain and improve environmental quality.

Recommendations

- 2.4 Create an Environmental Advisory Committee or Conservation Advisory Council.

This committee would be strictly advisory in nature and would meet on an intermittent basis and in the event that the Planning Board would benefit from a second opinion when reviewing major projects. A Conservation Advisory Council is a specific entity governed by General Municipal Law 239x that has certain responsibilities that must be fulfilled, such as maintaining maps and inventories of resources and reporting. These Councils also carry multiple benefits for a community, such as being able to purchase land and accept financial and real property donations and request assistance from the NYS Department of Environmental Conservation.

- 2.5 Prepare a Natural Resources Inventory for Lake Luzerne.

A Natural Resources Inventory would locate and quantify a number of environmental features, including but not limited to wetlands, steep slopes, soils, wildlife habitats and habitat corridors, and so on. This inventory would provide the community with the scientific information needed to make decisions about protection of critical resources, such as specific areas to target for preservation or potential changes to municipal laws that would provide an added layer of protection to sensitive areas.

- 2.6 Educate residents about environmental issues and encourage the use of sustainable technologies by residents and business owners.

Using the Town website, brochures, educational seminars and other media to educate the community will increase levels of knowledge about local environmental issues and available technology.

- 2.7 Make Lake Luzerne a model community for green technologies.

Use municipal purchases and services as a starting point to become an example for other local businesses, and work with entities such as the Adirondack Park Agency, NYSERDA, Adirondack North Country Association (ANCA), private interest groups, Empire State Development Corporation and others to bring new and innovative technologies to Lake Luzerne.

C. **Objective:** Manage development so that it maintains the rural character and minimizes environmental impact.

Recommendations

- 2.8 Incorporate conservation subdivisions and cluster development into subdivision regulations.

Encouraging development that is sensitive to the constraints of an individual site and preserves a portion of the land as open space will minimize the environmental impacts of development. Conservation subdivisions and cluster development can either be mandatory or optional, and can be applied only to portions of the community or to all land parcels. Having an open space plan in place is beneficial when designing these types of subdivisions, because the most valuable open spaces have been identified. Therefore, sites can be designed in a meaningful way that reflects the importance of certain land areas and takes into consideration the relation to other surrounding properties for existing or potential open space resources.

Examples of Conservation Subdivisions:

This illustration shows a conservation subdivision that offers a number of different housing options, conforms to the topography and environmental constraints of the property, protects a large amount of open spaces, and provides “public” greenspaces for the enjoyment of residents.



The two illustrations below show the difference between a conventional and a conservation subdivision. The left hand side depicts a conventional subdivision, with all land divided into private lots, not taking into consideration the environmental features of the site. The right hand illustration shows a conservation subdivision with the same number of lots, but the homes are clustered together, protecting open space and preserving the environmental features.



Source: *Conservation Design for Subdivisions: A Practical Guide to Creating Open Space Networks* (1996) by Randall Arendt.

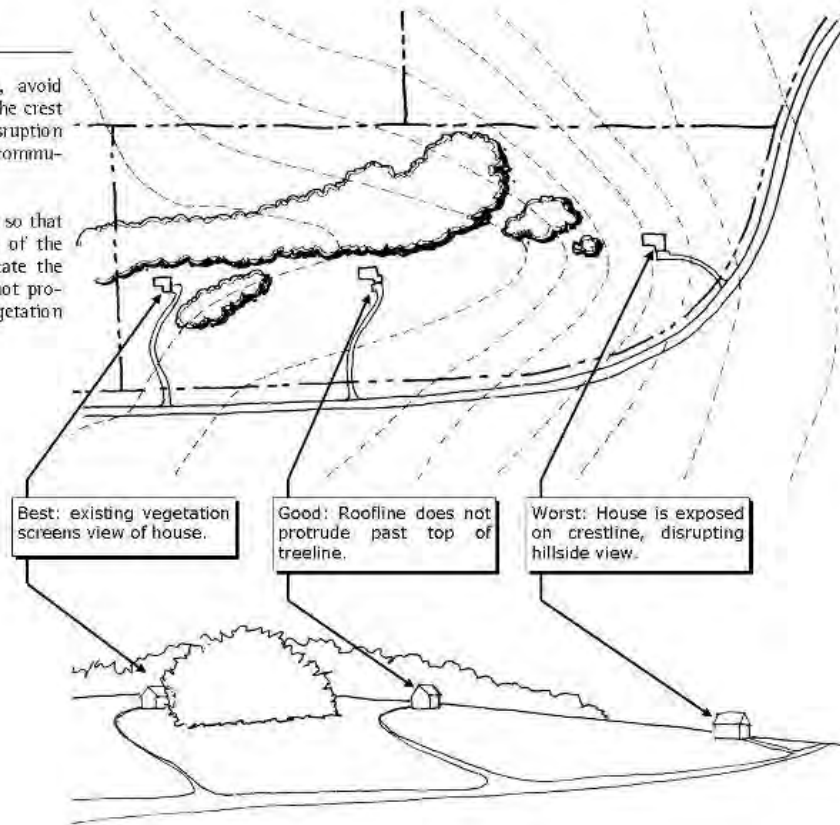
- 2.9 Create design guidelines for site design, home placement, and screening to reduce impact of new residential development on environment, rural character and scenic vistas.

Examples of Design Guidelines used by other towns to show the best options for siting of homes on crestlines and ways to preserve scenic features on a property respectively:

Crestline Siting

When developing a hillside site, avoid choosing a building location on the crest of the hill. This results in the disruption of hillside views enjoyed by the community.

Instead, consider siting your house so that existing vegetation screens views of the house. If this is not possible, locate the house so that the roofline does not protrude past the top of existing vegetation or topography.



Best: existing vegetation screens view of house.

Good: Roofline does not protrude past top of treeline.

Worst: House is exposed on crestline, disrupting hillside view.

Preservation of Scenic Features

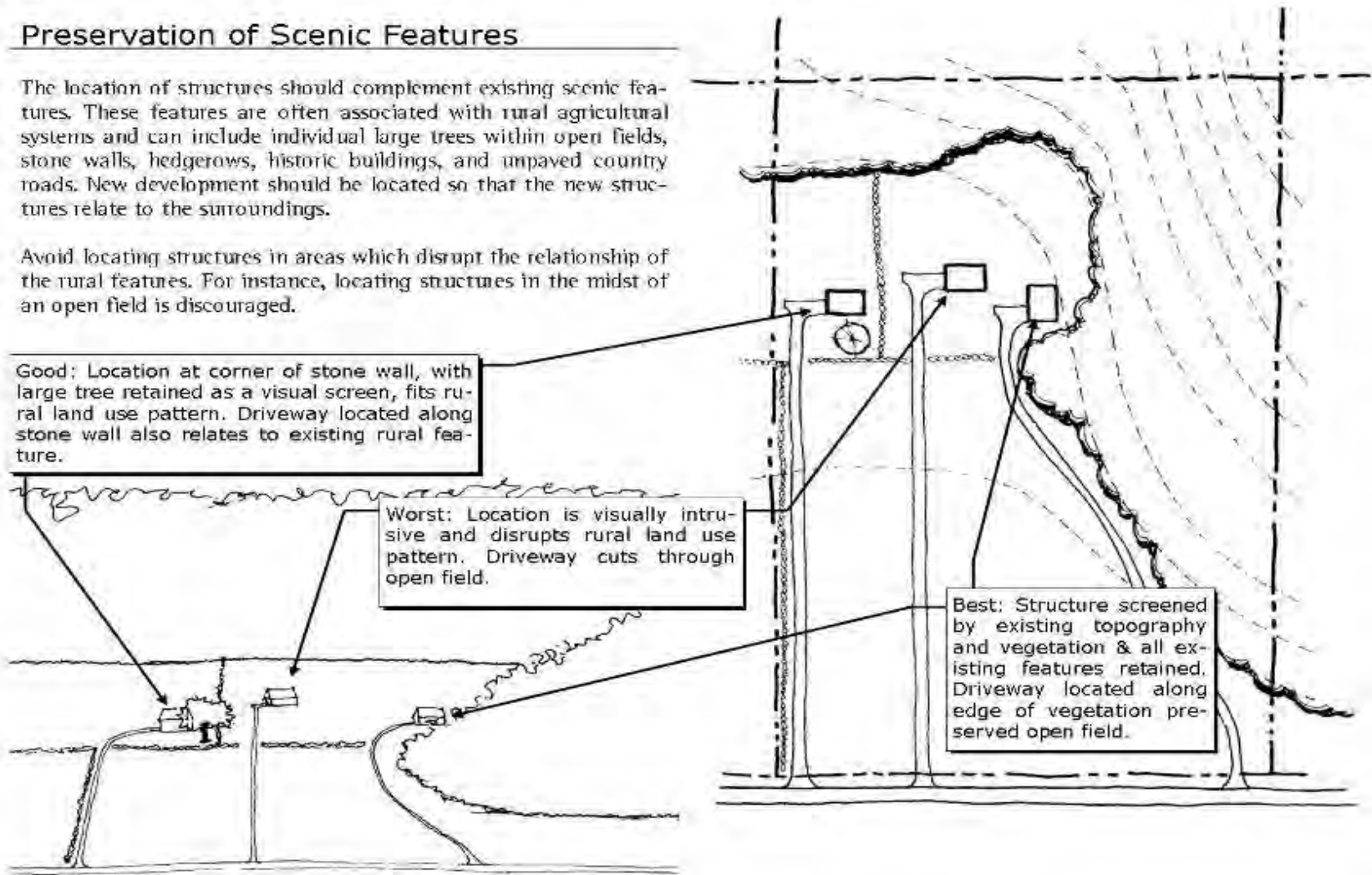
The location of structures should complement existing scenic features. These features are often associated with rural agricultural systems and can include individual large trees within open fields, stone walls, hedgerows, historic buildings, and unpaved country roads. New development should be located so that the new structures relate to the surroundings.

Avoid locating structures in areas which disrupt the relationship of the rural features. For instance, locating structures in the midst of an open field is discouraged.

Good: Location at corner of stone wall, with large tree retained as a visual screen, fits rural land use pattern. Driveway located along stone wall also relates to existing rural feature.

Worst: Location is visually intrusive and disrupts rural land use pattern. Driveway cuts through open field.

Best: Structure screened by existing topography and vegetation & all existing features retained. Driveway located along edge of vegetation preserved open field.



2.10 Ensure that zoning regulations allow and promote agriculture and related uses in appropriate areas.

Allowing agricultural and related uses in specific areas of Lake Luzerne will provide the potential for small scale and niche farming activities and other activities, which strengthen the rural character of the community and provide attractive open landscapes.

2.11 Create a vegetation clearing ordinance.

Regulating the clearing of vegetation on both existing and future home sites will reduce the likelihood of damaging clear-cutting and increase the likelihood that crucial vegetation will remain undisturbed. Such measures can be taken alone as a separate ordinance, or incorporated in to the zoning regulations or a stormwater and erosion and sediment control law. Limiting vegetative clearing will improve the visual quality of development sites, along with preserving sensitive environmental features often damaged by new or under-regulated development activities.

2.12 Encourage access management and shared driveways for residential as well as commercial uses.

Allowing and encouraging developers to create shared driveways ensures that fewer curb cuts and access points occur along roadways, cuts down on development costs, and creates fewer disturbances of the land.

2.13 Create other zoning laws to protect open space.

There are a number of tools available to communities for open space protection, especially with regard to zoning ordinances. The following is a list of some of the issues to address while updating the zoning law, though it is by no means exhaustive. Additionally, the DEC publishes an Open Space Planning Guidebook that is a useful source of information for communities that should be consulted during the zoning update. The following items should be taken into consideration when updating the zoning code or creating supplemental regulations or guidelines for the Town:

- Wetlands regulations
- Riparian areas consideration
- Steep slopes regulations
- Creating a natural resources overlay
- Maintaining low density in rural areas
- Requiring Conservation Subdivisions
- Concentrating higher densities in hamlet areas
- Mining activity requirements

C. WATER RESOURCES

The lakes, rivers, and streams of the Town of Lake Luzerne provide scenic beauty, recreational opportunities, power harnessing capabilities, wildlife habitat, and many other benefits to the community. These various water resources are truly the defining feature of the area. The wild river, waterfalls, rapids, and calmer waters of the Hudson, combined with the variety of lakes, ponds and streams within the Town, are the focal point of Lake Luzerne and should be protected and celebrated. Residents and visitors alike use Lake Luzerne's water resources for drinking water, swimming, boating and fishing, making it a necessity to keep those waters clean and healthy.

The Inventory in Appendix A gives detailed information about the water bodies within the Town of Lake Luzerne, such as water quality, wetlands as shown on Map 8, and sensitive areas. At the public meetings held for this Plan, residents expressed the importance of the water resources of the Town, as well as some concerns about enhancing the quality of the water, specifically in relation to invasive species management and reducing contaminant levels from various sources.

Policies and actions that will help the Town maintain and improve the important and delicate water resources are outlined in this section of the Comprehensive Plan.



A. **Objective:** Maintain and protect the quality and aesthetics of the town's surface and the quality of ground water resources

Recommendations

3.1 Continue existing partnerships and form new relationships for monitoring surface and ground water quality.

Continue to work with the lake associations, Darrin Freshwater Institute, Warren County Soil and Water Conservation District, NYS Department of Environmental Conservation, NYS Department of Health, schools and other local organizations to monitor the water quality of the various water bodies and groundwater wells within the Town. Use this knowledge to find and implement programs that will reduce and prevent point-source and non-point source pollutants.

- 3.2 Work with adjacent municipalities to create a watershed protection plan for their portion of the Hudson River watershed, as well as the smaller watershed of Lake Luzerne.

The NYS Department of State Division of Coastal Resources produces a Watershed Guide that can help communities with watershed planning efforts, along with providing funding to complete watershed management plans. The Warren County Soil and Water Conservation District has conducted significant work in this regard already, and will be a critical partner in such planning efforts.

- 3.3 Reduce the amount of septic effluent introduced into the streams, lakes, and river by creating and enforcing maintenance and upgrade requirements for septic systems.

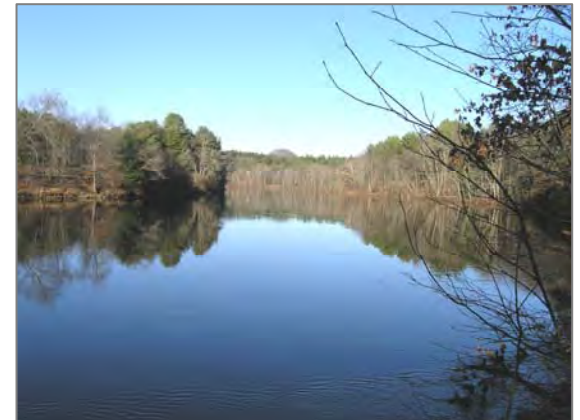
Establish a program or system whereby septic systems are inspected and maintained on a regular basis, and necessary upgrades are made when improvements are made to a property. This could be achieved through creating financial assistance programs and/or requirements for septic inspections before issuance of building permits. The most important component of this effort is to make sure that residents are educated and informed about the dangers of leaking septic systems, which could be done by using the Town Website. Work with Warren County Soil and Water Conservation District to evaluate the current state of septic systems on Lake Luzerne and formulate a plan for reducing septic effluent into local waterways.

- 3.4 Encouraging the use of alternative septic solutions where appropriate.

Provide information to individual residents about alternative septic systems and ways of dealing with residential wastewater. These would include composting toilets, new technologies in septic system construction and installation, techniques for re-routing gray-water for other use on the property, etc. An incentive program could be initiated by the Town for the use of these alternatives. Require that all new systems be designed and sited properly, consulting with New York State Department of Health and other appropriate agencies or groups.

- 3.5 Utilize and support programs for reducing invasive species within the lakes.

This would include both reactive measures to existing issues and preventive measures to reduce future introduction of these species. Educational brochures, informational signage, boat-washing stations and milfoil reduction efforts are just a few of the ways that this strategy can be implemented. The Adirondack Park Invasive Plant Program would be a helpful resource for this initiative. Support should be given to the creation of the Aquatic Control Task Force (ACT). This task force has a focus on Lake Luzerne but could be expanded to serve other Town water bodies as needed. The Department of State and Department of Environmental Conservation both have grant programs in place that could assist the community with reduction and prevention of invasive species.



- 3.6 Ensure that land uses and landowner activities along the shores of lakes, streams, ponds and the Hudson River are sensitive to water quality and ecological systems.

This will include many tools suggested within the plan, such as regulating home siting through subdivision regulations, site plan review and design guidelines, appropriate land uses as determined by the zoning changes that will take place, lot clearing regulated by the vegetation ordinance, and proper setbacks from streams.

- 3.7 Conduct water quality education among residents.

Incorporate into the school's environmental education classes issues that will specifically raise awareness about water quality, as well as methods for protecting the valuable water resources of Lake Luzerne. Local knowledge about water quality issues can be increased using the Town Website and Town Hall to distribute information, with the assistance of the NYS Department of State.

- 3.8 Create a stormwater management and sedimentation/erosion control ordinance for the community.

Controlling stormwater and sedimentation runoff into the lakes, river and streams will prevent further degradation of water quality from activities such as home construction, road building, and forestry. The Planning and Zoning boards should be made fully aware of tools available to address and mitigate potential sedimentation problems during development. Preemptive measures against erosion and sedimentation can be taken by creating a stormwater management ordinance and/or working with the NYS Department of Environmental Conservation and the Warren County Soil and Water Conservation District as mentioned above.

- 3.9 Work with Warren County and the Town Highway Department to implement protective procedures for new road construction and road reconstruction.

Urge road construction crews to take preemptive measures against stormwater runoff and erosion during and after new road construction and reconstruction, such as temporary sediment fencing during construction and redesign of ditch systems to reduce runoff channeling into lakes, streams, and Hudson River. The DOT publishes an Environmental Procedures Manual that can assist Lake Luzerne with proper management practices for local roadways.

3.10 Create a well-head protection plan for the Town.

Municipal water systems in the Town are serviced by groundwater wells. In order to ensure that safe clean drinking water is provided to residents, it would be beneficial to protect the lands surrounding the wells from contamination and incompatible land uses. This can be done through the creation of a well-head protection plan. This plan would study the draw-down and recharge of the well and identify the land areas that contribute water to the well, and then create an additional layer of protection in the form of land use regulations. Well-head protection plans offer a more comprehensive and exacting protection of well water sources than the protections required by the State Department of Health.

3.11 Create further protection for wetlands and riparian areas.

This can be done by encouraging designing subdivisions in such a way that any wetlands on the property are not included in individual lots, and/or by creating additional buffer zones around wetland areas. Other measures that can be utilized to protect riparian areas include setbacks for clearing and development, set-asides for open space or protection of sensitive areas during large development projects, and many others that can be identified during a watershed management plan as recommended.

D. HISTORIC PRESERVATION

Lake Luzerne has a rich heritage and a significant number of historic buildings and sites, as described in Appendix A: Regional Setting and Historical Development. The past should be acknowledged and celebrated as a major part of the charm and quality of the community, and the recommendations below can help to ensure that this rich history is not degraded or lost. Public input revealed that the residents of Lake Luzerne are indeed aware and proud of their history, and wish to preserve the remaining sites and buildings for the enjoyment of future generations and the character of the community. Heritage tourism is an ever-growing sector of the travel industry, and when combined with the recreational and waterfront resources of Lake Luzerne, these historic sites can play a major role in the community's future. The First Wilderness Heritage Corridor is based on this exact premise, and Lake Luzerne could easily integrate its amenities with this program due to its close proximity to the participating communities.



A Historic Committee could be formed to oversee and advise the actions suggested below. This committee would maintain historic building inventories, establish future programs and events to help celebrate the Town's history, and work on initiatives to preserve Lake Luzerne's historic resources.

A. **Objective:** Preserve areas of historic significance while allowing for updates of systems to 21st century needs.

Recommendations

- 4.1 Create a Certified Local Government Plan in order to bring the Town's historic property inventory into one location and continue the protection and stewardship of local historic resources.

Lake Luzerne has a number of historic buildings and structures that are preserved for public viewing and enjoyment. The effort to protect these important historic resources for future generations should be continued and enhanced. Creating a Certified Local Government Plan will give the Town an action plan for its historic preservation goals. More information about the Certified Local Government Program and its benefits can be found on the State Historic Preservation Office website at:

http://www.nysparks.state.ny.us/shpo/certified/certified_local.htm.

In lieu of a formal Certified Local Government Plan, the Town of Lake Luzerne should take some steps to improve their historic preservation efforts. Members of the Comprehensive Plan Committee began an inventory of the historic buildings of Lake Luzerne during the creation of

this Plan. This inventory could be expanded upon by the Historic Committee and maintained as a part of the effort to preserve historic structures and encourage adaptive reuse of appropriate buildings. Additionally, the Town should collect all of its historic records, artifacts, etc. into one place where they can be kept safe and be readily accessible.

4.2 Inventory historic buildings and landmarks and prepare a “Historic Preservation Ordinance.”

A Historic Preservation Ordinance could provide a set of guidelines for maintenance and renovation of historic buildings, as well as set standards for preserving and maintaining historic landmarks.

4.3 Encourage adaptive re-use of historic structures, especially those projects that will use environmentally sustainable materials and technologies.

Many of the historic buildings in the Lake Luzerne hamlet are in locations that lend themselves to uses other than single-family residential. The Town should encourage the re-use of these structures for such activities as senior or group housing, artist work spaces, offices, or other commercial uses. These goals can be accomplished through favorable zoning changes that allow mixed uses and re-use, securing Restore NY grant monies, and other avenues. In keeping with the new theme of environmental sustainability, re-use projects should be encouraged to use green building materials, energy efficient technologies, and other innovative renovation techniques.

4.4 Promote and enhance Hadley-Luzerne Historical Society and the Kinnear Museum of Local History.

These two historic resources in the Town are key components in celebrating the depth and breadth of Lake Luzerne’s history. The Town should support these two resources in the town by continuing their promotion on the Town’s web site and partnering on grant opportunities for various items such as new displays, promotional events, and funding a curator to oversee museum operations. When appropriate, additional display space can be developed throughout different areas of town to promote Lake Luzerne’s history.

E. ECONOMIC DEVELOPMENT

Lake Luzerne's local economy relies heavily on the influx of tourists and summer residents, but also consists of small retail and commercial businesses, home-based businesses, and other enterprises. Supplementing the current economy is desirable, especially in order to provide year-round residences with additional services and employment opportunities. Waterfront activity, recreation and historic tourism are all critical components of the economy of Lake Luzerne, and incorporating the town's efforts with the First Wilderness Heritage Corridor will go a long way toward accomplishing these economic development goals.

It is also important to recognize the fact that locally owned and independent businesses are the building blocks of a rural economy, and area entrepreneurs should be encouraged to consider Lake Luzerne as a location for their new or expanding business venture. Demographic information and public input both indicated the need for more and better paying jobs, with greater year-round stability for the community's work force. See the Inventory in Appendix A for details and background information on demographics and the economy of Lake Luzerne.



It would be beneficial to form an Economic Development Committee to work as a liaison between the Town and other local entities such as Warren County Economic Development Corporation in order to promote economic development. This committee would be charged with implementing a number of the recommendations below, as well as conducting future planning efforts, working with any formal business entities that are formed in Lake Luzerne, and being an advisory group for both the Town Board and local business groups.

A. **Objective: Promote business growth and opportunities that will enhance the Town's economy while preserving the rural and historic character.**

Recommendations

5.1 Develop, Enhance and Promote Economic Opportunities that Build on the Natural Character and Resources of the Community.

Combining abundant natural resources and land available for recreational purposes can position the Town of Lake Luzerne to build an economy that utilizes these assets just as the Town did during its formation. Key to this recommendation will be to maintain and protect these resources and encourage their use in a planned and careful way as it is the very existence of the resources that provide this opportunity.

The Town could provide for two types of recreational uses, “active” and “passive.” Active recreational uses could include canoeing, kayaking, fishing, hiking, biking, skiing and snowmobiling. While passive recreational uses could include wildlife viewing, photography, environmental education, and seminars. These wide ranging recreational choices can appeal to many different market segments. In order to capture those market groups, the Town can develop a comprehensive marketing campaign to promote year – round recreation.

The five principles for “Creating an Integrated Tourism Experience” by the National Trust for Historic Preservation should be used in developing and implementing this type of economy. These principles are discussed in recommendation 5.2.

5.2 Provide an Economic Framework Based on the Authenticity of the Experience.

The town of Lake Luzerne can continue to be a focal point for travelers interested in outdoor recreation, sightseeing and rest or relaxation as an economic development strategy. However, successfully implementing this concept will require more than just the creation and printing of a brochure with a logo. The five principles enunciated by the National Trust for Historic Preservation provide an excellent framework for discussing how to implement an expanded tourism economy without detracting from the high quality of life of local residents and without harming the Town’s unique rural and waterfront character and abundant natural resources. They are as follows:

- Focus on authenticity and quality of experience:

Build on the unique qualities of Lake Luzerne and preserve the special character of the historic hamlet.

- Preserve and protect resources:

Protect water bodies and other natural resources to sustain an economic future. The authenticity of the experience is strengthened if the natural environment is preserved, while still allowing access to and use of these resources in a sustainable way.

- Make sites come alive:

A site that is actually used by a community is a much more compelling experience for the visitor. Fragile or endangered materials and/or facilities should certainly be protected. However, if it is consistent with sound environmental and historic preservation practices, communities should continue to actively use those sites that illustrate their history and/or culture.

- Find the fit between a community and tourism:

Tourism succeeds when the resources communicate what is special about the place, its environment, and its way of life. Such places quickly lose their appeal if efforts to accommodate tourists overwhelm the character of the place. Care must be taken to connect visitors to the community in a way that does not disrupt everyday community life.

- Collaborate:

A successful resource-based economic development experience comes from the creation of consistent messages and well-coordinated series of experiences for each visitor. This can only be done through the close collaboration of existing organizations and enterprises. Collaboration is essential if visitors are to have an experience that truly reflects community character. At the same time, collaboration is essential for effective marketing and promotion. An example is to collaborate with the First Wilderness Heritage Corridor.

5.3 Modify zoning regulations for areas along Route 9N in order to shape the nature of future commercial uses along that corridor.

Identifying those areas that are or are not desirable for new commercial uses along 9N is an important component of retaining the rural character of the community. Careful consideration should be given to the appropriate type and scale of future land uses along the Route 9N corridor, and the town's land use regulations can be adjusted accordingly to realize its future goals.

5.4 Create zoning regulations that allow businesses to locate only in appropriate places.

Allowing businesses to locate where the land uses are compatible and the proper infrastructure exists to support those businesses will allow for increased economic development without sacrificing the character or environmental quality of the community. Careful consideration should be given to specific areas of the Town and what type and scale of business is appropriate for each.

5.5 Work with Warren County Economic Development Corporation to market Lake Luzerne to desirable business types.

WCEDC provides information about Warren County communities, including demographics, available properties, and other features to businesses hoping to locate in the area. Lake Luzerne could take advantage of this service in order to attract appropriate business types to various locations in Town with little to no out of pocket expense.

5.6 Develop nodes of commercial development along Route 9N to avoid “strip” development.

Establishing specific areas along Route 9N where new commercial development is appropriate will ensure that the 9N corridor retains the rural character that makes Lake Luzerne so unique. Focusing development in this way will create small nodes of commercial uses as opposed to a constant stream of unplanned commercial uses dotting the corridor and disrupting the scenic qualities of the Town.

5.7 Foster the growth of home-based businesses by continuing to encourage home occupations.

It is important that home-based businesses be allowed in ways that are not burdensome to the entrepreneur, but also do not have a negative impact on existing residential neighborhoods from excessive traffic, noise and parked vehicles. This can be accomplished through the use of buffers, setbacks, storage requirements, hours of operation and other requirements. The use of architectural and site design guidelines will also aid in preserving the residential character of neighborhoods hosting home-based businesses. Advancing telecommunications technology as discussed below is a key aspect of promoting such businesses.

B. Objective: Establish Lake Luzerne as a center for water-based activity

5.8 Coordinate with the First Wilderness Heritage Corridor efforts and adjacent communities to promote the Hudson River and surrounding area as a “water tourism” destination.

Team up Hadley (and potentially other adjacent communities) to establish a plan for promoting the region with a focus on the water resources. Highlighting the numerous water resources will inform potential visitors about the variety of recreational opportunities available in Lake Luzerne. The First Wilderness Heritage Corridor Plan is already in place and can be utilized to coordinate continued tourism efforts. The town could also collaborate with locally-based water recreation businesses to create marketing strategies or joint advertising ventures.

C. Objective: Encourage development of new businesses to provide services and employment to residents.

Recommendations

5.9 Identify sites that can host appropriate light industry within the Town without compromising environmental standards related to traffic, noise, visual impact, etc.

While some firms may be better located outside the Town, there will be others that are small enough in scale and with minimal or no impacts such that it would be appropriate to have them located in the community. This will enable the Town to encourage the growth of local employers in a way that is consistent with maintaining environmental quality. The intent is to allow the Town to reap some of the property tax benefits associated with light industrial development conducted in a manner that is consistent with the maintenance of environmental standards.

Establishing a wider base of year-round businesses would provide employment for those who seek it, and would also provide services for residents that could help cut down on the need to travel outside of Lake Luzerne for daily necessities.

5.10 Link Lake Luzerne with the growth of the “Tech Valley” efforts.

The greater region is undergoing efforts to encourage and support growth in technological industries. Lake Luzerne may be able to participate in this trend by working with Warren County Economic Development Corp to keep apprised of opportunities to host new and growing technology businesses coming from regional technology incubators such as RPI or SUNY Albany. Certain types of these businesses are likely to employ the type of worker that would find that the community and amenities in and around Lake Luzerne make the area a desirable place to live and work. Encouraging these businesses to locate in Lake Luzerne could establish a new population demographic of young professionals that would contribute to the community in many ways.

D. **Objective:** Create more supportive business climate for existing and new businesses.

Recommendations

5.11 Address the need for Advanced Telecommunications.

In order for businesses to operate efficiently in this age it is necessary for them to have access to cellular communications and high-speed internet connections.

There are a number of initiatives forming in and around the Adirondack Park focused on bringing telecommunications infrastructure to small Adirondack communities, led by such organizations as the Empire State Development Corp. and Warren County Economic Development. Lake Luzerne should take advantage of any grant programs or other support available for bringing this infrastructure to the community.

The Town should carefully consider locations that would be acceptable to construct a cellular tower in the future so that it can have control over the location and take a proactive approach to providing communications to the area. The Town Board could hire a consultant to assist them with identifying specific sites in the town that would be appropriate to locate a communications tower. Once sites are identified the Town could contact communications companies and proactively pursue them to locate a tower on one or more of those sites, if they wish. Consideration should also be given to locating cells on existing buildings in the hamlet, as the taller roof lines may provide excellent coverage without building a tower.

- 5.12 Create a “Welcome Packet” for new and perspective businesses.

The Town could work with the Chamber of Commerce to continue to provide a “welcome packet” that contains information about existing businesses, land use and other local regulations, tourism information, advertising options, and other useful information. This would strengthen local networking possibilities, make future business owners more comfortable with locating in Lake Luzerne, streamline the process of opening a business in Town, and create a more cohesive business community. This recommendation can be used in lieu of or in conjunction with the formation of a BID.

- 5.13 Work with Warren County Planning to connect new and existing businesses to the Micro-enterprise Program.

Business owners can gain education about business management, create a business plan, and receive funding through this economic development program.

E. Objective: Take a proactive approach to economic development, including sustainable and innovative solutions.

Recommendations

- 5.14 Maintain existing cultural and art activities and promote new and additional activities such as a Farmers Market, etc.

Art and cultural activities have been and continue to be a focal point of the social and community life. The Luzerne Music Center, which has been operational for 28 years, is one such example. Encouraging expansion or continuance of activities such as art and craft fairs, farm markets, festivals, and other historical and cultural celebrations that build off of the existing institutions will breathe new life into the community.

Other ways to implement this recommendation include allowing and encouraging artist studios and cooperatives, art galleries, and cultural organizations to locate in and around Lake Luzerne. There are many underutilized structures within the Town that would be a suitable home for this type of re-use.

- 5.15 Establish joint advertising ventures with Hadley businesses in order to draw more visitors and encourage residents of the two towns to shop locally where opportunity exists.

Working with Hadley to create joint advertising or promotions would bring additional tourist dollars into both communities, encourage “cross-pollination” of local business efforts and local spending, and create a more cohesive commercial district spanning the two communities. This can be accomplished by advancing the First Wilderness Heritage Corridor.

F. RECREATION

The recreational amenities of Lake Luzerne are one of its greatest assets. At the public meetings residents identified the beaches, river, lakes, trails, and parks as very important aspects contributing to the quality of the Town. The Inventory in Appendix A contains a narrative description of the myriad recreational offerings in Lake Luzerne, and Map 7 depicts their size, location and distribution within the Town. Maintaining and improving these recreational opportunities in the community will sustain a high quality of life for local residents and ensure the long-term viability of the tourism industry of Lake Luzerne.

A Recreation Committee should be formed to assist the Town Board with carrying out the recommendations in this section of the Plan. Lake Luzerne has a number of different types of recreation available; therefore this committee should consist of members from a variety of recreational interests in Lake Luzerne so that the desires of various users will be represented. The Recreation Committee would be responsible for leading future recreational planning efforts, coordinating additions and improvements to the Town's recreational assets, and being a liaison between the Town Board and the recreation community.



A. Objective: Maintain and improve access to lakes and rivers for recreational purposes.

Recommendations

6.1 Work with County to improve boat launch on River Road.

The boat launch on East River Drive is well-designed and is an amenity widely used by the public for both large and small watercraft. The boat launch on River Road, however, is intended only for car-top watercraft and is in need of a number of changes in order to be safe and user-friendly. Improving access for car-top watercraft at this boat launch will allow the public to more easily utilize the Hudson River for recreation, and could potentially reduce current high usage levels on Lake Luzerne. Improvements could include creating a more formal parking area, re-grading the slope or providing a stairway or ramp to the water, and signage marking the area and providing safety and other information.

- 6.2 Ensure continued maintenance of public beach areas on Lake Luzerne and consider regulating access to Lake Luzerne to individual users in order to maintain public recreational value.

The beaches on Lake Luzerne are a tremendous asset for the Town and a continued effort to maintain and improve these beaches is paramount. Recent overcrowding and the introduction of invasive species on transient boats have negatively impacted in the experience of using Lake Luzerne for residents and visitors alike. Eliminating use of the lake by water tourism companies may be one method by which the Town could improve the experience and accessibility of the Lake for single users.

- 6.3 Make enhancements to public beach at southwestern corner of Town.

The beach located on the Hudson River across from the Corinth Village Beach provides additional recreational opportunities for residents of the southern end of the Town of Lake Luzerne, as well visitors and residents of Corinth. Improving this beach will benefit these users and make the area more aesthetically pleasing.



- 6.4 Consider additional access points to the Hudson River for public use.

There are a number of sites along the Hudson River that could potentially be used for public access. The Town may want to explore the possibility of identifying and developing these sites.

- 6.5 Create a waterfront brochure, signage and trail markers to let visitors know about the water-based recreation available in the area, possibly coordinating with neighboring communities.

One way to accomplish this connection would be through the creation of a Blueway Trail, which is a water-based trail for boaters. A similar Blueway Trail is being proposed in a Waterfront Revitalization Plan for the communities south of Lake Luzerne along the Hudson River, which is currently underway. Linking Lake Luzerne to this initiative will create a long stretch of the Hudson River that is attractive to various users.

B. Objective: Create opportunities for additional land-based recreation

Recommendations

- 6.6 Expand recreational facilities such as hiking trails, bicycling paths and other activities that will benefit residents and encourage tourism.

Due to the fact that the roadways in the Town are fairly narrow and unsafe for bicyclists and pedestrians, other opportunities for these types of recreation could be provided by the Town. Appropriate areas for these amenities should be identified and efforts made to provide facilities for walking, hiking and biking within the Town. Such areas include an expansion of the Town Park and encouraging sidewalks and wider shoulders where appropriate. Facilities for winter recreation activities such as cross-country skiing and snowshoeing could be provided as well.

- 6.7 Continue to build upon and improve the existing trail along the Hudson River behind the Town tennis courts.

The Town of Lake Luzerne is currently making a concerted effort to create a system of trails that links to the Historic Hamlet. Continuing this effort will provide an opportunity for residents and visitors to experience the Hudson River and its environs from the safety of a system of trails connecting various areas of the hamlet district. These trails will also provide scenic vistas, protect open space, and provide recreational opportunities within safe walking distance to other area amenities.

- 6.8 Ensure continued public access to publicly owned lands for both motorized and non-motorized uses as appropriate.

The Town could identify those areas that are most desirable for all-terrain vehicle and snowmobile usage. Delineating special areas for these uses will reduce the conflict between motorized and non-motorized uses and limit the damage caused by motorized vehicles to specific areas of the town, yet still allow for these types of recreation to continue in Lake Luzerne.

While motorized recreation contributes greatly to the economy of Lake Luzerne, there are some areas where they are inappropriate when taking into consideration things like wildlife habitat and corridors, safety, popularity of use by non-motorized users, air quality, noise control, and proximity to residential uses. These and other sensitive areas of the community should be protected from the negative impacts of motorized recreation where possible while still providing ample space for such activity to occur.

- 6.9 Create plan for the revitalization and maintenance of the park at the northern boundary of Town referred to by the DEC as the Hudson River Special Management Area and locally known as Buttermilk Falls.

This parkland presents a wonderful opportunity to provide additional recreation space for the Town of Lake Luzerne along the Hudson River. A master plan should be created for this recreation area by working with the NYS Department of Environmental Conservation and the Town of Warrensburg to make a cohesive effort toward revitalization and maintenance.

- 6.10 Investigate potential for creating a multi-use trail along the Hudson River at the southern border of the town, which would include connections to Moreau State Park and the Town beach across from Corinth, amenities for trail users, outlook points, and possibly river access points.

The inclusion of southern portions of Lake Luzerne in the Moreau State Park increases the availability of recreational opportunities along the Hudson River. A trail could be created along the river connecting the State Park land to other areas of Town, providing both transportation and recreation options to trail users. Access points to the river could be developed for boat launches and other water-related uses. Scenic overlooks, picnic areas, interpretive signage, and other similar amenities would make the trails attractive to both residents and visitors. The Town of Lake Luzerne could work with the land owners and the Moreau State Park to determine the feasibility of this project.

- 6.11 Explore possibility of acquiring easements to allow public access around Potash and Cobble Mountains.

The importance of these two mountains was apparent at the public meetings, both for visual aesthetics and recreational opportunities. Protection of these areas from intrusive development should be considered in order to preserve the scenic quality of the Town. The Town could also investigate the potential for acquiring easements, a purchase of development rights program or outright purchases of the land, either by the Town itself and/or in partnership with the County, in order to provide public access for hiking trails or other recreational uses.

- 6.12 Actively participate in and support the First Wilderness Heritage Corridor.

The efforts of the First Wilderness Heritage Corridor to create a multi-modal recreation “trail” should continue to be recognized and built upon. The FWHC combines railroad travel with opportunities for hiking, biking, canoeing, and other land and water based recreation. The FWHC will connect Saratoga Springs, NY to North Creek and Gore Mountain, and will be a significant source of tourism growth and economic development in future decades. Since the inception of FWHC by Warren County, Lake Luzerne and Hadley have been integral to ensuring its success. The Town should continue to participate in the development of the corridor and take advantage of the opportunity to connect the recreational assets of the Town to the greater region in ways that will attract scenic and recreational tourists to the community.

G. HOUSING

Successful communities are populated by a variety of residents of different ages, economic situations, and social needs who are all at different stages in life and have different needs and desires. In order to accommodate this variety of residents, a town must have and allow for a variety of housing types within the community. Lake Luzerne is mostly composed of single family homes and has a high rate of home ownership. Seasonal homes are a common occurrence here, as the community serves as a vacation and summer destination for people from many different areas. The Inventory in Appendix A has detailed information about home ownership and housing options in Lake Luzerne.

During the public input process, many residents expressed concern over various housing issues. Affordability of home ownership, careful monitoring of conversion of summer homes to year round residences, and reasonable housing options for young families and seniors were all issues that the public wished to address during the Comprehensive Plan process. The recommendations in this section are intended to assist the Town in remaining a community that can welcome all who hope to live here while retaining the rural character that makes Lake Luzerne so special.

A. **Objective: Encourage diversity of housing types, catering to a variety of needs from young families to second home owners to senior citizens.**

Recommendations

- 7.1 Allow and encourage renovations and maintenance of older structures, especially in Historic Hamlet, into a variety of housing types and/or retail establishments.

The stock of old and historic buildings in Lake Luzerne is considerable, and contributes a great deal to the charm and character of the Town. Maintaining these structures should be a priority in order to preserve community heritage and reduce the hazards, costs, and eyesores that can be associated with neglected buildings.

The presence of a mix of uses in the Historic Hamlet is an asset and will ensure the long-term viability of the area. Allowing renovation and re-use of structures for apartments, studio space, retail establishments and other uses will place unused or underutilized buildings back into use and provide more opportunities for different activities within the Hamlet.

- 7.2 Ensure that zoning and subdivision regulations promote the ability to develop affordable housing options and do not create hardships for individuals hoping to build modest homes or homes on smaller lots.

If the goal of the community is to ensure that affordable housing options are available to all residents, zoning and other regulations should not be written in a way that negates this goal. Allowing multi-family home construction, conversion of homes into multiple units, construction of new homes on small lots, and other similar activities will ensure that a variety of housing options are available in the community.

7.3 Proactively encourage the creation of senior housing.

Creating enough housing to support the growing senior population in Lake Luzerne will ensure that these residents can remain in the community when they no longer have the desire or ability to remain in their current homes. The Town can use the updating of the zoning code to determine where this housing could be located and can then encourage a developer to create the housing in that area.

B. Objective: Ensure that housing construction and renovations yield homes that are consistent with the scale of the neighborhood and are sensitive to environmental issues.

Recommendations

7.4 Ensure that the conversion of homes from seasonal to year-round does not place undue burden on municipal resources and the environment.

The trend for seasonal residents converting their camps or houses into year-round homes places a burden on the environment and on municipal services if not done correctly. Of particular concern are older septic systems not capable of dealing with increased usage. Currently these home conversions are only reviewed if there is an increase in the number of bedrooms in the structure. Regulations should be in place, including possible incentives and Town assistance programs, which will ensure that home conversions are done to code and in a way that will not jeopardize the environmental quality of the Town of Lake Luzerne.

7.5 The Town should provide information and/or incentives for use of “green” materials and technologies for residential construction, along with careful site design.

Educate perspective developers and landowners about environmentally sustainable construction materials, energy options, and design possibilities for new home construction, as well as home expansions and renovations. Work with NYSERDA to incorporate energy smart technologies into new home construction. Provide this information on the Town website, at Town Hall, and through the various town boards.

C. Objective: Allow for additional residential growth while protecting the small town atmosphere and the values of existing homes.

Recommendations

7.6 Update Zoning Ordinance, including the districts, to reflect the desired growth patterns in Lake Luzerne.

This will be done in concert with the protection of open space in order to ensure that future residential growth happens in appropriate places, while important natural features and open spaces remain undeveloped and are preserved into the future.

7.7 Update regulations for mobile homes and travel trailers.

The presence of trailers placed on lots without approval, and the placement of mobile homes in certain areas of Town disturb the visual character of the area and can reduce the value of surrounding properties. These issues should be taken into consideration while updating the zoning ordinance so that these uses can be regulated and kept in appropriate places.

7.8 Clarify housing types in the zoning ordinance.

The zoning code should clearly explain the various types of housing, including single family dwelling, two-family dwelling, multi-family, apartment, accessory apartment, etc.

H. INFRASTRUCTURE & GOVERNANCE

It is the responsibility of the Town to maintain and improve the infrastructure of the community and provide a number of services to residents, businesses and landowners. In any community, careful consideration should be given to how these actions are carried out, ensuring that the best possible services are provided with the resources available. The Town may want to start an Infrastructure Working Group to help formulate and implement the recommendations provided in this section of the Plan.

Major concern over infrastructure issues arose during the public input process, especially related to sewer and water facilities in the Lake Luzerne hamlet, maintenance of roads and streetscapes, and public facilities for seniors and youth activities. Important themes related to town governance were centered on code enforcement, taxation and proper planning and zoning decisions for maintaining the character of the community while allowing for economic development and affordable housing options. See Appendix A for further information about Infrastructure and Governance in Lake Luzerne.

A. Objective: Ensure that local laws and regulations implement the recommendations of the Comprehensive Plan

Recommendations

8.1 Conduct review and amendment of the Zoning Ordinance.

Updating the Zoning Ordinance in accordance with the policies expressed in this Comprehensive Plan will ensure that the community grows in a way that is desirable to the community.

8.2 Participate in Adirondack Park Agency discussions about planning issues.

The Adirondack Park Agency has a great deal of influence on economic, community, and environmental issues in Lake Luzerne and the entire Adirondack Park. Lake Luzerne can have a voice with the APA relating to issues that impact the Town, and a dialogue and cooperative spirit can be maintained between the Town and the Agency for the continued success of the community. Through this dialogue the Town could also explore the possibility of creating a Local Land Use Plan,

- 8.3 Explore possibility of hiring an additional enforcement officer to ensure that codes and regulations are being followed, especially where environmental impacts are concerned.

Failing septic systems, maintenance of property, elimination of junk and debris from private properties, and clearing of vegetation are all issues that currently need addressing in Lake Luzerne. The comprehensive plan recommends policies and regulations that would deal with these issues. Hiring a code enforcement officer, or creating a shared position with a neighboring municipality to enforce existing and future regulations will ensure that the intentions of this comprehensive plan are carried out effectively.

B. Objective: Increase services and opportunities for underserved sections of the population, especially youth and seniors.

Recommendations

- 8.4 Improve facilities for both seniors and the youth of the town.

The needs and desires of these sectors of Lake Luzerne's population should be assessed in order to determine the specific actions that are necessary. The establishment of a teen center, a senior center, and services relating to each of these groups could be established in order to enhance the quality of life for them in the community. These efforts will provide opportunities for youth to be successful within the community and for seniors to continue to enjoy a lifestyle that allows them to remain in Lake Luzerne for years to come. The long-term goal would be to have these services and facilities provided by the private and/or non-profit sector.

C. Objective: Ensure that municipal infrastructure fills the current needs and allows room for anticipated levels of growth.

Recommendations

- 8.5 Implement a program for road improvements that provides adequate shoulders for walking and biking on Town roads where feasible, and ensure that county and state officials do so as well.

The Town should take the needs of pedestrians and cyclists into consideration when conducting roadway upgrades and maintenance where possible and feasible. Establishing a set of procedures for these activities will ensure that all future improvements include the appropriate infrastructure provisions. These could range in degree from widening shoulders to providing new sidewalks, bike paths, and crosswalks at appropriate locations. Agreements could also be forged with County and State officials to have these pedestrian and bicycle improvements installed on roads controlled by those entities as well. In fact, when Warren County plans to repave or widen a county road, it is their policy to integrate at least a 4' bike lane on the road, though it is often more desirable to assess each roadway individually in order to reduce adverse impacts on community character. While wider roadways are beneficial to pedestrians and cyclists and provide a level of safety for motorists, they can also negatively impact water quality and encourage excessive vehicle speeds, so an acceptable balance must be determined. The Town could continue to coordinate with the County to identify roads that would be suitable for such improvements.

8.6 Ensure that roadways are maintained to the highest standard possible.

Update the program for maintenance and improvement to Town roadways and encourage County and State Highway Departments to do the same.

8.7 Create a set of Rural Road Standards.

Having a set of standards in place that takes into consideration a wide array of issues will allow the Town to provide residents with the best possible roadways. Items to consider include width, drainage, erosion control, shoulders, provision of pedestrian and bicycle areas, etc.

IV. Implementation

The completion of a Comprehensive Plan is simply a first step in the process of meeting the long-term goals of Lake Luzerne. The objectives and recommendations herein are important tools that the community can use to reach these goals, but they will take time, hard work and cooperation from many groups and individuals in order to be achieved. Formation of the committees and working groups recommended in the previous chapters will assist the Town in completing these tasks, taking responsibility for implementing various projects and relieving the tremendous pressure placed on the Town Board. Cooperation with adjacent municipalities, not-for-profit groups, regional and state agencies and other local groups will be of paramount importance to the success of this plan and the future of Lake Luzerne.

The following table is an Implementation Matrix that will assist the Town and the committees with implementation of this Plan. This table lists each recommendation, along with the entity primarily responsible for its implementation, potential partners, ideas about first steps toward implementation, and possible funding sources for each item. It is included as a separate piece that can be taken out of the plan and used as a working document, being updated and filled in over time.

One goal of the Town Board in the months after this plan has been adopted should be to utilize this Implementation Matrix as guide for prioritizing potential projects and coming up with a time line for implementation. A set of columns has been included on the Matrix to assist the Town with this critical task. The presence of funding sources, the will of the community, current economic and social climates, and many other factors will influence these decisions, and they will undoubtedly be revised and updated over time. This Comprehensive Plan, and the Implementation Matrix, should be reviewed at least yearly in order for the Town to take stock of its progress and re-assess the goals and priorities for continued implementation.

Strategic Matrix for Implementing the Lake Luzerne Comprehensive Plan										
		Implementation Leader(s)	Other Involved Agencies	Partner with Private Sector? (Y/N)	First Steps	Potential Funding Source(s)*	Implementation Timing / Priority			Date Implemented
Topic Area							High	Med	Low	
<i>Hamlet Revitalization</i>										
Form Hamlet Committee										
Objective A: Encourage planned growth and development within the existing historic hamlet area										
1.1	Address infrastructure issues limiting revitalization and infill development, especially municipal sewer system	Town Board	Infrastructure Working Group	Y	Seek funding for study	NYSDOS Coastal Resources	X			
1.2	Prepare a Hamlet Revitalization Plan	Town Board	Hamlet Committee	N	Seek funding for study	NYSDOS Coastal Resources	X			
Objective B: Continue to improve Historic Hamlet to maintain its position as the center of life and identity for Lake Luzerne										
1.3	Enhance hamlet gateways	Town Board	Hamlet Committee	N	Complete as part of hamlet revitalization plans	NYSDOS Coastal Resources	X	X		
1.4	Encourage hamlet beautification	Town Board	Hamlet Committee	Y	Complete as part of hamlet revitalization plans	NYSDOS Coastal Resources	X	X		
1.5	Continue to create pedestrian and bicycle amenities	Highway Department	Warren County	N	Compile set of standard improvements	NYSDOT, Warren County		X	X	
1.6	Create a set of Hamlet Design Guidelines	Code Update Committee	Town Board, Hamlet Committee	N		NYSDOS Coastal Resources	X			
1.7	Establish programs and obtain grants to upgrade older homes	Town Board	Warren County	Y	Discuss with Warren County Planning Department	NYS OSC	X			
1.8	Investigate potential to create a Business Improvement District (BID)	Town Board	Hamlet Committee	Y	Survey local businesses to determine interest		X			
Objective C: Strengthen identity of secondary Hamlet areas										
1.9	Review zoning ordinance and alter to allow for desired growth in secondary hamlets and limit commercial uses where determined incompatible	Town Board	Code Update Committee	N	Complete as part of zoning update & subdivision update	NYSDOS Coastal Resources	X			
1.10	Establish signage and design guidelines to identify and distinguish secondary hamlet areas	Town Board	Code Update Committee	N	Complete as part of zoning update & subdivision update	NYSDOS Coastal Resources			X	

Strategic Matrix for Implementing the Lake Luzerne Comprehensive Plan										
Topic Area	Implementation Leader(s)	Other Involved Agencies	Partner with Private Sector? (Y/N)	First Steps	Potential Funding Source(s)*	Implementation Timing / Priority			Date Implemented	
						High	Med	Low		
<i>Rural Character, Open Space and the Environment</i>										
Form an Environmental Committee										
Objective A: Protect open space and natural areas										
2.1	Develop and implement a formal Open Space Plan	Town Board	Environmental Committee	N	Seek funding for study	NYSDOS Coastal Resources	X			
2.2	Work with organizations to efficiently protect open space	Town Board or Environmental Committee		Y	Form partnerships	OSI, TNC, Warren County, ADK Nature Conservancy	X			
2.3	Consider proactive means to protect open space such as PDR or municipal bond	Environmental Committee	Land Trusts , Regional Partnerships/Projects	Y		Warren County, The Nature Conservancy	X			
Objective B: Take steps to maintain and improve environmental quality										
2.4	Create an Environmental Advisory Committee or Conservation Advisory Commission	Town Board	NYSDEC	N	Determine the framework that would work best for Lake Luzerne		X			
2.5	Prepare a Natural Resources Inventory	Environmental Committee	NYSDEC, Town Board	N	Seek funding for study	NYSDOS Coastal Resources	X			
2.6	Educate residents about environmental issues and encourage use of sustainable technologies by residents and business owners	Environmental Committee		Y	Gather relevant information and post on Town Website, possibly plan educational sessions.			X		
2.7	Make Lake Luzerne a model community for green technologies	Town Board	Environmental Committee , ANCA, NYSERDA, ESDC	Y	Investigate ways to make municipal spending more environmentally sustainable	NYSERDA			X	
Objective C: Manage development so that it maintains the rural character and minimizes environmental impact										
2.8	Incorporate conservation subdivisions and cluster development into subdivision regulations	Town Board	Code Update Committee	N	Complete as part of zoning update & subdivision update	NYSDOS Coastal Resources	X			
2.9	Create set of Design Guidelines for hillside development	Code Update Committee	Code Enforcement Officer	N	Complete as part of zoning update & subdivision update	NYSDOS Coastal Resources	X			
2.10	Ensure that zoning regulations allow and promote agriculture and related uses in appropriate areas	Code Update Committee	Code Enforcement Officer	N	Complete as part of zoning update & subdivision update	NYSDOS Coastal Resources	X			
2.11	Encourage access management and shared driveways	Code Update Committee	Code Enforcement Officer	N	Complete as part of zoning update & subdivision update	NYSDOS Coastal Resources		X	X	
2.12	Create other zoning laws to protect open space	Code Update Committee	Code Enforcement Officer	N	Complete as part of zoning update & subdivision update	NYSDOS Coastal Resources		X		

Strategic Matrix for Implementing the Lake Luzerne Comprehensive Plan										
		Implementation Leader(s)	Other Involved Agencies	Partner with Private Sector? (Y/N)	First Steps	Potential Funding Source(s)*	Implementation Timing / Priority			Date Implemented
Topic Area							High	Med	Low	
<i>Water Resources</i>										
Objective A: Maintain and protect the quality of the Town's surface and ground water resources										
3.1	Continue existing partnerships and form new relationships for monitoring surface and ground water quality	Town Board	Darrin Freshwater Inst., local Lake Associations, WCSWCD	Y	Create monitoring program and seek partnerships	NYS DEC, NYS EFC	X			
3.2	Create a watershed protection plan for the Lake Luzerne watershed	Environmental Committee	NYSDOS Coastal Resources	N	Seek funding for study	NYSDOS Coastal Resources	X			
3.3	Reduce the amount of septic effluent introduced into the waterways by creating and enforcing septic maintenance and upgrades standards	Town Board	Environmental Committee, WCSWCD Regional Partnerships/Projects	Y	Create a set of standards and requirements	NYSDOS Coastal Resources	X			
3.4	Encourage use of alternative septic solutions where appropriate	Environmental Committee		Y	Seek funding to investigate alternatives	NYSDOS Coastal Resources	X			
3.5	Create programs for reducing invasive species within the lakes	Environmental Committee	Darrin Freshwater Inst. WCSWCD, Regional Partnerships/Projects	Y		NYS DEC	X			
3.6	Ensure that land uses and landowner activities along water bodies are sensitive to environmental quality	Town Board	Environmental Committee, Code Update Committee	N		NYSDOS Coastal Resources		X		
3.7	Conduct water quality education among residents	Environmental Committee		Y	Post info on Town Website and put flyers in Town Hall			X		
3.8	Create a stormwater management and sedimentation/erosion control ordinance	Town Board	WCSWCD, Regional Partnerships/Projects	N	Seek funding to create ordinance	NYSDOS Coastal Resources		X		
3.9	Work with Warren County to implement protective procedures for new roads	Town Board	Warren County, Town Highway Department	N	Establish working relationship with involved parties	Warren County		X		
3.10	Create a well-head protection plan for the Town	Environmental Committee	Town Board	N	Seek funding for study	NYSDOS Coastal Resources	X			
3.11	Create further protection for wetlands and riparian areas	Environmental Committee	WCSWCD, Town Board	Y	Investigate possibilities	NYS DEC, NYSDOS Coastal Resources		X	X	

Strategic Matrix for Implementing the Lake Luzerne Comprehensive Plan										
		Implementation Leader(s)	Other Involved Agencies	Partner with Private Sector? (Y/N)	First Steps	Potential Funding Source(s)*	Implementation Timing / Priority			Date Implemented
Topic Area							High	Med	Low	
<i>Historic Preservation</i>										
Form a Historic Committee										
Objective A: Preserve areas of historic significance while allowing for updates of systems to 21st century needs										
4.1	Create a Certified Local Government Plan	Town Board	Historic Committee	N	Seek funding to prepare plan	NYS OPRHP	X	X		
4.2	Inventory historic buildings and landmarks and prepare a Historic Preservation Ordinance	Historic Committee		N	Begin with historic inventory prepared by Comprehensive Plan Committee	NYS OPRHP	X			
4.3	Encourage adaptive re-use of historic structures, utilizing environmentally sustainable materials and technologies where feasible	Historic Committee	NYSERDA	Y	Contact NYSERDA	NYS OPRHP, NYSERDA	X	X		
4.4	Continue protection and stewardship of local historic resources	Historic Committee	Town Board	Y		NYS OPRHP	X			
4.5	Promote and enhance Hadley-Luzerne Society and the Kinnear Museum of Local History	Historic Committee		N	Continue to use Town Website			X		
<i>Economic Development</i>										
Form an Economic Development Committee										
Objective A: Promote business growth/opportunities to enhance the Town economy while preserving rural & historic character										
5.1	Build on natural character and recreational resources	Economic Development Comm.		Y	Formulate strategy	Member Item	X	X		
5.2	Provide an economic framework based on the authenticity of experience	Town Board	ED Committee	Y	Review Comp. Plan for suggestions/direction	Member Item		X		
5.3	Review and modify Route 9N zoning regulations	Code Update Comm.		N	Complete as part of zoning update & subdivision update	NYSDOS Coastal Resources	X			
5.4	Create zoning regulations that allow businesses to locate only in appropriate places	Code Update Committee	Town Board	N	Complete as part of zoning update & subdivision update	NYSDOS Coastal Resources	X			
5.5	Work with Warren County Economic Development Corporation to market Lake Luzerne to desirable business types	Economic Development Committee	Warren County EDC	N	Formulate strategy	Member Item		X		

Strategic Matrix for Implementing the Lake Luzerne Comprehensive Plan										
		Implementation Leader(s)	Other Involved Agencies	Partner with Private Sector? (Y/N)	First Steps	Potential Funding Source(s)*	Implementation Timing / Priority			Date Implemented
Topic Area							High	Med	Low	
<i>Economic Development Cont.</i>										
5.6	Develop "nodes" of commercial development along Route 9N to avoid "strip" development	Code Update Committee	Town Board	Y	Complete as part of zoning update & subdivision update	NYSDOS Coastal Resources	X			
5.7	Foster growth of home-based businesses by continuing to encourage home occupations	Code Update Committee		Y	Complete as part of zoning update & subdivision update	NYSDOS Coastal Resources		X	X	
Objective B: Establish Lake Luzerne as a center for water-based activity										
5.8	Coordinate with First Wilderness Heritage Corridor efforts and adjacent communities to promote Hudson River as a water tourism destination	Economic Development Committee	Adjacent Municipalities, Warren County	Y	Begin discussions with Warren County and adjacent municipalities	NYSDOS Coastal Resources		X	X	
Objective C: Encourage development of new businesses to provide services and employment to residents										
5.9	Identify sites that can host appropriate light industry within Town without compromising environmental standards	Code Update Committee	Town Board	Y	Complete as part of zoning update	NYSDOS Coastal Resources	X			
5.10	Link with incubators for growth in technology	Economic Development Comm.		Y		Warren County Planning Dept.		X		
Objective D: Create a more supportive business climate for existing and new businesses										
5.11	Address the need for advanced telecommunications	Economic Development Comm.	Code Update Committee	Y	Begin to address as part of zoning update	Member Item	X	X		
5.12	Create a "Welcome Packet" for new and perspective businesses	Economic Development Comm.	Warren County EDC	N	Work with Warren County EDC and Warren County Planning	Member Item	X	X		
5.13	Connect new and existing businesses to the Warren County Micro-enterprise Program	Economic Development Comm.	Warren County Planning	N	Contact Warren County Planning	Warren County Planning Dept.		X		
Objective E: Take a proactive approach to economic development, including sustainable and innovative solutions										
5.14	Maintain existing cultural and art activities and promote new and additional activities such as a Farmers' Market, etc.	Economic Development Committee	Town Board	Y		NYSDOS Coastal Resources		X		
5.15	Establish joint advertising with Hadley businesses	Economic Development Comm.	Local Businesses	Y	Discuss with Town of Hadley or individual Hadley businesses			X		

Strategic Matrix for Implementing the Lake Luzerne Comprehensive Plan										
		Implementation Leader(s)	Other Involved Agencies	Partner with Private Sector? (Y/N)	First Steps	Potential Funding Source(s)*	Implementation Timing / Priority			Date Implemented
Topic Area							High	Med	Low	
<i>Recreation</i>										
Create a Recreation Committee										
Objective A: Maintain and improve access to lakes and rivers for recreational purposes										
6.1	Work with Warren County to improve boat launch on River Road	Recreation Committee	Warren County	N	Create wish-list of improvements and discuss with Warren County	NYSDOS Coastal Resources		X		
6.2	Ensure continued maintenance of public beaches and consider regulating access to Lake Luzerne	Recreation Committee	Town Board, Lake Luzerne Association	Y			X			
6.3	Make enhancements to public beach at southwestern corner of Town	Recreation Committee	Town Board	N	Make plan for improvements and seek funding	NYSDOS Coastal Resources		X		
6.4	Consider additional access points to the Hudson River for public use	Town Board	Recreation Committee, Moreau Lake State Park	Y	Seek funding for study and implementation	NYSDOS Coastal Resources		X		
6.5	Create Waterfront Brochure	Recreation Committee	Economic Development Committee	N		NYSDOS Coastal Resources		X	X	
Objective B: Create opportunities for additional land-based recreation										
6.6	Expand recreational facilities such as hiking trails and bike paths	Recreation Committee	Town Board	N	Investigate potential areas for expansion	NYSDOS Coastal Resources	X	X		
6.7	Continue to build upon and improve existing trail along Hudson River behind Town tennis courts	Town Board	Recreation Committee	N	Seek funding for continued trail improvements	NYSDOS Coastal Resources	X	X		
6.8	Ensure continued public access to publicly owned lands for non-motorized and motorized uses as appropriate	Town Board		N				X		
6.9	Create plan for the revitalization of the Hudson River Recreation Area at the northern boundary of Town	Environmental Committee	NYS DEC	N	Contact DEC regarding their current planning efforts	NYSDOS Coastal Resources			X	
6.10	Investigate potential to create multi-use trail along Hudson River at the southern border of Town	Environmental Committee	NYS DEC, Town Board	Y	Conduct an inventory and assessment to determine potential sites	NYSDOS Coastal Resources		X		
6.11	Explore possibility of acquiring easements to allow public access around Potash and Cobble Mountains	Town Board	Recreation Committee	Y	Contact landowners to determine interest	OSI, TNC, Warren County, ADK Nature Conservancy			X	
6.12	Connect Lake Luzerne to the First Wilderness Heritage Corridor	Recreation Committee	Economic Dev. Comm., Warren Co.	N	Contact Warren County Planning	NYSDOS Coastal Resources		X	X	

Strategic Matrix for Implementing the Lake Luzerne Comprehensive Plan										
		Implementation Leader(s)	Other Involved Agencies	Partner with Private Sector? (Y/N)	First Steps	Potential Funding Source(s)*	Implementation Timing / Priority			Date Implemented
Topic Area							High	Med	Low	
<i>Housing</i>										
Objective A: Encourage diversity of housing types, catering to a variety of needs from young families to second home owners to senior citizens										
7.1	Allow and encourage renovations and maintenance of older structures for a mix of uses and housing types, especially in the Historic Hamlet	Town Board	Warren County Planning	Y	Begin as part of zoning update	NYS OSC	X			
7.2	Ensure that zoning and subdivision regulations promote the ability to develop affordable housing options and do not create hardships for development of modest homes or homes on small lots	Code Update Committee	Town Board	N	Complete as part of zoning update & subdivision update	NYS DOS Coastal Resources		X		
7.3	Proactively create senior housing	Town Board	Code Update Committee	Y	Determine most suitable location for senior housing			X		
Objective B: Ensure that housing construction and renovations yield homes that are sensitive to environmental issues										
7.4	Ensure conversion of homes from seasonal to year-round does not place undue burden on municipal resources or the environment	Town Board	Code Update Committee	Y	Complete as part of zoning update	NYS DEC, NYS DOS Coastal Resources, NYS EFC	X	X	X	
7.5	Town should provide information and/or incentives for use of "green" materials and technologies for residential construction, and careful site design	Town Board	Warren Co Economic Development	N	Post info on Town Website and put flyers in Town Hall	NYSERDA		X	X	
Objective C: Allow for additional residential growth while protecting the small town atmosphere and values of existing homes										
7.6	Update Zoning Ordinance to reflect the desired growth patterns in Lake Luzerne	Code Update Committee	Town Board	N	Complete as part of zoning update & subdivision update	NYS DOS Coastal Resources	X			
7.7	Update regulations for mobile homes and trailers on wheels	Code Update Committee	Town Board	N	Complete as part of zoning update & subdivision update	NYS DOS Coastal Resources	X			
7.8	Clarify housing types in the zoning ordinance	Code Update Committee	Town Board	N	Complete as part of zoning update & subdivision update	NYS DOS Coastal Resources	X			

Strategic Matrix for Implementing the Lake Luzerne Comprehensive Plan										
		Implementation Leader(s)	Other Involved Agencies	Partner with Private Sector? (Y/N)	First Steps	Potential Funding Source(s)*	Implementation Timing / Priority			Date Implemented
Topic Area							High	Med	Low	
<i>Infrastructure and Governance</i>										
Create an Infrastructure Working Group										
Objective A: Ensure that local laws and regulations implement the recommendations of the Comprehensive plan										
8.1	Conduct review and amendment of Zoning Ordinance	Code Update Committee	Town Board	Y	Complete as part of zoning update	NYSDOS Coastal Resources	X			
8.2	Participate in Adirondack Park Agency discussions about planning issues	Planning Board, Town Board	Adirondack Park Agency, Warren County Planning	N			X		X	
8.3	Explore potential to hire additional code enforcement staff	Town Board		N	Assess need for additional staff		X		X	
Objective B: Increase services and opportunities for underserved sections of the population, especially youth and seniors										
8.4	Improve facilities for both seniors and the youth of the town	Town Board	Recreation Committee, Infrastructure Working Group	Y	Inventory current facilities and assess need for addition/improvement	NYS OPRHP	X	X		
Objective C: Ensure that municipal infrastructure fills current needs and allows for anticipated growth										
8.5	Implement program for pedestrian and bicycle improvements on roadways	Code Update Committee	Town Board	Y	Complete as part of zoning update	NYSDOS Coastal Resources			X	
8.6	Ensure that roadways are maintained	Infrastructure Working Group, Highway Department	Warren County DOT, NYS DOT	N	Study current road maintenance program and update where needed		X	X		
8.7	Create a set of Rural Road Standards	Infrastructure Working Group	Town Board	N				X	X	

Potential Funding Sources Key:

NYS DOT	New York State Department of Transportation
NYS OPRHP	New York State Office of Parks, Recreation, and Historic Preservation
Warren County EDC	Warren County Economic Development Corporation
Member Item	Contact Congressional Representative to request funding
OSI	Open Space Institute
NYS OSC	New York State Office for Small Cities
NYSDOS Coastal Resources	New York State Department of State Department of Coastal Resources
NYS EFC	New York State Environmental Facilities Corporation
NYSERDA	New York State Energy Research and Development Authority
TNC	The Nature Conservancy

**APPENDIX A – COMPREHENSIVE AND WATERFRONT
REVITALIZATION PLAN INVENTORY**



Town of Lake Luzerne

Waterfront Revitalization Strategy &
Comprehensive Plan

Inventory

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Regional Setting & Historical Development:

The Town of Lake Luzerne is located in Warren County, New York. Approximately 65% of the Town of Lake Luzerne is located within the Adirondack Park. The Town is located along the Hudson River, a valuable natural and historic resource that has played an important role in the development of many communities in the Adirondacks and New York State.

Lake Luzerne is nestled in the foothills of the Adirondack Mountains at the confluence of the Sacandaga and Hudson Rivers. The Hudson River forms the western and southern boundaries of the Town, and Lake Luzerne shares its borders with the Towns of Warrensburg and Stony Creek to the north, Lake George and Queensbury to the east, Moreau and Corinth to the south, and Hadley to the west. Lake Luzerne shares very close social, historical, and business ties with the Town of Hadley, in adjacent Saratoga County. The Town of Corinth offers many of the businesses and services that Luzerne residents count on for those daily needs that cannot be met by the Lake Luzerne economy.

The Town of Lake Luzerne was formerly part of the Town of Queensbury but was incorporated as its own Town in 1792. The history of the Town extends back before the American Revolution, when it was occupied by Native American tribes such as the Mohawk, Abenaki, and Iroquois. Lake Luzerne was originally known as Fairfield, until the name was changed in 1808 to honor French nobleman Chevalier de la Luzerne who came to aid Americans during the Revolutionary War.

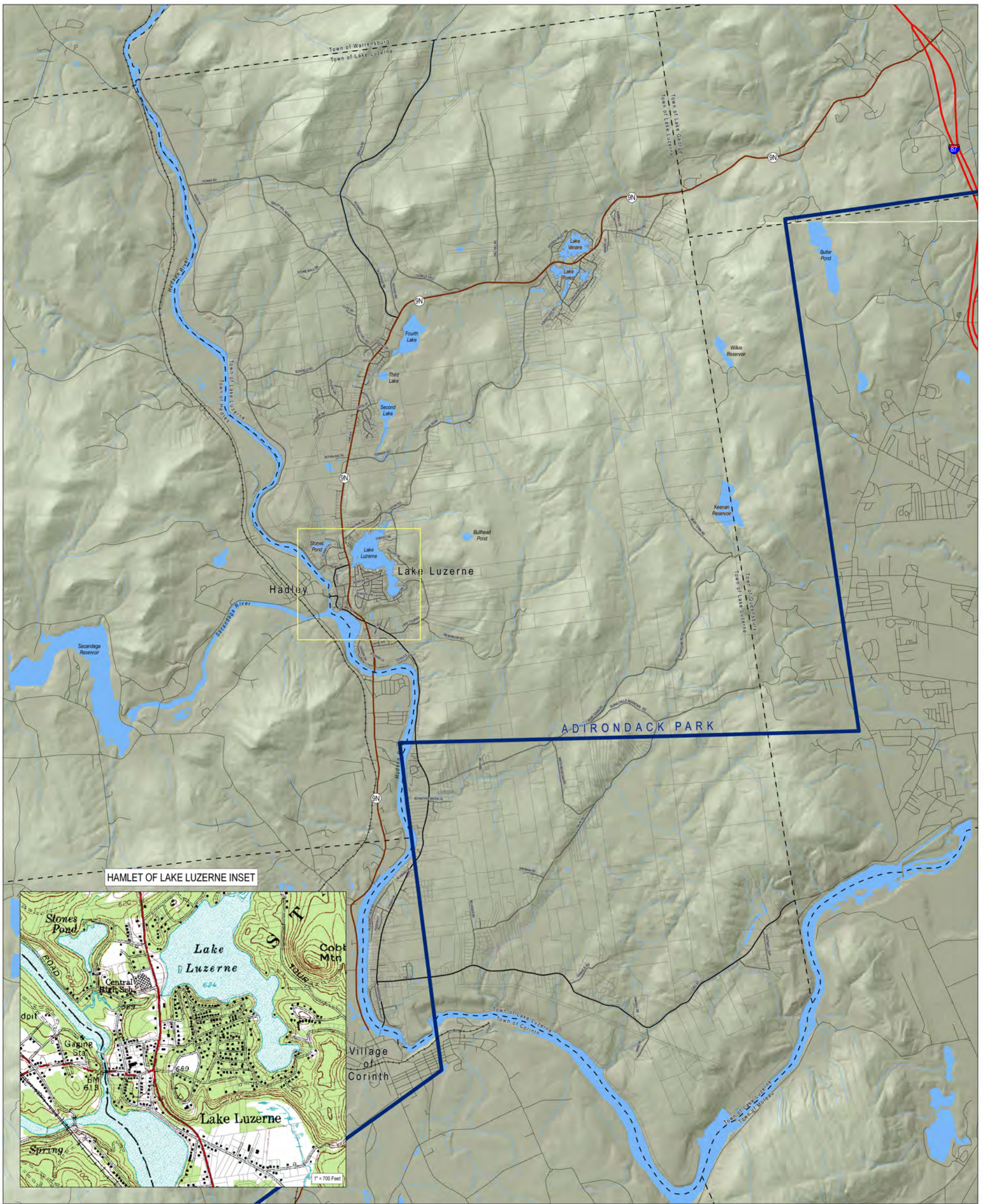
In the 1700's physicians often touted Lake Luzerne as a healthy place to relocate for those with pulmonary difficulties, and many people came to enjoy the clean air and pristine waters. The first industry in Lake Luzerne was forestry and lumbering, closely followed by grist and saw mills. Log drives were a frequent occurrence in Luzerne, and numerous groups of gypsies would come to the area to host and entertain the log drivers. In the last half of the 19th century, leather tanning became an important industry in Luzerne, anchored by the Garnar Company.

Tourism has been an important part of the economy of Lake Luzerne in the past as well as the present. The Rockwell Hotel was constructed in 1832 and the Town became known as a popular summer resort. The location, lakes and rivers, and outdoor amenities in Lake Luzerne and the surrounding area are attractive to vacationers, and today Warren County experiences an estimated 7.6 million visitors annually. The Town of Lake Luzerne prides itself on its beautiful setting, its waterways, and its dude ranches, the first of which was built in 1935.

The connections between Lake Luzerne and the Town of Hadley are numerous and valuable. Not only do these two communities share the benefits of the scenic beauty and waterfront of the Upper Hudson River and the related tourism dollars that it brings, they share many needs and services as well. The Hadley-Luzerne Central School District serves these two communities, as well as the Towns of Day, Stony Creek, and parts of Corinth. The Hadley-Luzerne library located in Lake Luzerne serves both communities, and the fire department services are funded and depended upon jointly as well. Residents of Hadley patronize many Lake Luzerne businesses and add to the economic foundation of the Town.



Map 1: Lake Luzerne Base Map

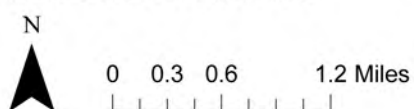


BASE MAP

Lake Luzerne Waterfront Revitalization Strategy & Comprehensive Plan

Map 1
June 2007

This map is computer generated using data acquired by Phinney Design Group from various sources and is intended only for reference, conceptual planning and presentation purposes. This map is not intended for and should not be used to establish boundaries, property lines, location of objects or to provide any other information typically needed for construction or any other purpose when engineered plans or land surveys are required.



KEY

- TOWN BOUNDARY
- STATE HIGHWAY
- COUNTY ROAD
- LOCAL ROAD
- RAILROAD
- HYDRO
- PARCEL BOUNDARY*
- WATERBODY
- ADIRONDACK PARK BLUE LINE

ELAN
Planning / Design / Landscape Architecture PLLC

This document was prepared for the Town of Lake Luzerne with funds provided by the New York State Department of State Resources under Title 11 of the Environmental Protection Fund Act.



Existing Land Use:

The New York State Office of Real Property Services has developed a simple and uniform classification system that is used in assessment administration in New York State. The system of classification consists of numeric codes in nine categories. Each category is composed of divisions, indicated by the second digit, and subdivisions (where required), indicated by a third digit. The nine main land use categories are outlined in Table 1.

Understanding the patterns of land use in a community lends insight about predominant development types as well as potential deficiencies. Table 2 shows the breakdown of land uses categorized by type and measured in acres.

Category	Description
100 - Agricultural	Property used for the production of crops or livestock
200 - Residential	Property used for human habitation. Living accommodations such as hotels, motels, and apartments are in the Commercial category- 400.
300 - Vacant Land	Property that is not in use, is in temporary use, or lacks permanent improvement
400 - Commercial	Property used for the sale of goods and/or services
500 - Recreation & Entertainment	Property used by groups for recreation, amusement, or entertainment
600 - Community Services	Property used for the well-being of the community
700 - Industrial	Property used for the production and fabrication of durable and nondurable man-made goods
800 - Public Services	Property used to provide services to the general public
900 - Wild, Forested, Conservation Lands & Public Parks	Reforested lands, preserves, and private hunting and fishing clubs

In addition to analyzing the amount of land in each land use type, it is also helpful to understand where these land use categories are located throughout the Town. A Land Use Map (Map2) was prepared in order to illustrate this distribution of land use types and note specific patterns that emerge in the layout of the Town. Understanding land use patterns can provide insight into opportunities and constraints for future growth and development based on the need to preserve open space, protect fragile environmental features, and ensure that the character of the community is maintained.

Table 2

Land Use Class	Acreage	% Coverage
Residential	8,010.37	23.83%
Vacant	5,090.41	15.15%
Commercial	66.07	0.20%
Recreation & Entertainment	1,058.21	3.15%
Community Services	172.92	0.51%
Public Services	586.51	1.74%
Wild, Forested, Conservation Lands & Public Parks	18,540.92	55.16%

Residential

Nearly 24% of the land in Lake Luzerne is classified as Residential land, making this the second largest land use category within the Town. The majority of the Residential lands are located along the Hudson River, within the Hamlet areas, near the lakes, and along major roadways. These properties contain both new and older homes, mobile homes, subdivisions, and some larger parcels classified as “Rural Residential with Acreage,” meaning a rural residence with 10 or more acres of land. Seasonal residences are also included in this category. Lake Luzerne has a significant seasonal population, reflected in the fact that nearly 20% of the residential parcels are classified as seasonal residences. These seasonal residences are mainly clustered around the various bodies of water within the Town, with a few exceptions.

Vacant Land

Vacant Land comprises just over 15% of the total land area of Lake Luzerne. Of this vacant land, nearly two-thirds is classified as vacant residential land with 10 or more acres. These parcels are the most likely to be developed for new homes in the Town and should be scrutinized during the planning process for their development suitability and the potential impacts of new home construction in the coming decades. The majority of these vacant residential lands are located in the southern portion of the Town outside of the Adirondack Park boundary, in the northern end of Town around Gailey Hill, Old Stage, and Potash Roads, and in the Lake Vanare/Forest Lake area.

The remaining vacant lands include all other types of vacant land and are scattered throughout the Town. The larger parcels are concentrated around Second Lake and along the Hudson River at the southern end of Town, while smaller parcels are located along most of the main roadways and in the currently developed residential areas

Wild, Forested, and Conservation Lands

While only 6.19% of the parcels of land in the Town of Lake Luzerne are classified in this land use category, they comprise a total of over 18,500 acres: more than half of the land area of the Town (55.16%). The large amount of these forest lands contributes to the beauty and wildlife habitat of the Town and provides some of the recreational activities that residents and visitors enjoy. This abundance of protected and wild forest can be attributed to the location of Lake Luzerne within the Adirondack Park, as well as to the historical prevalence of forestry and timber related businesses in the area. While the development of much of this land is restricted by State ownership and APA development regulations, it is critical to protect these parcels from subdivision and development in order to maintain the rural and Adirondack character of Lake Luzerne.

Other

With the exception of the three land uses described above, the remaining categories of land use in the town each contain less than 3% of the total land in Lake Luzerne. There are no parcels classified as Agricultural land.

Commercial land uses constitute 2.69% including a variety of different business types, while only .067% of Town land is classified as industrial use. The two main commercial centers within the Town are located in the Hamlet of Lake Luzerne and in the area near Fourth Lake. The Lake Luzerne Hamlet area is home to most of the businesses that serve daily needs of residents and visitors, while the Fourth Lake area businesses are more focused on tourism activities such as restaurants and dude ranches.

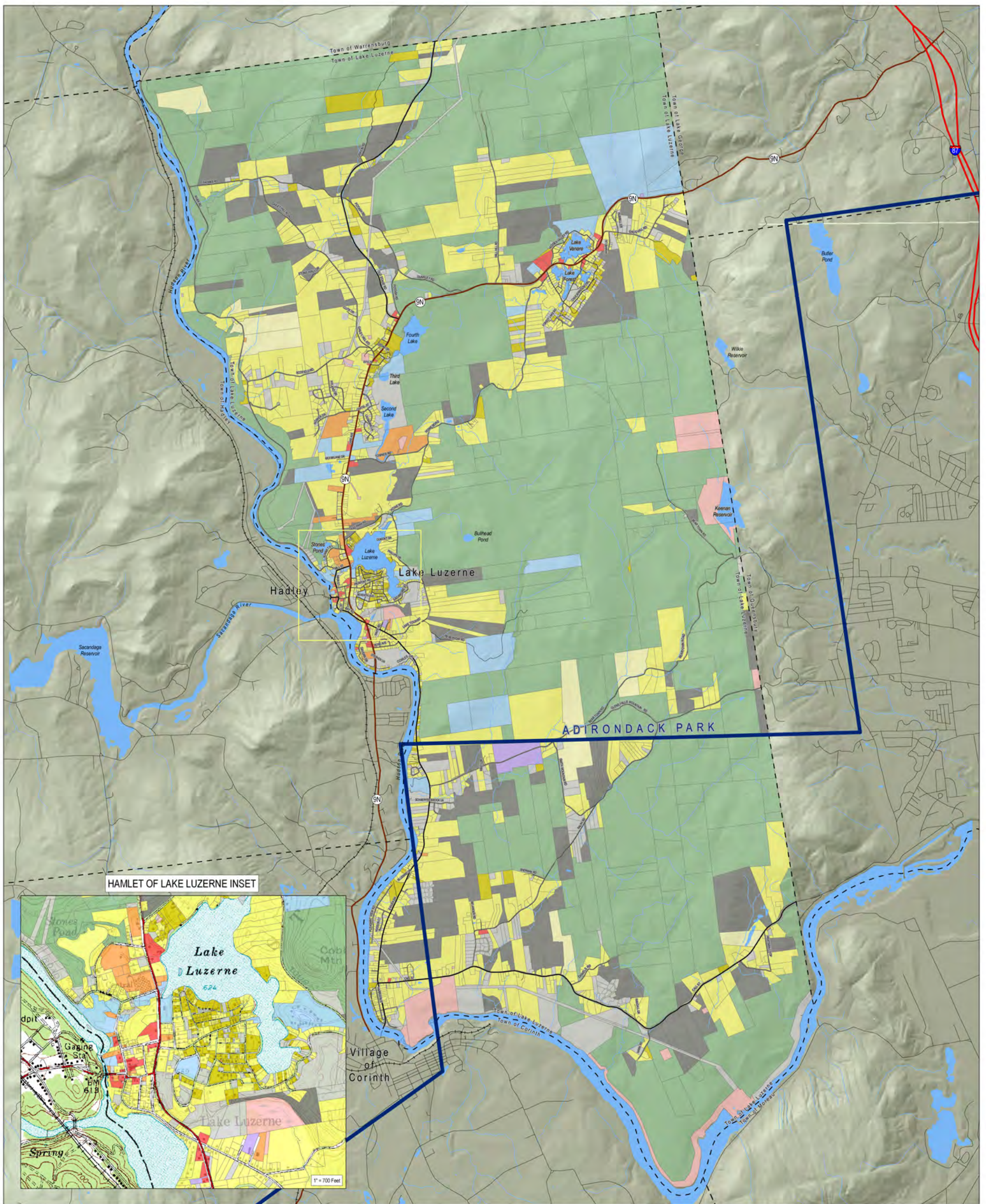
Public Services land uses account for 1.58% of total land use. 40% of the public services parcels are used for water supply for the Town. One area of concern expressed by the community is a lack of cellular telephone service in the area, and there is not one parcel of land within the Town currently classified as “Cell Phone Tower.” Another deficiency noted by residents is the need for a municipal sewer system, the absence of which is also evident in the land use classification information.

Publicly Owned Lands

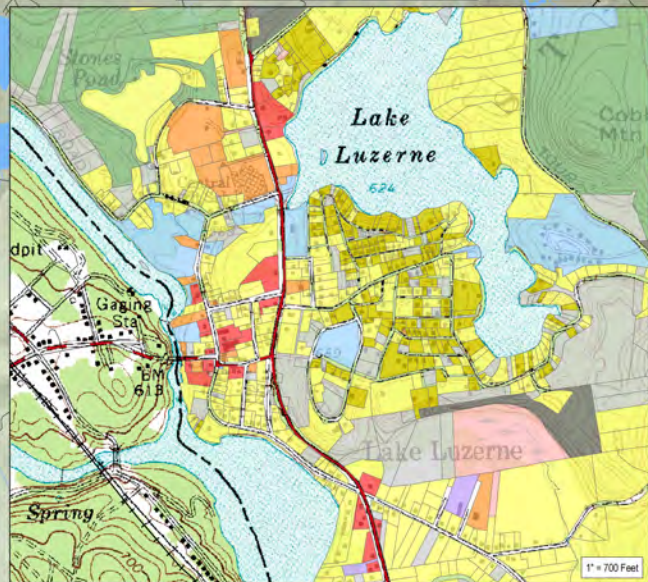
Lands owned by public entities are a great asset for a community. These parcels are often used for recreation, public access, or other public benefit. Publicly owned lands are often available for improvements and the provision of public amenities, while cost savings occur due to the elimination of need for land acquisitions or easement negotiations. Map 3 shows the publicly owned lands located within the Town of Lake Luzerne.

Lands with Conservation Easements held by a public entity or conservation group are permanently protected from future development and often available for some public use. Some conserved properties are also identified on Map

Map 2: Lake Luzerne Land Use



HAMLET OF LAKE LUZERNE INSET

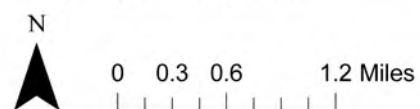


LAND USE

Lake Luzerne Waterfront Revitalization Strategy & Comprehensive Plan

Map 2
June 2007

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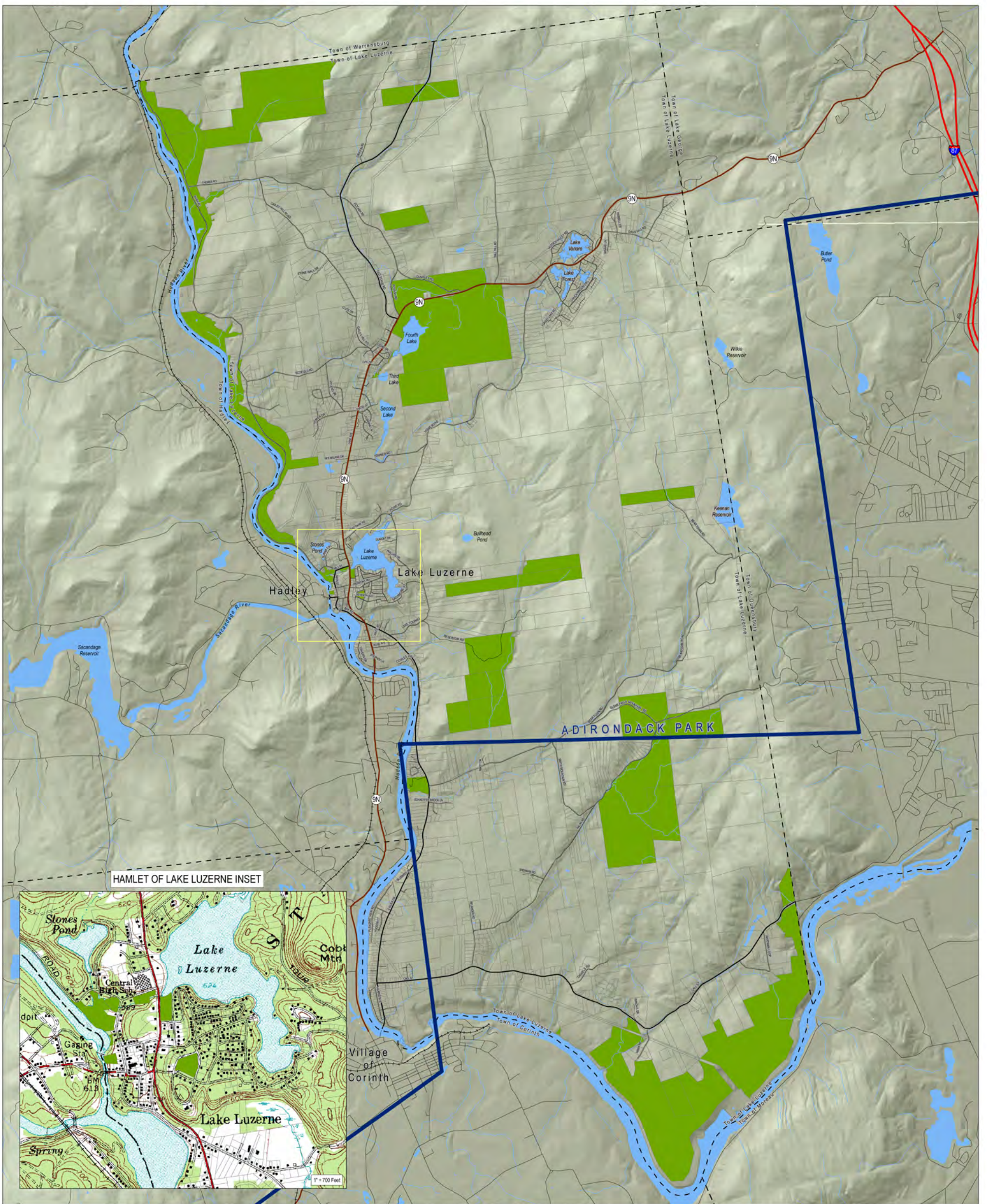
KEY

LAND USE CLASSIFICATION*

- AGRICULTURAL
- RURAL RESIDENCE W/ACREAGE
- RESIDENTIAL
- SEASONAL RESIDENCES
- COMMERCIAL
- INDUSTRIAL
- COMMUNITY SERVICES
- PUBLIC SERVICES
- RECREATION & ENTERTAINMENT
- VACANT
- RESIDENTIAL VACANT 10+ ACRES
- FORESTED

- RAILROAD
- TOWN BOUNDARY
- STATE HIGHWAY
- COUNTY ROAD
- LOCAL ROAD
- HYDRO
- WATERBODY
- ADK PARK BLUE LINE

Map 3: Publicly Owned Lands

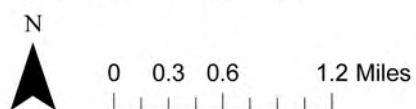


PUBLICALLY OWNED LAND

Lake Luzerne Waterfront Revitalization Strategy & Comprehensive Plan

Map 3
June 2007

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KEY

- | | | | |
|-----------|---------------|---|---------------------------|
| ----- | RAILROAD | — | HYDRO |
| - - - - - | TOWN BOUNDARY | □ | PARCEL BOUNDARY* |
| — | STATE HIGHWAY | ▭ | ADIRONDACK PARK BLUE LINE |
| — | COUNTY ROAD | ■ | WATERBODY |
| — | LOCAL ROAD | ■ | PUBLICALLY OWNED LAND |

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Adirondack Park:

Two thirds of the land area in the Town of Lake Luzerne is situated within the boundary of the Adirondack Park. The Adirondack Park was created in 1892 by the State of New York in order to preserve water and timber resources, and is now the largest publicly protected area in the contiguous United States. Approximately half of the land area in the Park is publicly owned and designated “forever wild,” while the other half is privately held. The Adirondack Park Agency (APA) was created in 1971 to develop long-range land use plans for both the public and private lands within the boundary of the Park.

Part of the long range planning process for the Adirondack Park was the creation of a system of land use classifications for the lands located in the park known as the Adirondack Park Land Use and Development Plan (LUDP). These six land use classifications include Hamlet, Intensive Use, Low Intensity, Moderate Intensity, Resource Management, and Rural Use, each with its own permitted uses and density guidelines. Map 8 shows the APA land classifications for the Town of Lake Luzerne.

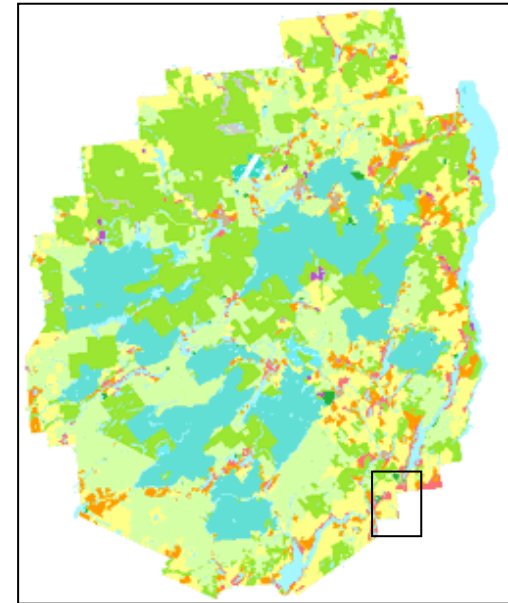
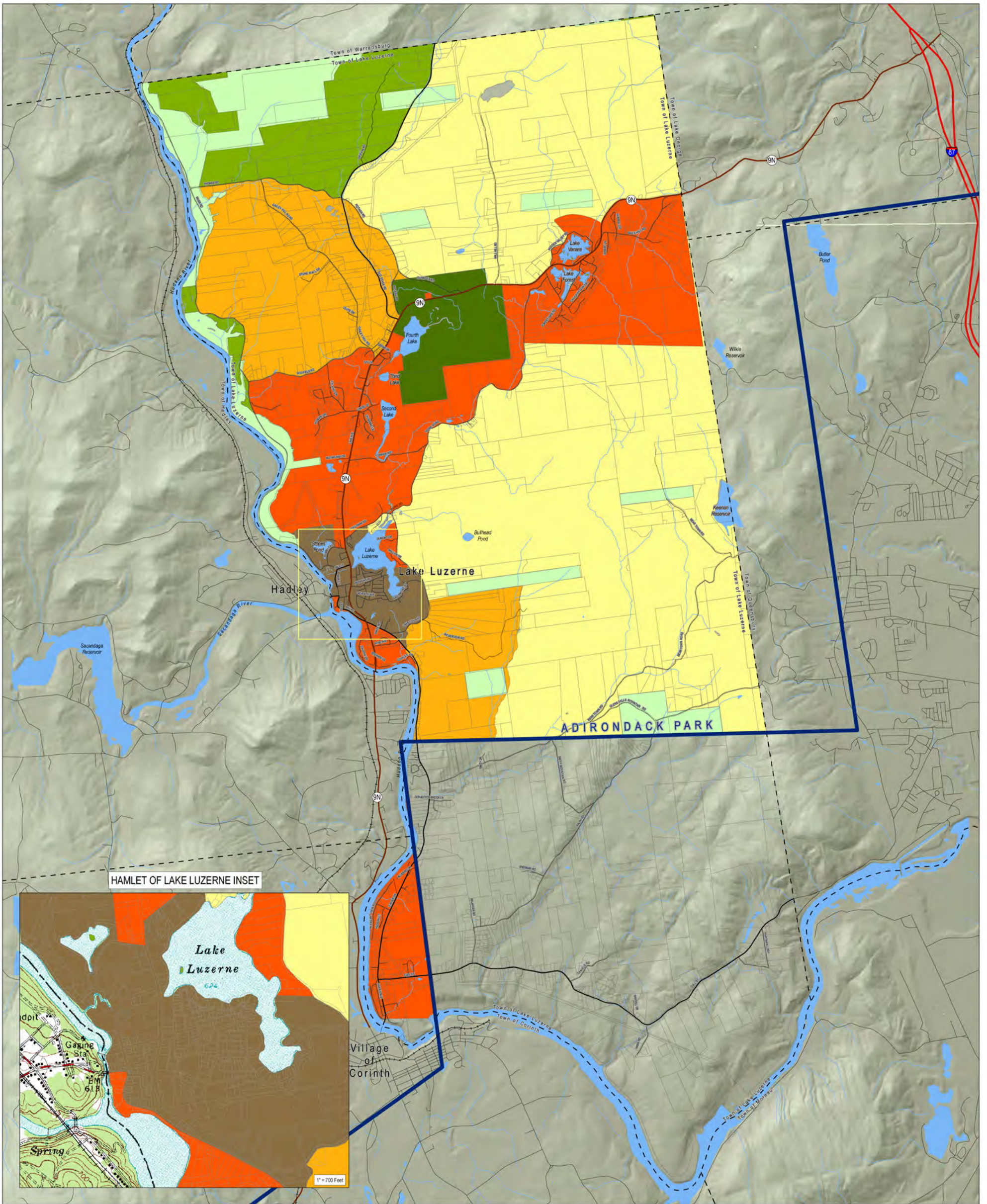


Figure 1: Adirondack Park
http://www.apa.state.ny.us/About_Park/index.html

Any new development that occurs on lands within the park must comply with the requirements set forth by the land use classification assigned to that parcel of land being developed. In addition to any permits required by the Town of Lake Luzerne, properties located within the Park may also be subject to permitting or approval by the APA to ensure compliance with regulations set forth in the LUDP. It is possible for communities within the Park to work with the APA in creating a zoning code that complies with all requirements of the APA, allowing for the majority of permitting and approval jurisdiction to remain at the municipal level. While Lake Luzerne has not created this type of zoning regulations as of this time, it is an option that may warrant consideration and further study.

Map 4 provides a visual representation of the APA land classification zones for the Town of Lake Luzerne. These land use areas are utilized by the APA and the Town to determine which projects fall under the jurisdiction of the APA.

Map 4: APA Land Classification



APA LAND CLASS

Lake Luzerne Waterfront Revitalization Strategy & Comprehensive Plan

Map 4
June 2007

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KEY

- TOWN BOUNDARY
- STATE HIGHWAY
- COUNTY ROAD
- LOCAL ROAD
- RAILROAD
- HYDRO
- PARCEL BOUNDARY*
- WATERBODY
- ADIRONDACK PARK BLUE LINE

APA LAND CLASS

- HAMLET
- INTENSIVE USE
- LOW INTENSITY
- MODERATE INTENSITY
- RESOURCE MANAGEMENT
- RURAL USE
- WILD FOREST

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Zoning:

The Town of Lake Luzerne has a set of zoning regulations that was most recently updated in August 2000. The zoning regulations establish distinct districts for private lands and state lands. The private lands districts are as follows:

- Hamlet Residential
- Hamlet Commercial
- Hamlet Industrial
- Residential Town
- Residential Resort
- Residential Rural
- Residential Countryside
- Open Space

In addition to these districts there are also two overlay zones that apply to private lands, which are a Flood Hazard Overlay and a Land Conservation Overlay.

State-owned lands have a separate set of districts which govern their use. The Zoning Districts for State owned lands are:

- Intensive Use
- Wild Forest
- Reforestation
- Other State Lands

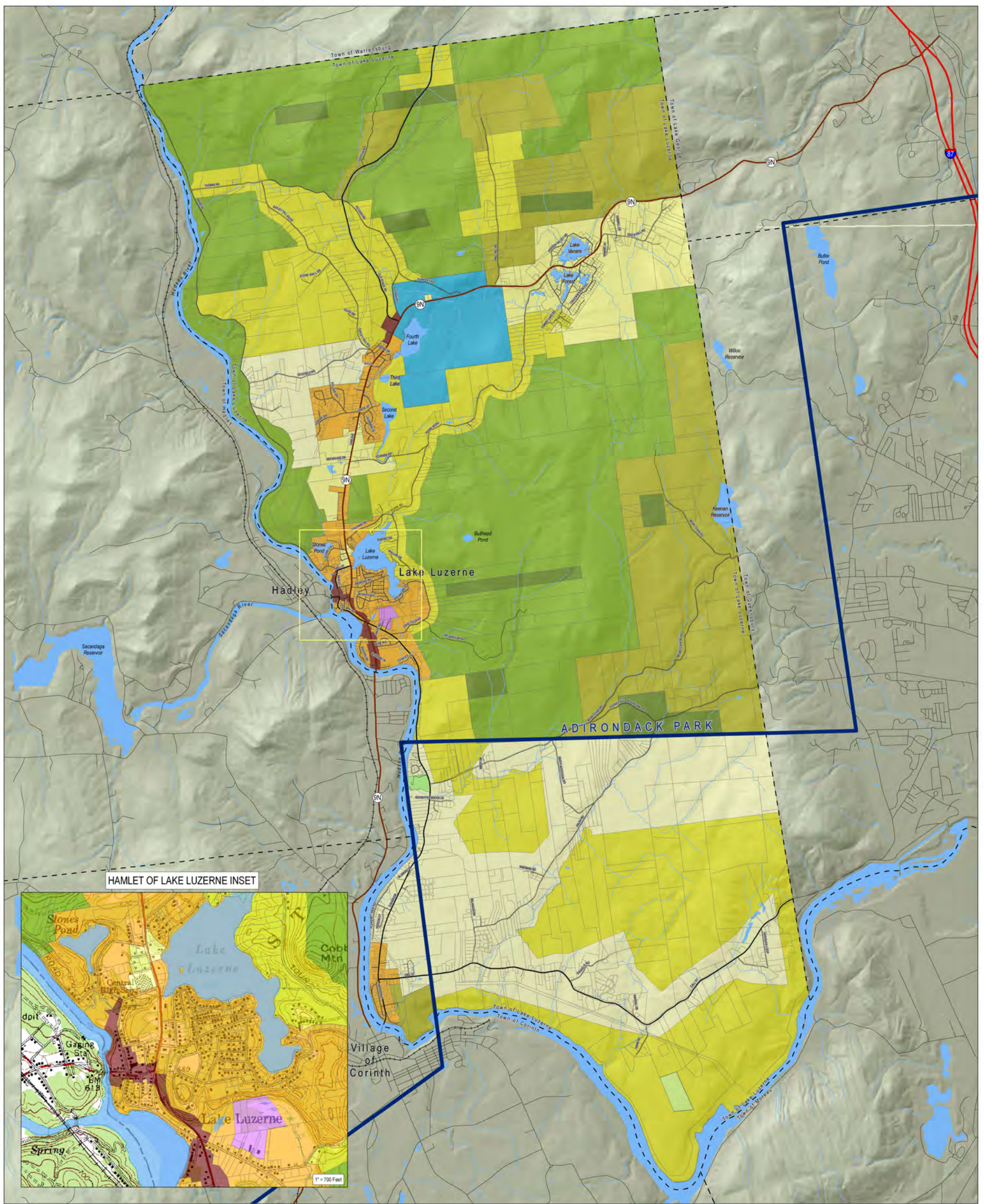
The Lake Luzerne Zoning Ordinance also contains provisions for a number of Planned Development Districts. The purpose of these PDDs is to provide a means of developing lands appropriate for certain uses in an economic and compatible manner, while encouraging the utilization of innovative planning and design concepts such as Planned Unit Developments or clustering techniques. The Planned Development Districts established by the Zoning Ordinance include:

- Planned Residential District
- Planned Recreational District
- Planned Commercial District
- Planned Industrial District

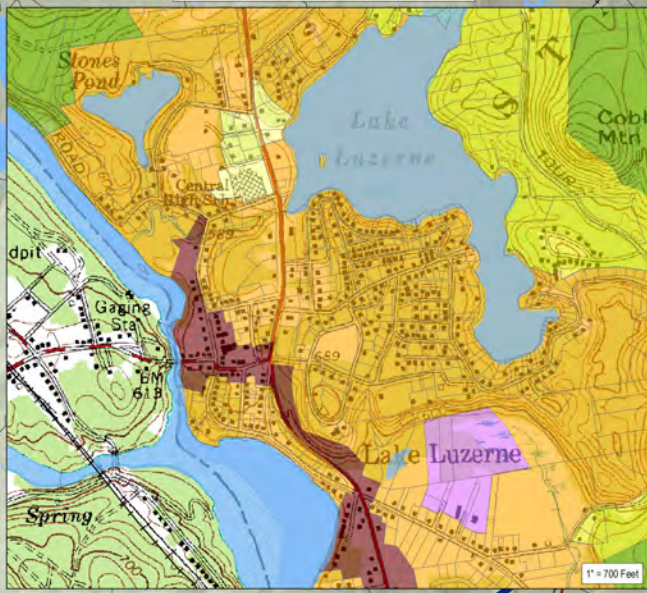
Map 5 displays the location of each of the above mentioned zoning districts. As illustrated, the Hamlet zones are concentrated around the areas of Lake Luzerne where development is already fairly concentrated, while the Residential and Open Space zones make up a majority of the remaining land area. State-owned lands are easily identified on the Zoning Map due to their unique classifications as listed above.



Map 5: Lake Luzerne Zoning



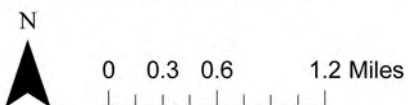
HAMLET OF LAKE LUZERNE INSET



ZONING

Lake Luzerne
 Waterfront Revitalization
 Strategy & Comprehensive Plan
 Map 5
 June 2007

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KEY

- | | | | | | |
|---------|--------------------|---|--------------------|---|-------------------------|
| ----- | RAILROAD | | | | |
| - - - - | TOWN BOUNDARY | ■ | HAMLET COMMERCIAL | ■ | RESIDENTIAL RURAL |
| — — — | STATE HIGHWAY | ■ | HAMLET INDUSTRIAL | ■ | RESIDENTIAL COUNTRYSIDE |
| — — — | COUNTY ROAD | ■ | HAMLET RESIDENTIAL | ■ | OPEN SPACE |
| — — — | LOCAL ROAD | ■ | INTENSIVE USE | ■ | WILD FOREST |
| — — — | HYDRO | ■ | RESIDENTIAL TOWN | ■ | OTHER STATE LAND |
| — — — | PARCEL BOUNDARY | ■ | RESIDENTIAL RESORT | ■ | REFORESTATION |
| ■ | ADK PARK BLUE LINE | ■ | | ■ | RIVER |
| ■ | WATERBODY | | | | |



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Build Out Scenario:

Lake Luzerne currently has a zoning code in place, as outlined above. A zoning code is a template that is used to lay out the future densities and uses of land within a Town. It is often useful for communities to see what the impact of a full development of their Town would be based on the current zoning code. Although complete fulfillment of the build-out potential of a community rarely occurs, it is useful to illustrate the amount of additional units a Town could support based on the remaining available land. This analysis can then be the basis for an assessment of the ability of the existing environment and infrastructure of the Town to support various levels of growth in different areas of the community.

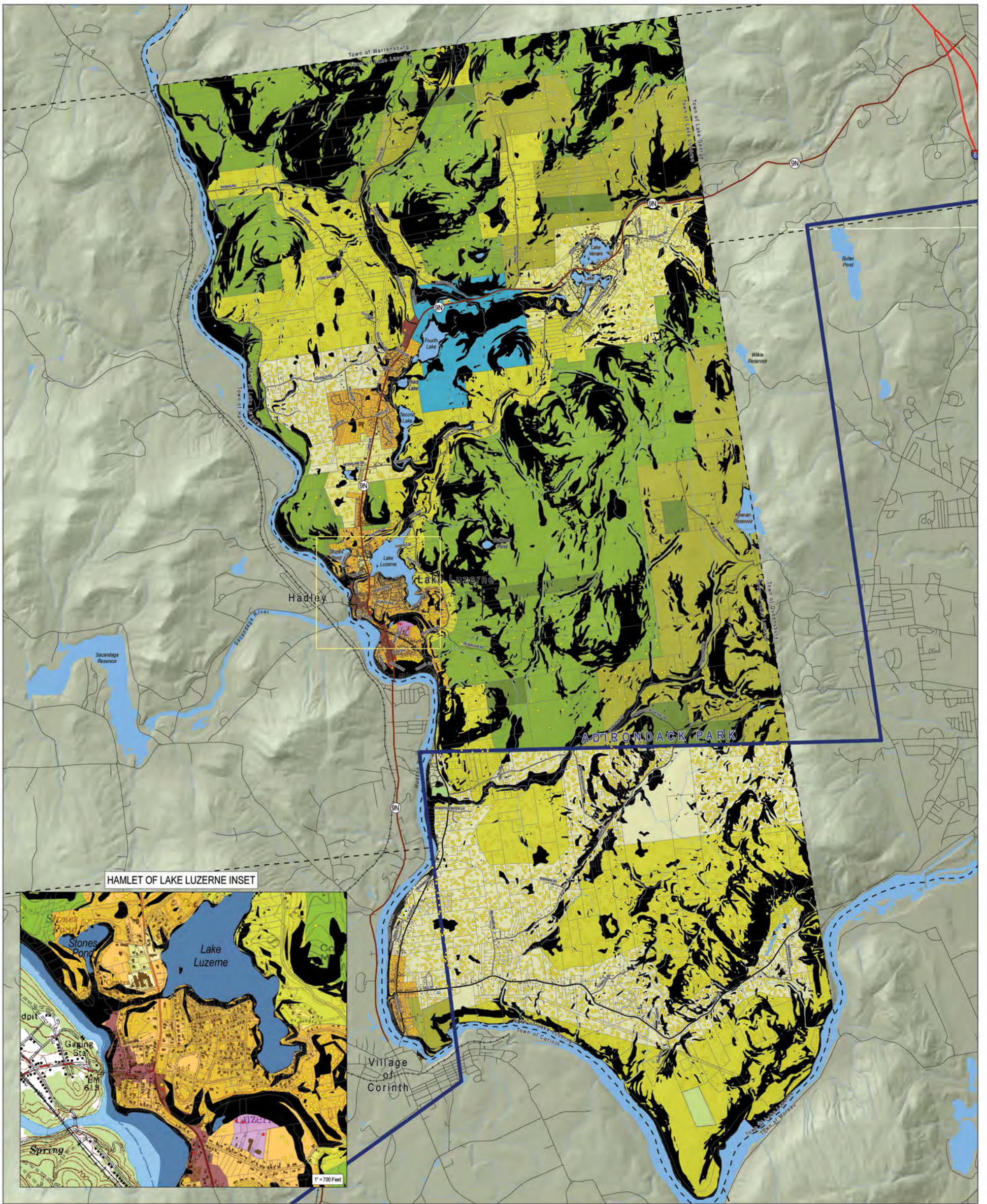
A build-out analysis is a tool used by communities to assess the potential impact of their current zoning and land use regulations. This analysis shows the full extent of development that is possible under the existing rules and regulations of the Town. Build-out analyses are based upon a number of general assumptions and the results are neither exact nor explicit. The results are intended to mimic reality, but until site investigations (i.e. topographic surveys, wetland delineation, road frontage, etc.) actually happen on the ground it is impossible to accurately predict exact densities or amounts of buildable land.

A number of assumptions were made in the creation of this build-out analysis. These assumptions are necessary in order to complete the analysis and are based on educated guesses and averages extrapolated from the Town's regulations. The following is a partial list of the assumptions made for this analysis:

- Building constraints- Constraints such as steep slopes $\geq 25\%$, 100 year floodplains, APA and Federal wetlands, water, existing buildings, parks, state owned land, and schools were not considered buildable.
- Allow only one building per minimum lot size based on Land Use Class.
- Land use classification- Due to the fact that the Lake Luzerne Zoning Code has more than one density per zone based on different uses, an average density was calculated for each land use classification.
- Site development realities- the results of the analysis are based solely on what the zoning code would allow, meaning that actual site conditions (i.e. existing buildings, lack of road frontage, etc.) are likely to present constraints that would lower the development potential for any given parcel.

The Census data for 2000 shows a total of 1,949 housing units in Lake Luzerne in the year 2000. The build-out analysis for the Town of Lake Luzerne shows an additional 5,201 dwelling units possible based on the current Zoning. With non-dwelling units included the total additional buildings possible rises only slightly to 5,212. The Build-out Map shows the potential distribution of these additional buildings, taking into consideration existing buildings and lot configurations. Keep in mind that this number is a TOTAL build-out scenario, meaning that every last developable lot in the Town would be developed to the full potential allowed in the Zoning Code.

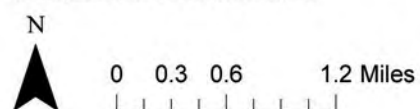
Map 6: Build-Out Scenario



BUILDOUT ANALYSIS

Lake Luzerne
Waterfront Revitalization
Strategy & Comprehensive Plan
Map 6
July 2007

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KEY

- POTENTIAL BUILDING
BUILDING USE DESIGNATION
- 1 FAMILY RESIDENTIAL
 - NON-RESIDENTIAL
 - ▭ ADK PARK BLUE LINE
 - ▭ PARCEL BOUNDARY*
 - ▭ BUILDING FOOTPRINTS
 - ▭ DEVELOPMENT CONSTRAINTS

- ZONING DISTRICT*
- ▭ HAMLET COMMERCIAL
 - ▭ HAMLET INDUSTRIAL
 - ▭ HAMLET RESIDENTIAL
 - ▭ INTENSIVE USE
 - ▭ RESIDENTIAL TOWN
 - ▭ RESIDENTIAL RESORT

- ▭ RESIDENTIAL RURAL
- ▭ RESIDENTIAL COUNTRYSIDE
- ▭ OPEN SPACE
- ▭ WILD FOREST
- ▭ OTHER STATE LAND
- ▭ REFORESTATION
- ▭ RIVER

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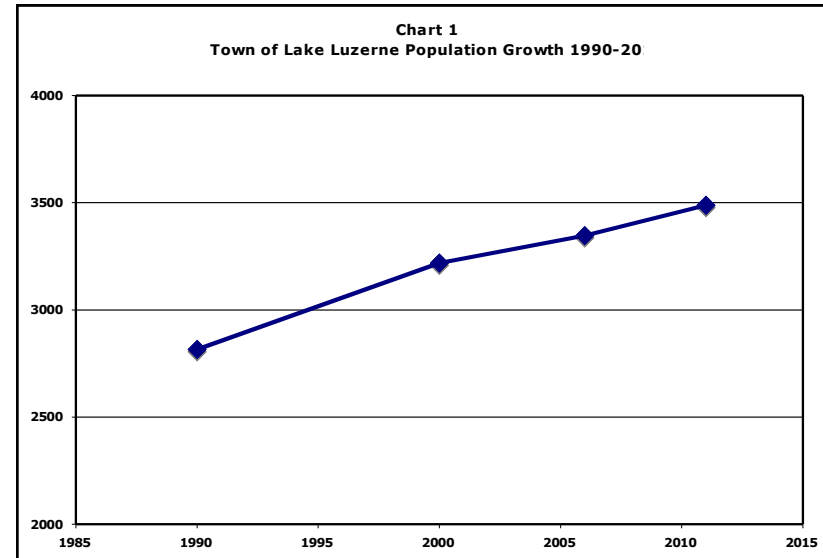
Demographics and Economic Trends:

Lake Luzerne, Hadley, and Warren County

Demographic profiles can provide a wealth of knowledge about a community and its relationship to other areas. The following section will outline the information about Lake Luzerne as compared to Warren County and to New York State as a whole. Comparing Lake Luzerne to these larger geographic areas provides a perspective on areas of strength or deficiency in relation to other places. Demographic information for the Town of Hadley in Saratoga County has been included due to the fact that these two communities are so closely linked.

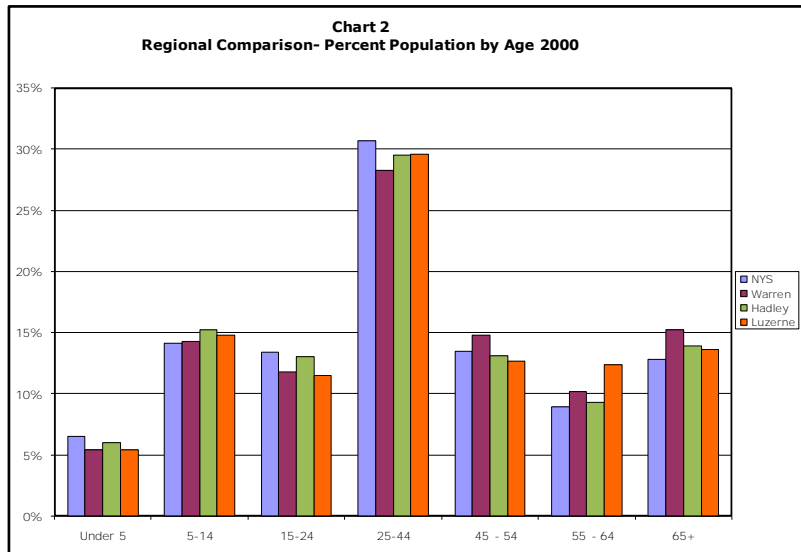
The population of Lake Luzerne as of the 2000 Census was 3,219, and is estimated to continue growing at a steady pace. Chart 1 shows population growth from 1990 to the projected 2011 population counts. This population growth is relatively steady and is consistent with overall growth in Warren County.

Lake Luzerne, due to its location and amenities, is a summer tourism destination and therefore experiences a swelling in population in the summer months. According to 2006 data from Warren County Tourism Department, the Town has 258 available rooms and 254 campsites, which generated an estimated 77,889 lodging guests for the year 2006. The fact that nearly 20% of the residential lands are classified as seasonal residences also contributes to the influx of additional population during the summer months. Population numbers referenced above are for year-round residents of the Town of Lake Luzerne, as well as those who list Lake Luzerne as their primary residence.

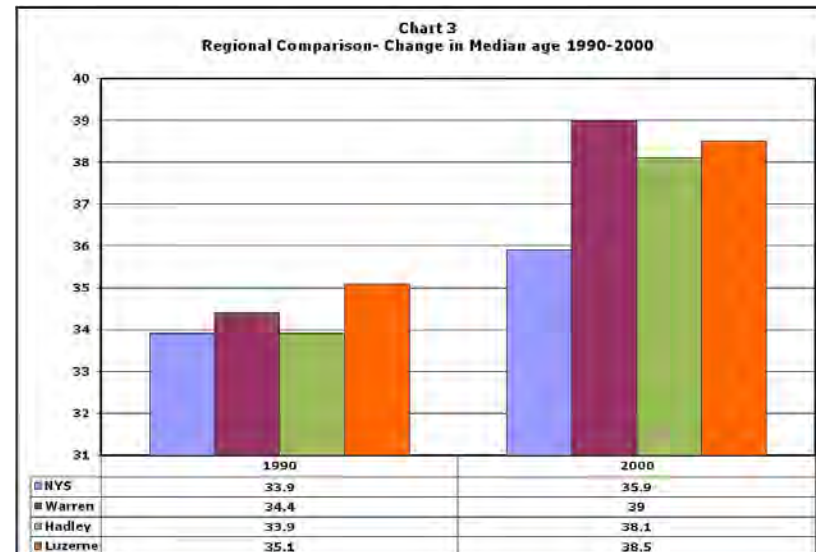


Source: ESRI

As shown in Chart 2, the largest age bracket for the residents of Lake Luzerne is between the ages of 25 and 44. Additionally, Chart 3 shows that the median age of Lake Luzerne residents increased from 35.1 in 1990 to 38.5 in 2000. A trend toward an older population has implications for the needs of the residents in future years and the possibility of an aging population should be taken into consideration when planning land uses and municipal services provision for the next few decades.

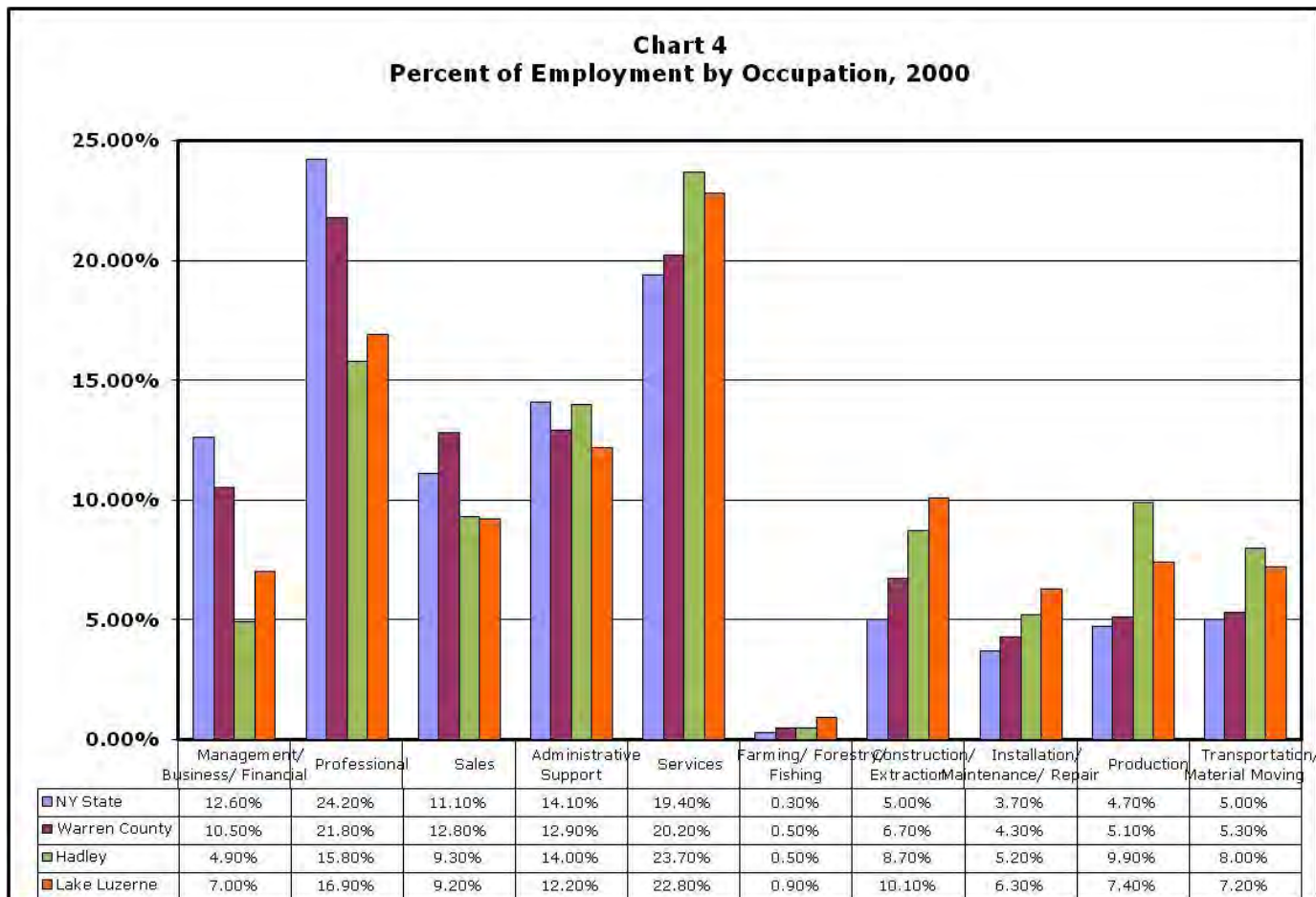


Source: ESRI



Source: ESRI

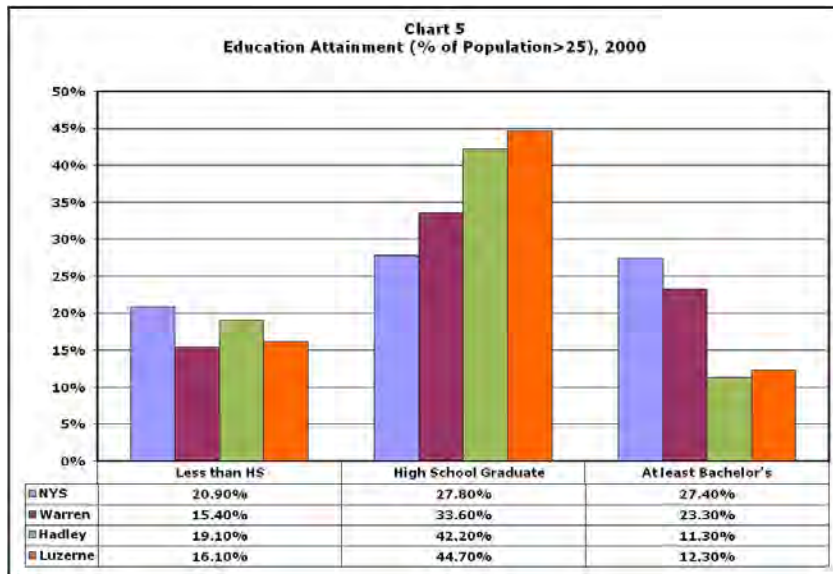
As illustrated by Chart 4, the largest employment sectors in Lake Luzerne are Service sector jobs (22.8%) and Professional jobs (16.9%). Employment in Services, Construction, Maintenance and Repair, Forestry, and Transportation and Moving sectors are higher in Lake Luzerne than in Warren County and New York State as a whole. The high level of blue-collar employment is partly explained by the fact that Lake Luzerne has a large tourism industry. The nature and location of the community suggest that many of the local employment opportunities are in rural-type jobs. Additionally, the large number of new homes constructed in the area each year supports a substantial construction workforce.



Source: ESRI

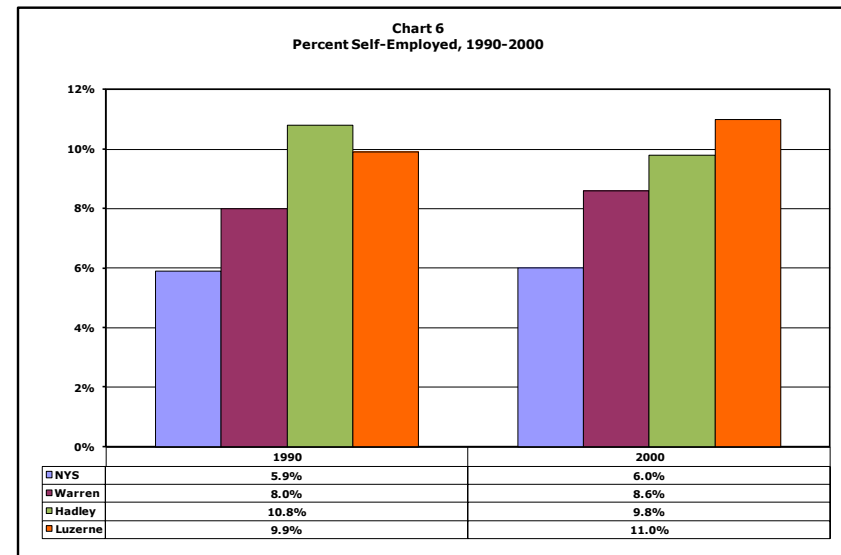
The levels of educational attainment in Lake Luzerne likely contribute to the high levels of service and blue-collar employment. According to Census figures, in the year 2000 over 16% of residents over the age of 25 had not completed a high school degree. Additionally, only 12% of the over 25 population had achieved a Bachelor's degree or higher, which is far lower than the state average of 27.4% in 2000. However, levels of high-school completion in the Town of Lake Luzerne far exceed both Warren County and New York State levels. Lake Luzerne residents over 25 had a 44.7% level of high school graduation, while the Warren County and New York State high school graduation rates were 33.6% and 27.8%, respectively. Chart 5 shows the breakdown of educational attainment at the State, County, and Town level.

Town of Lake Luzerne
WRS and Comprehensive Plan
Inventory



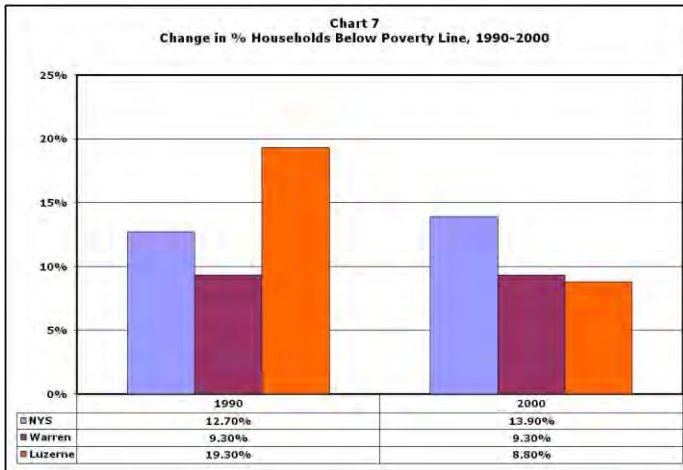
Source: ESRI

The amount of people listed as self-employed in the Town of Lake Luzerne far exceeds that of New York State and of Warren County. As Chart 6 displays, in the year 2000 11% of Lake Luzerne residents were self-employed, compared to only 6% statewide.

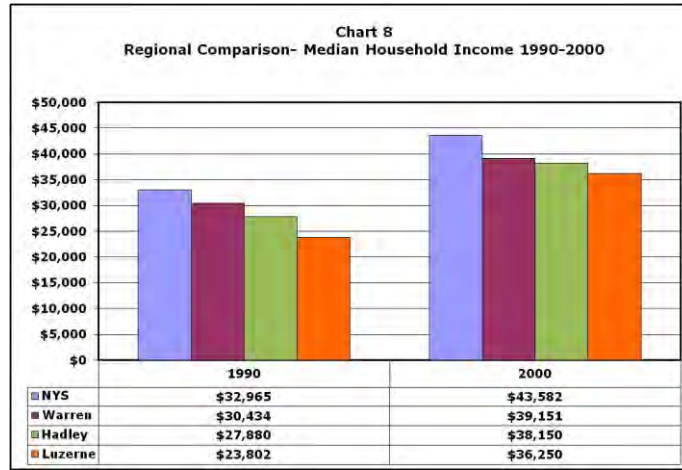


Source: ESRI

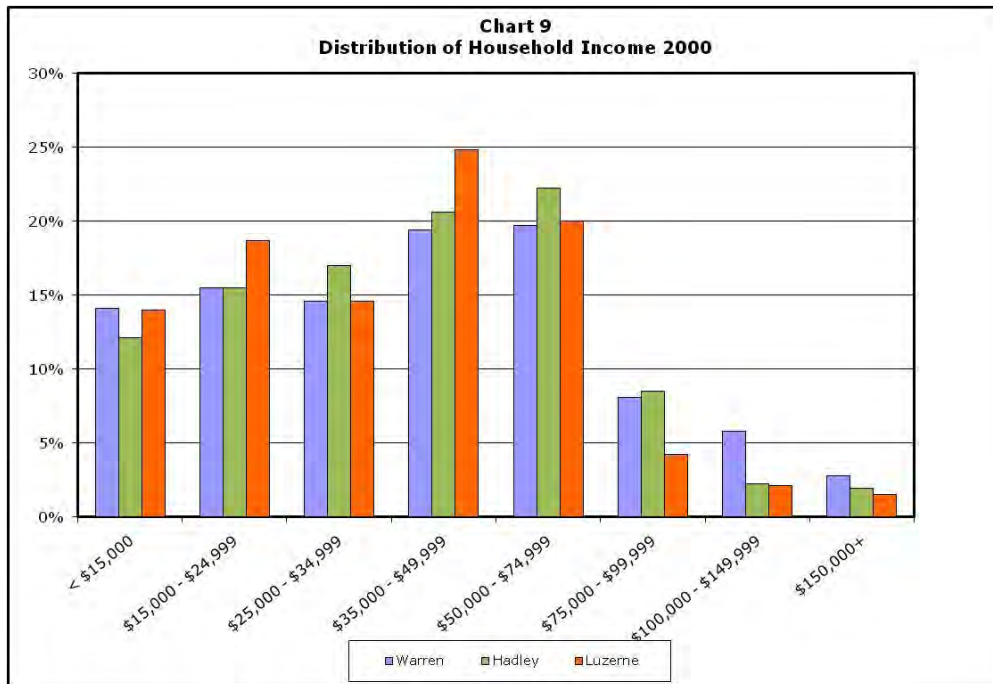
The economic status of the population of Lake Luzerne improved dramatically between 1990 and 2000. As shown in Chart 7, the percentage of households in the Town living below the poverty level decreased from 19.3% in 1990 to only 8.8% in 2000. The percentage of households above the poverty line is higher in Lake Luzerne than in either Warren County or the State of New York as a whole. Likewise, the median household income in Lake Luzerne showed a wide increase between 1990 and 2000. According to the 2000 Census figures, median income in Lake Luzerne was \$36,250, a 52.3% increase over 1990 household median income. During the same 10-year period, New York State median household income only increased by 32.2% and in Warren County the increase was even less significant at only 28.6%. These changes are illustrated in Chart 8. Additionally, the distribution of household income in 2000 is displayed in Chart 9 for the Town of Lake Luzerne and Warren County as a whole.



Source: ESRI

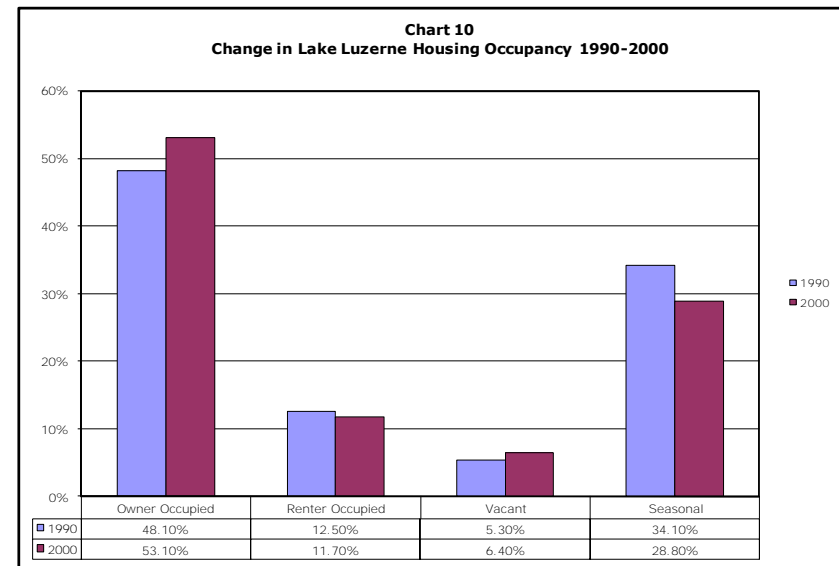


Source: ESRI



Source: ESRI

As of the 2000 Census there were a total of 1,949 housing units in the Town of Lake Luzerne. 53% of these were owner occupied and 11.7% renter occupied. As displayed in Chart 10 below, the percentage of owner occupied housing units increased between 1990 and 2000, while the percentage of renter occupied units decreased. The percentage of Seasonal occupancy decreased just over 5% in the same 10 year period, from 34.1% in 1990 to only 28.8% in 2000.



Source: ESRI

Demographic Summary-

Based on the data provided above there are some definite trends that are evident. The population of Lake Luzerne will continue to grow at a relatively steady pace. The population of Luzerne is becoming older and wealthier, with fewer young children and more second home owners and working professionals. Self-employment is also on the rise, creating a wealthier and more independent workforce. The population of the Town increases significantly in the summer months, with visitors and second home owners coming to enjoy all of the amenities that Lake Luzerne has to offer, while also contributing to the economy and creating an increased demand on local services.

Regional Growth

Growth and change in surrounding communities can have a tremendous impact on land use, development, and population patterns within a community. Lake Luzerne is in close proximity to a number of communities that are experiencing population growth and a rise in housing prices and new development.

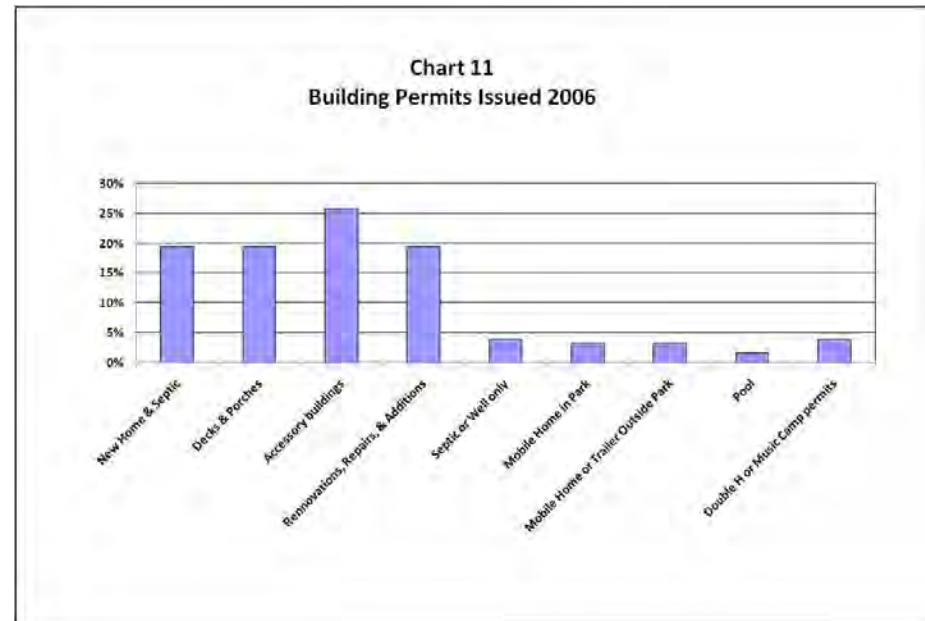
There are a number of projects developing in the area surrounding Lake Luzerne that may have an impact on future growth and development within the Town. Though these various projects are not located within Lake Luzerne, they have the potential to create pressures and opportunities which could have both positive and negative impacts on the Town. Some of these projects include:

- Philmet purchase of former IP plant in Corinth
- Luther Forest Technology Park
- West Mountain Development Project
- Saratoga County Water Plan

It is important to take these nearby projects and regional trends into consideration when making decisions about the land use and future vision of a community. Lake Luzerne could experience growth, development pressure, changes in housing values, and other impacts due to regional changes and could mitigate some of these changes by planning accordingly. The occurrence of such major projects is one reason why it is important to update a Comprehensive Plan and Zoning code on a regular basis.

Building Permits-

In 2006 the Town of Lake Luzerne issued a total of 124 building permits. Of those 124 permits, only 24, or 19.35% were for new homes. Chart 11 below shows the breakdown of types of building permits issued in 2006. While the number of new home permits shows evidence of growth and the influx of new residents into the Town, it exhibits equally the number of current residents making efforts to renovate or otherwise improve existing properties.



Source: Town of Lake Luzerne Building Department

Recreation and Open Space:

The Town of Lake Luzerne and the surrounding areas have an incredibly wide array of recreational opportunities. Its location within the Adirondack Park and proximity of many outdoor activities makes Lake Luzerne a year-round destination for local and out-of-town recreational users.

The waters of Lake Luzerne are critical to the identity of the community and provide a vast array of scenic views and recreational opportunities. The health of the Town's tourism economy hinges on the quality and accessibility of these various waterways. Protecting these valuable water resources is critical to the continued success of Lake Luzerne and the regional tourism economy.

The waters of the Hudson and Sacandaga Rivers are popular for both white-water rafting and flat water uses, while the Lake Luzerne, Lake George, Great Sacandaga Lake, and many other smaller lakes provide a variety of boating, fishing, swimming, and other water-related experiences. County beach areas and boat launch points, as well as Town Parks and Beaches provide the public with access to these important recreational opportunities. A NY State DEC campground provides outdoor recreational and camping opportunities on Fourth Lake.



The Adirondack Mountains provide numerous hiking trails, camping areas, golf courses, and scenic tour possibilities. Winter sport options in the area are numerous, including downhill and cross-country skiing, ice climbing, snowmobiling, sledding, skating, snow shoeing, and ice fishing. The Town of Lake Luzerne alone boasts 200 miles of snowmobile trails and an active snowmobiling group, the South Warren Snowmobile Club.

Family fun activities in and around the Town include the Great Escape/Splashwater Kingdom fun park, Waterslide World, numerous miniature golf and other outdoor attractions, as well as local history museums, including the Francis G. Kinnear and Pulp Mill Museums in Lake Luzerne and Fort William Henry in Lake George. Lake Luzerne is also the home of the Painted Pony Championship Rodeo.

The Adirondack Branch of the Delaware and Hudson Railroad travels up the Hudson River from Corinth to North Creek. This rail line has historically played an important role in transportation, tourism, and industry in the area, and still offers freight, passenger and tourism train services. Warren County purchased the rail line in 1995 and the plan to complete the First Wilderness Heritage Corridor revolving around this

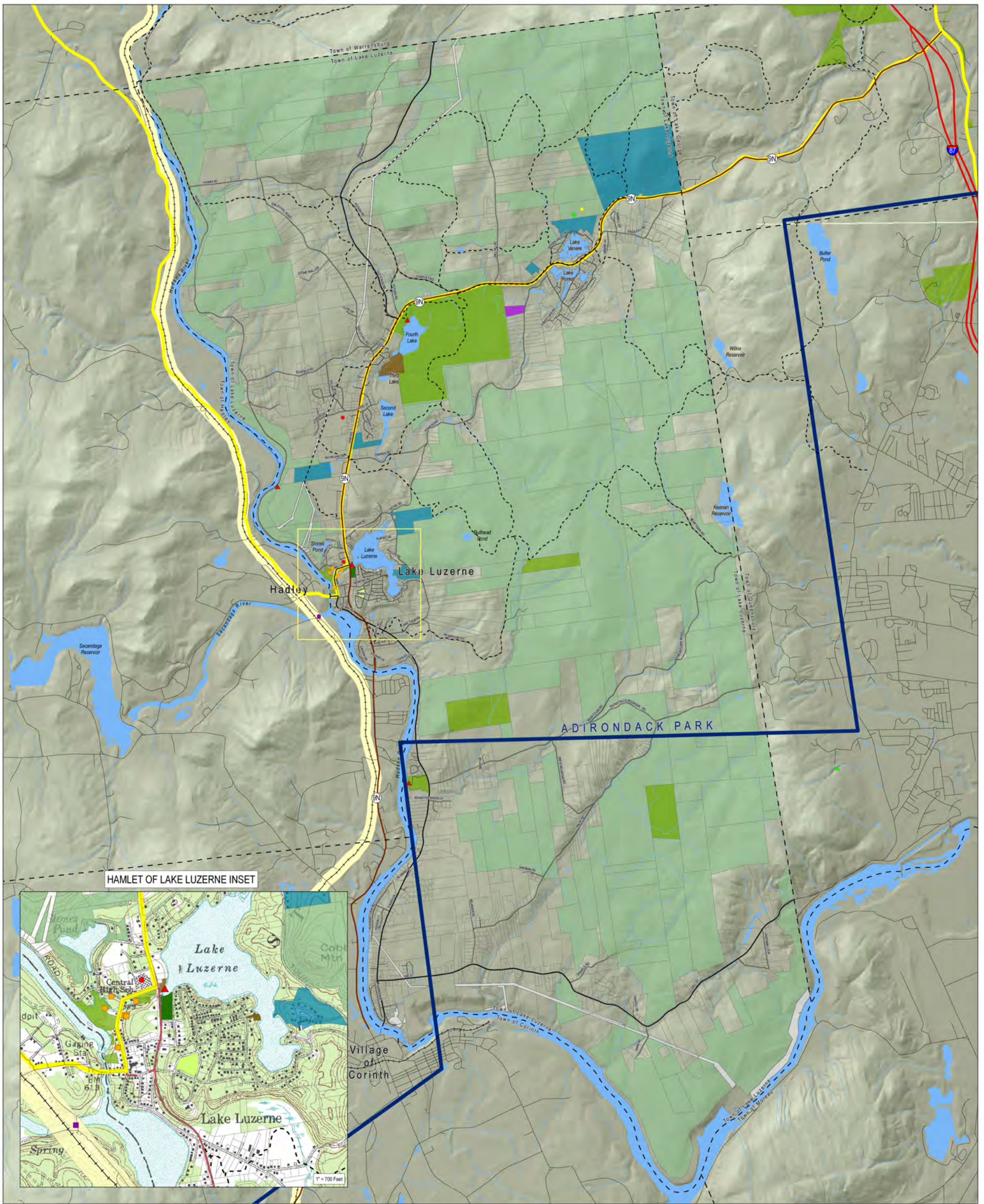
rail connection is well under way. This plan is has the intention of “creating an integrated tourism experience along the Upper Hudson Corridor. The First Wilderness Heritage Corridor concept will include both wilderness and heritage tourism opportunities within these communities to the themes of environmental preservation, economic viability, and community character.



Due to the Adirondack Park’s mission to preserve open space and natural forestland coupled with many large parcel ownerships by State and private interests, there is a vast amount of open space within the Town and in the surrounding areas. These areas provide beautiful scenic views, wildlife habitat, and a plethora of outdoor recreation and relaxation opportunities for residents and visitors alike.

Protection of scenic and historic resources is critical to maintaining the character of a community like Lake Luzerne. The mission of the Adirondack Park Agency, along with the large amount of land owned by New York State contributes to the protection of these resources. In addition, the Open Space Institute acquired three parcels from National Grid directly behind the Lake Luzerne Town Hall that are being transformed into a series of trails that will allow public access to a beautiful portion of the Hudson River.

Map 7: Recreation and Open Space



OPEN SPACE & RECREATION

Lake Luzerne

Waterfront Revitalization Strategy

& Comprehensive Plan

Map 7

June 2007

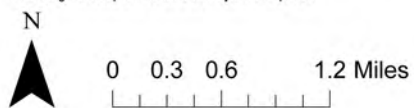
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This document was prepared for the Town of Lake Luzerne with funds provided by the New York State Department of State Division of Coastal Resources under Title 11 of the Environmental Protection Fund Act.



KEY

- | | |
|--------------------------|--------------------------------------|
| ■ NATIONAL REGISTER SITE | — SCENIC HIGHWAY |
| ■ HISTORIC SITE | ▭ PARCEL BOUNDARY* |
| ● SCHOOL | ▭ ADK PARK BLUE LINE |
| ● X-COUNTRY SKI CENTERS | ▭ RIDING STABLE |
| ● DOWNHILL SKI CENTER | ▭ IMPROVED BEACH |
| ▲ BOAT ACCESS | ▭ CAMPING FACILITY |
| --- SNOWMOBILE TRAIL | ▭ PLAYGROUND |
| --- RAILROAD | ▭ PICNIC GROUND |
| --- TOWN BOUNDARY | ▭ VACANT PUBLIC UTILITY |
| — STATE HIGHWAY | ▭ WATERBODY |
| — COUNTY ROAD | ▭ STATE OR TOWN PARK |
| — LOCAL ROAD | ▭ FORESTED LAND |
| — HYDRO | ▭ FIRST WILDERNESS HERITAGE CORRIDOR |



Environmental Features:

Lakes & Waterways

The identity of the Town of Lake Luzerne is closely tied to its waters. The confluence of the Hudson and Sacandaga Rivers and the many lakes and streams provide beauty, recreation opportunities, and wildlife habitat. The quality of these waters is variable, with a number of different factors contributing to the health of the waterways. Table 3 below shows the NYS Department of Environmental Conservation (DEC) classifications for the major water bodies in Lake Luzerne.

Table 3 Water Quality	
Name	Class *
Upper Hudson River	B,C
Sacandaga River	C
Lake Luzerne	B
Second Lake	B
Third Lake	C
Fourth Lake	B
Stewart Lake	C
Lake Vanare	B
Forest Lake	B
Bullhead Pond	C
Source: New York State Department of Environmental Conservation *The classification AA or A is assigned to waters used as a source of drinking water. Classification B indicates a best usage for swimming and other contact recreation, but not for drinking water. Classification C is for waters supporting fisheries and suitable for non - contact activities. The lowest classification and standard is D.	

Because the Town of Lake Luzerne and its surrounding areas are so dependent on the waters for tourism and recreation it is crucial that water quality be maintained at the highest level possible. Some factors that contribute to the degradation of lakes and waterways include runoff from nearby roadways, leaking or failing septic systems, fertilization of lawns and landscaping, removing vegetation from shorelines, and erosion of steep slopes due to weathering and development. The waterways in Lake Luzerne are susceptible to all of these issues and should take care in creating regulations and monitoring procedures that work to reduce the impact of the uses surrounding the lakes and river. The waters in Luzerne are used for a number of different activities. The Hudson River is accessible to motorized boats between Rockwell Falls and the Spier Falls Dam. The upper portions of the Hudson are mainly host to small personal watercraft such as canoes and kayaks. White-water rafting is a popular activity on parts of the Hudson as well. The lakes within the Town are of varying sizes and therefore support a variety of uses. Fishing is common on all lakes, as is the use of small non-motorized boats.

Wetlands

Wetlands are an important ecological feature and provide a number of valuable environmental benefits. Wetlands recharge ground water supplies and improve water quality by filtering out nutrients, sediments, and pollutants. They provide habitat, protection, and food for many species of flora and fauna and can serve as feeding or resting grounds for migratory birds. Disturbing wetlands can be harmful to the environment and is widely discouraged.

Construction and other disturbances of wetlands are regulated by federal, state, and local authorities, including New York State Department of Environmental Conservation, Adirondack Park Agency, U.S. Army Corps of Engineers, U.S. Environmental Protection Agency, and local government. Federal and Adirondack Park Agency classified wetlands in the Town of Lake Luzerne are shown on the Natural Resources Map (Map 8).

Floodplains

Floodplains denote areas that are periodically inundated by floodwaters. There are a number of 100- and 500-year floodplains in the Town of Lake Luzerne. The most considerable floodplain areas are located along the Hudson River, around the Second and Fourth Lake areas, and around the creek running along Glens Falls Mountain Road (See Map 8). Development regulations may apply within these boundaries.

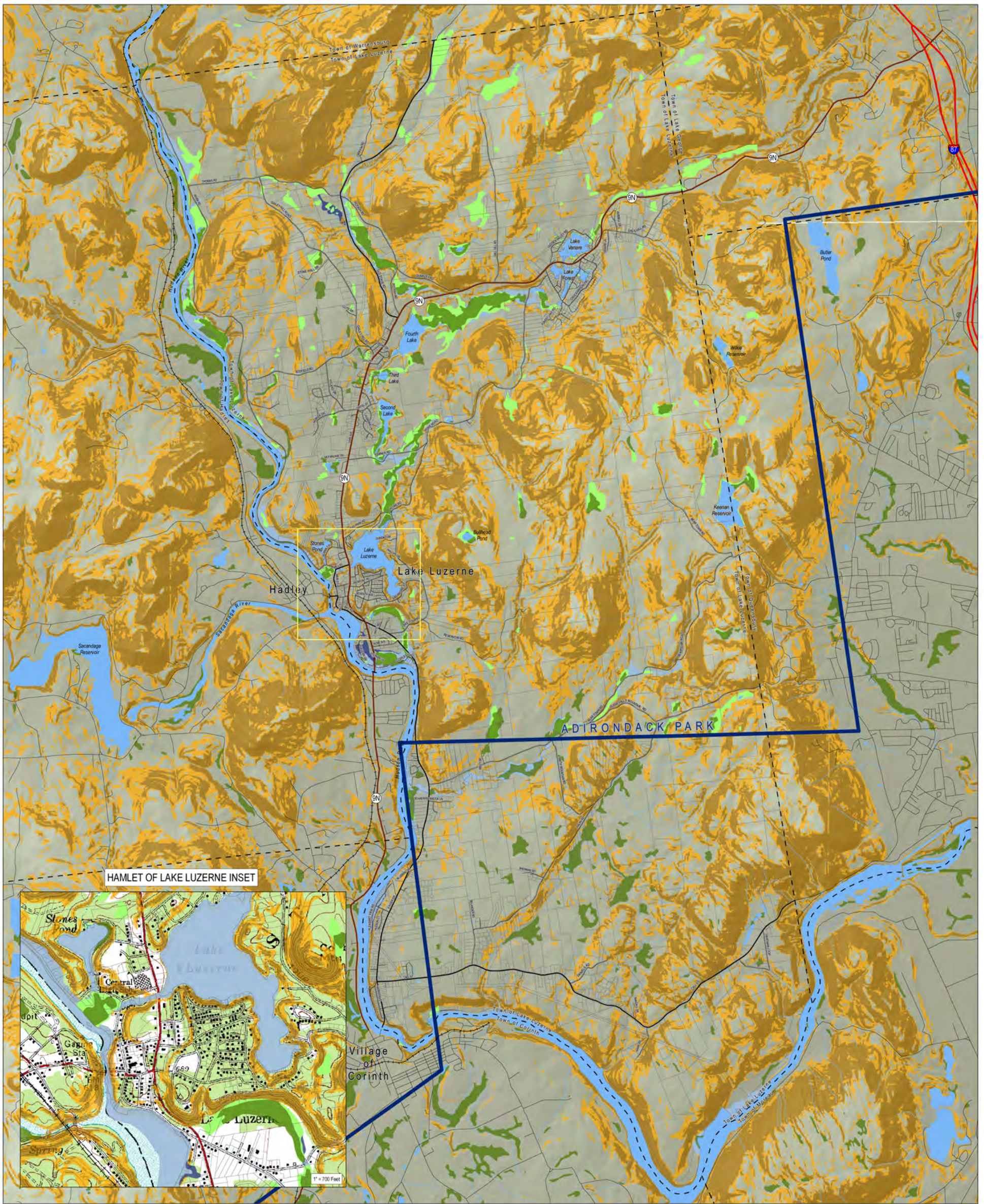


Steep Slopes

Due to the location of Lake Luzerne in the Adirondack Mountains, the Town's topography contains a considerable number of areas with steep slopes. Steep slopes are undesirable for development for a number of reasons. Disturbing the ground and removing trees on land with considerable slope can be harmful to environmental quality by producing high levels of erosion and runoff that can carry sediment and nutrient loads into nearby waterways. Additionally, removing vegetation from the slopes and ridges can create instability and the potential for slope failure (landslides). Developing on steep slopes can also be very costly and lead to the degradation of valuable scenic viewsheds within a region.

The Natural Resources Map (Map 8) shows the areas of Lake Luzerne that contain steep slopes. This map will be used to highlight areas of the Town that are inappropriate for development. Many of these areas of steep slopes are already zoned for uses that discourage or prohibit development. However, as Lake Luzerne continues to grow, some of the areas with development constraints such as steep slopes may one day become attractive for development. It is important to identify these areas and make the appropriate changes to the Zoning Ordinance in order to ensure the preservation of these sensitive areas and scenic vistas.

Map 8: Natural Resources

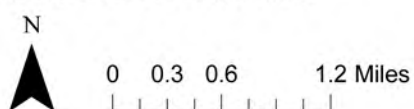


NATURAL RESOURCES

Lake Luzerne Waterfront Revitalization Strategy & Comprehensive Plan

Map 8
June 2007

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KEY

- | | | | |
|--|------------------|--|---------------------------|
| | RAILROAD | | ADIRONDACK PARK BLUE LINE |
| | TOWN BOUNDARY | | WATERBODY |
| | STATE HIGHWAY | | FEDERAL WETLAND |
| | COUNTY ROAD | | APA WETLAND |
| | LOCAL ROAD | | 100 YEAR FLOODPLAIN* |
| | HYDRO | | 500 YEAR FLOODPLAIN* |
| | PARCEL BOUNDARY* | | 16% - 25% SLOPE |
| | | | > 25% SLOPE |

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Transportation and Infrastructure:

Existing Roads

State Route 9N is the major thoroughfare through Lake Luzerne, and the only state highway in the Town. Route 9N comes from the south from Saratoga Springs and runs north from Corinth up the west side of the Hudson River in the Town of Hadley until it crosses over the Hudson and travels north/northeast thorough Lake Luzerne and on to Lake George, where it meets the Adirondack Northway, Interstate 87. The majority of traffic in the Town travels on Route 9N, with the NYS Department of Transportation projecting an average of between 4500 and 5500 vehicles per day in 2004.

The Adirondack/ Glens Falls Transportation Council is the Metropolitan Planning Organization for the area in which Lake Luzerne is located. Their most recent Transportation Improvement Program (TIP) for 2007-2012 (still in draft form) shows two projects scheduled for the Town of Lake Luzerne. These improvement projects are the replacement of the bridge where State Route 9N crosses over the Hudson River, and a rehabilitation of the County Route 44 bridge (known as Bridge Street, Mill Street, or Main Street) crossing over the Hudson into Saratoga County.

The Warren County Department of Public Works is responsible for the maintenance of all county roads within the Town of Lake Luzerne. These include County Routes 16, 32, 44, and 60. Currently no major projects other than those listed above are planned for the immediate future. The Town of Lake Luzerne maintains all roads within the Town other than Route 9N and the County Roads listed above.

The condition of roadways within Lake Luzerne varies widely. Many of the high traffic roads are well-maintained with good pavement, but most lack a significant shoulder. Some of the smaller roads have fallen into disrepair or have areas that could use reinforcement or minor surface repairs. A consistent issue throughout the Town is the need for wider shoulder areas along the roadways that would provide safer travel for vehicles, pedestrians, and cyclists alike.

Sidewalks within the Town are unnecessary in many places due to the rural nature of the built environment. However, the Hamlet area of Lake Luzerne has sufficient and well-maintained sidewalks for the denser building pattern that exists there. This infrastructure allows residents and visitors alike to enjoy the amenities and scenery of the Lake Luzerne Hamlet area without necessitating vehicle use.



Scenic Byways

The New York State Department of Transportation has been sponsoring the designation of Scenic Byways throughout the state. As Scenic Byway is a road corridor that has regionally outstanding scenic, natural, recreational, cultural, historic, or archaeological significance. These corridors offer an alternative travel route to the major highways and daily travel patterns, while telling a story about the Adirondack North Country's heritage, recreational activities, or beauty.



One such Byway, the Dude Ranch Trail Scenic Byway, travels through the Town of Lake Luzerne and highlights the Adirondack cowboy history of the area. This route is a 40 mile loop that begins in Lake George, travels north along Route 9 to Warrensburg and turns southwest on Route 418 to Stony Creek. From Stony Creek the Byway follows Route 1 south along the Hudson River and crosses over at Hadley into the Town of Lake Luzerne, where it follows Route 9N back to Lake George. In Lake Luzerne the Dude Ranch Trail Scenic Byway passes by the Painted Pony Rodeo and various horseback riding stables in operation today, as well as the sites of similar attractions from the past.

Figure 1 Dude Ranch Trail Scenic Byway

<http://www.adirondack.org/byways/bywayduderanch.php>

Parking

Public parking is provided in some areas of the Town. These parking facilities are mainly located near public use areas such as lake and river access points, Town Hall, the Hadley-Luzerne Central School, and others. There is a parking ordinance in effect that prohibits parking of vehicles on any public street or highway between the hours of 12:00 midnight and 6:00am during the time period between November 15 and April 15. There is no obvious deficiency in parking spaces available for the patronage of local businesses, as most commercial properties have parking provided on premises.

Pedestrian/Bicycle Resources

Due to the fact that the majority of roadways in the Town are rural State or County Routes there is very little provision for pedestrians and bicycles. The only notable areas of roadway with sidewalks are located in the business district in the Hamlet of Lake Luzerne. Pedestrians wishing to travel on other routes must use the shoulder or sides of the road for walking. Similarly, there are no bike lanes on any roadways within the Town, and cyclists must travel on the roadways or road shoulders.

The safety of pedestrians and cyclists in the area should be addressed, as these are popular modes of transportation for young people as well as for tourists and those seeking recreational and scenic travel options. Warren County has instituted a policy stating that all County roads when re-surfaced will be expanded to contain a minimum of 4 feet of shoulder pavement on each side. This policy will allow secondary roadways to become bicycle friendly alternatives to the main thoroughfares which can become quite busy, especially during the summer months. Similar attention could be paid by the Town during roadway projects to improve the safety and accessibility of Lake Luzerne to these alternative modes of transportation.

Water & Sewer Infrastructure

A municipal water system serves a portion of the Lake Luzerne population, mainly those areas in the Hamlet of Lake Luzerne and surrounding areas. The existing water system in the main hamlet currently serves approximately 850 customers, and a smaller water district in the Hudson Grove area serves 119 properties with water purchased from Corinth's municipal water system.

There is currently no municipal sewer system in the Town, necessitating the construction of a separate septic system for each developed parcel of land. The topography in the Lake Luzerne hamlet makes installation and operation of septic systems difficult, and cannot support any further development. If any expansion or development is to occur within the Hamlet area, provisions for sewage removal are necessary

A Feasibility Report was completed in March 2006 regarding options for a municipal sewer system. These options included expanding the existing facilities in the Town of Hadley in a number of different ways, or creating a new system within the Town of Lake Luzerne. To date no action has been taken on the outcome of this report.