

**Town of Lisle
Comprehensive Plan**

Final

Adopted February 8, 2001

I. Overview	1
Introduction	1
II. Community Profile	3
Lisle History	3
Demographics	3
Land Use	12
Land Use Patterns	14
Natural Resources	15
Government/Public Resources	22
Transportation	23
Existing Laws	25
III. Public Participation.....	27
Lisle Planning Survey	27
Public Meeting and Public Hearing	31
IV. Goals and Recommendations.....	33
V. Maps	
VI. Exhibits	

I. Overview

The Town of Lisle is a rural town in the northern most portion of Broome County. (see Map 1) The town measures approximately 47 square miles. The three largest land uses in the town are Agriculture (60.21%), Residential (29.20%), and Forest (7.07%). The town contains the Village of Lisle, but this comprehensive plan deals exclusively with the town of Lisle.

According to the 2000 Census, the population of the Town (excluding the Village) was 2,405 persons. Lisle's population is younger and the household size is substantially larger than the remainder of Broome County. The town has a far larger percentage of owner-occupied housing (84%) than the County as a whole (65%).

The Town is not served by public water or sewer. The Town does not currently have a comprehensive plan, zoning, or subdivision regulations. There is, however, a junk ordinance and a building permit law.

Introduction

The comprehensive planning process gives a town an opportunity to express its goals and objectives for the future. Through the adoption of a comprehensive plan, a community can focus its energies on priority needs.

A comprehensive plan affords a town additional protections. Under State law, a comprehensive plan ensures capital projects of other governmental agencies must take the plan into consideration. A comprehensive plan can also enhance grant writing opportunities for a Town. Federal and State grants often favor communities requesting grants for projects that are recommended by a comprehensive plan. During the survey of Town of Lisle residents, a total of 68% of the respondents agreed that there was a "need for a comprehensive plan to include guidelines for future residential and commercial development."

Section 272-a of General Town Law outlines the definitions, content, and process of preparing a town comprehensive law. In adopting Section 272-a, the New York State Legislature found that, "Among the most important powers and duties granted by the legislature to a town government is the authority and responsibility to undertake town comprehensive planning and to regulate land use for the purpose of protecting the public health, safety and general welfare of the people of each town". Section 272-a lists the contents of a town plan (see Exhibit 1).

The Town board can prepare a comprehensive plan, or it can direct a planning board or special board to prepare the plan. If a planning board prepares the plan, it must hold one or more public hearings to "assure full opportunity for citizen participation in the preparation" of the proposed plan. Within 90 days of receiving the planning board's recommendations, the town board must hold a public hearing on the plan. The town board public hearing must be prior to the adoption of the plan.

The proposed plan must be referred to the Broome County Department of Planning and Economic Development for "review and recommendation". The town comprehensive plan is

also subject to the state environmental quality review act. A town comprehensive plan must also “take into consideration applicable county, agricultural and farmland protection plans as created under twenty-five-AAA of the agriculture and markets law”.

Adoption of a town comprehensive plan has two effects in the law:

- a. All town land use regulations must be in accordance with a comprehensive plan, and
- b. All plans for capital projects of another governmental agency on land included in the town comprehensive plan must take the plan into consideration.

A town comprehensive plan, when adopted, must be filed in the office of the town clerk and the Broome County Department of Planning and Economic Development.

The Town of Lisle received a \$3,000 grant from the New York State Planning Federation to underwrite the cost of preparing a comprehensive plan. The Town Board directed the Town Planning Board to develop a comprehensive plan. Working closely with the Broome County Department of Planning and Economic Development, the Planning Board conducted a resident survey and land use inventory to prepare the plan. The Planning Board also conducted numerous meetings with county planners to formulate this plan. Prior to the preparation of this draft, the Planning Board held a public meeting on July 12, 2000 to gather public input. Two public hearings were held to gather testimony regarding the plan. The first public hearing, September 13, 2000, concentrated on assets, liabilities and potential solutions. The second public hearing, February 8, 2001, was an opportunity for Town residents to comment on the draft comprehensive plan.

II. Community Profile

Lisle History

Lisle was first settled by Europeans in the 1790's. At that time, the area was part of the Town of Union. In 1800, the Town of Lisle was formed and consisted of what is now known as Lisle, Triangle, Barker and Nanticoke. The current boundaries of the town were drawn in 1831, when Triangle, Barker and Nanticoke became separate towns.

The early economy of Lisle was centered on the logging and timber industry, primarily hemlock. Many of the trees cut in the town were shipped south via the Tioughnioga River, while others were handled by an active saw mill industry in the town. One of the chief products of the lumber industry was hemlock bark for the tanning of sheepskins. Tanneries, including a major facility in Center Lisle, were active until approximately 1920.

Through the 1800's, the Town of Lisle was a self-reliant community with a vibrant and diverse economic base. In addition to the sawmills and tanneries, there were gristmills, a sash and blind factory, a gun factory, creameries, blacksmiths, wheelwrights, doctors, lawyers, and grocery stores.

Lisle had one of the first libraries in Broome County, founded in the early 1800's. The library was complemented by the well-regarded Lisle Academy high school. These educational institutions produced several prominent citizens, namely a founder of Smith-Corona, Inc., a president of Princeton, and a businessman who was significant in the growth of Ithaca Gun Company. The current library, built in 1924, was subsidized by Herbert Franklin. Mr. Franklin was the founder of the Franklin Automobile Company and a former Lisle resident.

Demographics

The most comprehensive demographic data available for the Town of Lisle is the 1990 Census. This information will be replaced by 2000 Census data as it is released. For all of the demographic data the numbers for the Village of Lisle will be broken out where possible.

Population

The following table shows the total population for Broome County, the Town of Lisle, and the Town of Lisle excluding the Village.

<u>Population</u>	<u>1950</u>	<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1990</u>	1990-00 Percent <u>2000</u> <u>Change</u>
Broome County	184,698	212,661	221,815	213,648	212,158	200,536 -5.5
Lisle Town (incl Village)	1,534	1,587	1,917	2,039	2,486	2,707 +8.9
Lisle Town (excl Village)	n/a	n/a	1,581	1,682	2,161	2,405 +11.3

Broome County's population declined by 5.5% from 1990 to 2000. The Town of Lisle, excluding the Village, grew by 244 residents, an increase of 11.3%

Age

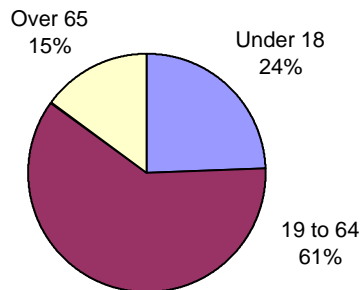
Town of Lisle age breakdowns from the 1990 Census differ from the County population. Over one-third (33.4%) of Town of Lisle Residents are 18 and under. The percentage for the County is under one-quarter (24.3%). This disparity also shows up at the other end of the age spectrum. Nearly twenty percent (19.9%) of County residents are 65 or older, but only 3.2% of Town of Lisle residents, excluding the Village, are 65 or over.

2000 Population by Age

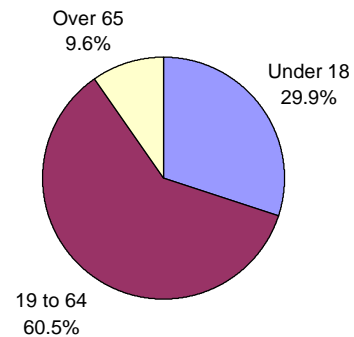
<u>Age</u>	<u>Broome County</u>	<u>%</u>	<u>Town of Lisle (incl. Village)</u>	<u>%</u>	<u>Village of Lisle</u>	<u>%</u>	<u>Town of Lisle (excl. Village)</u>	<u>%</u>
Under 18	46,123	23.0%	801	29.6%	81	26.8%	720	29.9%
18 to 64	121,525	60.6%	1,621	59.9%	167	55.3%	1,454	60.5%
65 and Over	<u>32,888</u>	16.4%	<u>285</u>	10.5%	<u>54</u>	17.9%	<u>231</u>	9.6%
Total Persons	200,536		2,707		302		2,405	

The differences in age distribution are better illustrated in the following charts. This difference may be explained in part by the concentration of elderly housing facilities and services in the urban centers.

Broome County Population Age Distribution

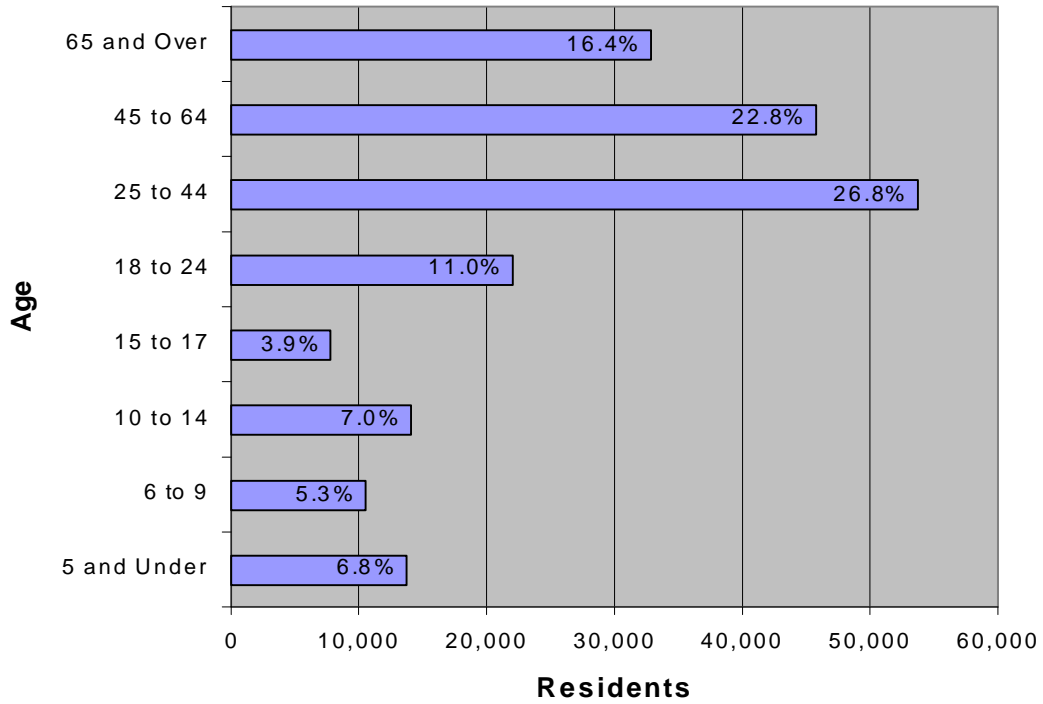


Town of Lisle (excluding Village) Age Distribution

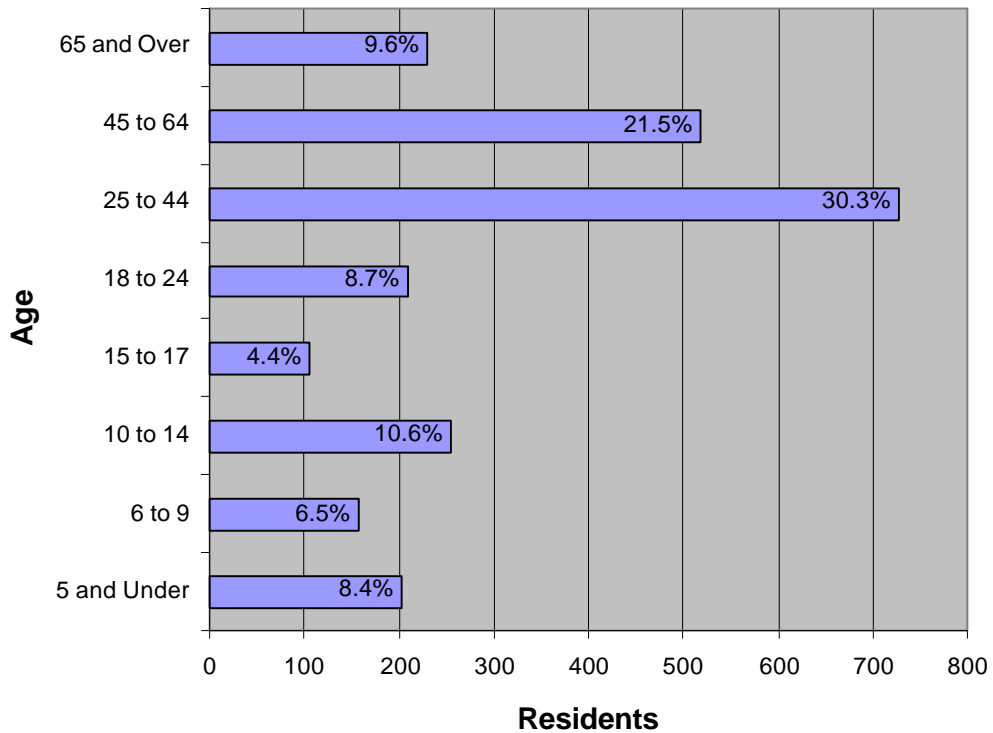


The following charts show a more detailed breakdown of the age groups:

Broome County Age Cohorts



Town of Lisle Age Cohorts (excluding the Village of Lisle)



Household Size

As might be expected, the presence of a larger under 18 population results in larger household size for the Town of Lisle as compared with Broome County. In 2000, those numbers are as follows:

	Total Persons in <u>Households</u>	Number of <u>Households</u>	Household <u>Size</u>
Broome County	205,536	80,749	2.5 persons/hhold
Lisle Town (incl. Village)	2,707	971	2.8 persons/hhold
Lisle Village	302	116	2.6 persons/hhold
Lisle Town (excl. Village)	2,405	855	2.8 persons/hhold

These figures do not include residents of jails, hospitals, nursing homes or other group housing facilities. The household size in the Town of Lisle, exclusive of the Village, is 12% higher than the household size for Broome County.

Persons Per Household

The difference in household size can be further demonstrated by looking at the number of persons per household, as shown in the following table from the 2000 Census:

	Total <u>Households</u>	1 to 2 Persons/ <u>Household</u>	%	3 or more Persons/ <u>Household</u>	%
Broome County	80,749	52,140	64.6%	28,609	35.4%
Lisle Town (incl. Village)	971	522	53.8%	449	46.2%
Lisle Village	116	62	53.4%	54	46.6%
Lisle Town (excl. Village)	855	460	53.8%	395	46.2%

For the Town, over 53% over the households have 3 or more persons. For the County, that figure is under 36%.

Race

As documented by the 1990 Census, the racial profile for Broome County and Lisle is as follows:

<u>Race</u>	Broome <u>County</u>		Town of Lisle (incl. Village)				Town of Lisle (excl. Village)			
		%		%		%		%		
White	203,387	96.0%	2,468	99.0%	325	100%	2,143	99.0%		
Black	2,999	1.4%	2	0.1%	-	-	2	0.1%		
American Indian, Eskimo, Aleutian Islander	438	0.2%	9	0.4%	-	-	9	0.4%		
Asian or Pacific Islander	3,661	1.7%	4	0.2%	-	-	4	0.2%		
Other Race	675	0.3%	3	0.1%	-	-	3	0.1%		

Income

The median income from the 1990 Census is as follows:

Broome County: \$28,743 Town of Lisle: \$25,446 Village of Lisle: \$22,500

Information for the Town excluding the Village was not available.

Poverty Level

The 1990 Census measured poverty level. The poverty level for persons, broken down by age group was as follows:

<u>Income below Poverty</u>	<u>Broome</u> <u>County</u>	<u>%</u>	<u>Town of</u> <u>Lisle (incl.</u> <u>Village)</u>	<u>%</u>	<u>Village of</u> <u>Lisle</u>	<u>%</u>	<u>Town of</u> <u>Lisle (excl.</u> <u>Village)</u>	<u>%</u>
Under 5 years old	2,186	1%	49	2%	18	6%	31	1%
Total persons below	21,530	11%	304	12%	71	22%	233	11%
Total Persons	212,160		2,486		325		2,161	

The poverty levels for the Town are identical to the Census numbers for Broome County.

Family Type

The Census provides a measure of family type including single family head of households, broken down by gender. Family types from the 2000 Census are as follows:

<u>Family Type</u>	<u>Broome</u> <u>County</u>	<u>%</u>	<u>Town of</u> <u>Lisle (incl.</u> <u>Village)</u>	<u>%</u>	<u>Village of</u> <u>Lisle</u>	<u>%</u>	<u>Town of</u> <u>Lisle (excl.</u> <u>Village)</u>	<u>%</u>
Married-couple	38,408	76%	570	79%	76	81%	494	78%
Male Householder	3,099	6%	58	8%	4	4%	54	9%
Female Householder	<u>8,724</u>	17%	<u>98</u>	13%	<u>15</u>	15%	<u>83</u>	13%
	50,231		726		95		631	

Occupation

According to the 1990 Census, the Occupations for Lisle residents are as follows:

<u>Occupation</u>	Broome		Town of		Village of		Town of	
	<u>County</u>	<u>%</u>	<u>Village)</u>	<u>%</u>	<u>Lisle</u>	<u>%</u>	<u>Village)</u>	<u>%</u>
Managerial	29,024	29%	183	17%	17	14%	166	17%
Technical, Sales, Admin Support (Clerical)	31,351	32%	260	24%	31	25%	229	24%
Service	14,479	15%	160	15%	30	24%	130	14%
Farming, Forestry, Fishing Precision Production, Craft and Repair	932	1%	88	8%	8	6%	80	8%
Operators, Fabricators, and Laborers	9,963	10%	156	15%	18	14%	138	15%
	<u>13,034</u>	13%	<u>227</u>	21%	<u>21</u>	17%	<u>206</u>	22%
	98,783		1,074		125		949	

Industry

The 1990 Census also documents the industry that employs each member of the labor force. These numbers are as follows:

<u>Industry</u>	Broome		Town of		Village of		Town of	
	<u>County</u>	<u>%</u>	<u>Village)</u>	<u>%</u>	<u>Lisle</u>	<u>%</u>	<u>Village)</u>	<u>%</u>
Agriculture, Forestry, & Fisheries	965	0.9%	94	8.8%	8	5.0%	86	9.4%
Mining	58	0.1%	0	0.0%	0	0.0%	0	0.0%
Construction	5,466	5.5%	105	9.8%	6	3.8%	99	10.8%
Manufacturing	25,611	25.9%	256	23.8%	28	17.5%	228	24.9%
Transportation	2,587	2.6%	46	4.3%	8	5.0%	38	4.2%
Communications & Other Utilities	2,539	2.6%	18	1.7%	2	1.3%	16	1.8%
Wholesale Trade	3,198	3.2%	34	3.2%	30	18.8%	4	0.4%
Retail Trade	17,593	17.8%	178	16.6%	30	18.8%	148	16.2%
Finance, Insurance & Real Estate	4,473	4.5%	38	3.5%	5	3.1%	33	3.6%
Services	33,204	33.6%	276	25.7%	38	23.8%	238	26.1%
Public Administration	<u>3,089</u>	3.1%	<u>28</u>	2.6%	<u>5</u>	3.1%	<u>23</u>	2.5%
	98,783		1,073		160		913	

The most striking labor force difference between the County and the Town is in the proportion of the workforce employed in Agriculture, Forestry, and Fisheries. For the County as a whole, less than 1% of the employed persons works in this sector of the economy. For the Town, excluding the Village, over ten times that percentage (9.4%) works in Agriculture, Forestry, and Fisheries.

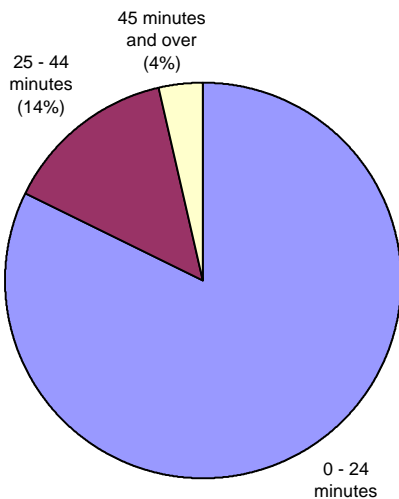
Commute Times

Nearly 80% of Lisle residents are employed in commercial occupations (occupations other than Agriculture, Mining, and Construction). However, according to the land use survey included later in this plan, less than 1% of the land in Lisle is used for commercial purposes. As a result, Lisle has a large commuter population. According to the 1990 Census, travel time for Lisle residents is far longer than for the County as a whole. These figures are as follows:

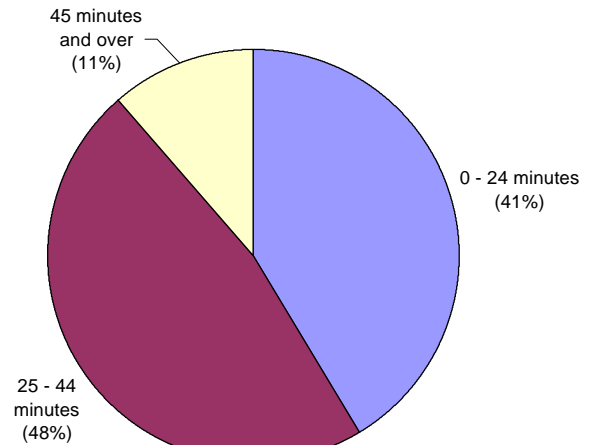
Travel Time to Work (in minutes)	Broome County	%	Town of Lisle (incl. Village)	%	Village of Lisle	%	Town of Lisle (excl Village)	%
0 - 4	3,947	4.1%	86	8.2%	22	16.5%	64	7.0%
5 - 9	14,614	15.1%	82	7.8%	10	7.5%	72	7.8%
10 - 14	22,567	23.3%	76	7.2%	4	3.0%	72	7.8%
15 - 19	21,231	21.9%	94	8.9%	6	4.5%	88	9.6%
20 - 24	15,533	16.0%	76	7.2%	11	8.3%	65	7.1%
25 - 29	5,041	5.2%	71	6.7%	3	2.3%	68	7.4%
30 - 34	6,578	6.8%	260	24.7%	36	27.1%	224	24.3%
35 - 39	715	0.7%	60	5.7%	8	6.0%	52	5.7%
40 - 44	849	0.9%	77	7.3%	9	6.8%	68	7.4%
45 - 59	1,701	1.8%	82	7.8%	15	11.3%	67	7.3%
60 - 89	1,272	1.3%	30	2.8%	2	1.5%	28	3.0%
90 or more work at home	561 2,419	0.6% 2.5%	5 54	0.5% 5.1%	0 7	0.0% 5.3%	5 47	0.5% 5.1%
Ave. Travel Time:	16		25		24		not available	

Travel times can be summarized by the following charts:

**Commute Times for
Broome County Residents**



**Commute Times for
Town of Lisle Residents**



Housing

The 1990 Census also provides information on housing in the Town of Lisle. Several pieces of information from the Census can shed a great deal of light on the housing conditions in the Town.

Age of Housing

As a general measure of housing condition, the age of housing is prime indicator. For the Town the age of housing is as follows:

<u>Year Built</u>	<u>Broome</u> <u>County</u>	<u>%</u>	<u>Town of</u> <u>Lisle (incl.</u> <u>Village)</u>	<u>%</u>	<u>Village of</u> <u>Lisle</u>	<u>%</u>	<u>Town of</u> <u>Lisle (excl.</u> <u>Village)</u>	<u>%</u>
1939 or earlier	32,726	37%	373	40%	92	63%	281	35%
1940 to 1989	55,243	63%	565	60%	53	37%	512	65%
Median Year Built:	1951		1961		1939		Not Available	

Complete Plumbing

The condition of housing units can be gauged by measures such as complete plumbing. The 1990 Census provides an analysis of the existence of plumbing by housing type. These figures are as follows:

Percent of Housing
Units Lacking
Complete Plumbing

<u>Housing Type</u>	<u>Broome</u> <u>County</u>	<u>Lisle</u> <u>Town (incl.</u> <u>Village)</u>	<u>Lisle</u> <u>Village</u>	<u>Lisle</u> <u>Town (excl.</u> <u>Village)</u>
Single Family	0.4%	0.6%	0.0%	0.7%
Two-Family	0.3%	0.0%	0.0%	0.0%
Three or More Units	1.0%	0.0%	0.0%	0.0%
Mobile Home	1.3%	3.0%	0.0%	3.2%

The greatest deficiency in the Town was in the mobile homes. A total of 3.2% of the mobile homes, representing 5 mobile homes, in the Town lack plumbing facilities.

Source of Water

Another important housing data item from the Census is Source of Water. Those results are as follows:

<u>Source of Water</u>	<u>Broome</u> <u>County</u>	<u>%</u>	<u>Town of</u> <u>Lisle (incl.</u> <u>Village)</u>	<u>%</u>	<u>Village of</u> <u>Lisle</u>	<u>%</u>	<u>Town of</u> <u>Lisle (excl.</u> <u>Village)</u>	<u>%</u>
Public System or Private Company	66,808	75.9%	160	17.1%	106	73.1%	54	6.8%
Individual Well								
Drilled	19,121	21.7%	701	74.7%	33	22.8%	668	84.2%
Dug	1,135	1.3%	24	2.6%	1	0.7%	23	2.9%
Some Other Source	905	1.0%	53	5.7%	5	3.4%	48	6.1%

The overwhelming majority of Town residents are on individual wells (87.1% versus 23% for the County). Presumably, the remaining Town residents (12.9%) are on shared wells.

Sewage Disposal

Another piece of housing information available from the Census that is relevant to a comprehensive plan is the method of sewage disposal for Town Residents. For 1990, the Census had the following findings:

<u>Sewage Disposal</u>	<u>Broome</u> <u>County</u>	<u>%</u>	<u>Town of</u> <u>Lisle (incl.</u> <u>Village)</u>	<u>%</u>	<u>Village of</u> <u>Lisle</u>	<u>%</u>	<u>Town of</u> <u>Lisle (excl.</u> <u>Village)</u>	<u>%</u>
Public Sewer	62,897	71.5%	36	3.8%	10	6.9%	26	3.3%
Septic Tank or Cesspool	24,650	28.0%	882	94.0%	135	93.1%	747	94.1%
Other Means	422	0.5%	20	2.1%	0	0.0%	21	2.6%

Because no public sewer serves the Town, the 5.9% of residents listing a Public Sewer or Other Means have an unknown method of sewage disposal. Some of these may have a direct connection to the storm sewer system, and others may be unaware of the existence of a septic system on their property.

Housing Tenure

The Census also provides a measure of renter occupied versus owner occupied housing. Those numbers from the 2000 Census are as follows:

<u>Tenure</u>	<u>Broome</u> <u>County</u>	<u>%</u>	<u>Lisle</u> <u>Town</u>	<u>%</u>	<u>Lisle</u> <u>Village</u>	<u>%</u>	<u>Town of</u> <u>Lisle (excl.</u> <u>Village)</u>	<u>%</u>
Owner Occupied	52,566	65%	803	83%	86	74%	717	84%
Renter Occupied	<u>28,183</u>	35%	<u>168</u>	17%	<u>30</u>	26%	<u>138</u>	16%
	80,749		971		116		855	

The Town of Lisle, excluding the Village, has a far larger percentage of owner-occupied housing (84%) than the County as a whole (65%).

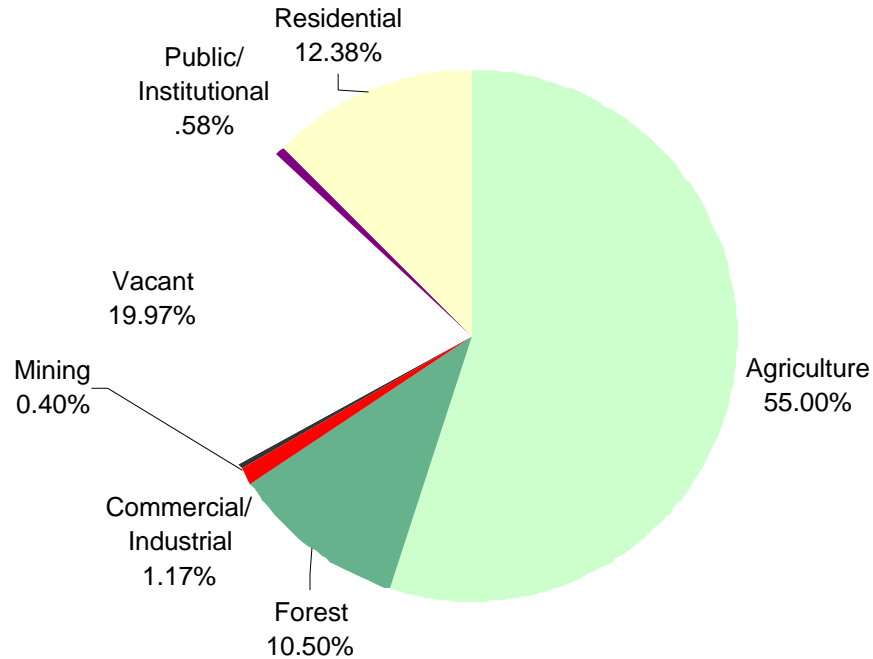
Land Use

The Broome County Real Property Office maintains land use records for each tax parcel. Using the Broome County Department of Planning's Geographic Information System (GIS), the land use records for 2000 were analyzed. Of the 1,450 total parcels in the Town of Lisle, 279 did not have data and therefore could not be analyzed with the GIS. Based upon the records with data, land uses for the Town are as follows:

<u>Land Use</u>	<u>Number of Parcels</u>	<u>Acres</u>	
Agriculture			
Agriculture	164	11,175.50	44.42%
Residential Agriculture	53	2,663.47	10.59%
<i>Total:</i>	217	13,838.97	55.00%
Mining	7	100.17	0.40%
Residential			
Residential	375	1,847.31	7.34%
Mobile Home	166	1,267.89	5.04%
<i>Total:</i>	541	3,115.20	12.38%
Commercial/Industrial			
Commercial	13	288.49	1.15%
Industrial	2	6.78	0.03%
<i>Total:</i>	15	295.27	1.17%
Public/Institutional/Recreation	30	145.05	0.58%
Forest	35	2,641.97	10.50%
Vacant	326	5024.42	19.97%
<i>Total:</i>	1,171	25,161	

The following chart outlines the land uses for the town.

Town of Lisle Land Uses



Agriculture: Based on the 2000 Broome County Real Property records, the total land in Agriculture was approximately 13,838 acres. This land use, which includes agricultural land uses and farms with homes on the property, makes up 55% of the Town of Lisle. For the county as a whole, less than 20% land area is used for agriculture. Agricultural land uses comprise four times the land area of residential land uses in Lisle.

Portions of the Town of Lisle are within Agriculture District 5. Agriculture Districts are established under Article 25AA of the New York State Agriculture and Markets Law to “conserve, protect and encourage the development and improvement of (New York’s) agricultural land for production of food and other agricultural products.”

Agriculture Districts are reviewed every eight years. More information about Agriculture Districts is included under the Existing Laws section.

The U.S. Census Bureau uses a different method of tracking agricultural land in production. The Census Bureau does a mailing to all individuals, businesses and organizations that are associated with agriculture. They publish the ‘Census of Agriculture’ every five years, but the data is not available at the town level. For the period of 1992 to 1997, 12,065 acres of land in farms were lost in Broome County. This is a decline of 12.3%.

To better understand the agriculture industry in the Town of Lisle, members of the Broome County Planning Department met with David Bradstreet Executive Director of Cornell

Cooperative Extension. According to Mr. Bradstreet, the general trends of farming in Broome County are fewer but larger dairy farms. This loss of dairy farming has been offset by a growth in part-time operations. These smaller operations often fill niche markets and sell directly to the consumer (often via the Internet.) For the Town of Lisle, dairy farmers are well served by the road system. Lisle is also characterized by well-drained soils that are suited to agriculture and gravel mining operations.

Vacant: Vacant land occupies the second largest portion of land: 5,024 acres and 19.97% of the land area of the Town. This includes land that is classified as vacant residential, commercial, and agricultural.

Residential: Residential parcels occupy the third largest land use category. A total of 3,115 acres in the town are residential, representing 12.38% of the total land area. Included in this total are seasonal uses, single and multi-family homes, mobile homes, and home based businesses. Using the 2000 Census population, there are 280 persons per square mile in Broome County and 57 persons per square mile in the Town of Lisle. Farms with homes on the farmland are included under Agriculture.

Forest: A substantial portion of the town is forest land. A total of 35 parcels (2,641 acres) are characterized as forest. This is over 10% of the Town, making it the fourth largest land use in Lisle.

Mining: Mining occupies slightly over 100 acres in the Town, or less than .4%.

Commercial: Commercial land, professional, and industrial uses, consists of 295 acres or just over 1% of the Town.

Public, Institutional, Recreation: This category includes any land owned by the Town (i.e. Highway Garage, Town Hall), cemeteries, or parkland. Over 145 acres in the Town are devoted to this use, or under .6% of the total land area.

Land Use Patterns

Map 2 shows the land use pattern for the Town of Lisle. In reviewing Map 2, one distinct feature of the town is very clear: The Town of Lisle is characterized by very large lot sizes. The average lot size in the town is approximately 21 acres. The average lot sizes for selected land uses are as follows:

	<u>Average Lot Size</u>
Agricultural	63.77 acres
Residential	5.76 acres
Commercial/Industrial	19.68 acres

The average for commercial and industrial land is heavily skewed by the 199 acres occupied by two racetracks in the town. If the racetracks are excluded, the average lot size for commercial and industrial land uses falls to approximately 8 acres.

This pattern of large lot sizes is strikingly different in three areas: Killawog, Center Lisle, and the portion of the town to the east of the Village of Lisle. In these three areas, parcels sizes are predominately 2 acres and under. (See Map 3)

Natural Resources

Wetlands

Wetlands are lands supporting aquatic vegetation that are either submerged or saturated by water for varying periods of time. They are most commonly found on flood plains, in isolated depressions surrounded by dry land, and along the margins of water sources such as rivers, streams, lakes, and ponds. The term also refers to marshes, swamps, and bogs.

The benefits of wetlands include:

1. Water Resource Protection- Wetlands are vital in restoring and maintaining good water quality. Wetlands filter adjacent surface waters and runoff to protect the quality of waterways: Nutrients are removed, chemical and organic wastes are processed, and sediment loads are reduced. Wetlands also serve to recharge ground water and maintain water flow.
2. Flood and Storm Protection- Wetlands serve as a temporary storage of flood waters, thereby lowering flood levels. The excess water is released slowly from the wetland area at a rate more tolerable to existing waterways. Wetland vegetation also decreases the speed and turbidity of the current to reduce erosion damage. The vegetation also works as a filter that removes wastes and sediments carried by the floodwaters.
3. Fish and Wildlife Habitat- Wetlands are essential in the survival of wildlife. An estimated 43% of threatened and endangered species listed in the United States rely directly or indirectly on wetlands for their survival (EPA Wetlands Fact Sheets, #5). Wetlands are used as breeding grounds for many species of waterfowl. One of the major causes for the decline in such populations has been the degradation of wetlands.
4. Aesthetics, Recreation, and Education- With a unique variety of plant and wildlife, wetlands provide a prime setting for activities such as hiking, fishing, boating, bird watching, and photography. Wetlands also offer excellent educational opportunities where knowledge and an appreciation of the value of wetlands may be attained.

Wetlands of 12.4 acres in size or more, or wetlands which are smaller in area but have unusual or local importance are regulated by New York State (6NYCRR Part 662, 663,664). Areas of land and water within 100 feet of such wetlands are also regulated to maintain preservation.

Wetlands are ranked by the Department of Environmental Conservation (DEC) in four classes (I, II, III, IV). The classifications are determined by a number of biological and ecological factors that are detailed in 6NYCRR Part 664.5. The Town of Lisle contains four wetlands that are either of class II or III. On the attached map, wetlands labeled L-2 and L-5 are class II, and wetlands L-3 and L-4 are class III.

Development in wetlands is regulated under Title 6 of New York State Law. According to this law, "Class II wetlands provide important wetland benefits, the loss of which is acceptable only in very limited circumstances. A permit shall be issued only if it is determined that the proposed activity satisfies a pressing economic or social need that clearly outweighs the loss of or detriment to the benefit(s) of the Class II wetland. Class III wetlands supply wetland benefits, the loss of which is acceptable only after the exercise of caution and discernment. A permit shall be issued only if it is determined that the proposed activity satisfies an economic or social need that outweighs the loss of or detriment to the benefits(s) of the Class III wetland.

Activities regulated within wetlands include, but are not limited to: Any kind of draining, dredging, or excavation; removal of soil, mud, sand, gravel, or other aggregate; dumping or filling; erecting of structures; construction of roads or other obstruction; any form of polluting including septic tank or sewage treatment effluent; and any other activity which may impair the functions served by wetlands or the benefits derived from them (A Guide to the Freshwater Wetlands Act, 1976).

Soil

Soil properties, features, and characteristics determine the suitability of certain activities for different soil types. Proper site selection for projects such as construction, residential/industrial development, preservation of wildlife habitat, farming, and recreation all depend on the suitability of the soil type.

The general characteristics that most significantly affect soils are as follows:

1. Flooding: Severe limitations are placed on the use of soils subject to flooding. Septic tank fields, home sites, streets, parking lots, and sites for sanitary landfills are unacceptable in flood hazard areas. Although some minor damage may occur from flooding, the use of landscaped areas such as golf courses, campsites, picnic and playgrounds may only be moderately effected because flooding may be infrequent during the facility's season of use.
2. Wetness: Depression, very poor drainage and fluctuating water tables cause some soils to experience prolonged or seasonal wetness. Such soils have severe limitations for most uses, similar to those areas of flood hazard. Some larger tracts of consistently wet soils may even be considered wetland, and regulated accordingly.
3. Depth to bedrock: Soils underlain by bedrock at a depth of 10 to 20" are regarded as shallow; soils underlain by bedrock at a depth of 20 to 40" are regarded as moderately deep. Depth to bedrock is a factor in the effectiveness of soil percolation and ease of excavation. Uses most

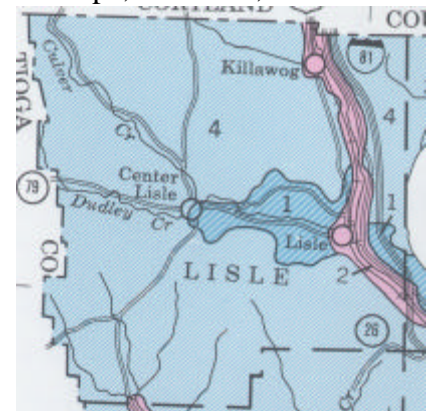
affected by depth of bedrock include septic tank fields, home sites, streets, parking lots, campsites, and any other uses where digging or grading may be necessary. Vegetation may also be difficult to establish in shallow soils.

4. Slope: The severity of slope determines the limitations on land use. Nearly level and gently sloping soils with no significantly detrimental characteristic have few, if any, restrictions. As the degree of slope increases to moderate and severe, so too do the levels of restriction on land use. Erosion is a hazard on sloping soils and must be considered, especially in the development of paths, trails, and landscaping.
5. Stability: Stability is a property relating to a soil's ability to bear loads and stand in cuts. The most critical period of assessment occurs when the soil is wet. Among the most unstable soils are those occurring on flood plains and soils which have unstable subsurface soil layers. Stability of soil is especially significant in the construction of buildings. On-site studies are crucial in the assessment of soil stability and the planning of development.
6. Permeability: Soil permeability is the quality enabling water or air to move through soil. Neither permeable nor impermeable soil is free of restriction. Wetness and moisture which is not able to drain into dense soils remains at, or just below, the surface, thereby limiting uses including septic fields, and recreation and construction sites. Soils with high levels of permeability also have restrictions because the soils absorb substances quickly. Therefore, uses involving any hazardous or potentially polluting material pose a threat of contamination.
7. Fragipan: Fragipan is a dense and brittle layer resulting from extreme density of soils. Most deep soils in upland areas have a fragipan within 3 feet of the surface. The layer slows water percolation, inhibits penetration of roots, makes excavation difficult, and causes perched water tables in wet periods.
8. Texture of soil: Texture affects trafficability, percolation, length of drying time (after precipitation or watering), and ease of establishing and maintaining a grass cover. Other characteristics of texture include the presence of gravel and stones in the soil. Such factors prevent the land from being used for athletic fields and other recreation areas.

Soils are classified by association. Soil associations are distinctive patterns of soils, usually composed of two or more major soils. Minor soils and major soils of other soil associations may also be present. The associations are named from the major soils of the composition. Soils of the same association may differ in characteristics such as slope, stoniness, permeability, and depth to bedrock. The following soils and soil associations are found in Lisle:

- a. Volusia-Mardin Association: "Deep, somewhat poorly drained to well-drained, gently sloping to very steep soils that have an impervious sub-soil on uplands."

Shown on the accompanying map as light blue and labeled number 4, this is the primary soil association found in Lisle,



occurring primarily on uplands. Volusia soils occupy about 45% of the acreage and Mardin soils occupy about 30%. Minor soils occupy approximately 25% of the association.

Volusia soils are somewhat poorly drained. Occurring most commonly on foot slopes, they receive considerable runoff. The very dense, slowly permeable fragipan is at a depth of approximately 15-18", thereby confining the movement of air and water to the soil above and retarding the growth of roots.

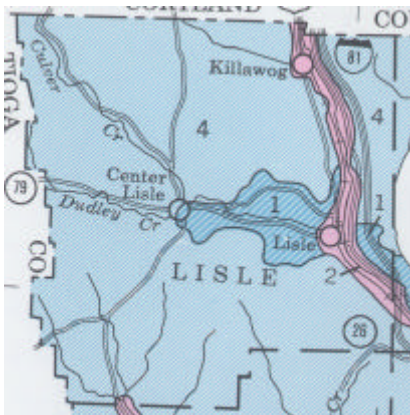
Mardin soils are moderately well drained to drained with a low, permeable fragipan at a depth of 18-22". This soil occurs most commonly on the more convex areas and upper parts of slopes where water does not generally accumulate.

Seasonal wetness, a slowly permeable fragipan, depth to bedrock and slope are features that must be considered if the dominant soils are to be used for residential or industrial development. In addition to the aforementioned characteristics, low fertility and a shallow rooting zone also impose limitations on the use of these soils for crops.

Suitable recreational uses for these soils include campsites, picnic areas, hiking trails and riding trails. The areas are also suitable for open land and woodland wildlife habitats. Reforestation with a suitable species has proved to be satisfactory, though a fair amount of natural forest exists.

- b. Tioga-Chenango-Howard Association: "Deep, well-drained, silty soils on bottom lands and gravelly soils on terraces."

This association is label 1 and is shown as a medium blue with cross-hatching. It commonly occupies floodplains, and the gravelly and silty glacial outwash terraces along major streams. Tioga soils occupy about 55% of the association and are deep, well drained and silty, generally occurring on the flood plains of major streams. The soils of these floodplains are an excellent source of topsoil.



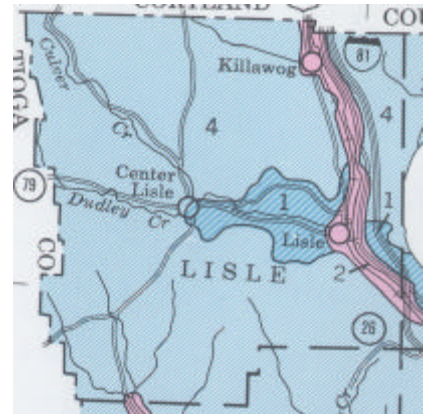
Chenango and Howard soils both occupy about 25% of the association. The deep, well-drained and gravelly soil is found on the nearly level terraces and rolling kames that are above the normal flood level of streams. Chenango and Howard soils are also a good source of sand and gravel.

Residential and industrial development is limited by the hazard of flooding and a high water table. Farming is suitable: Silage corn, grain corn, oats, and hay are appropriate in the better drained soils; wetter soils can be used for hay and permanent pasture. The soil can also be used for vegetables and nursery stock.

In areas where flooding is not a hazard in season of use, recreation such as golf courses and picnic areas could be developed. The soil association is also well suited for forestry and some wildlife habitat.

- c. Chenango-Howard-Unadilla Association: "Deep, well drained, gravelly or silty soils on terraces"

This soil association is labeled 2 and is shown in pink on the map to the right. It occupies gravelly outwash terraces or kames, and silty stream terraces above the normal floodplain along major streams. The soils range from nearly level on terrace benches, to steeply sloping on terrace escarpments and kames.



Chenango-Howard soils compose approximately 65% of the association. This deep, well-drained soil is a principle source of sand and gravel. It is well suited for most urban uses, generally having adequate bearing strength for most structures. However, on site investigation is necessary if heavy structures are being considered for development on these soils. The slope of these soils may also impose some additional limitations for certain urban areas.

Unadilla soil occupies approximately 15% of the association, and is typically found on low terraces where flooding may occur when stream levels are extremely high.

Approximately 20% of the association consists of minor soils such as Tioga, Middlebury, and Wayland. Although flooding is a hazard on these soils, they do provide a good source of top soil.

The Chenango-Howard-Unadilla association includes some of the best soils in the county for farming. It generally has favorable relief and responds to good management. Both dairying and market garden crops are suitable. The soil is well suited for recreations uses, though its slope and gravelly surface layer may inhibit their use for athletic fields. With the exception of slope, these soils have few or no limitations for use as parks, picnic areas, golf courses, riding trails or campgrounds.

Floodplains

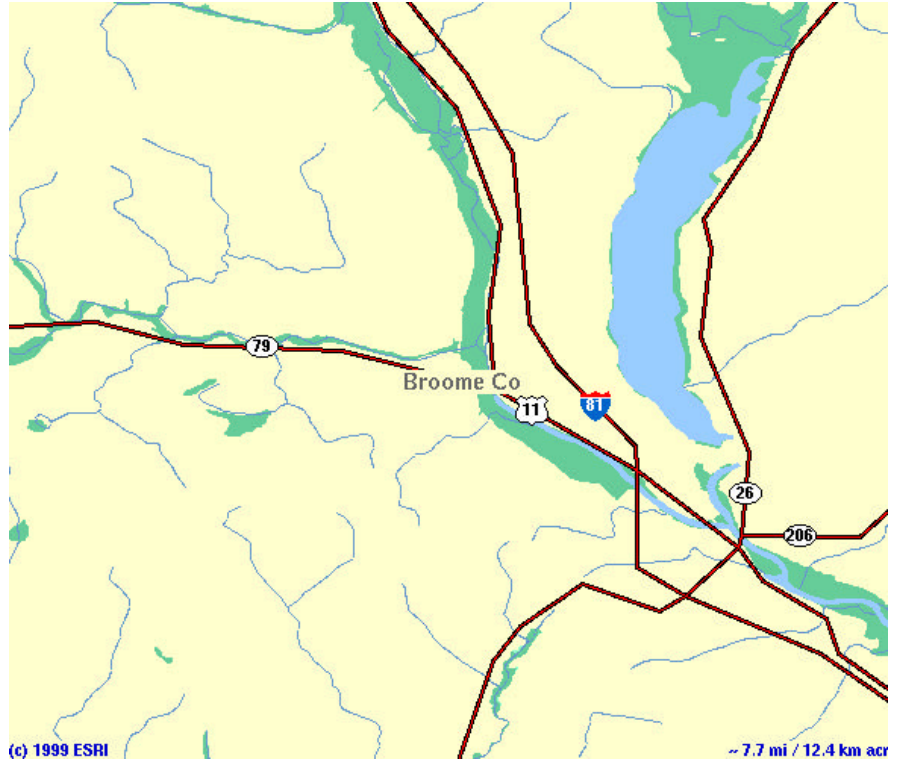
A floodplain is commonly defined as the relatively flat area or low land adjoining the channel of a river, stream, or watercourse that may become covered by floodwaters. By obstructing or altering natural barriers such as floodplains, wetlands, and ponding areas, flood damage is greatly increased; higher flood levels and greater turbulency result.

Wetlands and ponding areas are similar to floodplains, but act more like a sponge or tub, soaking up and containing flood waters to be released gradually so that existing water channels

can handle the rate of flow.

In Broome County, there are portions of four drainage basins: the Eastern Susquehanna, Western Susquehanna, Delaware and Chenango River Basins. The waterways of Lisle are part of the Chenango River Basin. Dudley Creek is a major drainage basin for the Tioughnioga River, which flows into the Chenango.

The Tioughnioga River Basin has no apparent drainage problems, but does experience some periodic flooding. However, the Chenango River, into which the Tioughnioga flows, has been seriously degraded by organic wastes from industrial and municipal sewage; at times it has also experienced excessive algal bloom.



Aquifers

Lisle is served by bedrock aquifers and many springs. No public water supply is available for the Town, so these aquifers provide drinking water for Town residents. There is no testing required of private wells, so protection of aquifers is a potential public health consideration for the Town.

Water quality is determined by the material dissolved, mixed, or suspended in water that may affect its intended use. Although all naturally occurring water contains impurities, man made substances entering the groundwater pose risks to public health. The man made substances most commonly responsible for the contamination of groundwater include:

1. **Storage Tanks:** Groundwater pollution originating from the bulk storage of oil, gasoline, other petrochemicals, and industrial solvents is relatively common. The most frequent causes of storage tank leaks are tank age and associated failure.

There are no permits required for underground storage tanks that are less than 1,100 gallons if they hold petroleum based products.

2. **Spills:** Spills of hazardous materials can cause serious contamination. In addition to large spills that may occur from transportation accidents, pipeline ruptures, or careless handling,

small spills from leaking pipes, pumps, machinery, or overfilled tanks allow for large quantities of contaminants to enter the environment over a period of time.

3. Landfills and Dumps: The movement of rain and snow melt through solid waste forms leachate that can percolate into the ground and contaminate groundwater. The severity of this problem is magnified by the presence of hazardous wastes in landfills. Only recently have landfills been considered an unacceptable site for the disposal of hazardous waste. This factor, in addition to illegal hazardous waste dumping, results in a dangerous leachate contamination threat.
4. On-site wastewater disposal: Certain groundwater contamination risks are associated with on-site disposal systems. Excessive nitrates and microbiological contaminants may be released by inadequate or malfunctioning systems. If the drainage field is undersized, has shallow depth to bedrock, seasonably saturated soils, a high water table or receives more wastewater than it is designed for, incomplete biodegradation and filtering can cause contamination.

Adequate on-site systems which inevitably allow some nitrates and chlorides to percolate, and lawn fertilizers, especially those high in nitrogen, are also concerns when accounting for their cumulative effect on groundwater.

According to the 1990 Census, over 96% of the Town of Lisle households (excluding the Village) are using a Septic Tank, Cesspool, or Other Means of wastewater disposal. On-site wastewater systems are a potential public health concern when they are used by businesses for disposal of hazardous chemicals. Businesses including home occupations that typically work with hazardous materials include beauty salons, engine and automotive repair shops, lawn care businesses, and junkyards.

5. Agricultural runoff: Leaching of nutrients such as phosphorus, potassium, and especially nitrogen can degrade groundwater. Pesticide runoff also poses a threat to groundwater quality.

According to the tax assessor, over 13,838 acres in the Town of Lisle are used for agricultural purposes.

6. Sewers and Waste Water Treatment Plants: Although variable in composition, effluent generally contains large amounts of biodegradable material, nitrates, and a host of microbiological organisms. Heavy metals such as chromium, iron, copper, lead, zinc and calcium may also be present.

No sewers or wastewater treatment plants exist in the Town.

7. Surface Excavation: Excavation, washing, and sorting of sand and gravel can conflict with the long term quality of nearby groundwater resources. Such projects are particularly damaging when located immediately adjacent to high volume public wells. Excavation reduces the protective mantle of soil and increases possibility of contamination for

groundwater. The rate and direction of groundwater movement may be altered by extensive excavation. Mining can cause the soil to lose its natural filtering capacity thereby allowing contaminants such as e. coli to reach private wells. Mining can also cause private wells to turn muddy.

Mining operations occupy approximately 100 acres in the Town, according to the assessor's records. Mining is regulated by the New York State Department of Environmental Conservation out of their Cortland, New York office.

Slope

Slope has a substantial impact on limitations of land use and environmental conditions such as drainage, runoff, erosion, and soil characteristics. Slope is defined as the amount of elevation change over a given land distance, and is typically expressed as a percent. The term "rise" refers to vertical distance, and the term "run" refers to horizontal distance.

Generally, slope conditions are classified into three categories. Slopes under 10% are suitable for most types of development, with land of 0-5% slope incurring the least development costs and being most appropriate for large scale projects such as those of an industrial and commercial nature. Slopes of 5-15% tend to have more drainage problems and limitations on development. Slopes greater than 15% incur prohibitive construction costs and are significantly susceptible to mass wasting such as erosion, soil creep, and landslide. Maps depicting general slope classifications are averaged. Site-specific evaluation and calculations are necessary to accurately assess suitability for development.

Map 4 shows the topography for the town of Lisle.

Government/Public Resources

The Town of Lisle is governed by a Town Supervisor and four Councilmembers. The Town Hall is located in new offices located at 9234 NYS Route 79. The Town has its Highway Garage on land it owns on NYS Route 79. The Town is responsible for maintenance and snow removal of Town and Village of Lisle Roads. The Town Clerk also serves as the Registrar, Freedom of Information Officer, and Tax Collector.

There are no public parks in the Town. There is a park in the Village, and there is a New York State forest on Squedunk Road.

Law enforcement for the Town is handled by the Broome County Sheriff's Department and the New York State Police.

There is no public refuse hauling.

The majority of the Town is within the Whitney Point School District. The north east portion of the town attends the Marathon School District. No elementary or secondary schools are within the Town.

The Lisle Free Library is located at 8998 Main Street in the Village. The library was built in 1924, and endowed by Herbert Franklin. The endowment continues to subsidize the library operations along with State and Local tax dollars. The library has approximately 5,000 volumes and is open weekday afternoons, two evenings a week, and Saturday mornings.

Transportation

At the request of the Broome County Planning Department, Binghamton Metropolitan Transportation Study (BMTS) prepared an overview of the transportation system for the Town of Lisle.

Roads and bridges for the town are maintained by the State, the County, or the Town. BMTS prepared the following information for State and County roads, and bridges owned by all three levels of government.

There are no recently completed State or County projects in the Town of Lisle. In 1996, however, the New York State Department of Transportation replaced the Route 79 bridge in the Village of Lisle at a cost of \$3.709 million.

Pavement Sufficiency Ratings:

Road segments in the Town of Lisle that are County or State owned are regularly assessed for the condition of their pavement. These pavement ratings are based on the New York State Department of Transportation's Pavement Condition Manual. The manual uses a 10-point scale for rating pavement condition of the road surface and base. A score of 5 or below indicates that pavement condition is poor, a score of 6 is fair, 7 to 8 indicates good condition, and 9 to 10 is excellent. For the State and County roads in the Town of Lisle, the pavement sufficiency ratings are as follows:

Interstate 81	Cortland County Line - South	8,7 (mostly 7)
US Route 11	Cortland County Line – South <i>(Resurfacing scheduled for FFY* 2000)</i>	6
NYS Route 79	Tioga County Line to Village of Lisle <i>(Reconstruction scheduled for Village of Lisle to Center Lisle, FFY* 2001)</i>	8,7 (mostly 7) 5 in Village of Lisle

*Federal Fiscal Year

Bridges:

The New York State Department of Transportation inspects and rates all bridges in the state. Bridges are given a score of up to 100 points. For the bridges in the Town of Lisle, the ratings are as follows:

Broome County Bridges:

<u>Road/Route</u>	<u>ID #</u>	<u>Location</u>	<u>Rating</u>
B.C. Route 25	1.	Hunts Corners over Culver Creek	58.7
	2.	Hunts Corner over Culver Creek	94.0
B.C. Route 156	3.	Jennings Creek Rd over Big Brook	51.3
	4.	Jennings Creek Rd over Big Brook	94.9
	5.	Jennings Creek Rd over Tioughnioga River <i>(Bridge Deck replacement scheduled for FFY* 2001)</i>	57.8
B.C. Route 148	6.	Owen Hill over Dudley Creek	96.4
B.C. Route 21	7.	Caldwell Hill over Nanticoke Creek	94.8
B.C. Route 37	8.	Killawog River Rd over Big Brook <i>(Bridge replacement scheduled for FFY* 2003)</i>	59.0
Popple Hill Road	9.	over Dudley Creek	98.9
Oregon Hill Road	10.	over Big Brook	91.1

Town of Lisle Bridge:

Walker Avenue	11.	over Dudley Creek	56.1
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Map 5 shows the location and rating of each of the above listed bridges.

Scheduled Projects:

Interstate 81	Whitney Point Rest Area	\$6.740 million	FFY* 2000
US Route 11	Resurfacing, Town of Lisle	\$0.855 million	FFY* 2000
B.C. Route 156	Bridge Deck Replacement over Tioughnioga River	\$1.100 million	FFY* 2001
NYS Route 79	Reconstruction, Tioga County Line to Center Lisle	\$3.000 million	FFY* 2001
B.C. Route 37	Bridge Replacement over Big Brook	\$0.450 million	FFY* 2003

*Federal Fiscal Year

Public Transportation:

BC Transit buses serve the Town of Lisle through the BC Country program. Fares are \$1.00 each way for elderly and disabled riders and \$2.00 each way for all others. Rides are by appointment with 24-hour notice required. BC Country reaches the Lisle/Whitney Point area several times a day depending upon the number of requests.

Existing Laws

The Town of Lisle does not currently have a comprehensive plan, zoning, or subdivision regulations. The Town, however, does have several existing laws that govern land use and building construction. The first local ordinance was passed in 1943 and it regulates the “business of buying, selling and dealing in junk, old cars, rags, old rope, old iron, brass, copper, tin, etc”. Such properties are required to be enclosed in a “solid board fence six feet in height.”

In 1985, the Town Board adopted a local law for the “Administration and Enforcement of the Uniform Fire Prevention and Building Code”. This law was amended by Local Law number 2 of 1987 and most recently by local law number 1 of 1991. In its current form, the building permit law establishes the position of Building Inspector to issue Building Permits and Certificates of Occupancy. The law details the process of applying for a building permit and establishes the land uses that require a building permit. These include automobile wrecking yards, dry cleaning plants, junk yards, lumber yards, the storage of various materials, and the operation of certain equipment.

In 1988, the Town Board enacted Local Law number 1 entitled Building Permit Law. This law was amended by Local Law 2 of 1991. The purpose and intent of each iteration of the Building Permit law is “to protect the health, safety and general welfare of the Town and to minimize surface and ground water pollution which may affect human, animal or plant life and any other health and safety issues.” The current law defines setbacks for principal buildings of forty (40) feet from the edge of the road or street right-of-way and twenty-five (25) feet of any lot line. Each principal building must also have a driveway leading from the street and off-street parking for two or more automobiles for each residence. It also establishes minimum lot sizes for single family residences, multiple family residences, and “all other uses”. These standards are as follows:

	<u>Minimum Lot Size</u>	<u>Minimum Frontage</u>	<u>Minimum Lot Width</u>
Single Family Residence	1 acre	50 feet	150 feet
Multiple Family Residence	3/4 acre plus 1/4 acre for each residential unit	175 feet plus 25 feet for each residential unit	Not Applicable
All other uses	1 acre	200 feet	Not Applicable

Mobile home parks and subdivisions are subject to the single family residence requirements. Existing buildings and those parcels that were already subdivided prior to the establishment of the law are not governed by the minimum lot size, frontage, or width requirements.

The Building Permit law establishes a five member Board of Appeals to grant variances from the strict application of the law “especially in the case of exceptionally irregular, narrow, shallow or steep lots or other exceptional physical conditions, whereby strict application would result in practical difficulty or unnecessary hardship that would deprive the owner of the reasonable use of the land or building involved but in no other case.”

New York State Agricultural District

Portions of the Town of Lisle are within Agricultural District 5. Agricultural Districts are established under Article 25AA of the New York State Agriculture and Markets Law to “conserve, protect and encourage the development and improvement of (New York’s) agricultural land for production of food and other agricultural products.” The Agricultural District law provides for agricultural assessments for any land in the district that is used for agricultural production and provides farmers within the district with protections against development. Comprehensive plans and land use laws have a direct relationship the Agriculture District law. According to the law, local governments “shall not unreasonably restrict or regulate farm operations within agricultural districts”. If the New York State Department of Agriculture and Markets determines that a local ordinance unreasonably regulates farm operations in an Agricultural District, the department will work with the municipality to resolve the conflict. If a solution cannot be worked out, the Commissioner of Agriculture and Markets may bring an action in State Supreme Court or the Commissioner may issue an Order to comply.

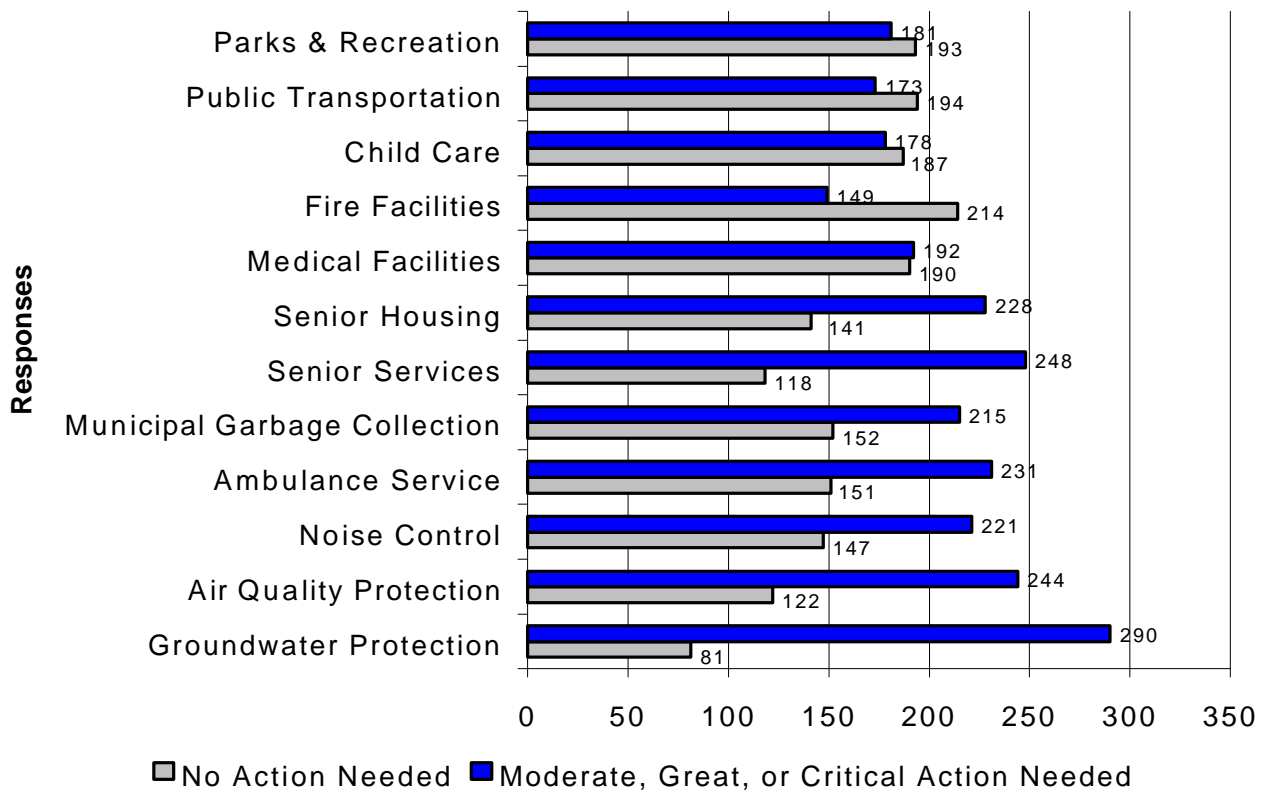
III. Public Participation

Lisle Planning Survey

In 1999, the Town of Lisle Planning Board, in conjunction with the Broome County Department of Planning and Economic Development, conducted a survey of property owners in the Town. The survey was mailed to all property owners and was made available at public places within the town. A total of 389 persons responded to the survey. A copy of the survey form and a complete list of the responses are attached as part of Exhibit 2.

Respondents were given a list of twelve issues, and were asked to rank them by the following criteria: No Action Needed, Action Moderately Needed, Action Greatly Needed, and Action Critically Needed. The responses are summarized by the following chart:

Lisle Planning Survey: Actions Needed



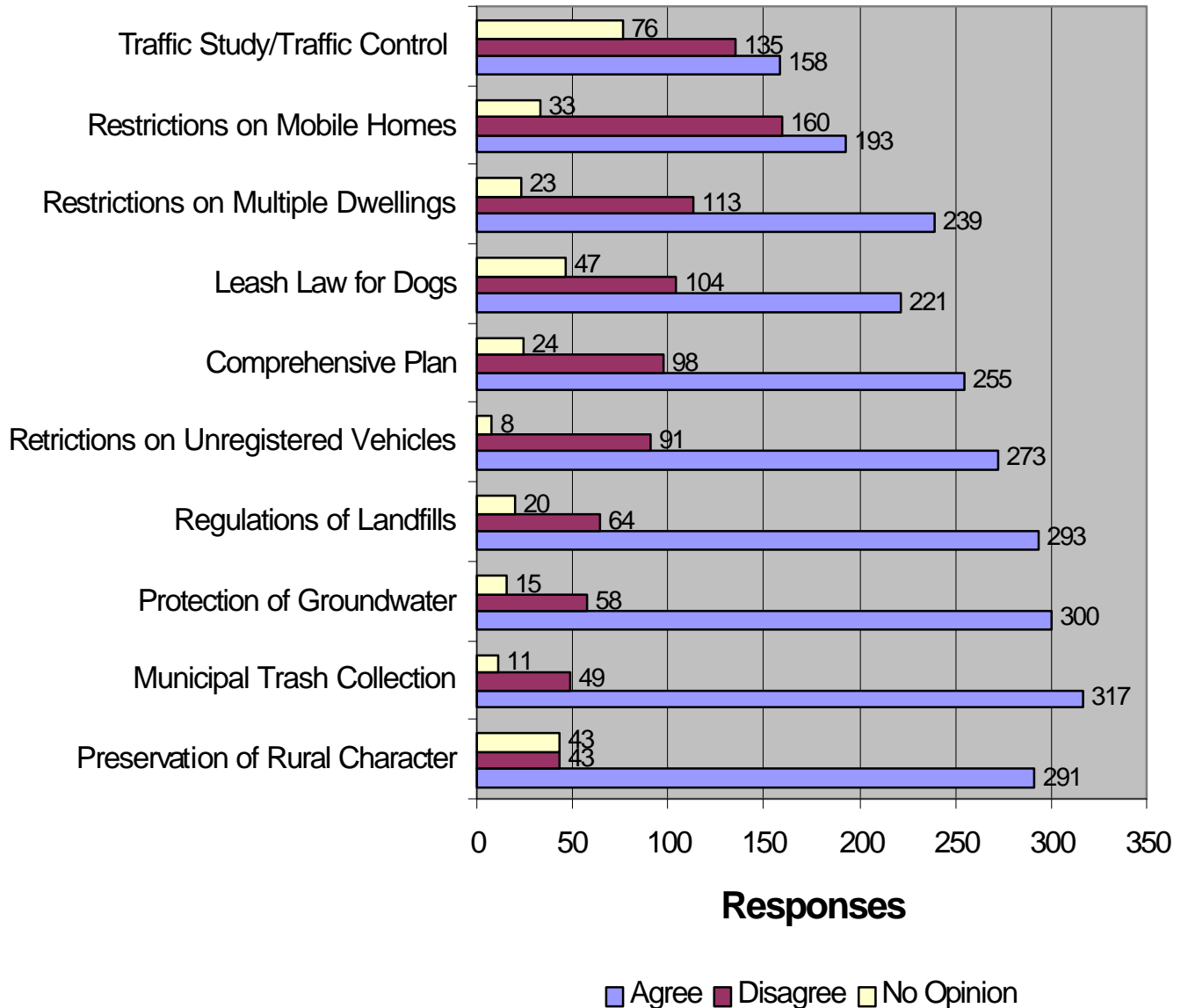
Critical action for Groundwater Protection had the support of 19% of the respondents. Groundwater Protection, Air Quality Protection, and Noise Control combined for the greatest response of Critical Action. Those three actions account for 45% of the Critical Action Needed responses.

Property owners were also asked how they felt about ten concerns. For each statement, the respondent was asked whether they agreed, disagreed, or had no opinion. The results are as follows:

	<u>Agreed</u>	<u>%</u>	<u>Disagreed</u>	<u>%</u>	<u>No</u> <u>Opinion</u>	<u>%</u>
a. The Town should provide for the regular pick-up of non-hazardous household trash such as stoves, refrigerators and furniture.	317	84%	49	13%	11	3%
b. Our groundwater resources should be protected by limiting activities which may endanger them.	300	80%	58	16%	15	4%
c. Private and commercial landfills, dumps, and junkyards should be more closely regulated.	293	78%	64	17%	20	5%
d. The preservation of the Town's rural character and setting.	291	77%	43	11%	43	11%
e. The number of unregistered vehicles stored on any property should be limited.	273	73%	91	24%	8	2%
f. The need for a comprehensive plan to include guidelines for future residential and commercial development.	255	68%	98	26%	24	6%
g. Multiple dwellings (apartments, townhouses, etc.) should be limited and permitted only in specific areas.	239	63%	113	30%	26	7%
h. A leash law for dogs should be enacted.	221	59%	104	28%	47	13%
i. Mobile homes should be permitted only in specific areas.	193	51%	160	43%	23	6%
j. There is a need for a traffic study of Town roads and the adoption of traffic control regulations where necessary.	158	43%	135	37%	76	20%

Nearly three-quarters of the respondents agreed with the first five statements on the above list. These results are summarized in the following chart:

Lisle Planning Survey: Opinion Statements



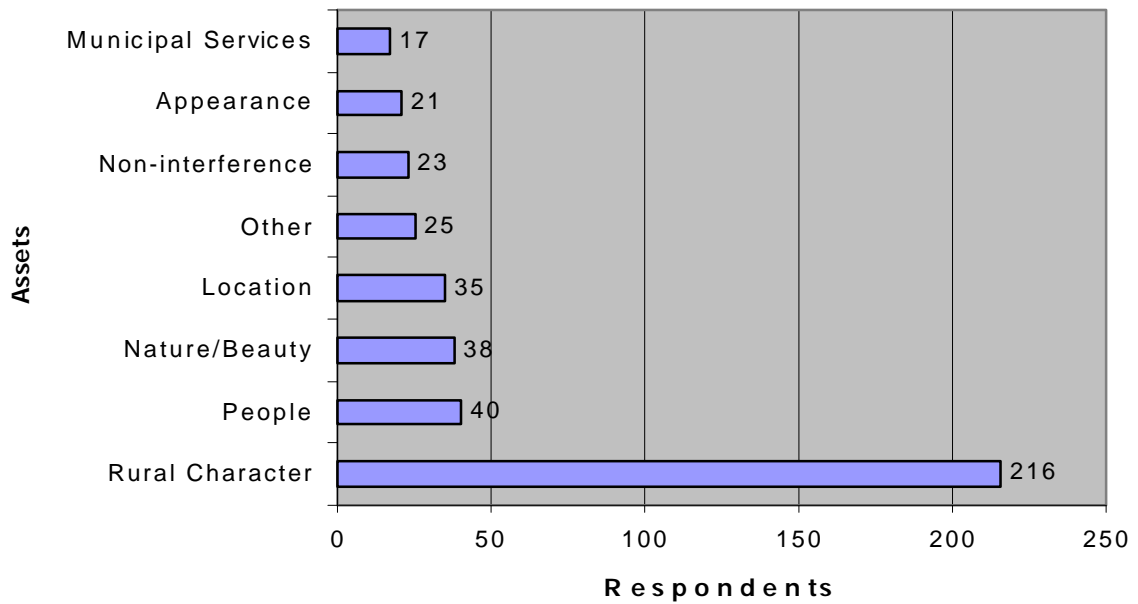
Finally, respondents were given an opportunity to answer two open-ended questions: What do you consider Lisle’s greatest assets, and what do you consider Lisle’s greatest shortcomings?

For assets, one answer received an overwhelming portion of the responses: Rural Character, with 52% of the responses. No other response garnered more than 10% of the responses. For

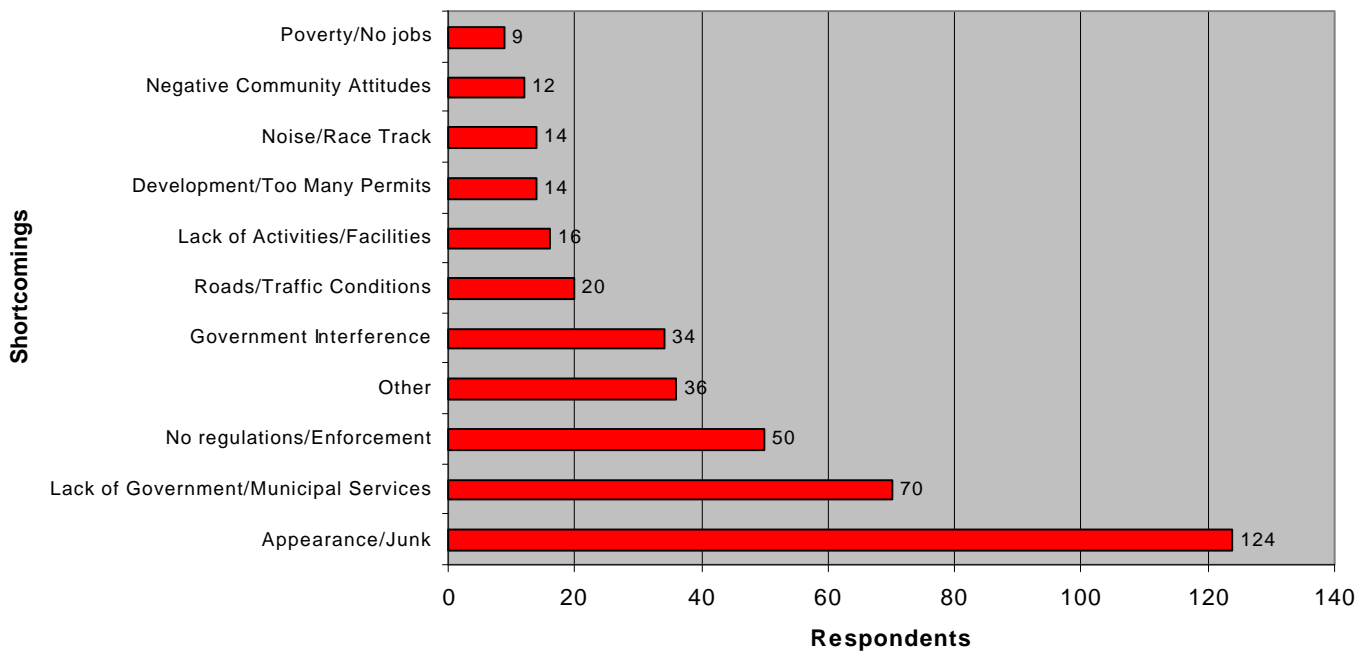
shortcomings, three responses dominated: Appearance/Junk (31%), Government/Municipal Services (17.5%), and No Regulations/Enforcement (12.5%).

The responses to these two questions are summarized on the following charts:

Lisle Planning Survey: Assets



Lisle Planning Survey: Shortcomings



Public Meeting

The Town of Lisle Planning Board conducted a public meeting on Wednesday July 12, 2000. The purpose of the meeting was to gather public input regarding the goals and objectives of residents. Oral comments were gathered at the meeting and residents were given the opportunity to submit written comments. Written comments were requested by Monday July 17, 2000.

Including Planning Board members, a total of 17 residents attended the meeting. The residents who spoke at the meeting focused almost exclusively on their concerns related to zoning. Residents did not express any shortcomings, assets, or goals for the Town's development. There was a shared belief that current State regulations and the Town building code protected town residents from offensive land uses.

A summary of the comments and a copy of the one letter that was written concerning the plan are included as Exhibit 3.

Public Hearing

On September 13, 2000, the Planning Board held a public hearing regarding the comprehensive plan. The public hearing was divided into Community Assets, Community Liabilities, and Solutions/Recommendations.

The primary assets of Lisle that were discussed at the hearing are those based on its rural character. These included "clean resources", agriculture, "quiet, peaceful" setting and "open space". A second group of assets revolved around the quality of Town roads and government services, "reasonable taxes", good schools, and the existence of "limited" County services.

Limited government and community services were also listed as liabilities at the hearing. "No municipal garbage pick-up", "limited county services", "difficulty with enforcement of septic laws, etc.", and "county roads are forgotten in our area" were all cited as examples. Related to this is the lack of awareness of available programs and services. Another set of liabilities listed at the hearing focused on the lack of land use controls. These included "no control over development or what comes in", "limited or outdated laws on town books", and "limited controls to protect property values." The final major group of liabilities dealt with unclear code enforcement and the need for "better availability of rules & regulations - printed."

Residents at the public hearing also suggested solutions and recommendations for the comprehensive plan. Solutions included:

- Municipal garbage service paid for on a "per residence" basis.

- Additional County “involvement” and “attention”
- “Specific/clear/concise” building code requirements
- Enhanced awareness of existing services through a newsletter and web site
- Clear definition of junk or unregistered vehicles to be regulated
- “More public involvement”
- Periodic updates to the comprehensive plan

A copy of the minutes from the public hearing are attached as Exhibit 4.

On February 8, 2001, the Town of Lisle Town Board conducted a public hearing on the draft Comprehensive Plan. A copy of those minutes are attached as Exhibit 5.

IV. Goals and Recommended Action Items

In preparing this plan, the Town of Lisle Planning Board assembled demographic information including population, age, household size and type, income, occupation, industry and housing condition. The Planning Board also consulted with various authorities such as the Binghamton Metropolitan Transportation Study, the Broome County Health Department, and Cornell Cooperative Extension. This work was augmented by a survey of residents and public meetings. Based on this extensive work, the Planning Board has established the following goals and recommendations for action.

Goal 1: *Preserve the Rural Character of Lisle*

When asked an open-ended survey question “What do you consider Lisle’s greatest assets?” an overwhelming number of people responded ‘Rural Character’. Of 389 survey responses, 216 people listed rural character as the town’s greatest asset. When asked to agree or disagree with the need for preservation of the Town’s rural character and setting, 77% of survey respondents agreed.

Rural character is difficult to define or quantify. One attribute of the Town tied to rural character is the lot sizes in Lisle. The average lot size in the town is over 21 acres. The average residential lot is nearly 6 acres. This land use pattern is different for three areas: Killawog, Center Lisle, and the portion of the town east of the Village of Lisle. For those areas, parcel sizes are generally 2 acres and under.

Land uses in the town are another quantifiable rural characteristic of Lisle. Over 2,600 acres of the Town are covered with forest. The largest land use in the Town, however, is agriculture. A total of 55% of the town land is used for agricultural purposes.

The goal of ‘Preserve Rural Character’ is woven throughout the remaining goals and actions of the comprehensive plan. No specific action items were identified to achieve the goal of ‘Preserve the Rural Character’. Instead, the Planning Board consistently kept rural character in mind as it developed the goals for this plan and drafted the action items to meet each goal. These goals and action items are as follows.

Goal 2: *Consider Additional Land Use Regulations*

The Town currently does not have zoning or subdivision regulations. Lisle, however, does have several laws that govern land use and building construction. The purpose of the Building Permit Law is to “protect the health, safety and general welfare of the Town and to minimize surface and ground water pollution which may affect human, animal or plant life and any other health and safety issues.” The law specifies minimum lot sizes, setbacks, and parking requirements.

At the September 13, 2000 public hearing the list of community liabilities included “No control over development or what comes in”, “limited or outdated laws on town books”, and “Limited controls to protect property values.”

When asked what are Lisle's greatest shortcomings, appearance and junk received the greatest number of responses from the community survey. Third on the list of shortcomings was no regulations/enforcement. On the opinion portion of the Lisle planning survey, 293 people agreed with the statement regarding regulation of landfills. An opinion statement regarding restrictions on unregistered vehicles received 273 positive responses.

At the public hearing, recommended solutions included the need to define guidelines for how many and what type of unregistered vehicles should be regulated, where and how they can be stored, and what hazards they pose for the community. Speakers at the hearing, however, wanted to define unregistered vehicles, examine model ordinances, and investigate the dangers associated with junk vehicles.

In preparing the comprehensive plan, the Planning Board reviewed material related to zoning ordinances, including a model ordinance used in rural Otsego County communities. This ordinance has only one zoning district that provides for site plan review and/or special permits for various types of commercial, industrial, and intensive residential uses.

Specific recommended action items are:

- Explore methods of controlling landfills, junk, and unregistered vehicles through additional laws.
- Within six months of the adoption of this plan, the Town Board should establish a committee to perform the following tasks:

Further review zoning ordinances currently in effect in rural communities in New York such as the Otsego County Simple Model Zoning Ordinance;

Conduct seminars on zoning to help residents and property owners understand land use law before any decision is made in developing this type of regulation.

Prepare a draft zoning ordinance for the Town that will protect property values without creating hardships for Town residents. The ordinance must be clear, concise, easily understandable and workable for a rural community.

Goal 3: *Protect Agriculture*

Considering the predominance of agriculture in Lisle, any effort to preserve rural character should support farming. At the comprehensive plan public hearing, the first item listed under community assets is 'preserve agriculture'. Portions of the Town are within a New York State Agriculture District. According to state law, local governments, "shall not unreasonably restrict or regulate farm operations within agriculture districts."

Action items to protect agriculture include:

- Recommend that the committee prepares a draft zoning ordinance which incorporates significant protections for agriculture.
- Any laws adopted to regulate landfills, dumping, junk or unregistered vehicles should recognize the special needs of agricultural businesses. The Town board should review ordinances that have been successful in other communities that have a sizable agricultural economic base. This is to ensure that any ordinances adopted locally do not unduly burden farmers.
- Input should be sought from the farming community prior to adoption of any zoning ordinance, landfill, dumping, junk or unregistered vehicle regulations.

Goal 4: *Protect the Environmental Resources of the Town*

‘Clean resources’, ‘good water, air’, and the existence of a recognized trout stream (Dudley Creek), were all top assets listed during the comprehensive plan public hearing. The environmental resources of the Town also include over 2,600 acres of forest land.

Survey respondents selected groundwater and air quality protection as two areas where moderate, great, or critical action is needed in the town. Groundwater protection had the greatest number of responses as needing action (290) and the fewest number indicating that no action was necessary (81). This was number one on the list of actions needed in the town. Eighty-percent of respondents agreed with the statement, “Our groundwater resources should be protected by limiting activities which may endanger them.”

There is no public sewer or public water system for Lisle. Town residents rely on private wells and individual septic systems. There is no testing required of private wells in New York State. As a result, public health is directly dependent upon ensuring the quality of groundwater.

There are several potential threats to the groundwater quality in the Town. The regulations proposed for landfills, dumping, junk, and unregistered vehicles are also related to protection of environmental resources. Such outdoor storage can contaminate groundwater through spills and leaking of hazardous chemicals. Mining operations occupy over 100 acres within Lisle, and there are no local mining regulations. Excavation reduces the protective mantle of soil, it increases the possibility of contamination of groundwater, and can cause the soil to lose its natural filtering capacity. Another possible threat to groundwater is farming. Agriculture occupies over 13,000 acres in the Town. Leaching of nutrients such as phosphorus, potassium, and nitrogen can degrade groundwater. Pesticide runoff is also a potential threat to groundwater in Lisle. With agriculture as the predominate land use, there is also a large economic incentive to protect Lisle’s environmental resources.

The action items recommended to protect environmental resources are as follows:

- Work with the Broome County Health Department to develop an aquifer protection ordinance. The ordinance should at a minimum designate the following three areas:

Areas of dense, hardpan soils where no additional restrictions are imposed. These areas would likely be the majority of the land of the Town.

Recharge areas where paving or impervious groundcover is restricted, minimum lot sizes for residential new construction are no less than 1 acre, mining is restricted, and retention ponds may be required for certain types of development. Generally recharge areas are found on hilltops throughout the Town.

Critical protection areas that are especially vulnerable to groundwater contamination. In these areas, additional requirements such as leak detection systems and coated tanks for underground storage tanks and holding tanks for floor drains would be instituted. These critical areas generally follow streambeds and low-lying areas.

- Incorporate standards, special permits, or other means of controlling the location and practices of mining operations into any land use regulations that are adopted by the Town.

Air quality protection was number three on the list of needed actions according to the planning survey. A total of 244 respondents said action was necessary to provide air quality protection and 122 respondents said no action was needed. Actions to ensure air quality protection include:

- Establish reasonable air quality performance standards for commercial and industrial users within any land use management regulations that are drafted. These standards may include, but not be limited to dust, noxious fumes, odor, and noise.

In drafting these performance standards, the committee will take every effort to not unduly burden farmers in the routine conduct of their business.

Goal 5: *Consider Additional Government and Community Services for Town Residents*

The second highest shortcoming from survey respondents was the lack of government/municipal services. A number of additional services were proposed through the survey conducted by the Planning Board. On this list of needed actions, municipal garbage collection received 215 positive responses. Eighty-four percent of survey respondents agreed with the statement that, “The Town should provide for the regular pick-up of non-hazardous household trash such as stoves, refrigerators and furniture.” During the public hearing, the first liability listed for the Town was “No municipal garbage pick-up.” Of the solutions and recommendations from the public hearing, “Provide municipal garbage pick-up service; taxes should not be per parcel; should be per residence” was listed first.

Another theme of the public hearing was the “not enough awareness of available programs”. Solutions for this ranged from specific items such as a Lisle web site and a newsletter to more general ideas such as “more public involvement in controversial issues”.

In addition to the need for additional services from the Town, there were numerous comments at the public hearing regarding services from County government. Liabilities listed at the public hearing included “Limited County services”, and “Difficulty working with (County on) enforcement of septic laws, etc.” Assets, however, included “Some County services – few; limited”. Two themes emerged during the discussion at the public hearing: Adequate County services exist but Lisle doesn’t always have full access to these programs; and Living in a rural area brings with it a certain expectation of limited services.

Related to the lack of government services was the lack of additional community services. From the survey of town residents, senior services was second on the list of needed action items (248 responses calling this a moderate, great, or critical need). Senior housing garnered 228 positive survey responses. At the comprehensive plan public hearing, liabilities of the Town included “housing needs – no HUD dollars”, lack of affordable daycare, lack of paid ambulance service and insufficient educational programs. Similar to the lack of government services, there was consensus regarding a limited awareness of services and programs currently available.

Action items to improve governmental and community services include:

- Recommend that the Town Board gather and review proposals for municipal garbage collection.
- Develop additional means of communicating with Town residents such as a newsletter, web site, or other media.
- Work with existing nonprofit organizations and governmental agencies to accomplish the following goals:

Research existing nonprofit and County services available to Town residents.

Provide this information regarding existing services through the Town newsletter, web site or other media (see above).

Ensure that Lisle residents have access to existing programs.

Identify new services or programs, including housing and senior services, that should be offered.

Secure grant funds for any new or expanded services.

Goal 6: *Maintain Transportation Infrastructure*

Binghamton Metropolitan Transportation Study (BMTS) prepared an overview of the transportation system for the Town of Lisle. They found the County and State bridges and roads to be in satisfactory condition, or there was reconstruction work scheduled. At the public hearing, the quality of Town roads was cited as an asset. The planning survey only garnered

20 responses that roads or traffic conditions were a shortcoming of Lisle. For transportation infrastructure, therefore, there is only one action item.

- Maintain the high quality of Town roads.

Goal 7: *Improve Building Permit Law and address Code Enforcement Issues*

The building permit law and its enforcement were the subject of a great deal of discussion during the public hearing. The purpose of the building permit law is “to protect the health, safety and general welfare of the Town and to minimize surface and ground water pollution which may affect human, animal or plant life and any other health and safety issues.” Residents expressed the view that the current building permit law was implemented inconsistently, and that the permit law was not clear or easily understandable.

The Town of Lisle has adopted the New York State Uniform Fire Prevention and Building Code through its building permit law. The Uniform Code is currently under extensive revision by the New York State Code Council. The Council plans to recommend adoption of new building regulations based upon a family of internationally developed laws. They expect to have this work completed in 2002.

Although the Town has a building permit law, it does not have any codes targeted at the appearance, condition or maintenance of buildings. In some communities, these issues are addressed through a property maintenance and rehabilitation code. Residents at the public hearing said that the lack of code enforcement was a liability for the Town. The planning survey found that no regulations/enforcement received the third highest number of responses as a shortcoming for Lisle.

The recommendations to improve the building permit law and code enforcement issues are as follows:

- The Town should not amend its building permit law until the New York State Code Council completes its review and revision to the NYS Uniform Fire Prevention and Building Code.
- The Town Board should make available educational material to help explain the NYS Uniform Fire Prevention and Building Code. This material should include an explanation of the responsibilities and rights of residents, property owners and the code enforcement officer.
- The Town Board should review and consider basic property maintenance guidelines.

Goal 8: *Guide Economic Development*

Although the Town does not have public water and sewer, Lisle does have attributes that make it attractive to some types of economic development. These include good roads, access to an interstate highway (I-81) and New York State Route 79, and large tracts of inexpensive land.

Presently, only 1.17% of the Town is used for professional, commercial, or industrial uses. Over 19% of the town land is vacant. In addition to the vacant land, over 55% of the Town is agricultural, and over 10% of the Town is forested. The average lot size for agricultural use is over 63 acres. With this land use pattern, it is relatively easy and inexpensive to assemble large sites. This creates the potential for major economic development projects.

Without comprehensive zoning or land use management laws, residents have no means of guiding economic development. Residents of Lisle have been subject to controversial economic development projects including two racetracks and over 100 acres of mining operations. At the public hearing, one of the liabilities listed was that residents had no “control” over the type of development that occurs in their town. The specific recommendation to achieve this goal is as follows:

- Any land use management ordinance drafted should contain appropriate regulations to guide commercial and industrial projects to promote the public health, safety and general welfare. The ordinance should allow for review of potentially noxious or undesirable land uses, and the ability to mitigate the impact of these uses through the imposition of conditions.

Goal 9: *Improve the Condition of the Housing Stock*

Several relevant pieces of information are known about the condition of Lisle’s housing stock. Only 35% of the housing units date from before 1940. The median year built of housing in the Town (including the Village) is 1961. These figures would indicate a more modern housing stock than is found in the County as a whole. Other indices, however, show the need for housing improvements. The percentage of single-family housing units in Lisle without complete plumbing is 1.75 times the number of units in Broome County without complete plumbing. The most dramatic indication of the need for housing work is from the planning survey. A total of 31% of the survey respondents singled out appearance or junk as the chief shortcoming of Lisle. To address this situation, the following is recommended:

- The Town Board should continue to pursue grant opportunities for housing improvements.
- The Town Board should investigate working with existing nonprofit organizations to provide housing assistance in the Town.

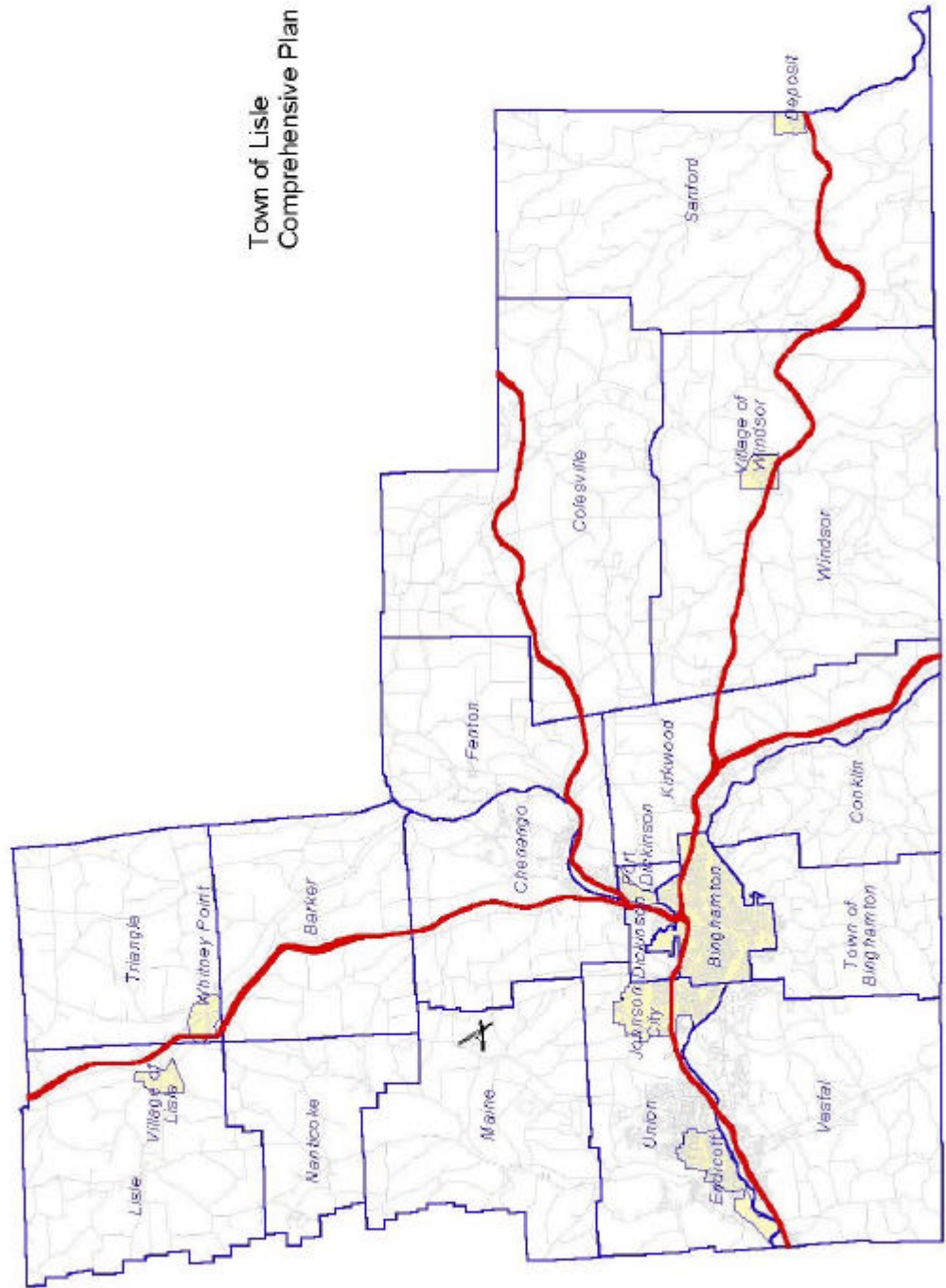
Goal 10: *Keep the Comprehensive Plan Current*

Any comprehensive plan should remain current in order to be effective. As conditions change and new information becomes available, the plan should be reviewed to ensure that it remains accurate and relevant to the needs of Lisle residents. To keep the plan current, the following action item is recommended:

- The comprehensive plan should be reviewed, and amended as necessary, no later than five years after its adoption by the Town Board, and every five years thereafter.












Maps

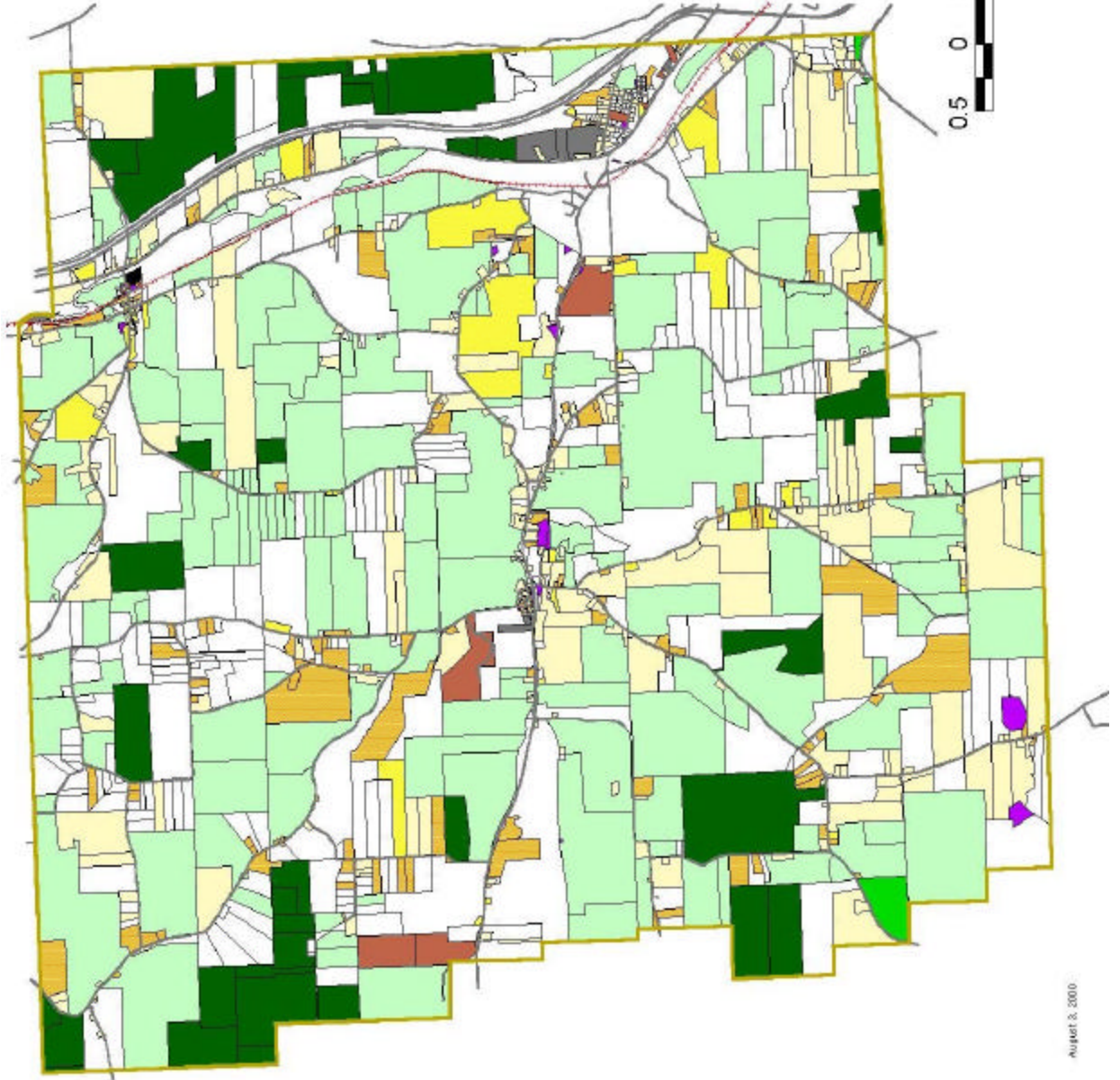
Town of Lisle
Comprehensive Plan



Town of Lisle Comprehensive Plan

Land Use

	Agricultural
	Single Family Residential
	Multi-Family Residential
	Mobile Home
	Vacant
	Commercial
	Recreation
	Public, Institutional, Utility
	Manufacturing
	Mining
	Forest

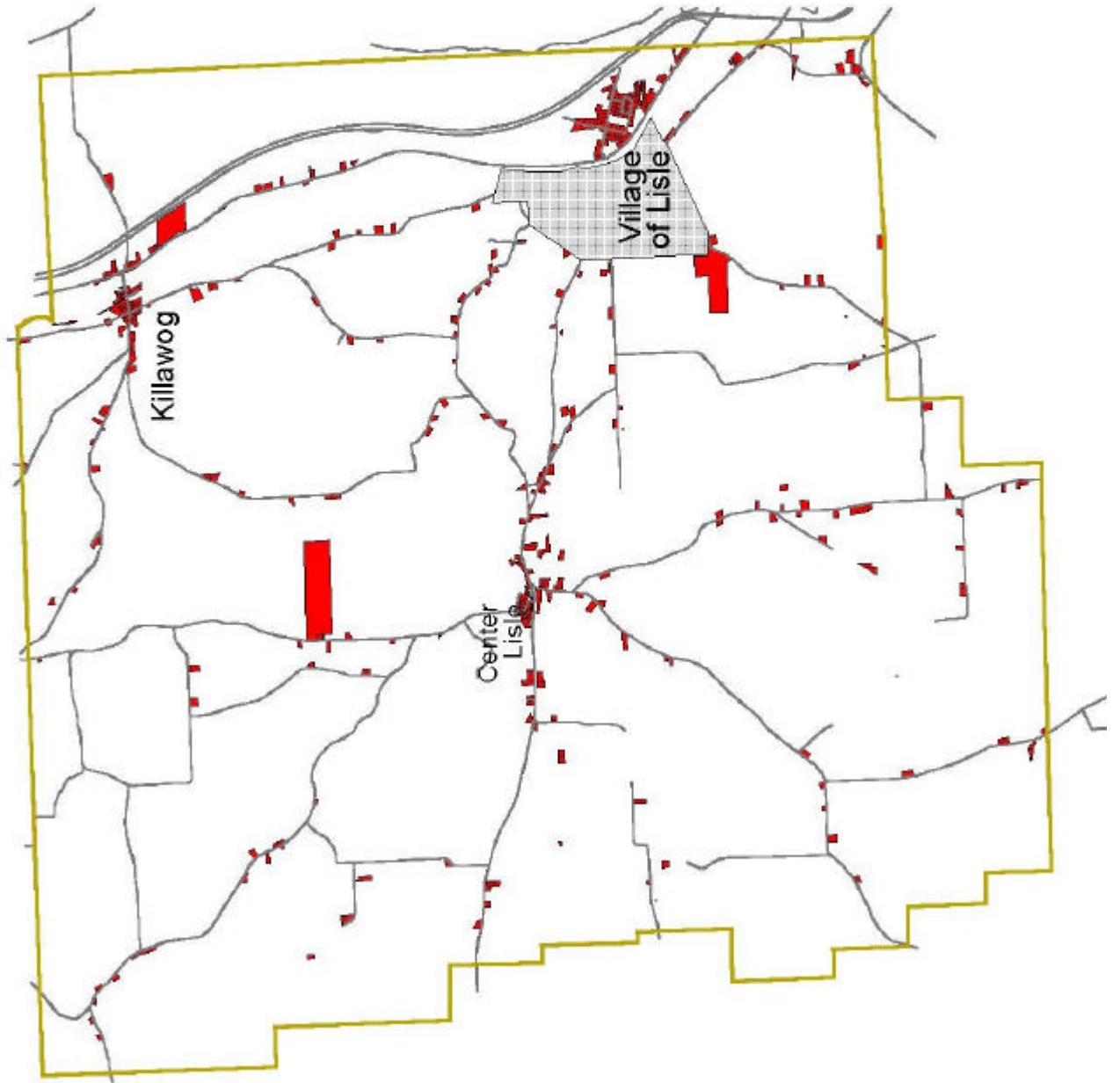


Map 2

Town of Lisle
Comprehensive Plan

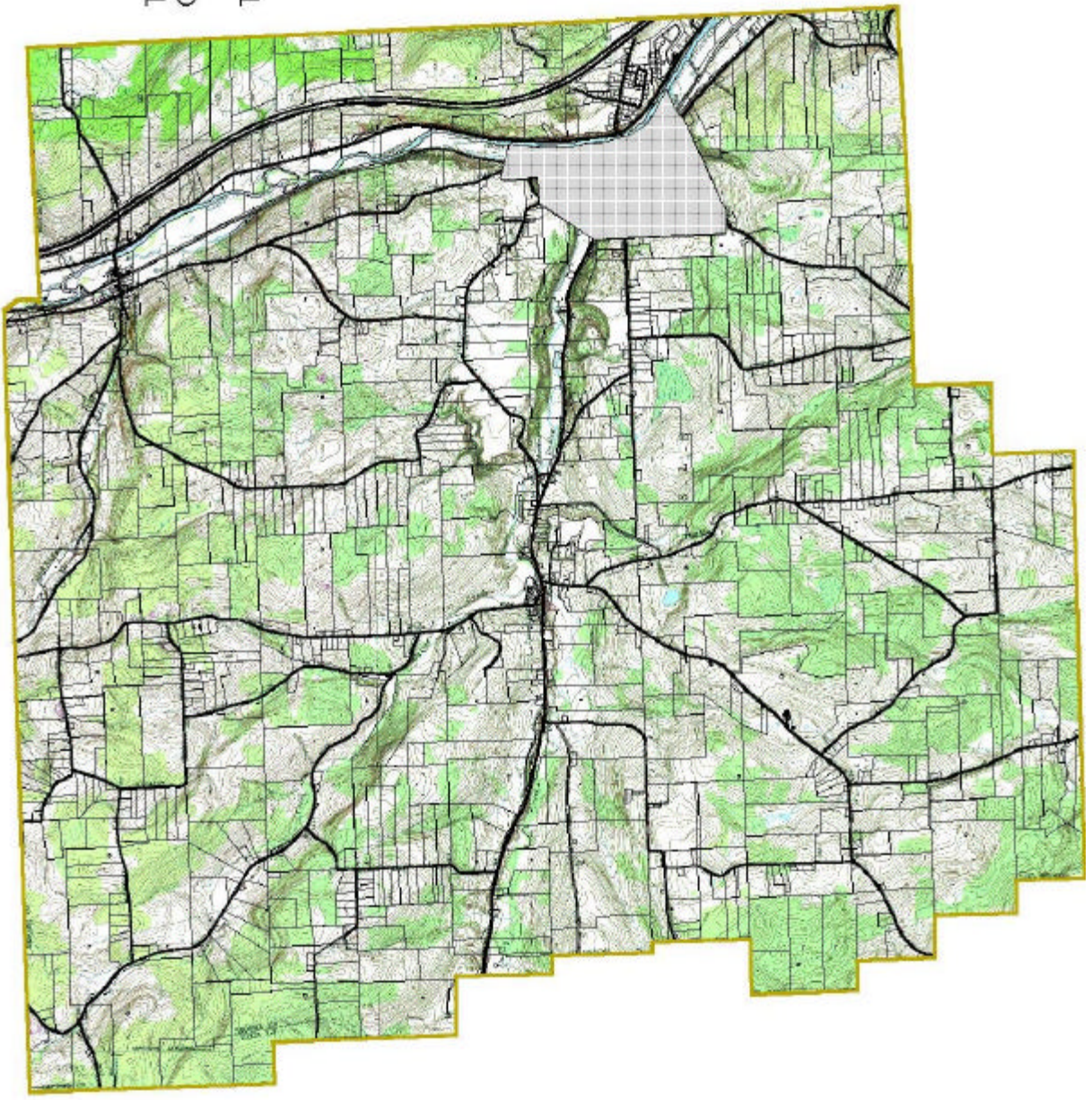
Lot Size

2 acres and under



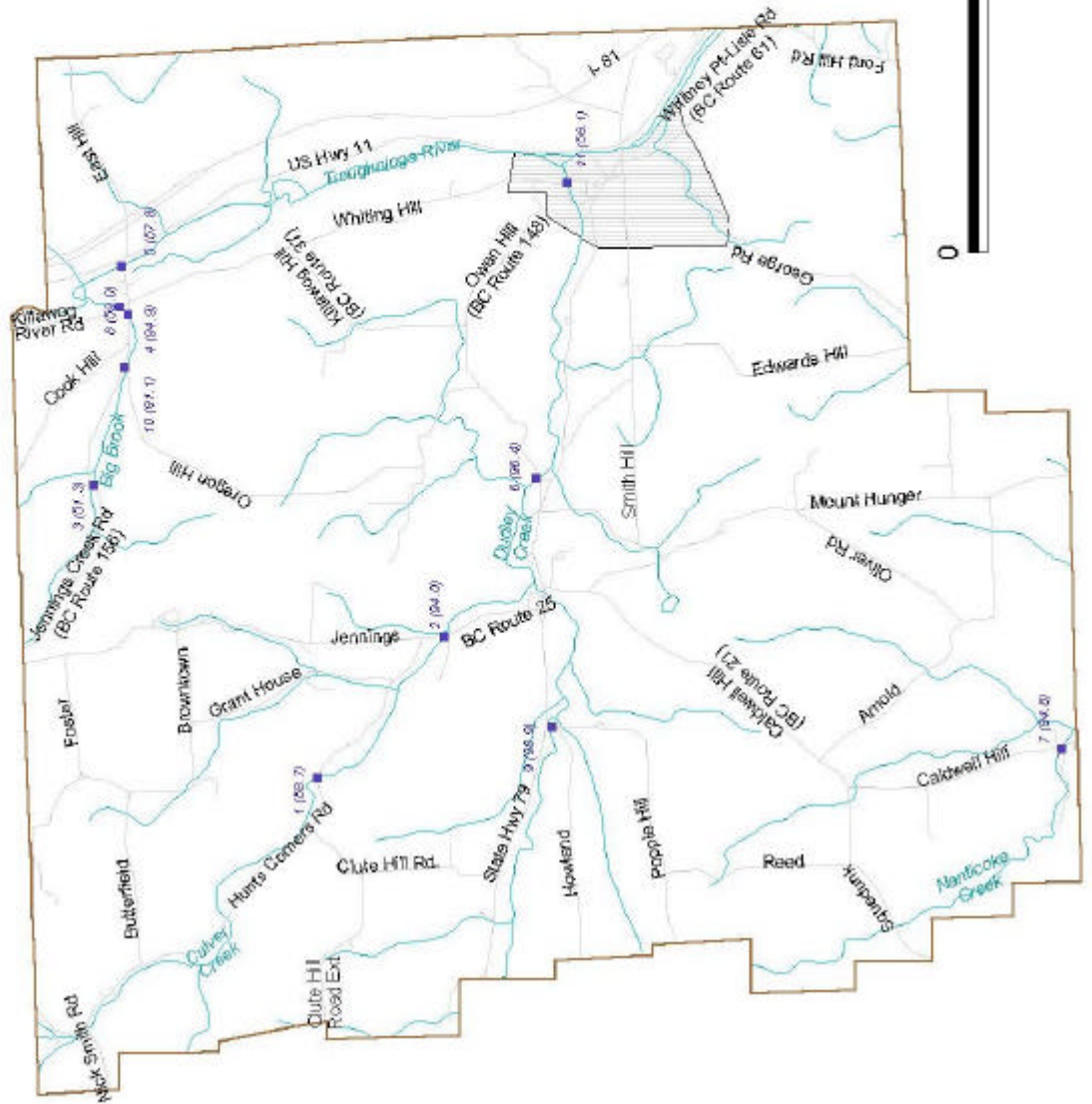
Map 3

Town of Lisle
Comprehensive Plan
Topography



Town of Lisle
Comprehensive Plan
Transportation Infrastructure

Bridge Ratings
ID # (Rating)



Map 5