

# Town of Murray Comprehensive Plan



**MARCH 2021**



## Acknowledgements

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# INTRODUCTION

## Purpose

The primary purpose of the Town of Murray Comprehensive Plan Update is to guide Town boards and officials in making decisions that will affect the future of the community. Future Town actions to implement the policies and recommendations in the Plan may include land use local laws and regulations, capital budgeting, and providing services to the community. The Comprehensive Plan Update addresses a range of issues facing the Town of Murray and balances competing needs and interests in the community. This document replaces the previous Murray Comprehensive Plan that was completed in 2008.

## Legal Basis

The Comprehensive Plan has been prepared pursuant to NYS Town Law §272-a, which specifies that the Town Board is responsible for preparing and adopting a Comprehensive Plan. As the law also permits the Town Board to delegate this responsibility to an ad hoc committee established for the express purpose of preparing Comprehensive Plans, the Town Board appointed the Comprehensive Plan Committee (CPC) to guide the preparation of the Comprehensive Plan.

The Comprehensive Plan is a policy document that does not, in itself, have the force of law. However, the Plan will guide changes in Town laws and regulations, funding decisions and other Town actions during the next 10 to 15 years. In particular, local land use regulations must be consistent with the Comprehensive Plan.

## Process of Preparing the Plan

A Comprehensive Plan Committee (CPC), which was appointed by the Town Board to guide the preparation of the Comprehensive Plan, met regularly throughout 2020 and early 2021 to coordinate the preparation of the Plan.

Members of the Comprehensive Plan Committee included representatives from the Town Board and Town Planning Board as well as community residents. The following persons participated in the preparation of the Comprehensive Plan:

Name	Affiliation
Chad Fabry (chair)	Planning Board
Joseph Sidonio	Town Supervisor
Tim Luksha	Resident
Elaine Berg	Resident
Danny Mawn	Resident
Dave Piedmont	Resident

In late 2019, the Town retained LaBella Associates, a planning consulting firm based in Rochester, New York, to facilitate the planning process and prepare the plan document. Barbara Johnston, AICP, LEED AP ND was the Project Manager and Derik Kane, Senior Planner, assisted.

Public involvement included “virtual” public workshop/webinar on the following topics during summer of 2020 and spring 2021:

- “Leveraging Natural, Historic, and Agricultural Resources for Recreation and Tourism:” June 2
- “Access Management Principles & Land Use Regulation” March 29

The CPC conducted a public hearing on November 30, 2020, and referred the draft Plan to the Town Board on \_\_\_\_\_. The Town Board held a public hearing on \_\_\_\_\_ prior to adopting the Comprehensive Plan.

## Plan Organization

The **Land Use Overview** presents an overview of the community, summarizes the issues addressed in each chapter, and shows how the individual topics relate to one another. It also presents an introduction to land use and subdivision regulations, which are the primary tools available to the Town to help achieve the land use goals of the Plan.

The **Land Use Plan Map** presents Town policy regarding land use and will be used as a guide to creating land use management policies and coordinating future development. Recommendations are included for zoning changes in the Town.

The other chapters of the Comprehensive Plan address the major issues identified by the community:

- Land Use Overview
- Historic Context
- Agriculture and Farmland
- Natural Resources
- Population and Housing
- Economic Vitality
- Transportation
- Utilities
- Recreation
- Public and Community Services

Each chapter of the Plan includes:

- Existing Conditions
- Relevant Plans, Programs and Regulations
- Issues and Opportunities
- Recommended Actions.

The **Implementation Strategy** summarizes the recommended actions by topic, with a proposed time frame, responsible agency, cost estimate, and potential funding sources. A summary of the recommended actions by time frame provides a year-by-year guide to implement the Plan.

## How to Use this Plan

The Murray Comprehensive Plan Update represents the policy of the Town for decisions relating to land use and zoning, infrastructure investment, housing policy, economic development, parks and recreation, government services, farmland protection and the conservation of natural resources.

This document can be used in several ways, including:

- as a reference document
- to understand the community's priorities
- to guide decisions of Town government officials
- to support grant applications.

### Reference

The Comprehensive Plan includes statistics, maps and general information about the community. The data and maps document the current conditions of the community based on available data.

### Understand Community Priorities

The public engagement activities help to inform the issues and recommendations for each section of the Plan. Analysis of the issues and opportunities identified during the planning process form the basis for the recommended actions in the Plan.

### Guide Town Government Decisions

The recommended actions and implementation strategy identify specific steps that Town government officials, and their community partners, can take to implement the policies in the Plan. The Implementation Strategy table identifies the entity responsible for each recommended action, as well as the relative priority or time frame. This table should be used by the Town Board – as well as other boards, committees or officials assigned the responsibility to guide implementation – at least annually to review which actions have been accomplished, which should be pursued in the next few years, which need to be modified, and which are no longer needed.

### Support Grant Applications

Grantors are more likely to fund projects that are recognized as priorities for the community, identified following an inclusive and deliberative process. As the Comprehensive Plan represents the official, adopted policy of the Town, projects and activities specifically recommended in the Plan have a better chance of being funded than other projects. Some grant programs award more points in the competitive evaluation of applications to projects that are recommended in adopted Comprehensive Plans.

## Monitoring and Updating the Plan

Over time, changes that occur in the community may require updates to the Comprehensive Plan in order to reflect and address these changes. Accordingly, it is essential for the Town Board to monitor changes in the community and to reevaluate the relevance of the goals set forth in the Plan as well as the actions

recommended to achieve the goals. The Plan should then be updated, as necessary, to appropriately revise the goals and recommended actions so that the Plan may continue to serve as a useful and relevant guide for Town officials.

The Town Board may enlist members of local boards and other community representatives to assist with reviewing and updating the Plan, as they may have information and insight to assist in determining how the Plan should be revised. As with the initial adoption of the Comprehensive Plan, future amendments to the Plan will require both environmental reviews to evaluate potential adverse impacts and public hearings to provide members of the public to comment on the proposed amendments.

### **Plan Implementation**

The Town will continue to collaborate in maintaining, implementing, and making future updates to the Comprehensive Plan. Annually, the Town Board will review the implementation strategy, document the status and determine:

- those actions that have been accomplished
- those which are no longer required or relevant
- those which should be a priority during the upcoming year.

For each of the priority actions, the Town Boards will assign a person or board to be responsible for timely completion. To assist in monitoring implementation, the Town Boards may will use a Progress Worksheet to periodically track the status of each implementation action.

# LAND USE

## EXISTING CONDITIONS

The Town is predominantly agricultural and rural. Residences and businesses are clustered around historic hamlets, along roadways including Route 104, Business development consists of campgrounds and recreation-oriented businesses, agricultural storage facilities including riding stables and a racetrack. Industries are located along the railroad.

As shown in Map 3: Land Use by Parcel, most of Town's land area (60%) is agricultural, residential and undeveloped. Several large parcels are used in mining and recreation-oriented businesses. New York State owns land immediately adjoining the Erie Canal as well as some former quarries. Large areas north of Route 104 are wooded.

## Development Activity

According to the Genesee Finger Lakes Regional Planning Councils Regional Land Use Monitoring Reports there have been 16 new homes, 1 Commercial Farm and Wine Market, and 2 Community spaces built in the Town of Murray over the past 10 years.

Year	Permits	Permit Fees	New Home - Code Enforcer	New Homes- GFLRPC	Estimated Cost
2009	25	\$1,132	0	0	\$0
2010	35	\$1,078	3	3	Not Available
2011	60	\$5,117	5	4	Not Available
2012	56	\$6,454	3	2	Not Available
2013	48	\$3,667	2	1	Not Available
2014	57	\$3,719	1	1	\$125,000
2015	46	\$4,161	3	1	Not Available
2016	47	\$3,316	1	1	Not Available
2017	58	\$5,341	2	1	\$226,000
2018	73	\$5,101	2	2	\$398,000

Source: Town of Murray/ Genesee Finger Lakes Regional Planning Council Annual Regional Land Use Monitoring Reports



## RELEVANT PLANS, PROGRAMS AND REGULATIONS

### Land Use Regulations

#### Town Zoning

The Town uses traditional district-based zoning regulations to manage land use and development. The Town's Zoning Ordinance establishes five standard zoning districts and four overlay districts (see Map 4: Zoning.)

The zoning regulations specify the types of land uses permitted within each zoning district. "Principal uses" are. Permitted principal uses, defined as the main or primary use on a lot, require only a zoning permit issued by the Code Enforcement Officer as well as a building permit in accordance with the Codes of New York State. "Accessory uses" are those uses that are associated with and subordinate to a "principal use," such as a garage, parking area or storage shed. Uses allowed with a "special use permit" require approval by the Town Planning Board as well as site plan approval. Table 1 summarizes the principal, accessory and special permit uses allowed in each of the Town's zoning districts.

The Residential-Agricultural (RA) district encompasses most of the Town's land area. Agriculture, agribusinesses, recreation areas, single- and two-family dwellings, and existing businesses on Ridge Road are permitted uses. Uses allowed with a special use permit include animal hospitals, farm worker housing, camping grounds, public buildings, storage of construction equipment and farm worker housing. The minimum lot size is 37,500 sq. ft.

The Rural Residential (RR) district applies to land within 300 feet from the centerline of portions of Hulberton Road. Farms, single and two-family residences, family day care centers and recreation areas are permitted uses. Home occupations, bed and breakfast inns, public buildings and utilities, the storage and sale of topsoil or mulch, and the storage and incidental repair of construction equipment are allowed with a special use permit.

The Residential-Hamlet (RH) district applies to land within 300 feet of the centerline of a portion of Hulberton Road north of Canal Road and Fancher Road. Farms, single and two-family residences, family day care centers and recreation areas are permitted uses. Home occupations, convenience businesses, drive-in businesses, professional offices, clubs, public uses and multiple family dwellings are allowed with a special use permit. The minimum lot size is 25,000 sq. ft.

Business (B) districts are located: along the north site of Ridge Road (NYS Route 104) west and east of NYS Route 237; between NYS Route 31 and the railroad from Fancher Road west to the Town line; on the southeast corner of Telegraph Road and Fancher Road, at the northeast corner of Lynch Road and NYS Route 31; south of Holley Road to the railroad tracks just east of the Village of Holley, and at the southwest corner of Holley Road and Orleans-Monroe County Line Road.

Three overlay districts apply regulations in addition to those of the underlying zoning district. The Flood Hazard Overlay District applies to lands designated in the Flood Insurance Rate Map prepared by the Federal Emergency Management Agency (FEMA) as flood hazard areas. Development in these areas are subject to the procedures and requirements in the Town's Flood Damage Prevention law adopted in 1989. A Conservation Overlay District applies to wetlands regulated by the NYS Department of Environmental Conservation. Lands in this area are subject to regulation through the NYS Freshwater Wetland Act.

The Stream Corridor Overlay District regulations apply to land within 150 feet of the centerline of Sandy Creek. A Streambank Development Permit issued by the Planning Board is required for all uses and activities except for specified agricultural, maintenance, recreation and utility uses.

The Erie Canal Overlay District (ECOD) applies to land north and south of the Erie Canal within 500 feet of the canal right-of-way line. In addition to those allowed by the underlying zoning district, permitted uses in this area include: public parks, paths and trails for non-motorized traffic, including but not limited to, footpaths, bicycle paths, hiking paths and horse paths, public recreation and swimming; and flood and erosion protection structures. Uses allowed with a special use permit, in addition to those permitted in the underlying zoning district, include: bed and breakfast, boat rental business, camping grounds, motel, public and semi-public buildings & grounds, restaurant/tavern.

The Town's zoning ordinance authorizes the Planning Board to review and approve site plans for all development other than one- or two-family dwellings. Site plan review addresses vehicular access and parking, natural resource protection, screening and landscaping, and other site development considerations.

The Town's zoning includes "incentive zoning" provisions (see Article XI. These allow for increases in residential density, changes in uses or other changes to the zoning requirements in exchange for certain amenities of value to the Town. Amenities may include parks or trails, infrastructure improvements, natural resource conservation, or cash in lieu of a specific amenity.

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### Subdivision Regulations

NYS Town Law allows Towns to authorize the Planning Board to review and approve the division of lots into one or more smaller lots. However, the Town of Murray has not yet adopted subdivision regulations.

NYS Public Health Law, Article 11 requires Health Department review of subdivisions that involve the division of land into five or more parcels of five acres or less, usable for a residence, within a three-year period. For subdivisions that meet these criteria, the State or County Health Department must approve plans for water supply and wastewater disposal before the plat can be filed with the County Clerk.

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### Building, Fire Prevention, Energy and Property Maintenance Codes

The Town's Code Enforcement Officer enforces provisions of the NYS Uniform Fire Prevention and Building Code (Uniform Code) and the State Energy Conservation Construction Code. The Codes of New York include construction standards for new construction, plumbing and mechanical systems, fuel gas equipment, fire prevention, energy efficiency and property maintenance. The Town of Murray Local Law No. 5 of 2006 assigns responsibility for enforcing the Uniform Code to the Town Code Enforcement Officer.

The Uniform Code requires a building permit for all new construction, alterations, and demolition of buildings and for the installation of a solid fuel burning furnace or chimney, except for structures smaller than 144 sq. ft. gross floor area, fences, and minor repairs and improvements. The Code Enforcement Officer must inspect construction to ensure it complies with applicable codes before granting a Certificate of Compliance or Certificate of Occupancy.

In 2017, the Town adopted the Property Maintenance Law (Local Law No. 4 of 2017) which specifies additional standards for: the maintenance of exterior property, surfaces and fences; storage of refuse and recyclables; cutting or trimming grass and other plant growth; storage of vehicles and junk. The local law also includes requirements that outdoor lighting must illuminate only the building or grounds intended, that house numbers must be displayed, and that visibility must be maintained at street intersections.

Table 1: Zoning Districts and Uses

District	Permitted Principal, Accessory and Special Permit Uses
R-A Residential-Agricultural	<p><b>Permitted Uses:</b> Agriculture, 1- and 2-family dwellings, recreation area, family day care, existing businesses along Ridge Road.</p> <p><b>Accessory Uses:</b> Accessory structures, alternative energy systems, storage shed, temporary structures, yard sales.</p> <p><b>Special Permit Uses:</b> Airports, animal hospital, kennel, bed and breakfast, boat rental business, camping grounds, essential services, farm worker housing, home occupations, public and semi-public buildings &amp; grounds, solid waste management facility, storage and sale of topsoil or similar products, storage and incidental repair of construction equipment</p>
R-H Residential-Hamlet	<p><b>Permitted Uses:</b> Agriculture, 1- and 2-family dwellings, family day care, recreation area.</p> <p><b>Accessory Uses:</b> Accessory structures, alternative energy systems, storage shed, temporary structures, yard sales.</p> <p><b>Special Permit Uses:</b> Bed and breakfast, drive-in business, convenience business, clubs, public day care center, essential services, home occupation, multiple family dwelling, professional offices, public and semi-public buildings &amp; grounds</p>
R-R Rural Residential	<p><b>Permitted Uses:</b> Agriculture, 1- and 2-family dwellings, recreation area, family day care.</p> <p><b>Accessory Uses:</b> Accessory structures, alternative energy systems, storage shed, temporary structures, yard sales.</p> <p><b>Special Permit Uses:</b> Bed and breakfast, essential services, home occupation, public and semi-public buildings &amp; grounds, storage and sale of topsoil or similar products, storage and incidental repair of construction equipment.</p>
B Business	<p><b>Permitted Uses:</b> Agriculture, 1- and 2-family dwellings, family day care, recreation area, building material sales yard.</p> <p><b>Special Permit Uses:</b> Automobile sales/rental, amusement center, animal hospital, kennel, day care-public center, clubs, essential services, mobile home park, motel, motor vehicle repair shop, public and semi-public buildings &amp; grounds, restaurant/tavern, retail fuel station or outlet, truck and construction equipment sales/repair/rental, home occupations, bed and breakfast, storage facility, convenience business, drive-in business, general business, professional offices, multiple family dwellings, solid waste management facility, cold storage facility, machining/tool and die facility, warehouse/distribution, storage and sale of topsoil, mulch, wood chips, or similar type products, storage and incidental repair of construction equipment</p> <p><b>Accessory Uses:</b> Accessory structures, alternative energy systems, storage shed, temporary structures, yard sales.</p>
I Industrial	<p><b>Permitted Uses:</b> Agriculture, agri-business, recreation area, building material sales yard</p> <p><b>Special Permitted Uses:</b> General business, solid waste management, essential services, truck and construction equipment sales/repair/rental, cold storage, food processing/bottling, machining/tool and die, product assembly, product fabrication/manufacturing, public utility, scientific research, warehouse/distribution</p> <p><b>Accessory Uses:</b> Accessory structures, alternative energy systems, storage shed, temporary structures</p>

## 2008 Comprehensive Plan Recommendations

The Town of Murray prepared a Comprehensive Plan update in 2008. The plan included an inventory of natural, social and economic conditions, presented general land use goals and policies, and recommended implementation actions relating to land use, public investment, intergovernmental participation, capital improvements, environmental review and zoning.

### Residential/Agricultural Recommendations

- Residential-Agricultural should continue to be the preferred land use in the town.
- Property owners who use their land for agriculture should be encouraged to join agricultural districts.
- The town should write and adopt subdivision regulations that help preserve agricultural land, promote a variety of housing types, and set fair and uniform standards for high density residential development.
- Residential development should be encouraged to use the "depth" of property rather than just the "width" along the road to help preserve the town's rural character.
- Single family homes should continue to be the preferred housing type in the town, but other types of housing should be allowed where appropriate.
- The preferred locations for medium and higher density residential development are near the Village of Holley (along the Route 31 corridor) and near the hamlets of Fancher, Hulberton and Brockville.
- High density residential developments should provide housing opportunities for all segments of the population - not just low income families and the elderly.

### Business/ Commercial Recommendations

- The town must carefully review the location of new businesses, as well as the goods and services to be provided, to ensure they truly benefit the community.
- The Village of Holley is best suited to be the business core of the community and should be the preferred location for larger scale commercial development.
- Businesses that want to locate in the town should be encouraged to locate near the Village or in the hamlets of Fancher and Murray.
- Emphasis should be given to environmentally-friendly businesses that are compatible with the town's rural character, businesses that support the agricultural community, businesses that serve the basic needs of residents, and tourism-related businesses.
- Home-based businesses, especially those that support local agriculture and tourism, should be encouraged provided they complement the surrounding community.
- The amount of land designated for commercial use along Ridge Road should be scaled back due to physical and ecological limitations, and to help preserve the appearance of this major tourism corridor.

### Industrial Recommendations

- The only land that should be designated for industrial use should be parcels that are already zoned industrial.
- Expansion of the industrial zone should only be considered if it supports the growth and development of local agriculture.

### Parks, Recreation, Conservation, Open Space and Tourism Recommendations

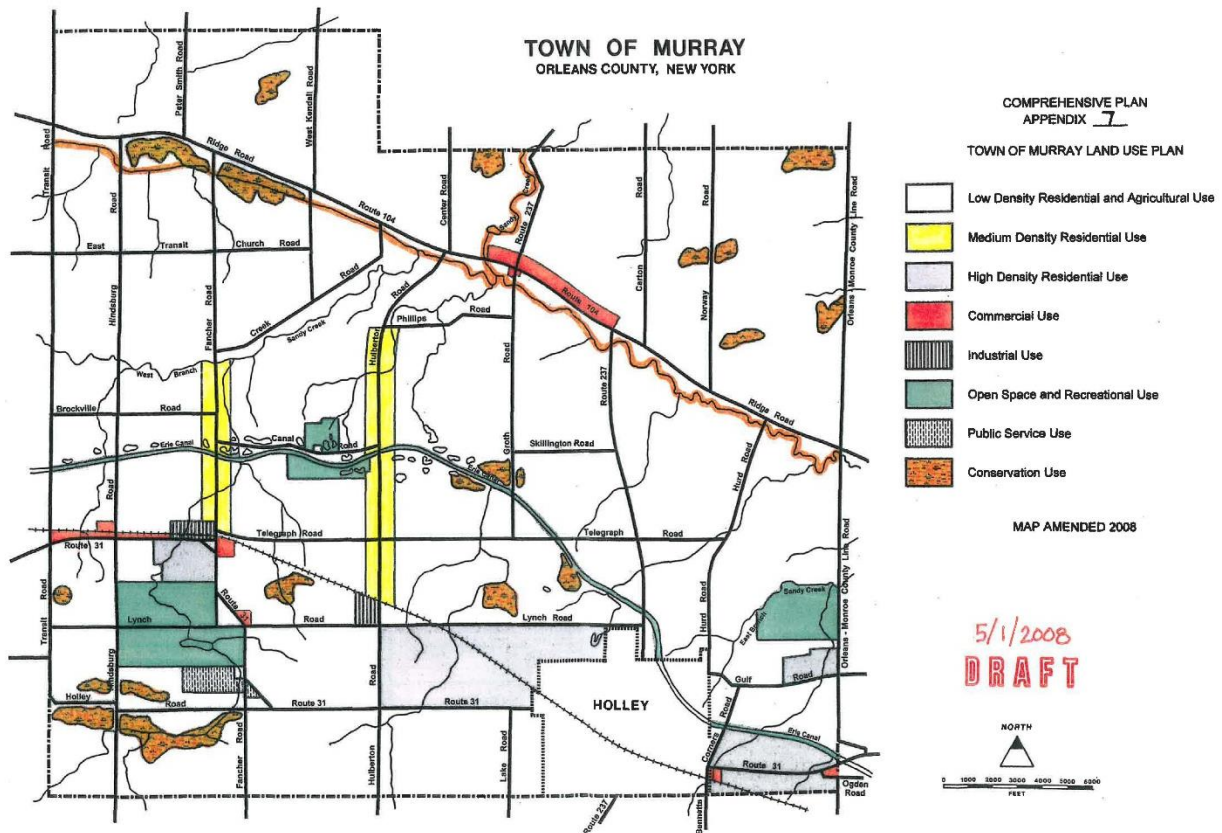
- Land should be acquired for the creation of public parks, common areas and recreational areas for use by town residents.

- Policies and practices should be established to ensure the preservation of open space, including fallow' and cultivated agricultural land.
- Policies and practices should be established to ensure the preservation and maintenance of historic sites and resources, including abandoned cemeteries.
- Overlay zoning districts should be established along Sandy Creek and the Erie Canal with the intent of making these areas available for recreation, conservation and tourism-related uses.
- Tourism must become a priority and all types of tourism should be encouraged and promoted (agri-tourism, eco-tourism, -heritage tourism, cultural tourism and recreational tourism).

#### General Recommendations

- The establishment and use of alternative energy sources and technologies, such as solar and wind power, should be supported and encouraged.
- The zoning ordinance and zoning district map should be revised so they are consistent with the goals, policies and maps in the updated Comprehensive Plan.
- Funds should be budgeted to ensure the Comprehensive Plan. Zoning Ordinance and Subdivision Regulations are reviewed and updated by a professional consultant every five years.
- The town must give higher priority to implementing the policies and action items included in the Comprehensive Plan.
- The town should establish a "Plan Implementation Committee" comprised of interested citizens that would assist the Town with grant applications and general implementation of the Plan.

Figure 1: Land Use Plan - 2008 Comprehensive Plan



## ISSUES & OPPORTUNITIES

- The Town's natural, agricultural, and historic resources contribute to the unique character of the community. Appropriate development standards are needed to retain scenic beauty, agricultural soils, natural resources, and historic buildings and sites. Business development that leverages these resources can help make the Town of Murray a destination for tourists and new residents.
- Hamlets are hubs for development
- Route 104 is a major thoroughfare through the community that also offers potential for business and economic development.
- Updates to the Town's land use regulations are needed. The Zoning regulations need revisions to improve clarity and remove ambiguities. The zoning map and district regulations should be revised to be consistent with the goals and vision of the Town's updated Comprehensive Plan. The Town does not have the ability to review proposed lot splits to encourage high quality design and the protection of significant resources.



## LAND USE PLAN

The Town's Land Use Plan encourages continued use of land for farming and agriculture-related businesses. Businesses and regional attractions that build on the Town's natural, historic and agricultural assets are encouraged, provided that they are properly designed to minimize impacts on these assets.

The Land Use Plan Map recommends:

- Conservation of natural resources, including streams, wetlands, flood hazard areas and forests
- Continued farming in areas with high quality agricultural soils
- Residential development consistent with the Town's rural and agricultural character
- Business and industrial development along designated corridors and where consistent with the Town's rural and agricultural character
- A mix of business and residences in the historic hamlets consistent with the traditional form and character of the hamlets
- Protection of the scenic and historic character along the Route 104 corridor. Zoning and other regulations will help to maintain the function of thoroughfare while accommodating suitable business development in appropriate areas. Intensive and unsightly uses such as automobile sales will be excluded.

## LAND USE GOALS & RECOMMENDATIONS

### Land Use Goals

- ❖ *Retain the rural and agricultural character of the Town while maintaining a high quality of life for residents.*
- ❖ *Retain and attract businesses and facilities that leverage the Town's agricultural, natural and historic resources.*

### Recommended Actions

- LU-1    Revise zoning to advance the goals and vision of the Town's Comprehensive Plan:
- a. Improve clarity, remove ambiguities, retain the character of the community and
  - b. Revise the zoning map to advance the vision of the Land Use Plan map, including:
    - Encourage mixed-use development and redevelopment within the Hamlets consistent with their historic character
    - protection of sensitive natural areas
    - continued farming and agriculture-related businesses
    - development along the Canal to maximize recreation and tourism potential
  - c. Incorporate design standards or guidelines into zoning for new development and renovations in highly visible areas of the town, such as along Route 104, in hamlet areas and other places with historic significance.

*Responsible  
Entity:*

*Town Board*

## TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

*Partner Entities:* *Planning Board; Zoning Advisory Committee*  
*Timeframe:* *Immediate (within one year)*

LU-2 Prepare and adopt subdivision regulations.

*Responsible Entities:* *Planning Board (if adopted as regulations)/  
Town Board (if adopted as local law)*  
*Partners:* *Planning Board; advisory committee*  
*Timeframe:* *Short-term (1-3 years)*

LU-3 Support efforts by landowners and land trusts to preserve contiguous areas of undeveloped and/or protected land. (See also Natural Resources recommendation)

*Responsible Entities:* *Town Board, by passing resolutions of support or  
sponsoring grant applications*  
*Partners:* *Planning Board; advisory committee; private land trusts*  
*Timeframe:* *Ongoing*

LU-4 Promote a mix of residential and business development and redevelopment within the Hamlets. [See also Population & Housing section]

*Responsible Entity:* *Town Board with Planning Board assistance*  
*Partners:* *Orleans County*  
*Timeframe:* *Ongoing*

LU-5 Encourage residential development and redevelopment in and near the Hamlet centers. [See also Population & Housing section]

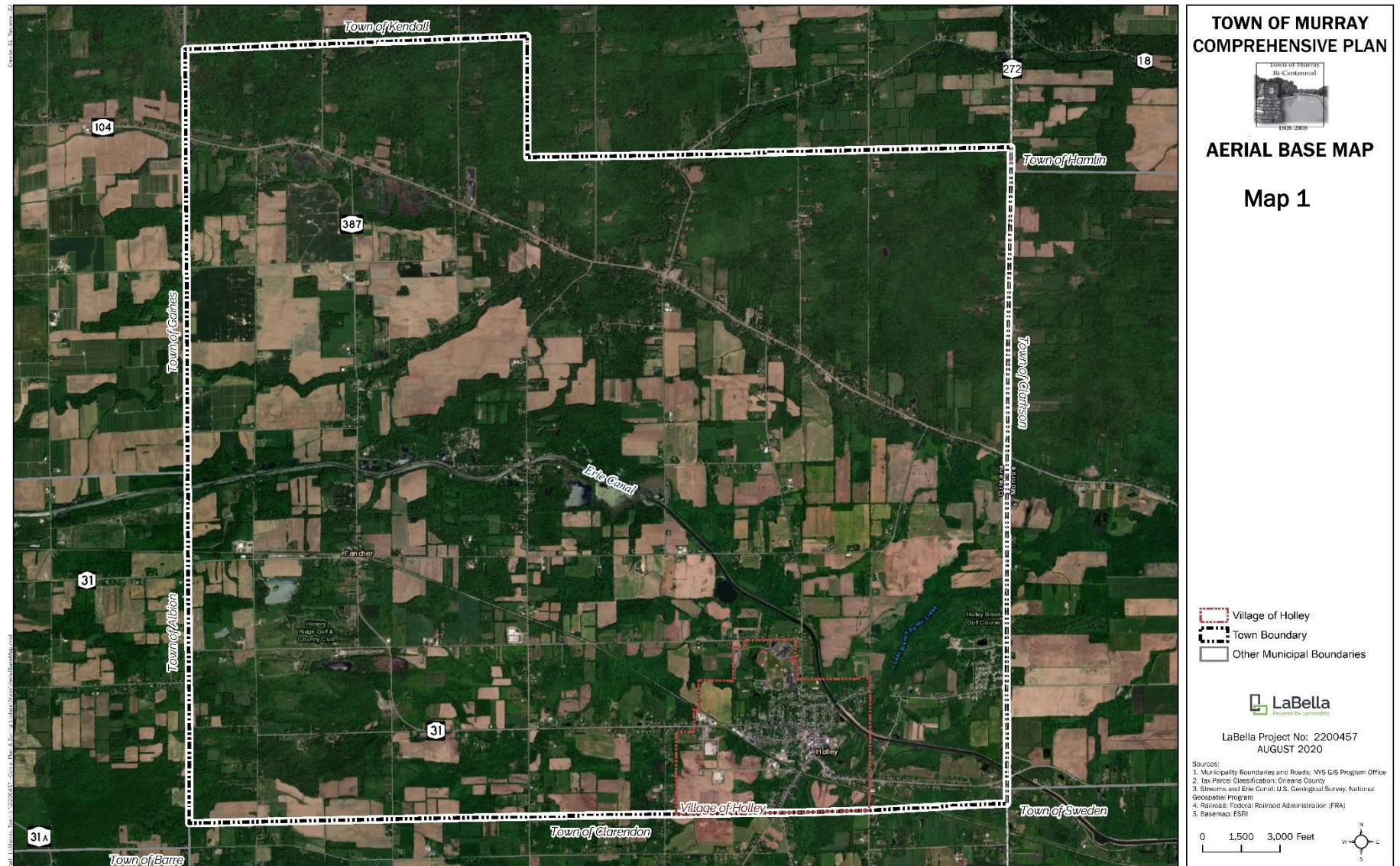
*Responsible Entity:* *Town Board with Planning Board assistance*  
*Partners:* *Orleans County*  
*Timeframe:* *Ongoing*

LU-6 Encourage new development along the Erie Canal that makes use of the Canal for recreational, transportation and/or water-dependent uses.

*Responsible Entity:* *Town Board*  
*Partners:* *Orleans County Tourism Office, Orleans County Economic  
Development*  
*Timeframe:* *Ongoing*

# TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

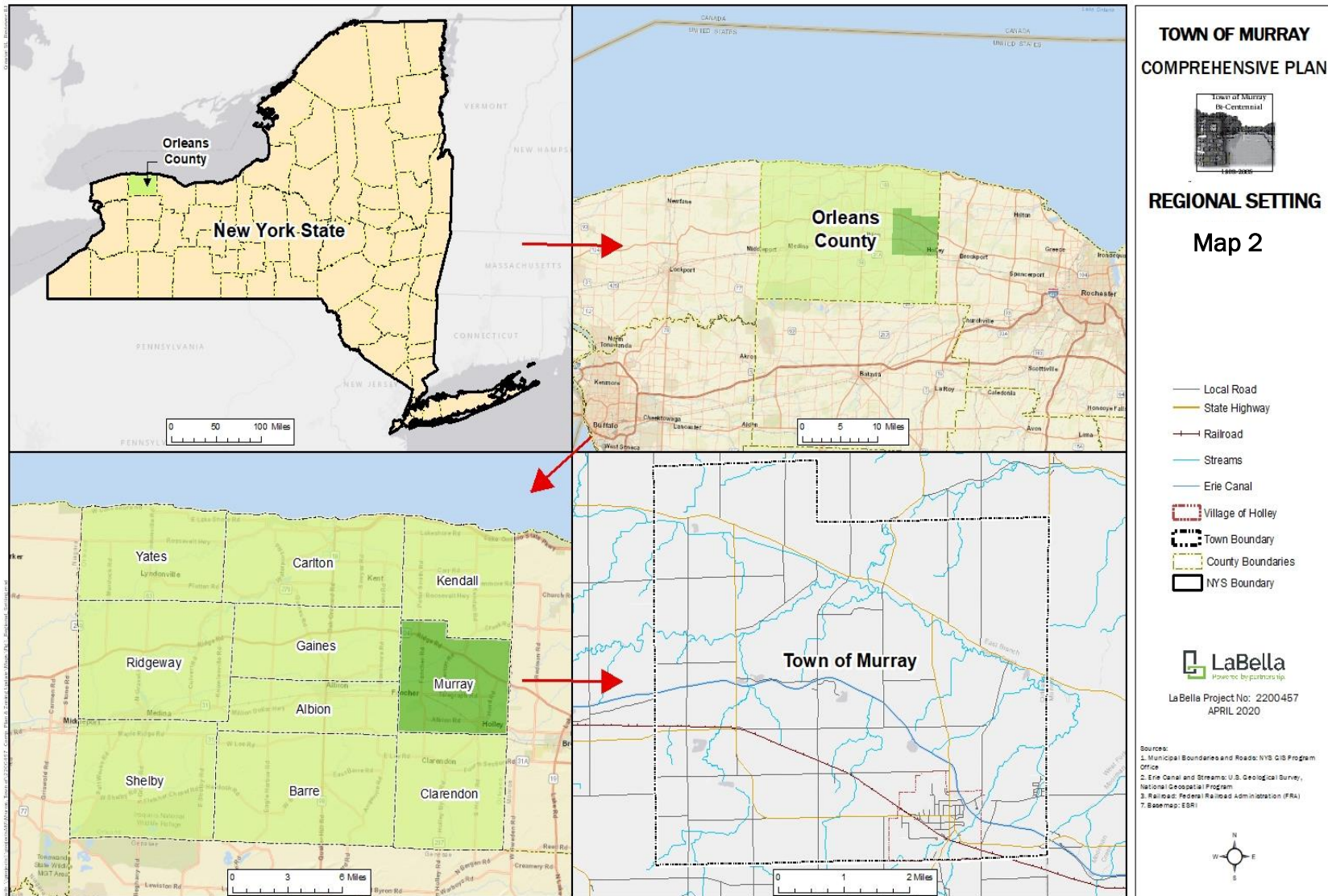
Map 1: Aerial Base Map





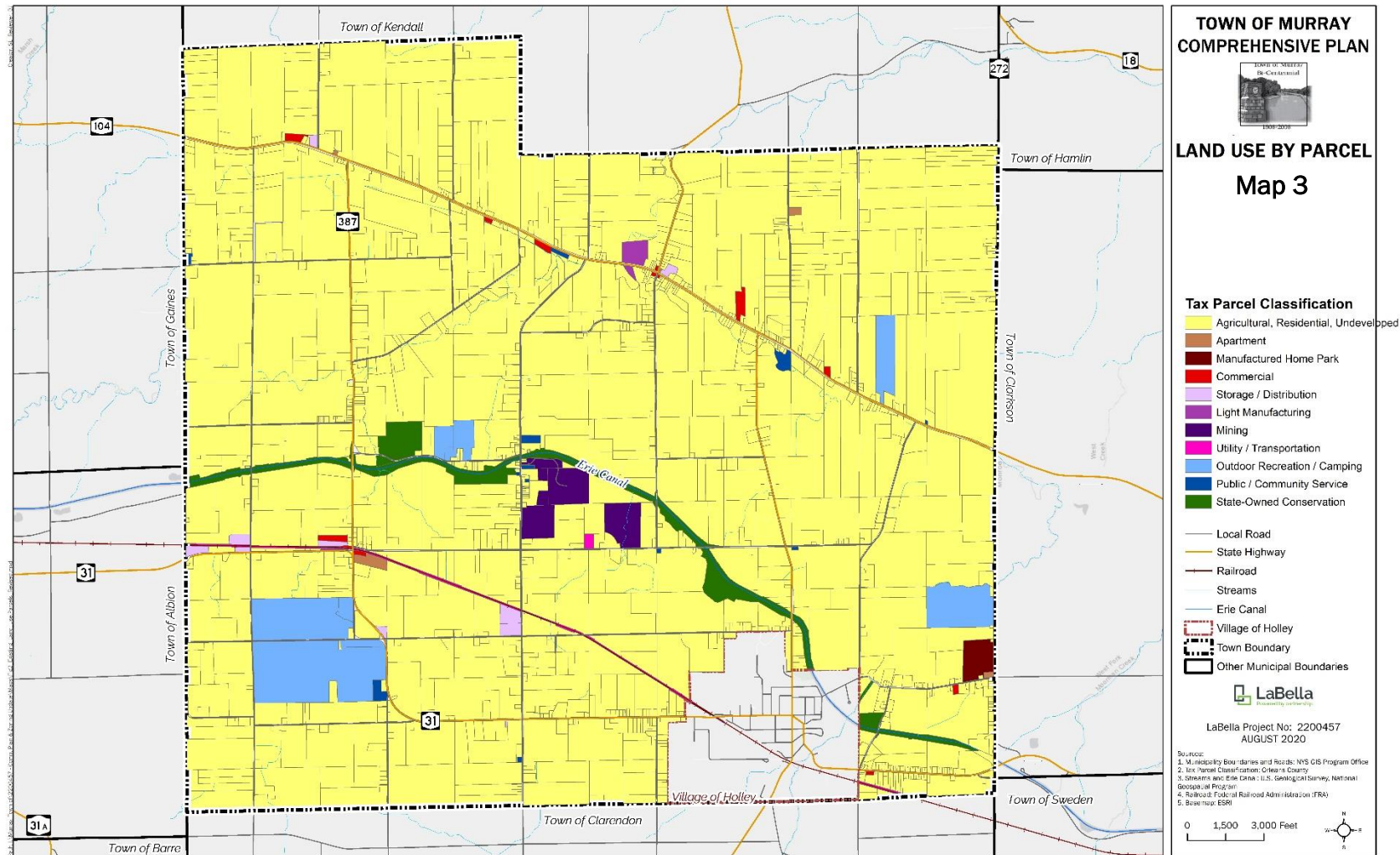
# TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

Map 2: Regional Setting



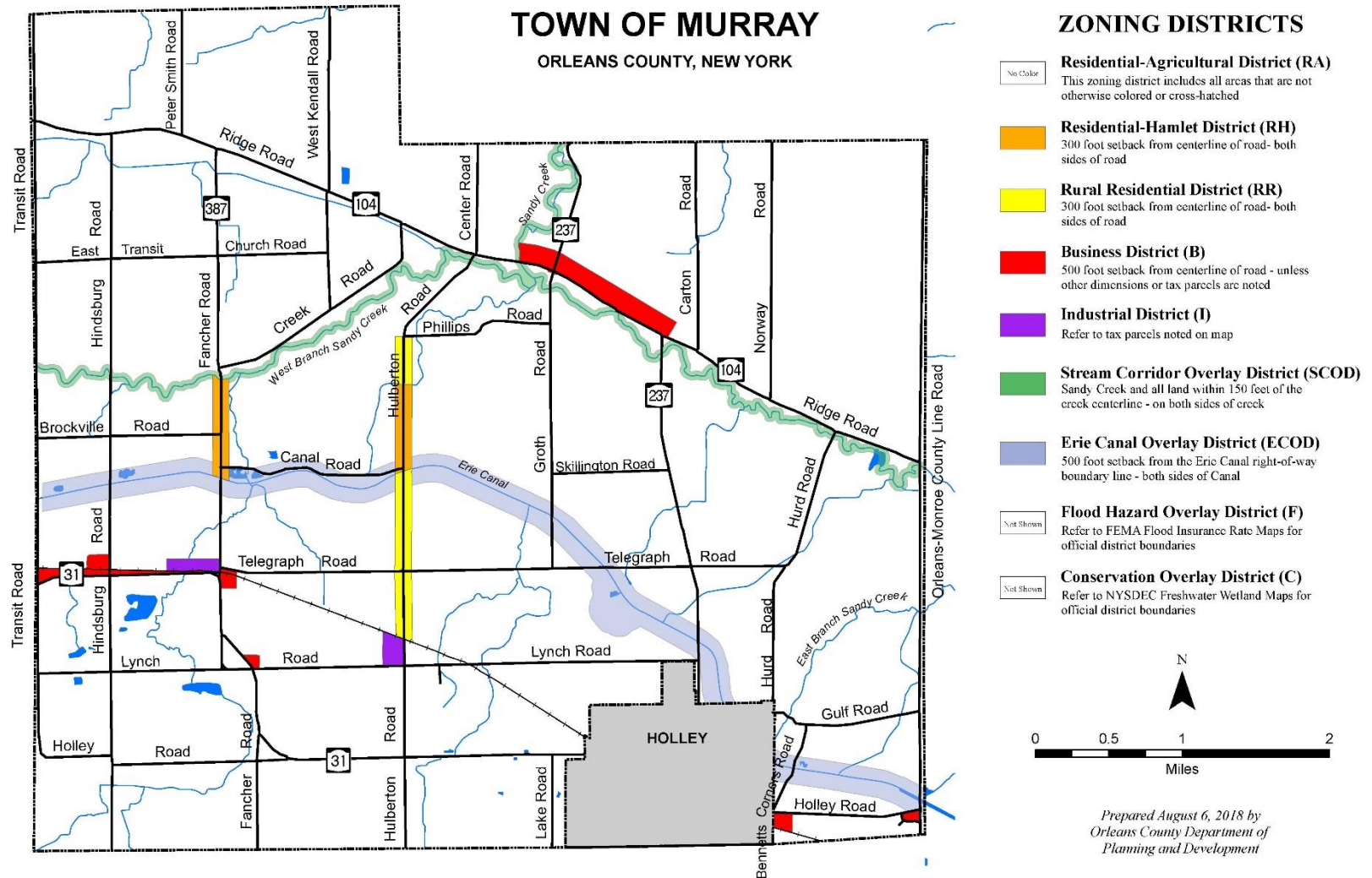
# TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

Map 3: Land Use by Parcel





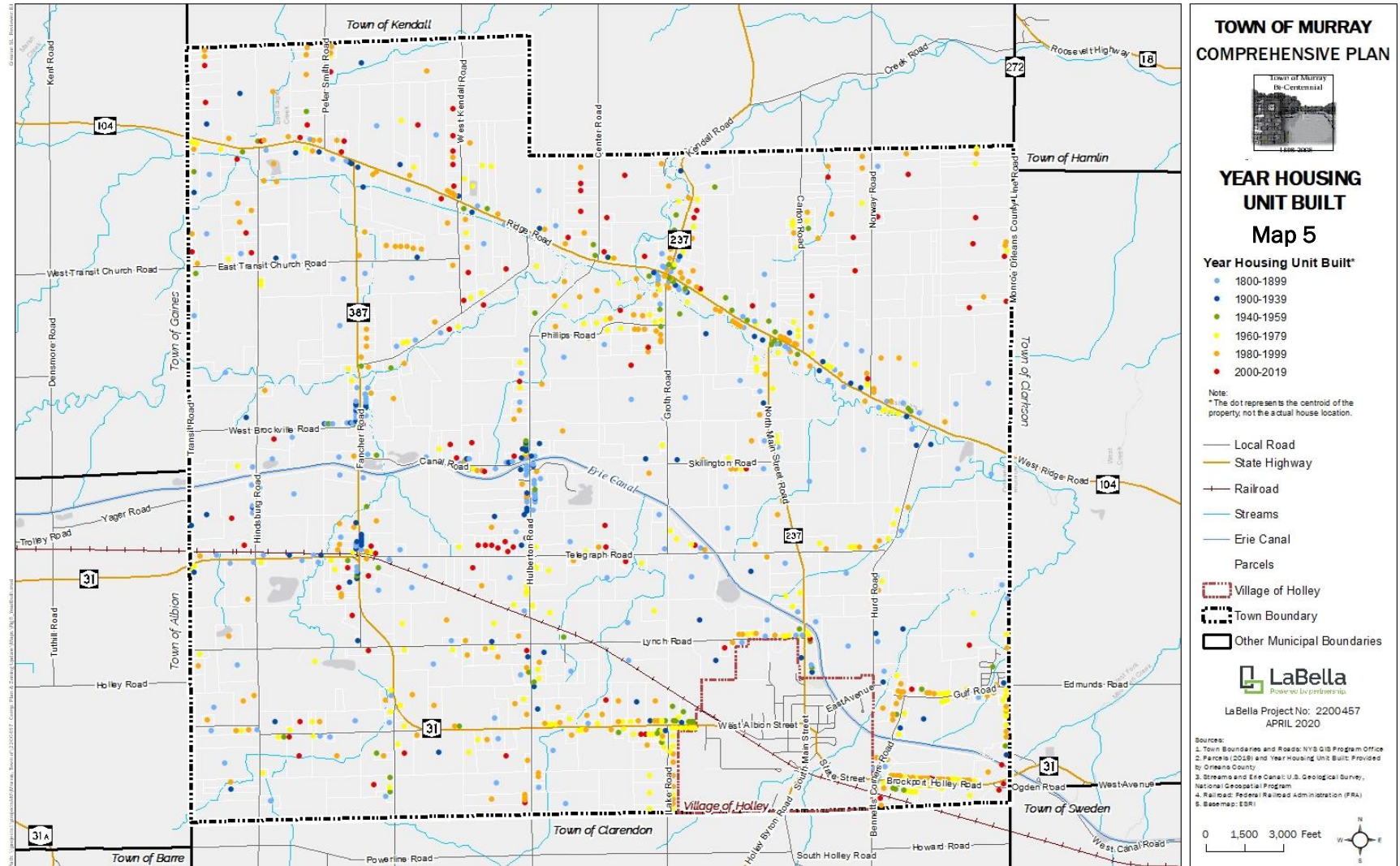
Map 4: Zoning





# TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

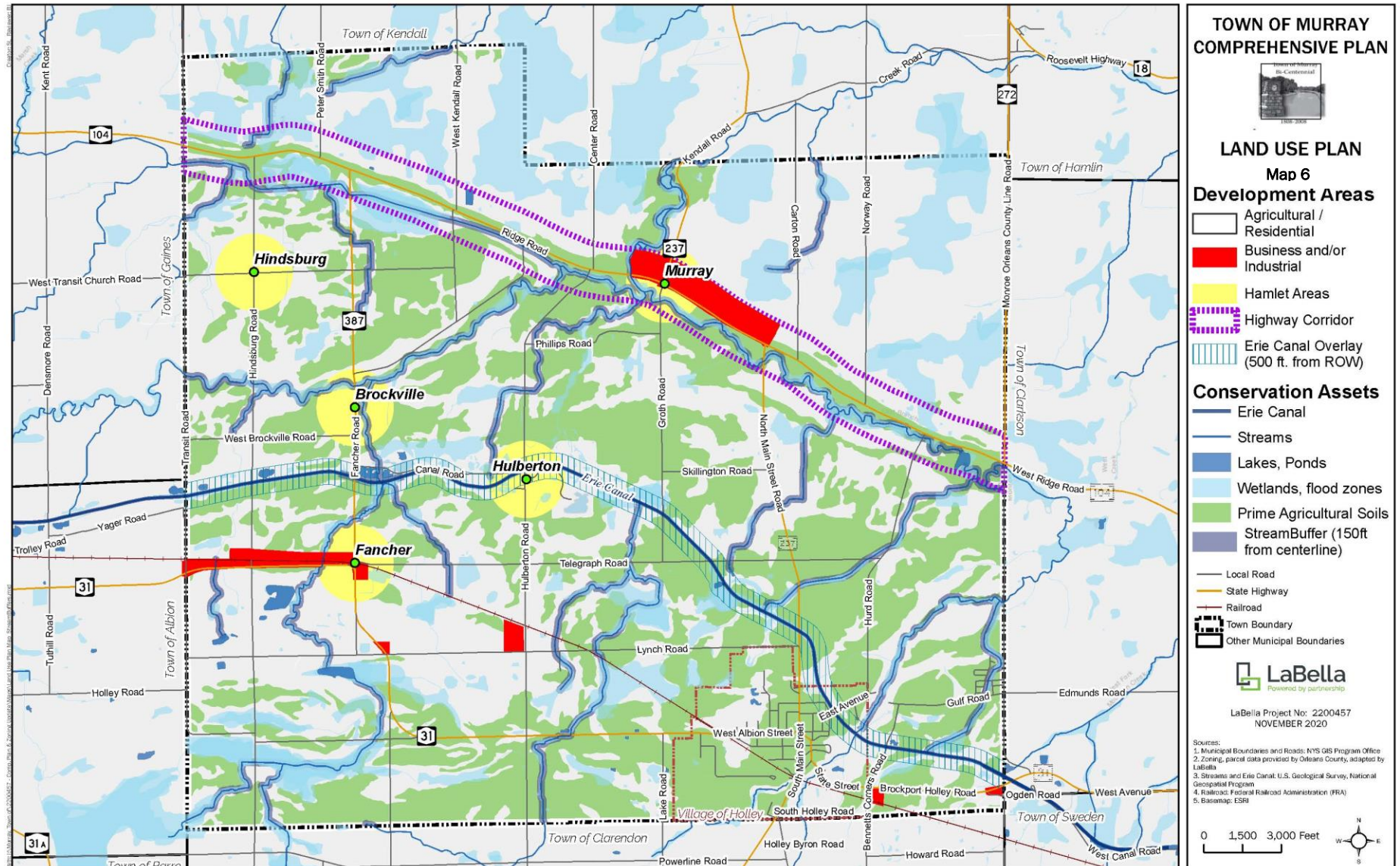
Map 5: Housing Units by Year Built





# TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

Map 6: Land Use Plan



LAND USE

DRAFT: MARCH 2021

# HISTORIC RESOURCES

## EXISTING CONDITIONS

The Town owes much of its early development to water power along Sandy Creek, woodlands, agriculture, stone quarries and the Erie Canal, as well as commerce along the Ridge Road. After railroads replaced the Canal for shipping, farming and mining continued to be the predominant industries. The community's natural resources and agricultural lands continue to support recreational businesses and the Ridge Road continues to be a major thoroughfare through the Town.

The land that is now the Town of Murray was once covered with a thick forest of hemlock trees. A pathway along the ridge was used by indigenous populations and European explorers to travel through the region.

Native Americans fished and hunted in the area seasonally. The land was occupied by the Algonquins followed by the Neutral tribe and then the Seneca Nation, which is part of the Iroquois confederacy also known as the Six Nations or Haudenosaunee.

The first settlements by people of European descent occurred along the Ridge near Sandy Creek. In 1809, Epaphras Mattison settled in Sandy Creek and established a tavern. The first schoolhouse was built in 1814. By 1817, several families had constructed log houses in the area. The earliest industries included grist mills, saw mills, a distillery, and fabric manufacturing facility that used water power from Sandy Creek.

The development of the Erie Canal in 1825 led to an economic boom that lasted until the last part of the 19<sup>th</sup> century. The Village of Holley became the Town's main hub for commerce. In its early years, it was known for a large lumber yard and for facilities to store and transport agricultural goods and supplies.

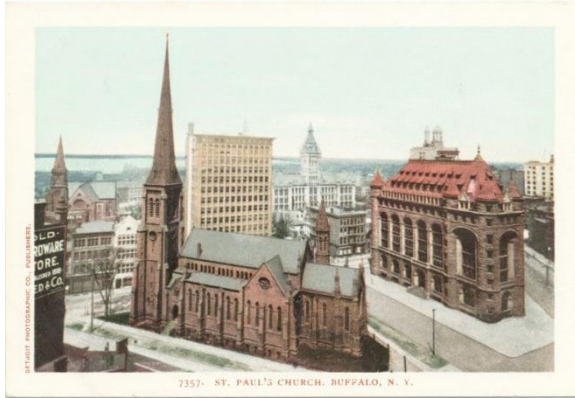
## Historic Hamlets

The hamlet of Murray, named for the post office, established in 1816, was originally known as Sandy Creek. The hamlet was the most populated part of the area until the construction of the Erie Canal.

The hamlet of **Hulberton**, originally known as Scio, formed along a basin that was dug along the south bank of the canal to allow canal boats to turn around. The first store opened along the tow path in 1828; the building became a tavern in 1832 and later a hotel. Other early businesses included warehouses to support shipping of farm products and supplies. It was named after I.H.S. Hulbert, the first postmaster and a prominent merchant.







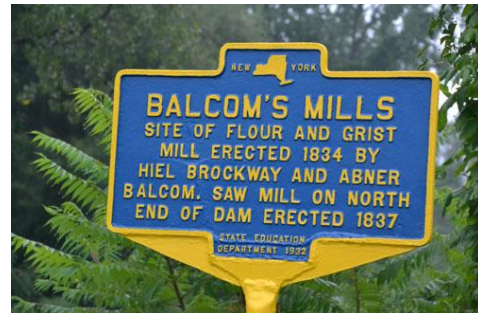
A quarry at Hulberton produced high quality Medina sandstone known for its rich brown color. Stone from this quarry was used in the construction of St. Paul's Church on Delaware Avenue in Buffalo (constructed in 1849) and Sibley Hall in Rochester (opened as a library in 1877 on the original University of Rochester campus on Prince Street.)

The hamlet of **Hindsburg** was founded in 1829 by Jacob Hinds. Two produce warehouses constructed during the 1830s made the hamlet a hub for the produce market until construction of the railroad ended Canal shipping.

The hamlet of **Brockville**, located less than one mile east of Hindsburg, was named after Hiel Brockway. Sandstone mined in the many stone quarries at **Brockville** was shipped along the Canal for use in curbing and culverts. Sand was also mined at **Brockville**.

The hamlet of **Fancher** is named for Edward Fancher, the general manager of the Orleans County Quarry Company. Established in 1902, the company mined and cut Medina sandstone at nearly 50 quarries throughout Orleans County and shipped it via the Erie Canal and rail.

The area known as **Balcom's Mills** was approximately one mile west of Hulberton. A historical marker installed in 1932 commemorates the early saw mill, grist mill and dam at the site.



During the early 1900s, the canal was widened and deepened and renamed the New York State (NYS) Barge Canal. Commercial activity along the Erie Canal gradually declined from the latter half of the 19<sup>th</sup> century through the 20<sup>th</sup> century as rail became more economical. Today, the canal is rarely used for shipping and is primarily a scenic and recreational resource.

## Town Boundaries

The Town of Murray formed from the larger Town of Northampton in 1812. It was originally part of Monroe County and included land that is now in the Towns of Kendall, Clarendon, Hamlin (formerly Union), Clarkson and Sweden. The Town's namesake is John Murray, a merchant from New York City and a large landowner in the Town. By 1826 Orleans County had separated from Genesee County. By 1837, the other Towns were incorporated separately and the Town of Murray's current dimensions were set.

## Roads

In 1814, the NYS Legislature appropriated funds to improve Ridge Road between the Genesee River and Fort Niagara. Before the Erie Canal opened, Ridge Road was the main transportation corridor through the region.

## Historic Sites and Structures

The Pierce Farm on Route 31 west of Hulberton Road was constructed in 1828. It remained in the Pierce family through the early 1900s.



In the early 1900s, the Wesendorf House was a hotel located on the southwest corner of the “Million Dollar Highway” (Route 31) and Fancher Road. The building was moved to the east side of the road when the right angle intersection was removed and Route 31 was realigned to incorporate the “Fancher bend.”

## Erie Canal National Register Historic District

The Erie Canal, including bridges and other structures, is the only site in the Town of Murray that is currently listed in the National Register of Historic Places. It was listed in 2014.

## Historic Bridges

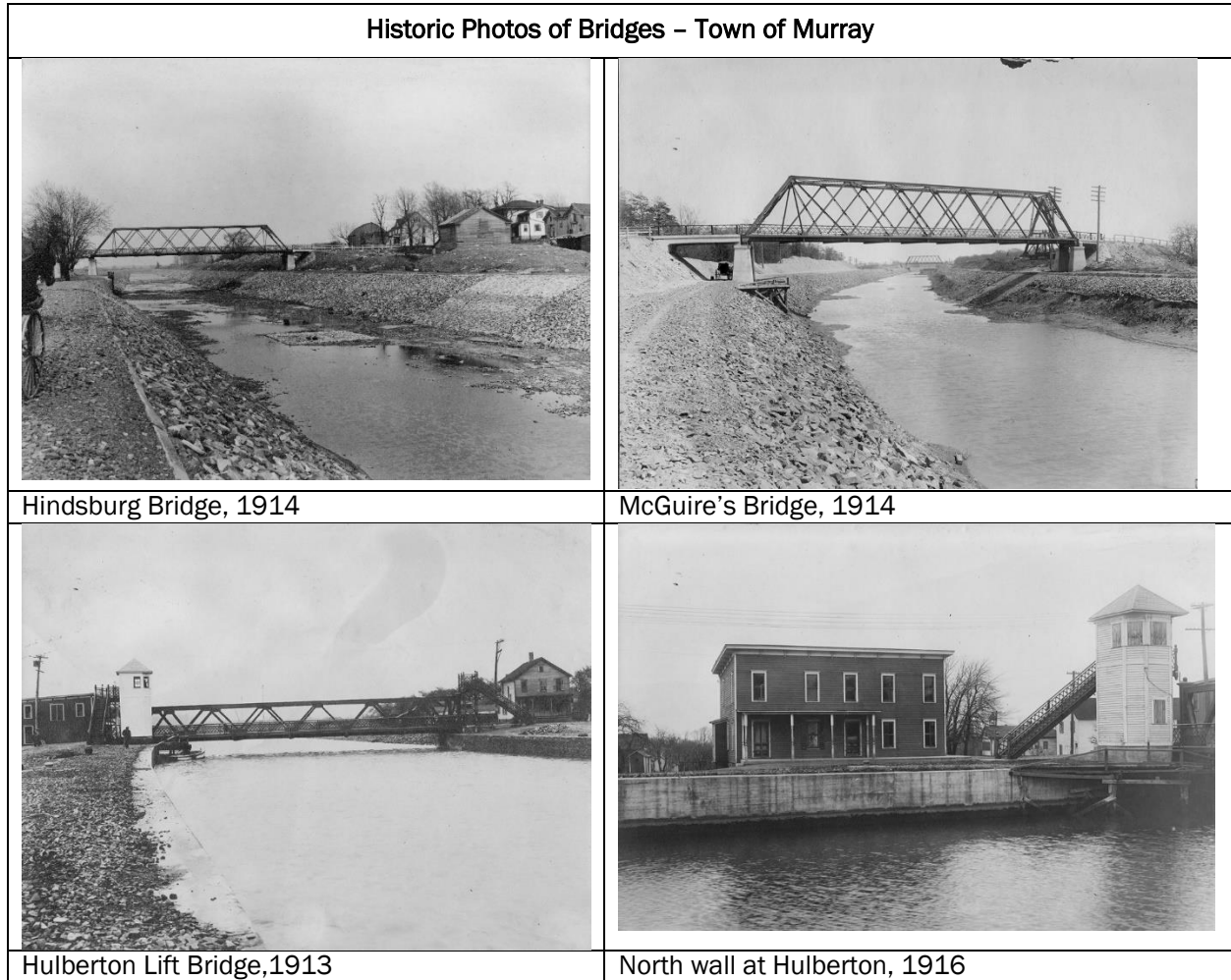
The historic metal truss or lift bridges along the Erie Canal were constructed between 1911 and 1913 when the Canal was widened to replace the original bridges. Most of the Canal bridges in Murray used the “Warren through truss” construction method, which is common along the Erie Canal but uncommon nationwide. In Hulberton, as in the Village of Holley and other areas with less space for an approach, vertical lift bridges were constructed. The following bridges are “Contributing Structures” to the Erie Canal National Register Historic District:

- Bennetts Corners Road bridge, constructed in 1911
- Telegraph Road bridge, constructed in 1911
- Groth Road Bridge, constructed in 1911
- Hulberton Road Lift Bridge and control tower, constructed in 1913
- Hindsburg Road Bridge, constructed in 1911





The other “contributing structure” is the Brockville Waste Weir along the north bank of the Fancher Road bridge.<sup>1</sup> The structure consists of four sluice gates in the concrete that were constructed in 1911.

Figure 2: Historic Photos of Bridges



<sup>1</sup> The Fancher Road bridge was reconstructed in 1985 and is a non-contributing structure within the National Register Historic District

	
<p>County Line Bridge, looking east, 1914</p>	<p>Wall repair at Clark's dock wall, Brockville, May 1918</p>

### Locally Significant Historic Buildings and Sites

Many other buildings and sites in the Town are have local historic significance and may be eligible for listing in the National Register of Historic Places as determined by to the NY State Historic Preservation Office (SHPO.)

Hurd Orchards Historic District was submitted to the State Historic Preservation office (SHPO) for consideration based on its association with fruit farming in western New York. The proposed district encompasses 80 acres in 13 non-contiguous parcels and buildings dating from the early 19<sup>th</sup> to late 20<sup>th</sup> century. Eligibility for listing has not yet been determined.

#### SOURCES:

- Historical Album of Orleans County, N.Y, New York 1879,  
[https://digitalcommons.brockport.edu/cgi/viewcontent.cgi?article=1011&context=local\\_books](https://digitalcommons.brockport.edu/cgi/viewcontent.cgi?article=1011&context=local_books)
- Orleans County Historian Website
- The Pioneer History of Orleans County, NY, Town of Murray, by Arad Thomas,  
<https://www.newyorkroots.org/bookarchive/pioneerhistoryorleanscounty/ch21/murray.html>

## RELEVANT PLANS, PROGRAMS AND REGULATIONS

### State and National Registers of Historic Places

Listing in the State and National Registers of Historic Places recognizes the historic significance of a building, site or district. Listed properties have some protection from activities that involve funding or approval from a state or federal agency, as consideration of impacts is required as part of required environmental reviews. Municipal and not-for-profit owners of listed properties may apply for matching grants to restore or protect the property. Owners of certified historic properties may take a 20% federal income tax credit for the costs of substantial rehabilitation under the Tax Reform Act of 1986.

There are no restrictions on private owners of registered properties. Private property owners may sell, alter or dispose of their property as they wish.

See: <https://parks.ny.gov/shpo/national-register/>

Local Historic Preservation Local Laws

Municipalities may enact a local historic preservation law to pro

**“Reconnaissance-Level Architectural Survey, Village of Holley and Town of Murray, New York;” Conducted by the Landmark Society of Western New York for the Western Erie Canal Heritage Corridor Planning Commission, 2003**

The Landmark Society of Western New York prepared the “Reconnaissance-Level Architectural Survey, Village of Holley and Town of Murray, New York” in 2003 as part of an economic development strategy for 5-county canal corridor commissioned by the . The study referenced a previous Cultural Resources Survey completed by the NYS Department of Transportation in 1994 for prehistoric and historic sites along NYS Route 31 within the Village to just east of the Village line.

In 2003, there were no National Register-listed properties in Holley or Murray. It noted previously identified eligible sites identified included: 3731, 3733, and 3803 Hurd Road; houses at the NE and southeast corners of Rt. 237 and Telegraph Road and most cobblestone buildings The Erie Canal and associated structures were listed in the National Register of Historic Places in \_\_\_\_.

Archeological resources include building foundations, wells and other remnants of early settlers’ home sites.

The study identified buildings, structures and landscapes that represent architectural styles typical of the various historical periods. Between 1825 and the late 1840s, most residences were constructed in the Greek Revival style. Residences in Murray that retain the original character of this architectural style include 3576 Hulberton Road, 3419 Holberton Road, 3250 Padelford Road, the house at the southeast corner of Hurd Road and Ridge Road, 16885 Ridge Road, 15997 Telegraph Road, and the Balcom House on the east side of Route 387 (Padelford Road.)

Other Canal-era buildings include cobblestone houses built during the 1830s-1850s at 17120 Ridge Road, 16184 Ridge Road, 16131 Ridge Road, 3129 Hulberton Road, 3544 Hurd Road, 17141 Ridge Road and 3827 Transit Road and two historic cobblestone schools, currently used as residences, are at 3845 Monroe-Orleans Townline Road (built in 1850) and 3631 Monroe-Orleans Townline Road (built in 1830.) Commercial buildings at 3384 Hulberton Road and west along Canal Road relate to the Canal.

Buildings constructed along the Canal for produce storage and processing reflect the significance of agriculture to Murray’s history. St. Rocco’s Catholic Church in Hulberton was built in 1907 for Italian quarry workers. It was closed in the early 1960s but reopened in 1976 for use on a limited schedule.

Historic landscapes include the Transit Cemetery (first recorded burial in 1838) along the west town boundary at Transit and East Transit Church Roads, Clark or Hatch Cemetery (1822) at Ridge Road and the Orleans-Monroe County Line, Cole Hill Cemetery (1836), on Telegraph Road north of Holley, Hulberton Cemetery (1831), Pierce-Smith Pioneer Cemetery 91822), Sandy Creek or Murray Cemetery (1822) and Sprague Cemetery (1831.)

The first railroad began operating in 1852 and connected Holley with Rochester, Lockport and Niagara Falls. The former “Murray Station” depot in Fancher has been used as a commercial building since the 1970s. An electric trolley connected Holley with Buffalo, Lockport and Rochester between 1908 and

1931. Early examples of automobile-oriented architecture include the Wishing Well Motel (1926) on Ridge Road near the Town's western border.

Medina sandstone quarrying was a major industry from the mid-1800s through the early 20<sup>th</sup> century. Quarry workers were mainly immigrants from England, Ireland, Poland and Italy as each group migrated in turn to the United States. Many were killed by silicosis caused by the dust raised in quarry operations.

One of the last small 1-3 room school houses, built in the 1850s, is at 16941 Ridge Road.

Many houses in Murray date from the late 1800s. While the Greek Revival style was still popular in the 1850s, styles that borrowed from European traditions became popular after the Civil War. These include Second Empire style, featuring mansard roof; Examples of the Italianate style are found at 17186 Ridge Road, the Cole House at the northeast corner of N. Main Street and Telegraph Road, and 3588 North Main Street. Examples of the Queen Anne style are at 3429 and 3435 Hulberton Road in the hamlet of Hulberton.

Notable examples of 20<sup>th</sup> century architectural styles include 3731 Hurd Road (Colonial Revival) and 3733 Hulberton Road and Skillington Road near Groth Road (American Foursquare).

The study identified an area in the hamlet of Hulberton as potentially eligible for listing as a National Register Historic District. The district would include St. Rocco's Roman Catholic Church, the Hulberton cemetery, two Queen Anne style houses, and the Greek Revival style Joseph Budd farm complex built in the 1840s. The district could also include canal—related commercial buildings on the north side of the canal.

All of the other buildings have been altered to the extent that they would not be eligible for listing in the National Register of Historic Places. Additional research may warrant listing agricultural landscapes and associated buildings as a cultural resource.

### Certified Local Government Program

Municipalities that have adopted local historic preservation laws may be designated as a Certified Local Government by the NY State Historic Preservation Office (SHPO.) Designation can help municipalities obtain grants and technical assistance from the NY SHPO. <https://parks.ny.gov/shpo/certified-local-governments/>

## ISSUES & OPPORTUNITIES

- Historic resources express Murray's unique character and are an asset for tourism. Many historic sites are located along Route 104. Historic cemeteries are "loaded with heroes."
- Several buildings and landscapes in Murray may be eligible for listing in the National Register of Historic Places. Listing in the National Register can help owners obtain grants and technical assistance for preservation and restoration.  
<https://www.nps.gov/subjects/nationalregister/index.htm>
- There are no protections in place that would prevent demolition or alteration of significant historic resources

## HISTORIC RESOURCES GOALS & RECOMMENDATIONS

### Historic Resources Goal

- ❖ **Preserve historic resources and encourage recreation and tourism that leverages these resources.**

### Historic Resources Recommendations

- HR-1 Consider designating local historic landmarks and adopting a local historic preservation law.

*Responsible Entity:* Town Board; Town Historian  
*Partners:* Advisory committee; Orleans County Historian  
*Timeframe:* Medium (1-3 years)

- HR-2 Establish a program to recognize local historic buildings and owners who have maintained or restored buildings consistent with their historic character.

*Responsible Entity:* Town Historian  
*Partners:* Town Board; Murray-Holley Historical Society  
*Timeframe:* Medium (1-3 years)

- HR-3 Develop a walking, bicycling and/or driving tour of historic sites in the Town.

*Responsible Entity:* Town Historian  
*Partners:* Murray-Holley Historical Society; County Tourism Office; Town Board; NYS OPRHP (technical support); NYS Economic Development (grant funding)  
*Timeframe:* Medium (1-3 years)

- HR-4 Publicize the Town's historic resources in conjunction with tourism promotion. [See also Economic Vitality section]

*Responsible Entity:* County Tourism Office; Town Historian  
*Partners:* Town Board; Murray-Holley Historical Society; NYS Empire State Development (grant funding)  
*Timeframe:* Ongoing



# AGRICULTURE AND FARMLAND

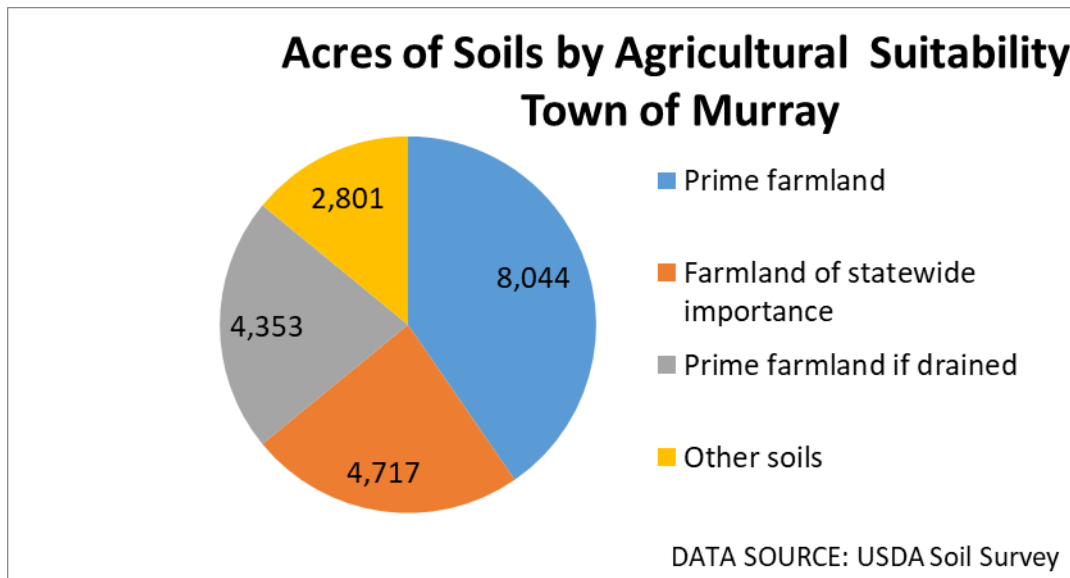
## CURRENT CONDITIONS & CONTEXT

Agriculture is the Town's largest industry and employer as well as the predominant land use. Farms in the Town of Murray produce fruit, dairy products, field crops, livestock and vegetables.

Several farms sell vegetables and fruit directly to the public. Some of these operations attract customers from more populated Counties and contribute to the regional tourism economy.

### Agricultural Soil Suitability

Nearly 85% of the Town's land area consist of high quality agricultural soils (those classified as "Prime" or "Farmland of Statewide Importance" or "Prime if Drained" in the USDA Soil Survey.) More than 8,000 acres, representing 40% of the Town's land area, consists of Prime soils.



### Direct Sales and Agri-Tourism

U-pick operations, farm markets and produce stands draw customers to the Town for fresh-picked farm produce and for unique experiences. A large agri-tourism operation on Ridge Road draws thousands of customers from the region annually to pick fruit, shop at the farm market and enjoy events at the farm. Other direct sales and agri-tourism operations include a winery on Hindsburg Road and seasonal roadside produce stands.

## RELEVANT PLANS, PROGRAMS AND REGULATIONS

### Agricultural Districts

As depicted in Map 8: Agricultural Districts, approximately 35 parcels, comprising approximately 22,708 acres, are within Orleans County Agricultural District 1. In past years, some farmers have requested that their land be excluded from the Agricultural District program. As a result, the amount of land in Agricultural Districts does not reflect the amount of farmland in the Town.

### Town of Murray Right to Farm Law

The Town of Murray adopted a “Right to Farm” law in 2001 which established Town policy in support of agriculture and prohibits interference with farming operations. The law establishes an “Agricultural Advisory Committee” to assist in resolving complaints about agricultural practices or operations.

### Orleans County Tourism

The Orleans County Tourism office promotes agri-tourism with a dedicated page on its website. <https://orleanscountytourism.com/agri-tourism/>. Agri-tourism operations in Murray listed in the guide include a winery, orchard and farm market, and produce sales.

The County Tourism Director will assist businesses by publicizing events on its Events Calendar, listing in its Destinations map, and cross-promotions with County initiatives. Farms can submit applications for listing at <https://orleanscountytourism.com/submit-agri-tourism/>.

### Cornell Cooperative Extension

Cornell Cooperative Extension of Orleans County provides technical assistance for farmers, including advice from regional experts specializing in dairy, livestock, fruit, vegetables and field crops. Programs for youth include 4-H and Conservation Field Days.

### Soil & Water Conservation District (SWCD)

The Orleans County Soil & Water Conservation District (SWCD) assists farmers and other landowners with projects and programs to protect water quality and prevent soil erosion. Programs include Agricultural Environmental Management, which offers cost sharing and technical assistance for conservation improvements on farms, and the tree and shrub sale to encourage planting for conservation and wildlife.

## ISSUES AND OPPORTUNITIES

### Agricultural soils in the Town are of exceptionally high quality

Farmland with the highest quality agricultural soils, primarily located south of Ridge Road, are a valuable resource that is critical to the viability of the agricultural industry and the Town’s rural character. Retaining these lands for agricultural production will support the continued viability of the agricultural industry in the Town and surrounding region and maintain the rural, open landscapes that characterize the Town.

Potential threats to agricultural operations include development of solar energy facilities, housing development, and development of business or recreational facilities.

The Town has applied for funding to prepare a focused Agricultural and Farmland Protection Plan that will delineate those areas with the highest value for agricultural production and recommend strategies to retain those areas in agricultural use.

### Agri-tourism provides income to farms and supports the regional tourism economy

Farms that sell directly to the public and provide unique experiences contribute the tourism economy in Orleans County and the surrounding region and offer recreational opportunities to Town residents. Cornell Cooperative Extension and the Orleans County Tourism Office help to promote these businesses through travel guides and local food maps.

Agri-tourism operations incorporate retail sales and unique experiences with agricultural production. Neighbors may be affected by noise and traffic related to the large numbers of visitors at agri-tourism sites. However, these concerns must be balanced with the contribution of agri-tourism to the Town's character and the regional economy.

Enforcement of zoning codes for these operations requires consideration of the protections granted through NYS Agriculture & Markets Law to agricultural operations.

### Public Education and Outreach

Residents who are not involved in farming may not understand or appreciate the resources available in the Town. Programs such as 4-H offer many activities to youth that do not require a farm background.

## AGRICULTURE & FARMLAND RECOMMENDATIONS

### Agriculture & Farmland Goal

- ❖ **Maintain a diverse base of farm operations and retain high quality soils for agricultural use.**

### Agriculture & Farmland Recommendations

- |                            |  |                            |  |                  |   |                   |         |
|----------------------------|--|----------------------------|--|------------------|---|-------------------|---------|
| AG-1                       | Promote agricultural economic development, including farming, agricultural support and processing businesses, to support the region's economic development. [See also Economic Vitality section]   |                            |  |                  |   |                   |         |
|                            | <table border="0"> <tr> <td style="padding-right: 20px;"><i>Responsible Entity:</i></td> <td>Orleans County Economic Development Agency; Town Board</td> </tr> <tr> <td><i>Partners:</i></td> <td>Agricultural advisory committee; Farmers and agriculture-related businesses; NYS Dept. of Agriculture &amp; Markets (grant funding)</td> </tr> <tr> <td><i>Timeframe:</i></td> <td>Ongoing</td> </tr> </table> | <i>Responsible Entity:</i> | Orleans County Economic Development Agency; Town Board | <i>Partners:</i> | Agricultural advisory committee; Farmers and agriculture-related businesses; NYS Dept. of Agriculture & Markets (grant funding) | <i>Timeframe:</i> | Ongoing |
| <i>Responsible Entity:</i> | Orleans County Economic Development Agency; Town Board   |                            |  |                  |   |                   |         |
| <i>Partners:</i>           | Agricultural advisory committee; Farmers and agriculture-related businesses; NYS Dept. of Agriculture & Markets (grant funding)  |                            |  |                  |   |                   |         |
| <i>Timeframe:</i>          | Ongoing  |                            |  |                  |   |                   |         |
| AG-2                       | Encourage farms to begin or expand agri-tourism initiatives and promote agri-tourism as part of a regional tourism promotion strategy. [See also Economic Vitality section]  |                            |  |                  |   |                   |         |

## TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

*Responsible Entity:* Town Board; County Tourism Office  
*Partners:* Agricultural advisory committee; NYS Dept. of Agriculture & Markets (grant funding); Cornell Cooperative Extension  
*Timeframe:* Ongoing

- AG-3 Provide information to residents about how the NYS Agricultural Districts Program and the Town's Right to Farm law establishes policy in support of agriculture and limits the ability of Towns to enforce local laws that restrict standard agricultural practices.

*Responsible Entity:* Town Clerk  
*Partners:* Agricultural advisory committee; County Agricultural & Farmland Protection Board  
*Timeframe:* Immediate (within one year); Ongoing

- AG-4 Develop a town Agricultural & Farmland Protection Plan to engage farmers and farmland owners and to identify specific land use, economic development and public awareness activities.

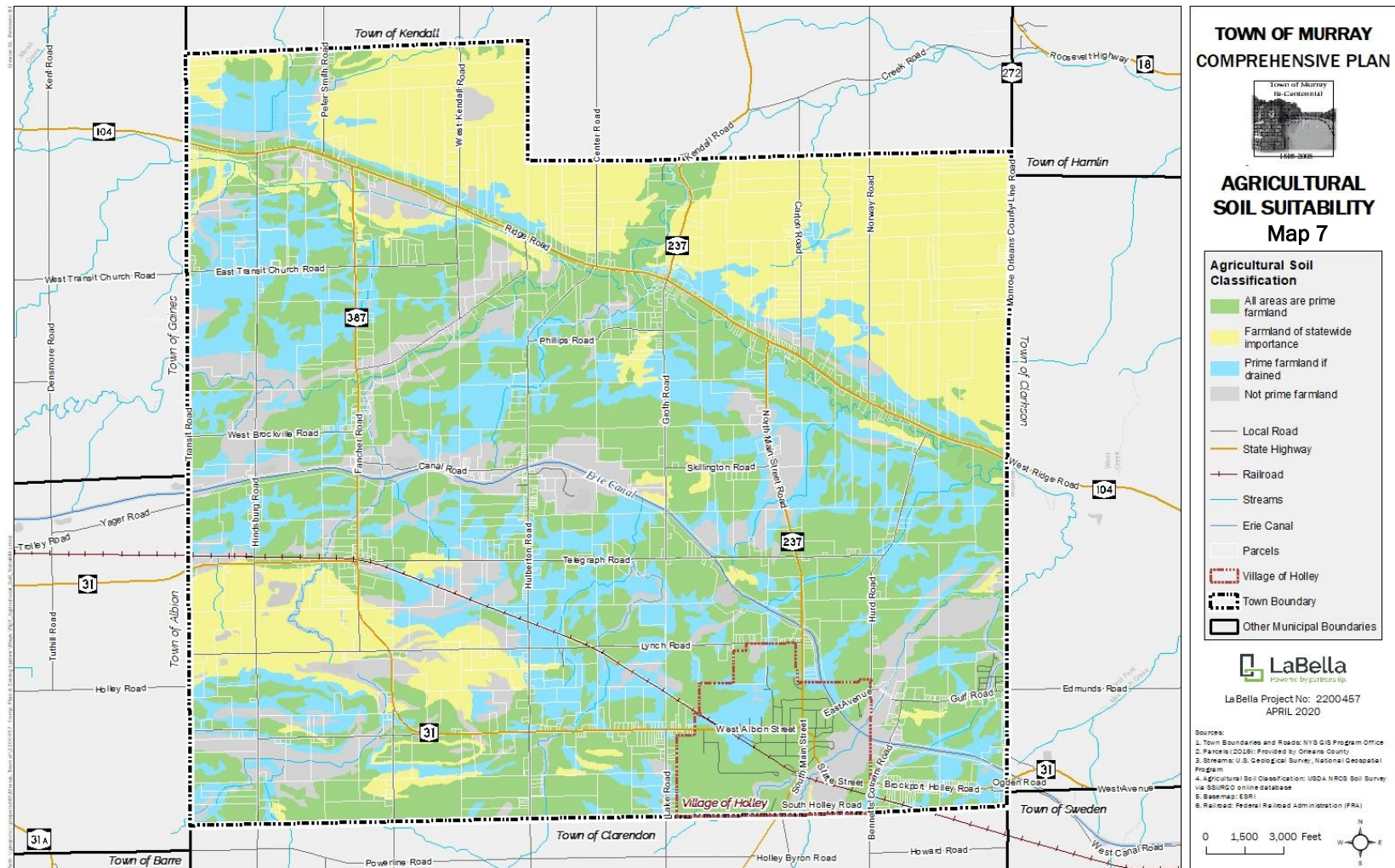
*Responsible Entity:* Town Board  
*Partners:* Agricultural advisory committee; County Agricultural & Farmland Protection Board; Cornell Cooperative Extension of Orleans County  
*Timeframe:* Immediate (within one year)

- AG-5 Support programs and public events to promote public awareness and appreciation of the Town's agricultural resources and heritage. For example:

- Encourage gardening and flower planting at public and private facilities.
- Encourage participation in youth programs such as 4-H.

*Responsible Entity:* Town Board  
*Partners:* Agricultural advisory committee; County Agricultural & Farmland Protection Board; Cornell Cooperative Extension  
*Timeframe:* Ongoing

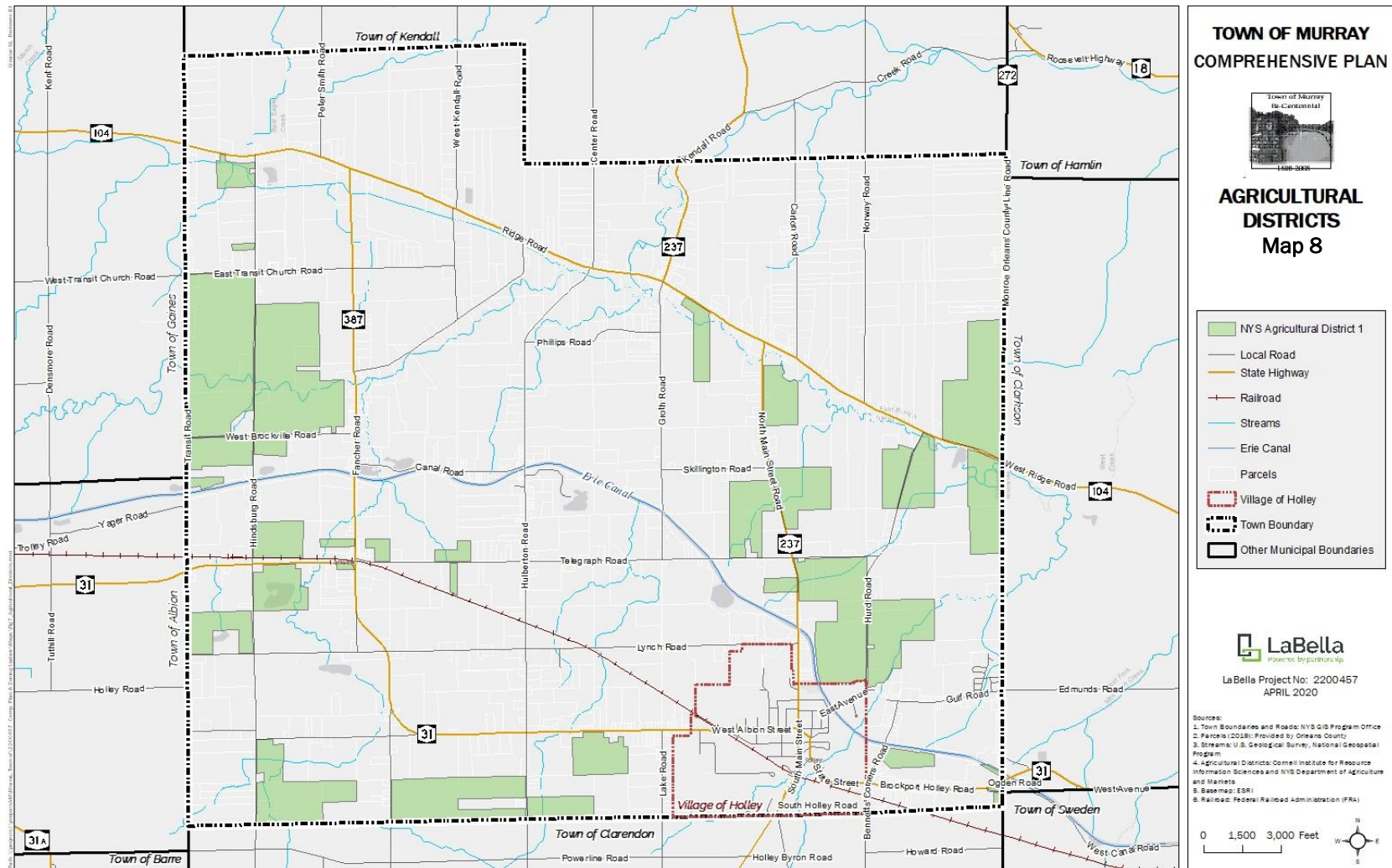
Map 7: Agricultural Soil Suitability





# TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

Map 8: Agricultural Districts



# NATURAL RESOURCES

## EXISTING CONDITIONS

### Topography and Bedrock<sup>2</sup>

The Town of Murray is located within the glaciated Erie-Ontario Lowland region. Topography is generally level or moderately undulating with a slight inclination toward Lake Ontario, which has a surface elevation of 246 feet above sea level. The elevation along the Town's northern boundary is fairly constant and averages 380 feet above sea level. Elevations along the Town's southern boundary are 520 feet above sea level at the southeastern boundary and 670 feet above sea level at the southwestern boundary.

The Town of Murray is underlain by sedimentary deposits of sandstone, siltstone, shales, dolomites and limestones formed thousands of years ago at the bottom of Lake Tonawanda, a post-glacial lake which covered all of Orleans County and eventually led to the formation of Lake Ontario. Queenston Shale bedrock underlays most of the town, but a narrow band of Rochester Shale extends through the center of the town along the branches of Sandy Creek and through the hamlet of Fancher. These bedrock formations are overlain with unstratified materials (till) or fine and coarse grained materials, which were deposited by receding glacial ice or by streams flowing into the ancient Lake Tonawanda from upland areas.

### Soils<sup>3</sup>

Soils include glacial lake, outwash and till deposits. Many of the soils north of Ridge Road and those in several areas throughout the Town are limited by seasonally high water table and slow permeability.

Roughly two-thirds of the soils in the Town are agriculturally important (see Table 3). The highest quality agricultural soils ("prime farmland") area located south of Ridge Road. These areas are interspersed with soils that would be prime if drained. Most of the soils north of Ridge Road are classified as "farmland of Statewide importance." These areas are suitable for agricultural production but may require drainage improvements to obtain the same yields as prime soils.

Approximately 10% of the soils are considered "hydric." These areas are located along streams and in, scattered areas that generally coincide with mapped wetlands and ponds.

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<sup>2</sup> SOURCE: Town of Murray Comprehensive Plan, 2008

<sup>3</sup> SOURCE: Town of Murray Comprehensive Plan, 2008

### **Climate, Precipitation, and Aquifers<sup>4</sup>**

The climate of the Town of Murray is influenced by Lake Ontario, which cools the air in the spring and summer and warms it in the fall and winter. Agriculture, in particular fruit farming, benefits from the moderating influence of Lake Ontario.

Average annual precipitation between 1981 and 2010 was 36 inches, with 66 inches of annual snowfall.

An unconsolidated aquifer found in a narrow band along the Ridge Road corridor contains groundwater within sand and gravel deposited as outwash by receding glaciers.

### **Land Cover**

The primary land cover is agricultural with woodlands predominant north of Ridge Road. Developed land consists of sparse residential and limited commercial/industrial uses. See Map 1: Aerial Photograph

### **Watersheds and Sub-Watersheds**

A watershed is a drainage area or basin where discharges to a shared location. All of the water that falls on the land and flows in streams or under the ground in the Town of Murray drains eventually into Lake Ontario. The Town is within the Western Lake Ontario Basin which extends from Black Creek west into Niagara County.

Subwatersheds are Sandy Creek, Sandy Creek East Branch and Sandy Creek West Branch. A small area in the southeastern corner of the Town drains into Moorman Creek.

### **Waterbodies**

Significant streams in the Town include Sandy Creek, East Branch of Sandy Creek and the West Branch of Sandy Creek. A 7.3-mile segment of the Erie Canal is located in the Town. All of the streams in the Town as well as the Erie Canal are Class B, meaning that the water quality support fisheries and are suitable for non-contact recreation only.

Several lakes, including the 11-acre McCargo Lake at Hickory Ridge Golf Course and lakes formed at the sites of former stone quarries, support fishing.

Sandy Creek and its east and west branches are the most prominent streams in the Town. Based on the NYS Department of Environmental Conservation's water quality assessment standards, their best use is for fishing (Class C.) Class C streams support fish propagation but high levels of nutrients may stress or threaten aquatic life. The Erie Canal is also designated Class C.

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<sup>4</sup> SOURCE: Town of Murray Comprehensive Plan, 2008

## Wetlands, Streams, and Flood Zones

Seven state mapped wetlands are located in the Town. The largest wetlands areas are in the southwestern corner of the Town and in the northwest part of the Town just south of Route 104. (See Map 9.)

Numerous wetlands mapped in the National Wetlands Inventory and potentially regulated as federal wetlands are scattered across the Town with larger systems located in the north of NYS Route 104 (see Map 9). Most areas are classified as Freshwater Forested/ Shrub Wetlands. Several small areas in the Town are classified as Freshwater Emergent Wetlands. Many of the lakes are considered federal freshwater pond wetlands.

Land immediately adjacent to Sandy Creek, its east and west branch, the Erie Canal and several unnamed streams is mapped as a Special Flood Hazard Area in the 100-year flood zone.

## Ecological Communities and Rare/ Endangered Species

Portions of Sandy Creek and other streams may provide habitat for freshwater mussels that are rare in New York State (Source: NYS DEC Environmental Resource Mapper.)

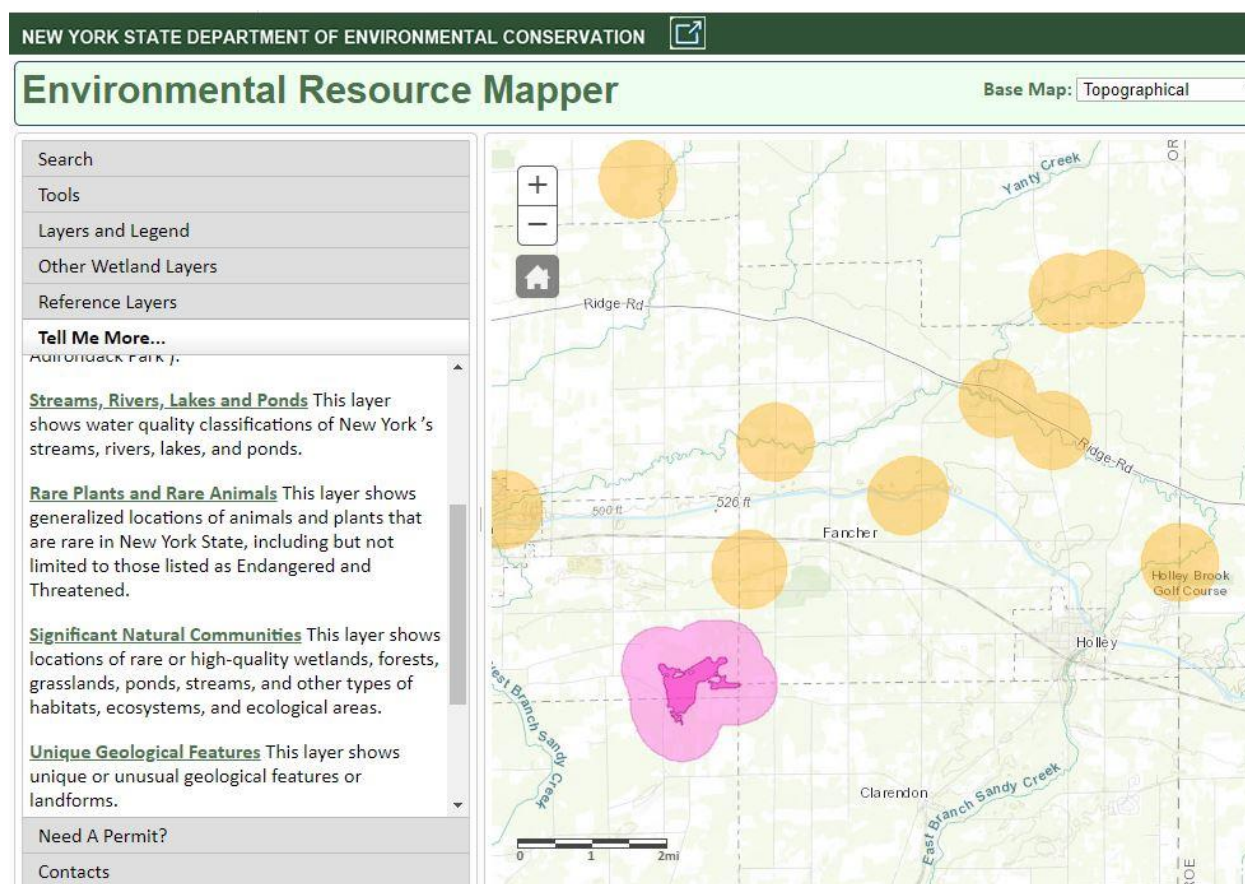


Figure 3: Rare/ Endangered Species and Unique Geological Features



## Significant Trees

In addition to large areas of forest in the Town, several old and significant trees contribute to the character of the Town. Some trees in the Town are reported to be up to 300 years old.

## RELEVANT PLANS, PROGRAMS AND REGULATIONS

### State and Federal Regulations

State and federal regulations offer some protection to wetlands and flood prone areas. Development within most wetlands is regulated by New York State and the federal government.

#### NYS Wetlands Regulations

Passed in 1975, the NYS Freshwater Wetlands Act protects freshwater wetlands that are 12.4 acres or greater in size as well as adjacent 100-foot buffer zones. Smaller wetlands may also be protected if they are of unusual local importance. Any activity that may result in negative impact on wetlands and their buffer zones must obtain a permit from the NYS Department of Environmental Conservation (NYSDEC); some activities are exempt from regulation. The permit requirements are more stringent for Class I and II wetlands, which provide better ecological benefits and value as wildlife habitat than Class III and IV wetlands.

#### Federal Wetlands Regulations

Under the Section 404 of the Clean Water Act of 1972, any activity within a wetland, regardless of its size or type (estuarine, freshwater, riverine, etc.) requires a permit from the U.S. Army Corps of Engineers. While federal wetlands are mapped in the U.S. Fish & Wildlife Service National Wetlands Inventory, such mapping is not definitive and a field investigation is necessary to verify the identification of a regulated wetland and its boundaries. Typically, the U.S. Army Corps of Engineers requires a permit when the disturbed area exceeds one acre.

#### Flood Hazard Protection

The National Flood Insurance Program enables flood insurance availability to property owners in participating local communities that have adopted a floodplain management ordinance in agreement with the federal government. The ordinance seeks to reduce future flood risks to new construction in mapped Special Flood Hazard Areas (100-year floodplains or areas with greater than 1 percent of flooding per year) as indicated in the Flood Insurance Rate Map (FIRM). Any structural or non-structural development in a mapped floodplain requires a floodplain development permit from a local floodplain administrator, who is responsible for enforcing building and construction standards as identified in the National Flood Insurance Program's regulations and the NYS Building and Residential Codes. NYSDEC does not have permitting authority but can grant a variance.

#### Waterbody Protection - NYS Environmental Conservation Law

In accordance with the NYS Environmental Conservation Law, the NYSDEC manages the Protection of Waters Regulatory Program to protect waterbodies from harmful impacts. All NYS rivers, streams, and ponds are classified (i.e. AA, A, B, C, D) for varying degrees of protection based on its existing or expected best usage – from drinking water source (AA or A) to waters supporting fisheries and suitable for non-contact activities (C). Waterbodies classified as AA, A, B, C(T), or C(TS) – T or TS for trout presence – are protected.



In the Town of Murray, two small ponds are classified (B) – the Transit Quarry Pond located just north of the Erie Canal and east of Transit Road, and two isolated ponds north the Erie Canal and 0.3 and 0.1 mile east of Transit Road. Any activity disturbing the bed or banks of these waterbodies requires a Protection of Waters Permit from the NYSDEC. All other streams, ponds and the Erie Canal are Class C, which support fisheries and non-contact recreation. Class C streams are not subject to regulation under the Protection of Waters program.

### Town Zoning Regulations

The Town’s zoning law requires a Streambank Development Permit issued by the Planning Board is required for all uses and activities, except for specified agricultural, maintenance, recreation and utility uses, within 150 feet of the centerline of Sandy Creek. (See Map 4: Zoning.)

The Town’s Flood Hazard Protection local law includes development standards to minimize flood hazards in accordance with federal standards. Areas subject to these standards are shown in Map 9.

## ISSUES & OPPORTUNITIES

- Natural resources such as streams, woodlands and wetlands offer recreational opportunities to Town residents and visitors as well as providing habitat to wildlife and maintaining hydrologic functions.

## NATURAL RESOURCES GOAL & RECOMMENDATIONS

### Natural Resources Goal

- ❖ **Protect significant natural resources and water quality and leverage these resources for recreational and economic development.**

### Natural Resources Recommendations

- NR-1 Maintain and enforce protections for natural resources in zoning, including zoning regulations that limit vegetation removal within stream corridors.

*Responsible Entity:* Town Board; Planning Board; Code Enforcement Officer  
*Partners:* Orleans County Soil & Water Conservation District (SWCD)  
*Timeframe:* Ongoing

- NR-2 Consider impacts of development and Town actions on natural resources as part of the State Environmental Quality Review (SEQR) process.

*Responsible Entity:* Town Board; Planning Board

## TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

*Partners:* Planning Board; NYS Department of Environmental Conservation (NYS DEC)  
*Timeframe:* Ongoing

NR-3 Encourage tourism and recreation within the Town's natural areas.

*Responsible Entity:* Town Board; County Tourism Office  
*Partner Entities:* Business operators; NYS Economic Development (grant funding)  
*Timeframe:* Ongoing

NR-4 Form a Tree Committee to inventory significant trees and establish a plan and program to protect them.

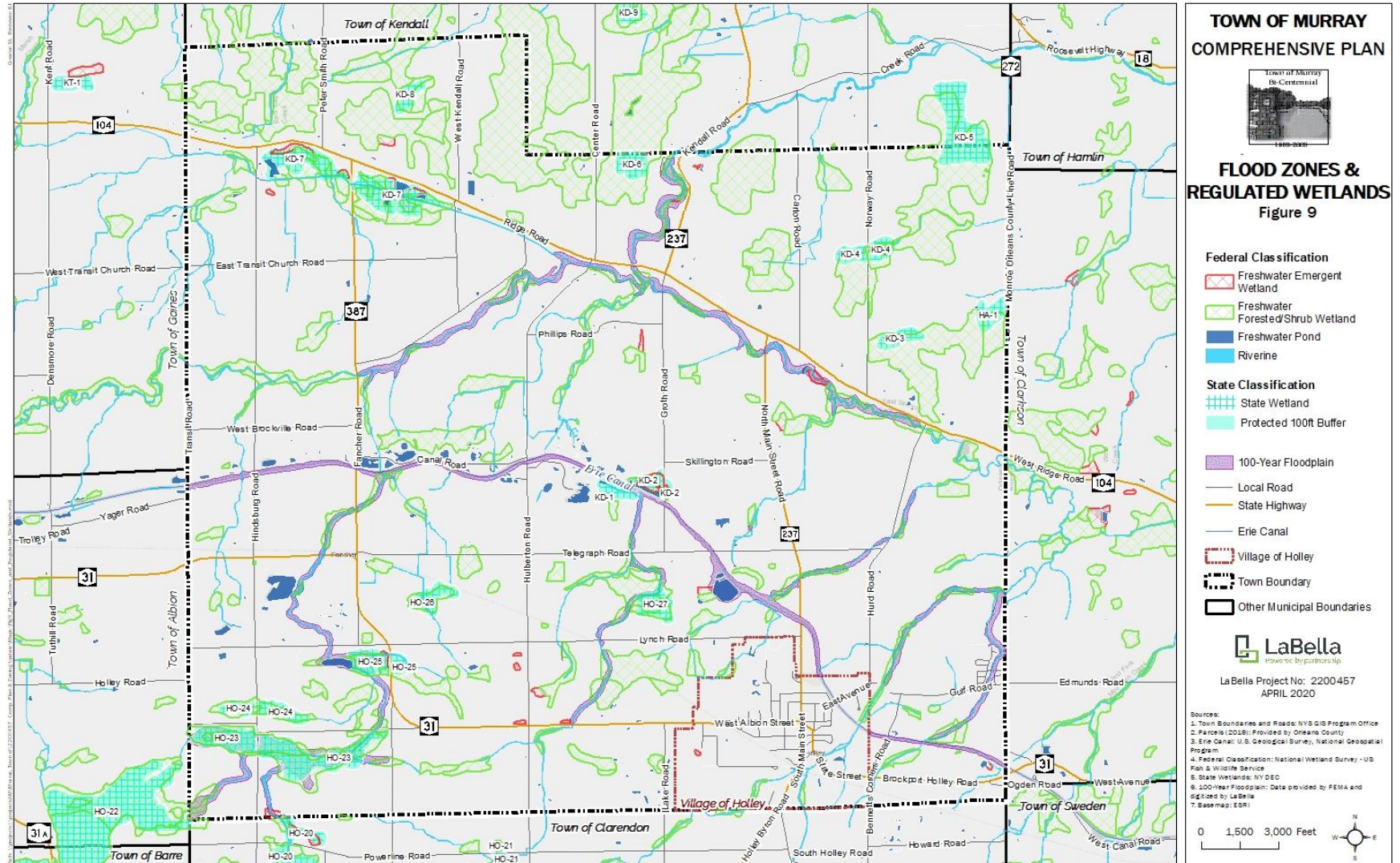
*Responsible Entity:* Town Board  
*Partners:* Orleans County Soil & Water Conservation District (SWCD); Cornell Cooperative Extension of Orleans County; NYS DEC (Urban Forest Grants)  
*Timeframe:* Ongoing

NR-5 Consider adopting a Tree protection local law.

*Responsible Entity:* Town Board; Tree Committee  
*Partners:* Tree Committee; Orleans County Soil & Water Conservation District (SWCD); Cornell Cooperative Extension of Orleans County  
*Timeframe:* Medium-term (1-3 years)

# TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

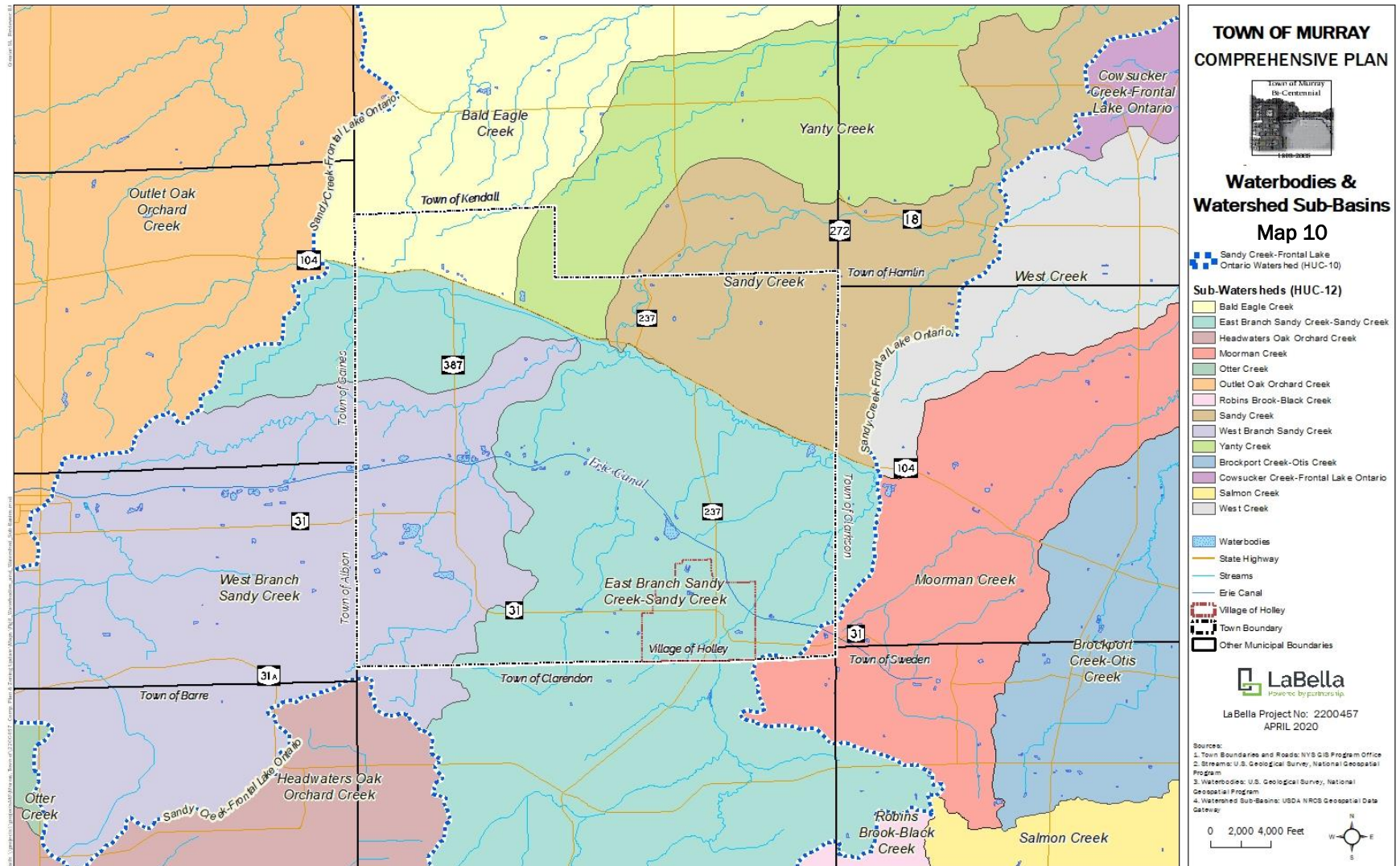
Map 9: Flood Zones & Regulated Wetlands





# TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

Map 10: Waterbodies & Watershed Sub-Basins



# POPULATION AND HOUSING

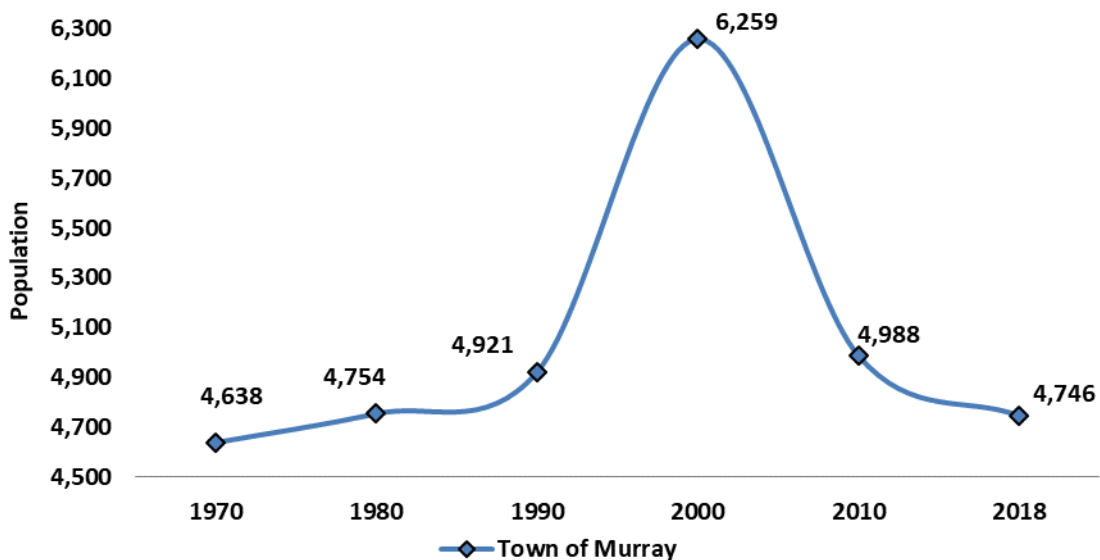
## CURRENT CONDITIONS & CONTEXT

This chapter of the plan examines major characteristics of population and housing in the Town of Murray and the predominant trends over the last several years.

### Population, Age, and Gender

In general, the population of the Town of Murray increased significantly from 1990 until 2000, then reverted back to 1990's population levels by 2010. However, the 2000 population figure for the Town of Murray may be an anomaly caused by errors in the Census data. According to the most recent census data, 4,746 people reside in the Town of Murray (see Chart XXX). Since 2010 the Town of Murray's population has decreased by only 0.8% while the Village of Holley's population decreased by 11.2%.

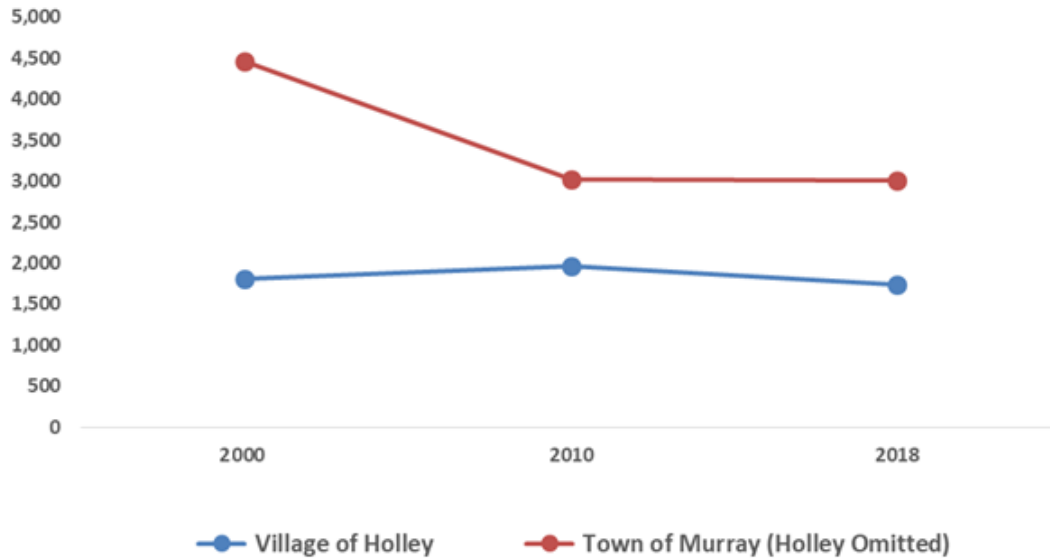
Population Trends for the Town of Murray, 1970-2018



Source: 1970-2010 Decennial Census; 2014-2018 American Community Survey 5-Year Estimates



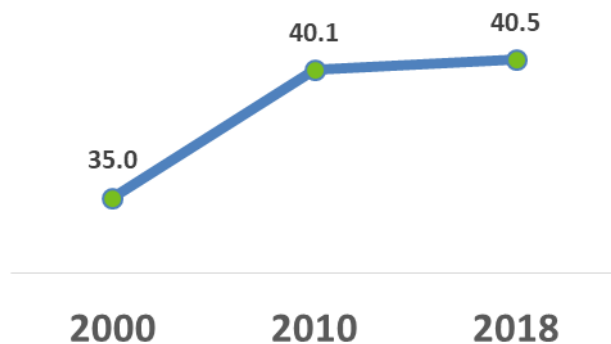
## Population Trends 2000-2018



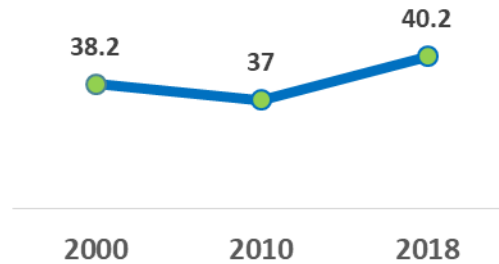
Source: 2000 and 2010 Decennial Census; 2014-2018 American Community Survey 5-Year Estimates

The Town of Murray and Orleans County are both experiencing an overall aging of the population. Currently the median age in Murray is 40.5, nearly 3 years lower than Orleans County as a whole which has a median age of 43.2. The median age on the Village of Holley is in line with Murray's at 40.2 years.

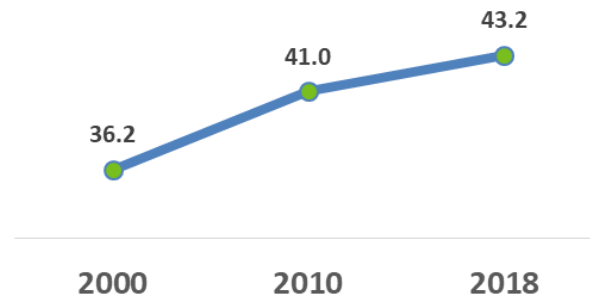
## Town of Murray Age Trends 2000-2018



### Village of Holley Age Trends 2000-2018



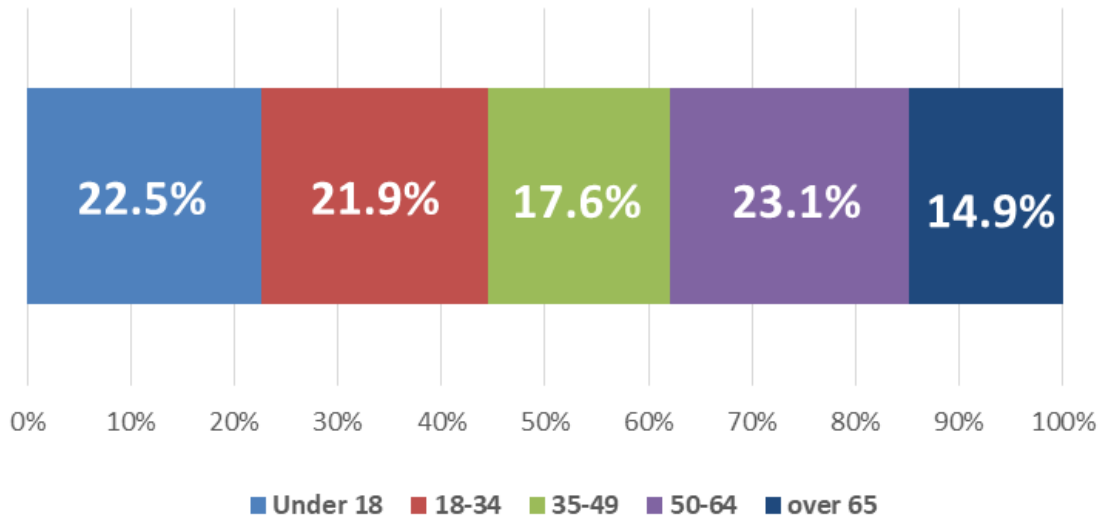
### Orleans County Age Trends 2000-2018



**Source:** US Census Bureau 2000 and 2010 SF1 Decennial Census, American Community Survey 2014-2018 Estimates

Between 2000 and 2018, the number of residents under the age of 18 decreased in the Town of Murray while the number of residents 65 years and older increased. The percentage of the population under 18 years stayed the same within the Town of Murray while the percentage of those 65+ increased by approximately 2%. Those 65+ now account for 14% of the Town's total population.

### Town of Muray Age Cohorts (Current)

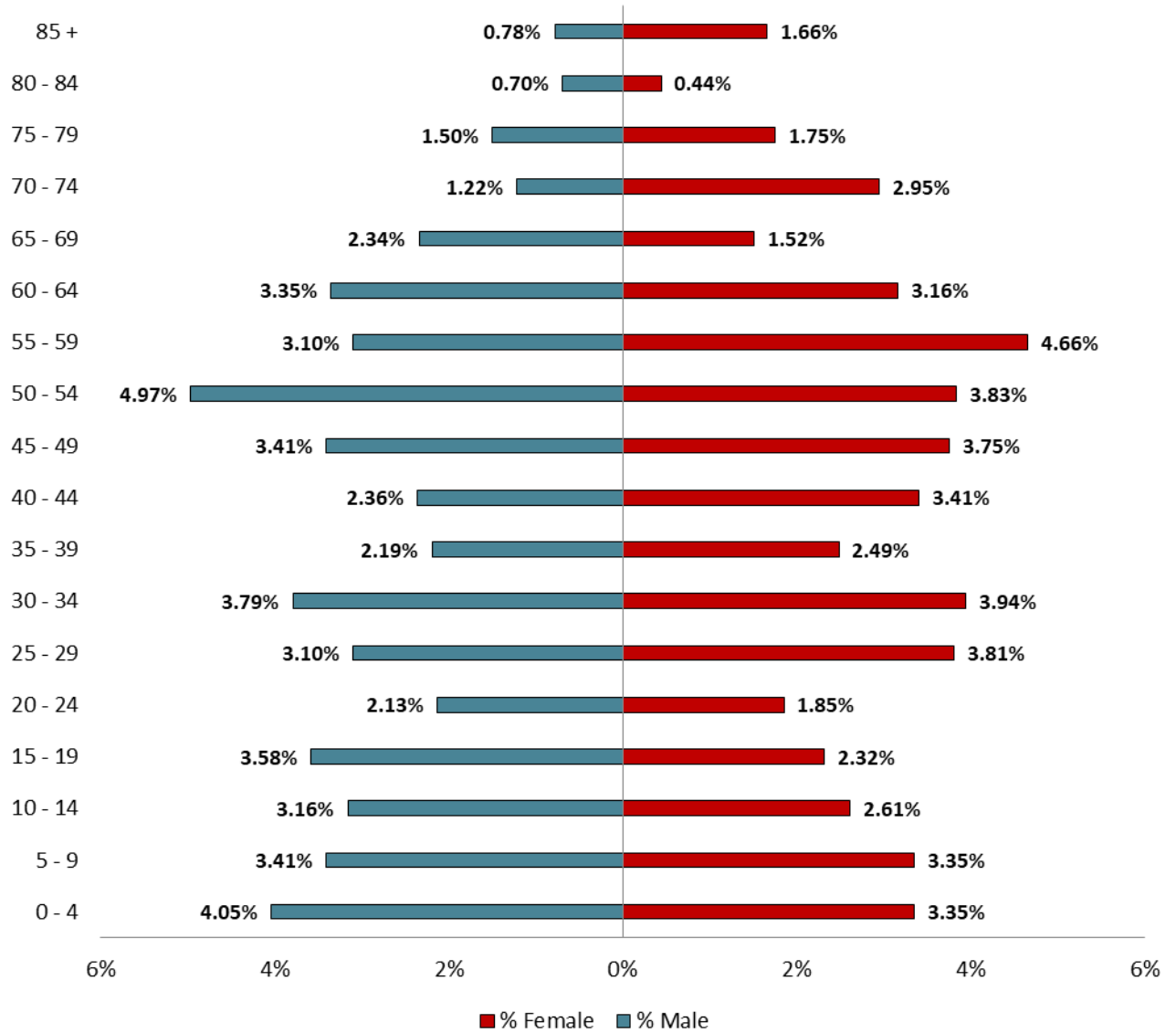


**Source:** 2014-2018 American Community Survey 5-Year Estimates

With 2,414 females and 2,332 males, gender is generally evenly distributed within the Town of Murray. The sole exception is the 80+ age cohort which skews towards females. This can be expected based on the general longer life expectancy of women.

## Town of Murray Age Pyramid, 2018

## Population Pyramid for the Town of Murray (2018)

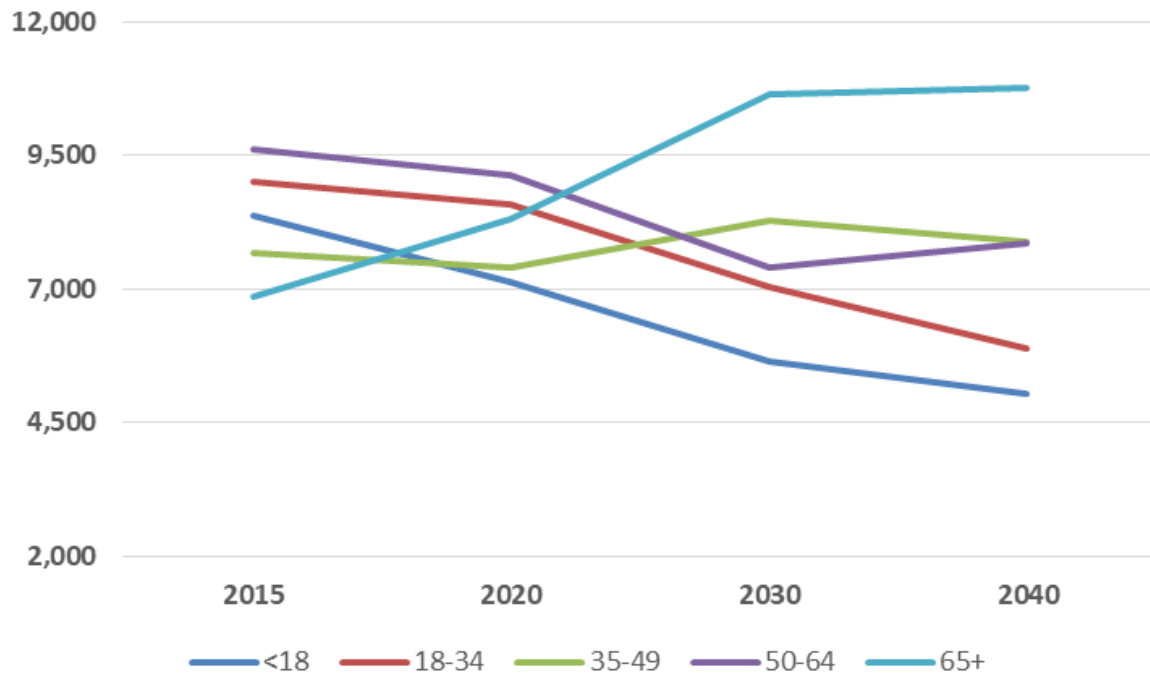


Source: 2014-2018 American Community Survey 5-Year Estimates

## Age Projections

According to Cornell University's Program on Applied Demographics, the total population in Orleans County is expected to decline by nearly 10 percent from 41,512 residents in 2015 to 37,431 residents by 2040 (Chart XXX). This general declining trend is expected for all age cohorts except the 35-49 and 65+ age cohorts. The 35-49 age cohort is expected to increase by 2.7% from 2015-2040 and the 65+ age cohort is expected to have increased 57% by 2040.

### Population Projections by Age 2015-2040



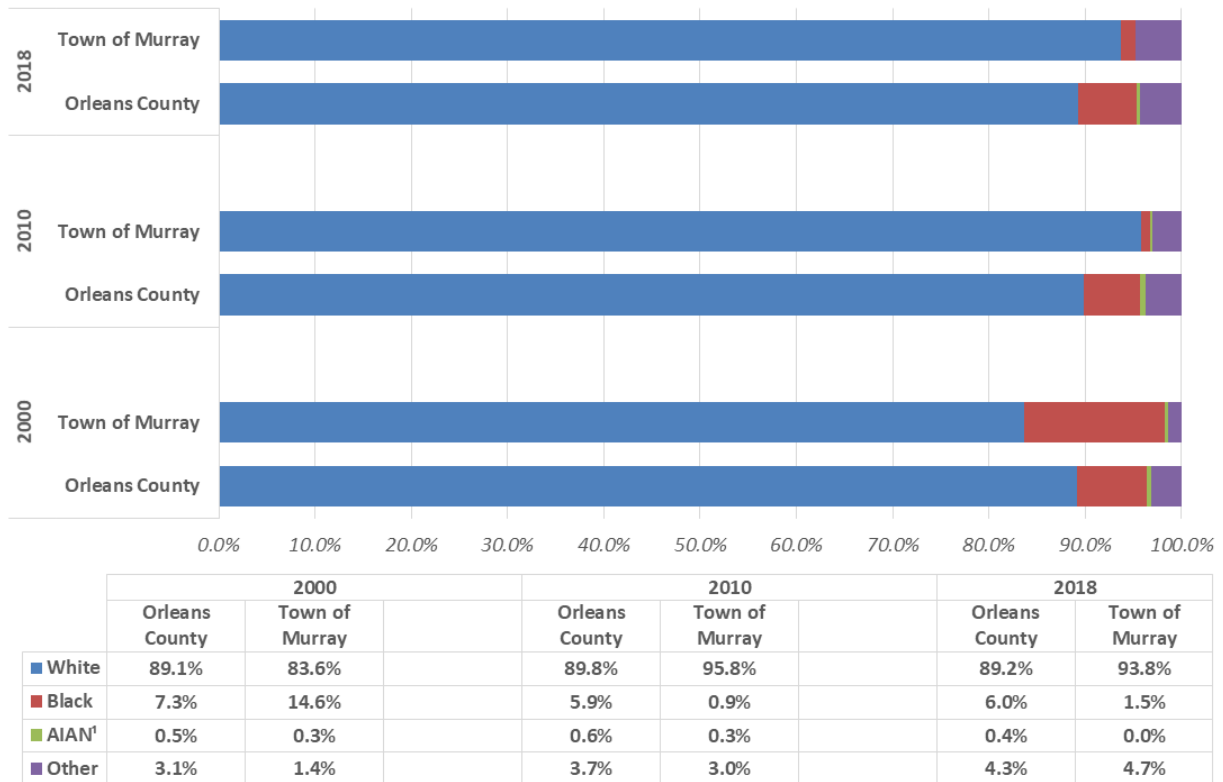
**Source:** US Census Bureau 2010 SF1 Decennial Census, Cornell University Program on Applied Demographics



### Population Distribution by Race and Ethnicity

The Town is primarily composed of non-Hispanic Caucasians with minorities composing less than 7% of the population. Currently, the town is less diverse than it was in 2000. Caucasians now comprise nearly 94% of the population compared to 83.6% in 2000. The racial composition in the Village of Holley is in line with the town of Murray, with 92% of the village's population being White.

### Trends in Race: Orleans County and Town of Murray (2000-2018)



**Note:** <sup>1</sup> AIAN stands for American Indian and Alaska Native

**Source:** 2000 and 2010 Decennial Census, 2014-2018 American Community Survey 5-Year Estimates

The Town has experienced a significant influx of Hispanic/Latino residents since 2010, a nearly 96% increase over the last 8 years. Currently, only 3.8% of the Village of Holley is Hispanic/Latino. As with other agricultural communities this larger percentage of Hispanic/Latino residents is often due to the presence of farm workers.

## Hispanic Percent Population

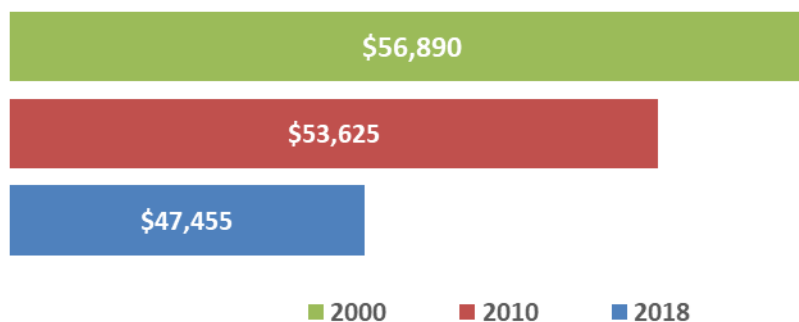


Source: US Census Bureau 2000 Decennial Census, American Community Survey 2006-2010 & 2014-2018 Estimates

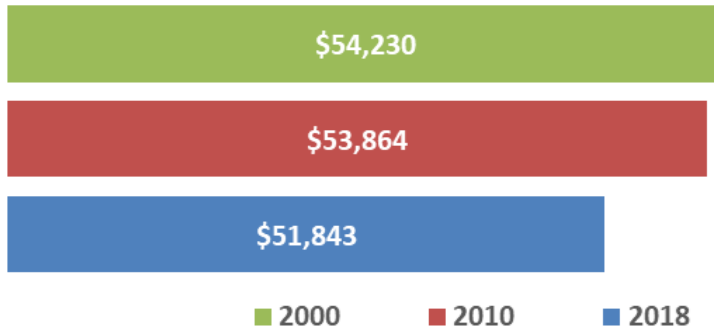
### Household Income

The median household income for the Town of Murray was historically higher than Orleans County. However, since 2010 the adjusted median household income in Murray has actually decreased 12.2% more than Orleans County. Today the median income adjusted for inflation in Murray is \$47,455 compared to \$56,890 in 2000. While there currently is a lower average household income in the Village of Holley (\$46,615), the adjusted household income in the Town of Murray has decreased at a higher rate since 2010 than in the Village of Holley, which only decreased by \$2,045 over that period.

## Town of Murray (Adjusted) Household Income 2018



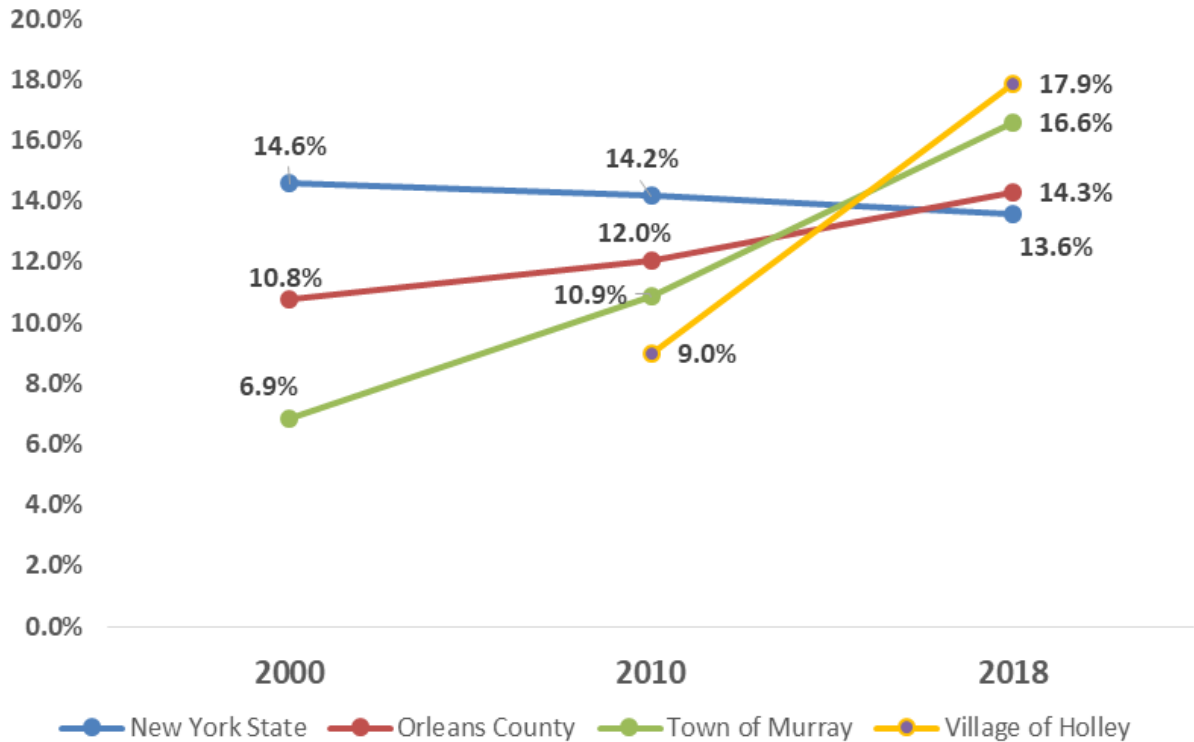
## Orleans County (Adjusted) Household Income 2018



**Source:** US Census Bureau 2000 Decennial Census, American Community Survey 2006-2010 & 2014-2018 Estimates; BLS' US Inflation Calculator <<http://data.bls.gov/cgi-bin/cpicalc.pl>>.

The poverty rate in the Town of Murray has grown significantly since 2000, going from 6.9% in 2000 to 16.6% by 2018. The poverty rates in the Town of Murray, Village of Holley, and Orleans County currently lie above the NYS average of 13.6%. However, when you exclude the Village of Holley from the calculation, the percentage of residents living below the poverty line decreases to 10.1%.

## Poverty Trends 2000-2018

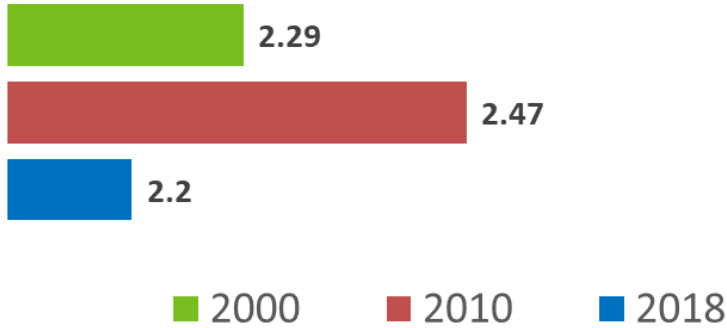


**Source:** US Census Bureau 2000 Decennial Census, American Community Survey 2006-2010 & 2014-2018 Estimates

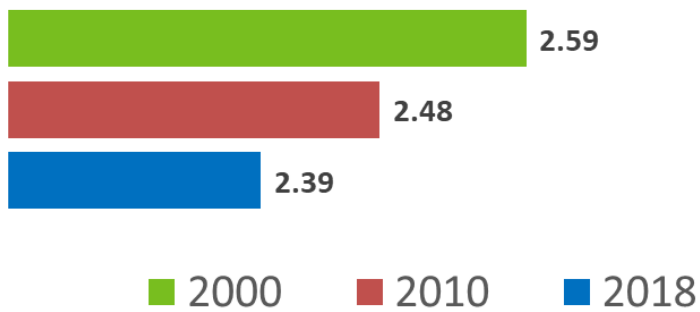
### Household and Family Type

In general, the total number of households within the Town of Murray has increased over time. According to the most recent census data, the Town had 1,987 households. The average household size in the Town has decreased from 2.59 persons per household in 2000 to 2.39 persons per household in 2018. During this same period the average household size in Orleans County decreased from 2.65 individuals in 2000 to 2.33 by 2018.

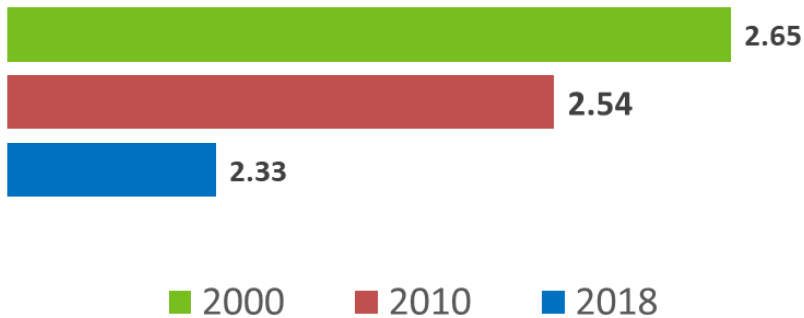
### Village of Holley Household Size



### Town of Murray Household Size



### Orleans County Household Size

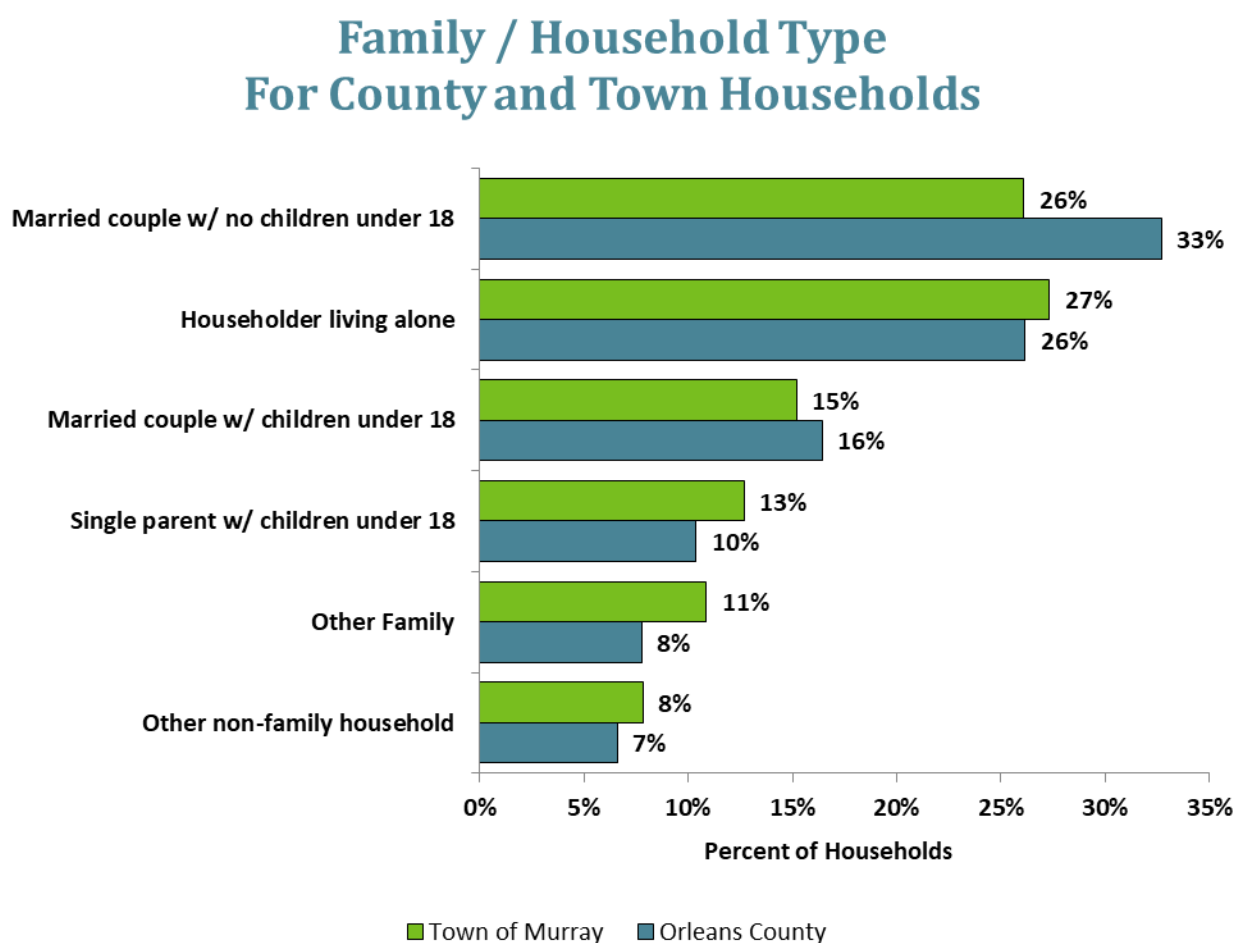


Source: US Census Bureau 2000 and 2010 SF1 Decennial Census, American Community Survey 2014-2018 Estimates



The percentage of family households has been decreasing over time while the percentage of non-traditional households has been increasing (see Chart XXXX). This breakdown of the traditional family unit is evident further when considering households with children. Within the Town, married-couple families with children under 18 had a 34.6% decrease from 2000 to 2018 and those living alone increased by 19.9%. During this same period though the percentage of both Female-headed and Male-headed households with children increased by over 40%.

Household Type Trends for the Town of Murray, 2000-2018

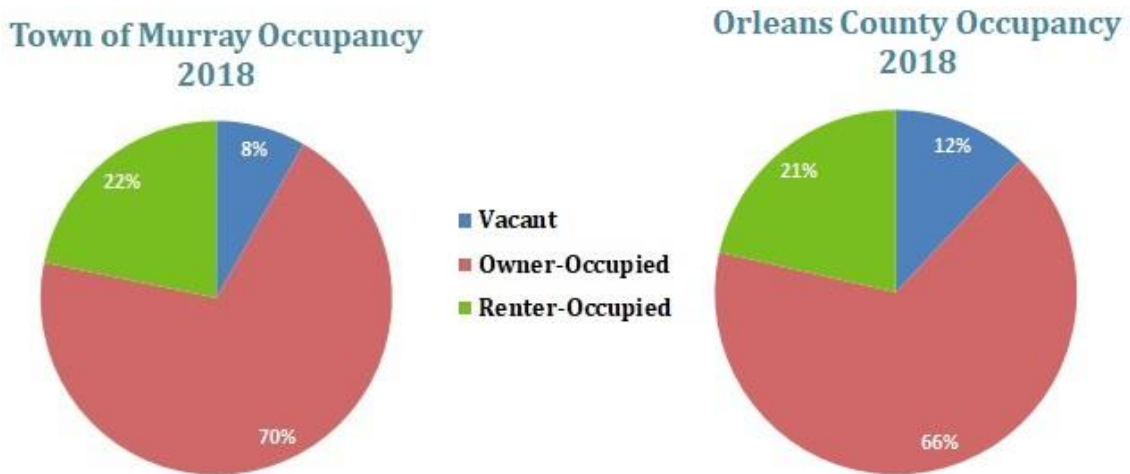


Source: 2000 Decennial Census; 2014-2018 American Community Survey 5-Year Estimates

### Housing Occupancy and Ownership

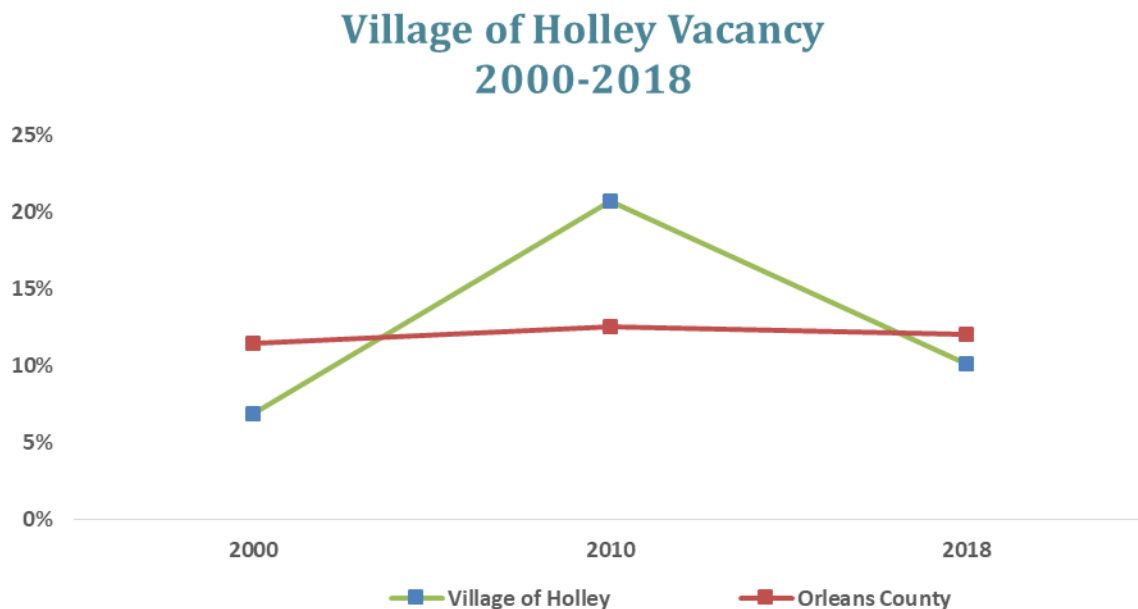
The total number of housing units in the Town of Murray decreased by 267 from 2,433 to 2,166 units between 2000 and 2018. The distribution of owner- and renter-occupied units has generally stayed the same since 2000 with roughly 75% of structures being owner occupied. The Village of Holley has historically had a higher vacancy rate than the Town of Murray and Orleans County as a whole.

Chart 1: Housing Occupancy

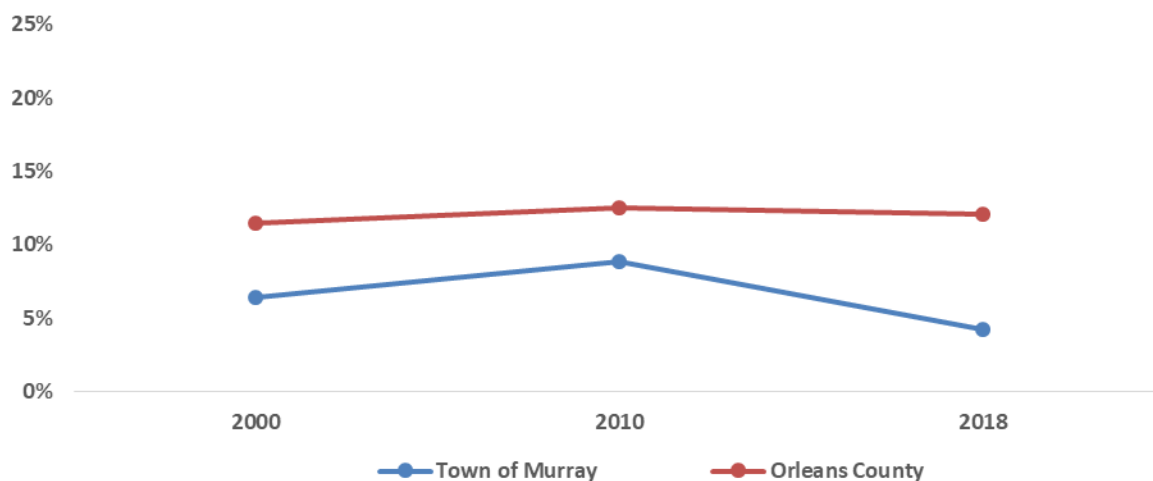


Source: 2014-2018 American Community Survey 5-Year Estimates

Chart 2: Vacancy Rate Orleans County, Village of Holley and Town of Murray, 2000-2018



## Town of Murray Vacancy 2000-2018



- *Holley omitted from calculation*

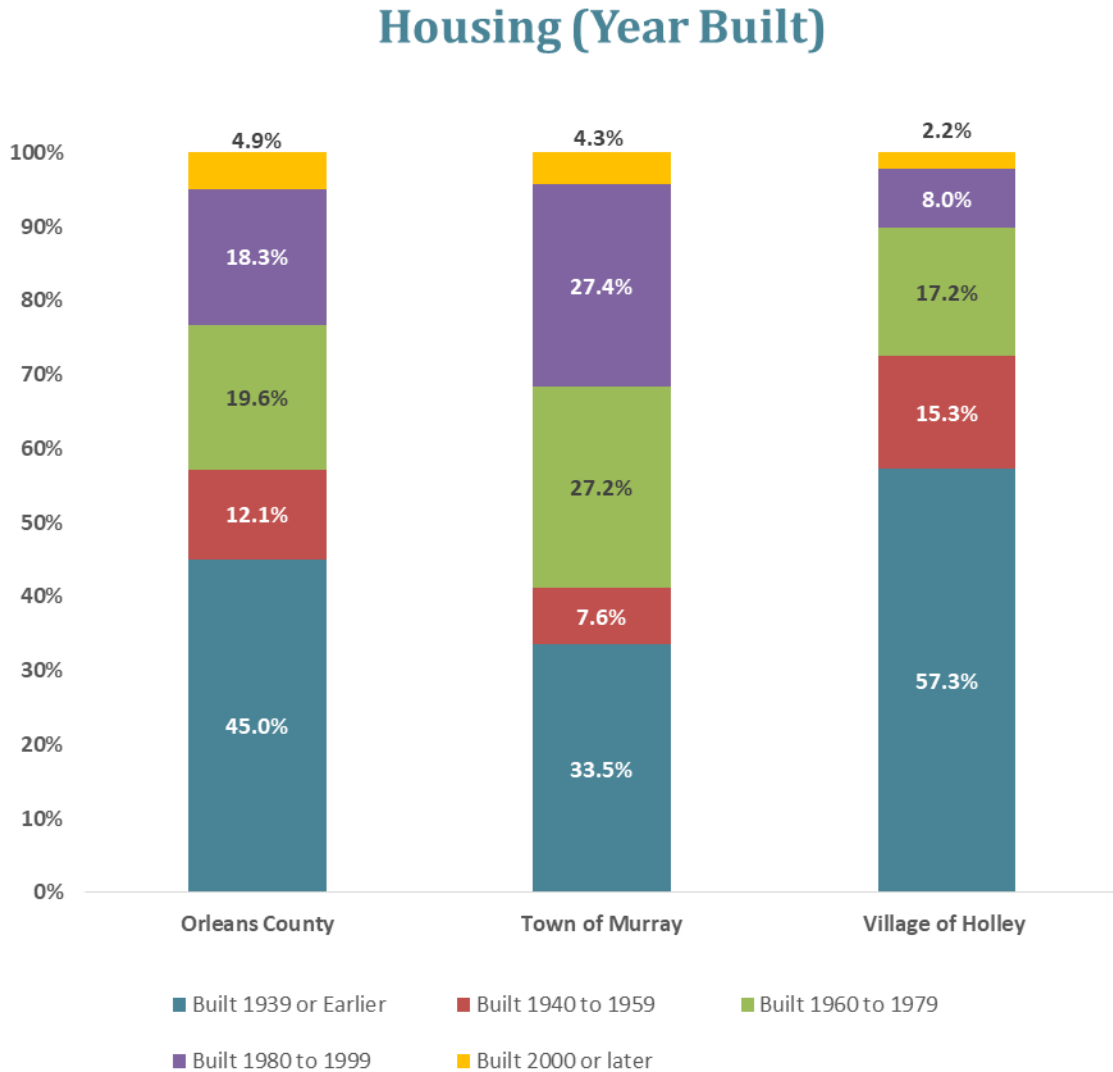
Source: 2000 and 2010 Decennial Census (SF1), 2014-2018 American Community Survey 5-Year Estimates

### Age of Housing

Overall, the housing stock in the Town of Murray is slightly newer than that of Orleans County. The median year built for housing within the Town is 1955 while the median year built for housing within the County is 1951. Murray has a lower percentage of housing units built before 1940 (33.5%) compared to the County (45%), and over 57% of housing in the Village of Holley was built prior to 1940.

However, Orleans County does have a slightly greater percentage of housing units built 2000 or later (4.9%) compared to the Town of Murray (4.3%).

Chart 3: Year Housing Built

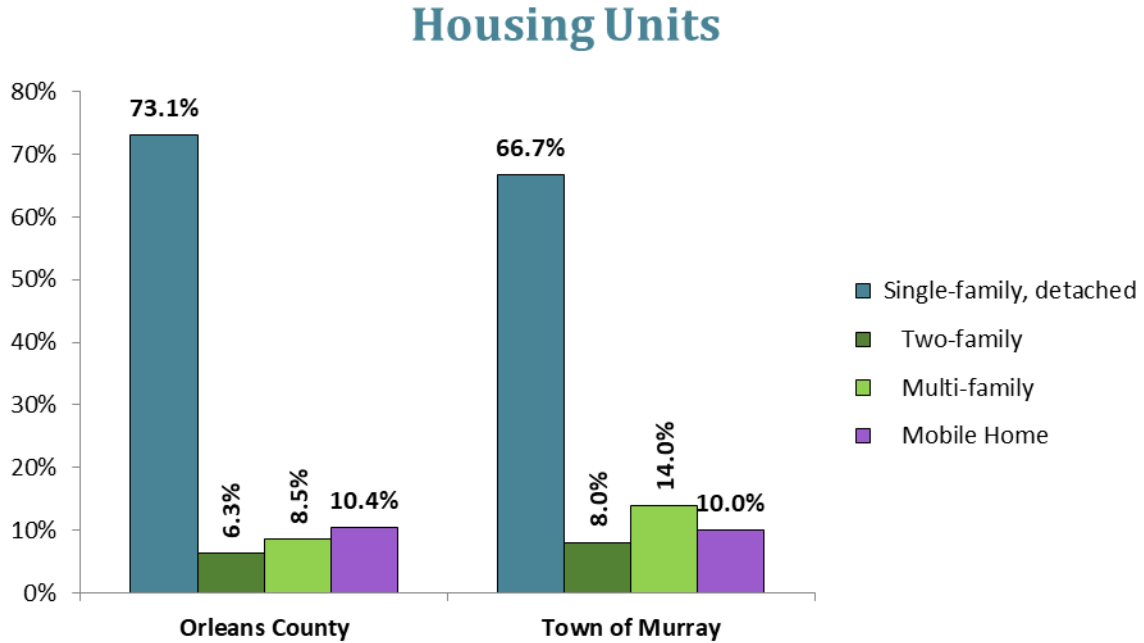


**Source:** 2014-2018 American Community Survey 5-Year Estimates

### Units per Structure

The majority of housing units within the Town are single family, detached dwellings (66.7 %). Since 2000 the Town of Murray has seen an increase in both single family, detached houses (+10.6%) and multi-family housing (+20.7%) while a decrease in two-family houses (-21.4%).

Chart 4: Housing Units



**Notes:** <sup>1</sup> Percent change in the raw numbers between specified time periods.

**Sources:** 2000 Decennial Census (SF3), 2006-2010 American Community Survey 5-Year Estimates, and 2014-2018 ACS 5-Year Estimates.

### Value of Owner-Occupied Housing Units and Monthly Gross Rent

According to the American Community Survey, 71.6% of owner-occupied households in the Town are valued between \$50,000 and \$149,999; with the largest percentage falling in the \$50,000-\$99,999 range (44%). Less than 7% of owner-occupied houses are valued at \$200,000 or more. The Town's median home value is \$97,600 which is slightly higher than the County's median home value of \$95,600.

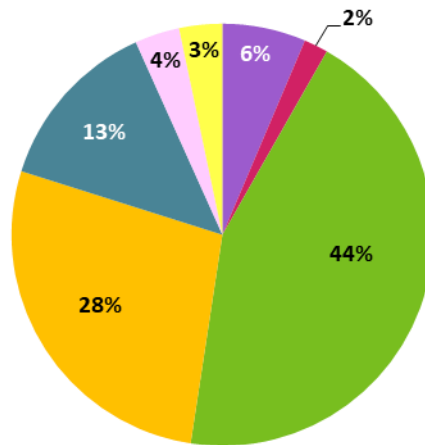
When considering inflation, the Town's median home value and median gross rent have both decreased since 2000.



Chart 5: Home Values

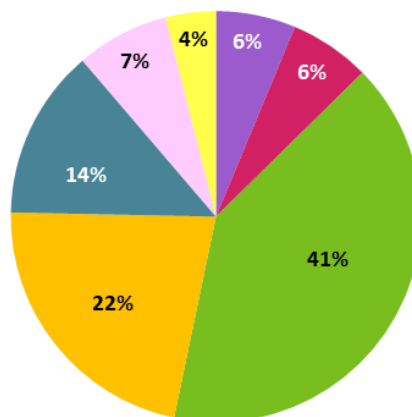
## Home Value - Town of Murray

■ Less than \$25,000    ■ \$25,000 to \$49,999    ■ \$50,000 to \$99,999  
■ \$100,000 to \$149,999    ■ \$150,000 to \$199,999    ■ \$200,000 to \$299,999  
■ \$300,000 or more



## Home Value - Orleans County

■ Less than \$25,000    ■ \$25,000 to \$49,999    ■ \$50,000 to \$99,999  
■ \$100,000 to \$149,999    ■ \$150,000 to \$199,999    ■ \$200,000 to \$299,999  
■ \$300,000 or more



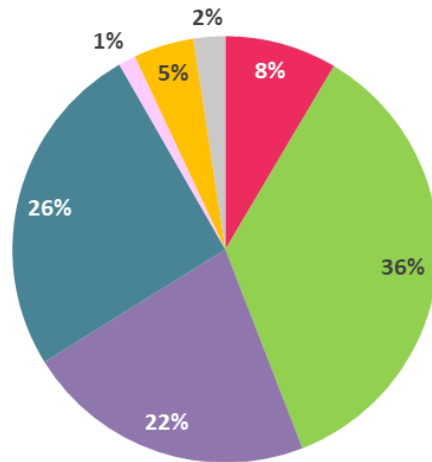
Source: 2014-2018 American Community Survey 5-Year Estimates

Median gross rent for the Town of Murray was moderately lower than that of Orleans County's, with median rent of \$651 in the Town and \$723 in the County

Chart 6: Monthly Rent

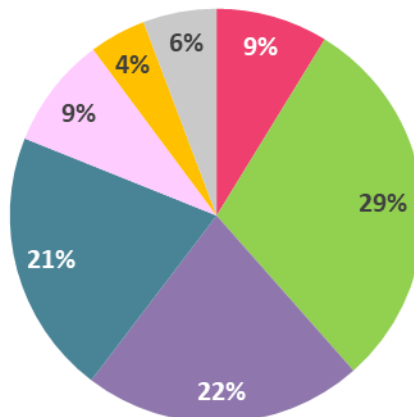
### Monthly Rent- Town of Murray

■ Less than \$300 ■ \$300 to \$499 ■ \$500 to \$599 ■ \$600 to \$699  
 ■ \$700 to \$799 ■ \$800 to \$999 ■ \$1,000 or more



### Monthly Rent- Orleans County

■ Less than \$300 ■ \$300 to \$499 ■ \$500 to \$599 ■ \$600 to \$699  
 ■ \$700 to \$799 ■ \$800 to \$999 ■ \$1,000 or more



Source: 2014-2018 American Community Survey 5-Year

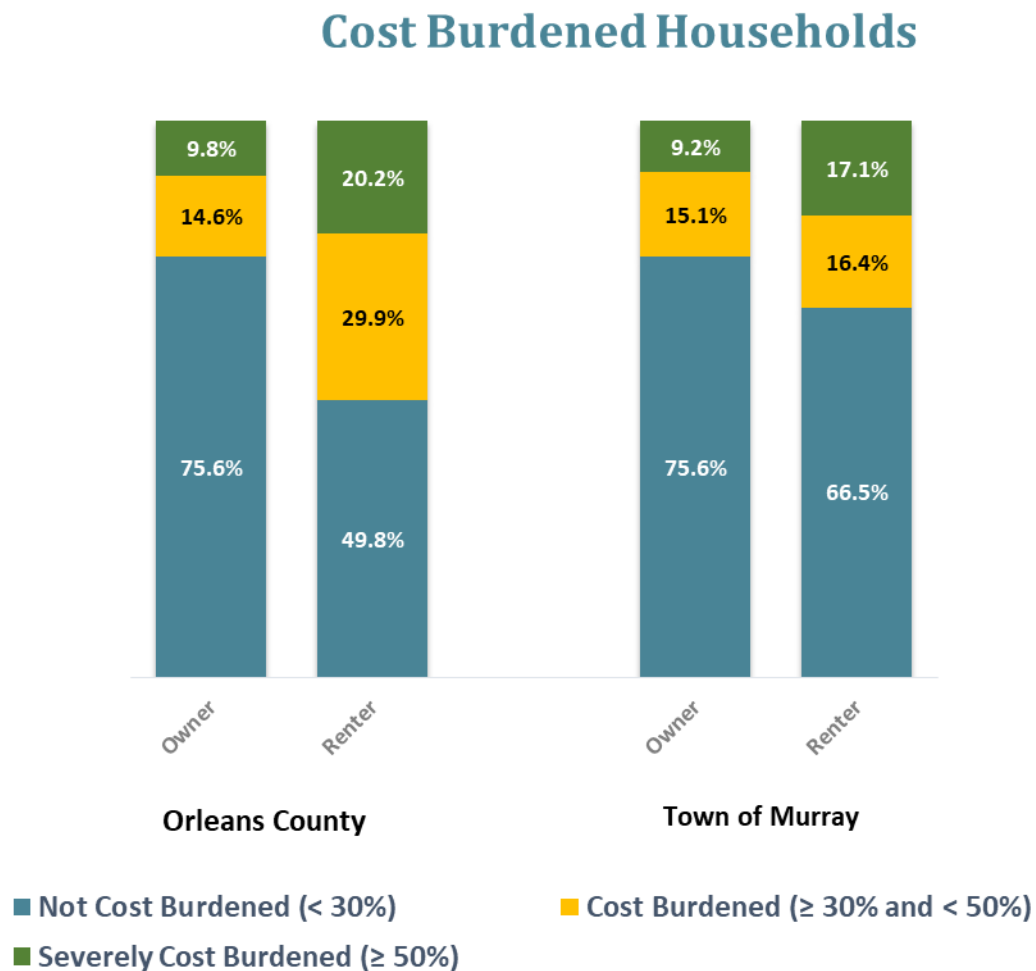
### Owner and Renter Housing Affordability

Households being cost burdened is a growing concern nationally. A household is considered *cost burdened* if monthly housing costs/rents including utilities exceed 30% but are less than 50% of the monthly household income. A household is considered *severely cost burdened* if monthly housing costs/rents including utilities exceed 50% of the monthly household income.

Within the Town of Murray, renter-occupied households are more likely to be cost burdened when compared to owner-occupied households. More than 33% of the Town's renter-occupied households were either cost burdened or severely cost burdened compared to 24.4% of the owner-occupied households. Within Orleans County as a whole, roughly half of renters (50.2%) are either cost burdened or severely cost burdened.

Owner occupied housing in both the County and Town have roughly the same percentage of households facing some level of cost burden.

Chart 7: Cost Burdened Households



Source: 2014-2018 American Community Survey 5-Year

## RELEVANT PLANS, PROGRAMS AND REGULATIONS

### Zoning

The Town's Zoning Ordinance allows single and two-family dwellings in all zoning districts except for the Industrial District. The zoning regulations specify requirements for minimum lot sizes, setbacks for each district, as well as property maintenance standards. A Special Use Permit is required for home-based businesses, home occupations, multiple family dwellings and farmworker housing.

### NYS Property Maintenance Code

The Property Maintenance Code of New York State (PMCNYS) regulates the minimum maintenance requirements for existing buildings with established standards for light, ventilation, heating, sanitation and fire safety. These regulations are enacted in the interest of public health, welfare, and safety of the community's residents.

An update to the PMCNYS is currently underway with a draft code presented in November 2019. The latest iteration incorporates work from the International Code Councils (ICC) 2018 International Property Maintenance Code (IPMC).

The code is organized by the following chapters:

- a. Scope and Administration: Provides the provisions for application and enforcement of the code
- b. Definitions
- c. General Requirements: Details the broad exterior and interior elements required. This chapter addresses the responsibility for proper maintenance and sanitary conditions; the responsible parties for the extermination of insects and rodents; requirements for protective barriers around pools; maintenance of vacant land and structures; and maintenance of accessories structures.
- d. Light, Ventilation, and Occupancy Limitations: Establishes minimum room widths and ceiling heights to prevent overcrowding; arrangements of windows in order to ensure proper ventilation and light; and prohibition of certain room, arrangements and occupancy uses which may create a hazard.
- e. Plumbing Facilities and Fixture Requirements: Establishes the minimum criteria for the installation, maintenance and location of plumbing systems. Criteria includes provisions for the water supply; water heating; and sewage disposal within structures.
- f. Mechanical and Electrical Requirements: Establishes the minimum criteria for the heating and cooling systems; appliances and their location; gas and liquid fuel distribution; water heating equipment; lighting fixtures; electrical distribution system and outlets; ventilation and exhaust systems; and elevators and escalators where applicable.
- g. Fire Safety Requirements: Establishes means of egress including widths and paths for doors and emergency exists; and minimum requirements for fire safety facilities and fire protection systems.
- h. Referenced Standards: Provides a comprehensive list of the cited standards.

## Funding for Housing Improvements

### Pathstone

#### **PathStone Home Rehabilitation and Energy Services**

Provides grants administration and construction management services to local municipalities seeking to establish their own home repair grants. By leveraging multiple funding sources Pathstone has allowed communities to stabilize properties, improve safety, and lower resident's utility bills.

#### **Owner Occupied Home Repair**

PathStone provides grants and loans to low and moderate income homeowners for needed improvements and repairs. After being accepted into the program, the home is inspected and tested to determine needed repairs and to identify potential health hazards. Improvements are focused on lead paint remediation, roofs, plumbing, electric, code violations, structural issues, well, septic and energy conservation measures. Owners must occupy the residence for one year prior to applying and agree to live in the home for 5- 10 years depending on funding levels.

### U.S. Department of Agriculture Rural Development

The USDA Rural Development provides low interest loans for individual home ownership, housing repair, and subsidized rental housing.

#### **Section 502 Single Family housing (SFH) Loan**

Loan provides 100% financing to income eligible borrowers to purchase, and provide needed repairs if necessary, of an existing home; construct a new home; or repair a home already financed with 502 direct funds. Interest rate is subsidized and based on income. Applicants must have very low income levels (below 50 percent of AMI) or low incomes (between 50 and 80 percent of AMI). Families must be without adequate housing, but be able to afford the mortgage payments (as determined using repayment ratios), including taxes and insurance.

#### **Section 504**

Loan/grant program for very low-income owner occupants in rural areas to repair their single family homes. Loan funds are available for repairs that improve or modernize the home, make it safer and/or more sanitary, and/or remove health and safety hazards. For those homeowners 62 year and over who cannot repay a loan, grant funds are available to remove health or safety hazards, or remodel to make them accessible to a household member with a disability.

### Community Action of Orleans & Genesee

Community Action of Orleans & Genesee administers two housing programs when funding is available: (1) a Weatherization and Energy Services program, and (2) a Home Rehabilitation Program that provides repairs for health and safety or energy efficiency upgrades.

#### **Weatherization and Energy Services Program**

The program provides weatherization and energy conservation improvements to income eligible owner and renter occupied housing. Priority is provided to seniors and the disabled. Weatherization focuses on reducing a family's energy burden and ensuring the home is free of carbon monoxide.



High priority is given to addressing deficiencies to the home's insulation and testing all fuel burning appliances to ensure they meet all state standards and fix drafting and venting problems. Other measures include hot water tanks (repair/replace efficiency); roof repair; electrical work; air sealing; and the provision of weather-strip kits, door sweeps, smoke alarms, and carbon-monoxide alarms. Window replacement is not a priority of the program.

Low income persons who reside in rental dwellings may receive weatherization services provided the property owner pays 25% of the cost.

**RESTORE (Residential Emergency Services to Offer Repairs to the Elderly) / Home Rehabilitation Program**

Provides financial resources to assist senior citizen homeowners with the cost of addressing emergencies and code violations which pose a threat to their health and safety, or affect the livability of their home. Program is available to income eligible households. The homeowner must own and occupy the household as their primary residence; be 60 years or older; and household income not exceed one hundred percent (100%) of the area median income.

**U.S. Department of Energy**

**Weatherization Assistance Program**

The Weatherization Assistance Program (WAP) is administered In New York State by Homes and Community Renewal (HCR). The program assists households and individuals by reducing heating/cooling costs and improving home safety through energy efficiency measures. Households with incomes at or below 60% of the state median income-eligible are eligible, and homeowners and/or renters may apply. Priority is given to senior citizens, families with children, and those with disabilities.

Common services as part of the program include: an energy efficiency analysis of the building; reducing heat loss through air sealing; installation of insulation in attics and walls; heating system repairs or replacement; efficient lighting and refrigeration; installing energy-related health and safety materials; and repair or replacement of windows and outer doors.

**NYSERDA**

**Assisted Home Performance with Energy Star**

This program reduces energy costs for low and moderate income households by providing affordable energy efficient improvements to households which are not eligible for the federally funded Weatherization Program. Energy Star covers up to 50% of the cost of energy efficiency improvements, up to a maximum of \$5,000 per household.

**EmPower New York**

Program may replace old and inefficient appliances; install high-efficiency lighting; and provide recommendations on energy efficiency improvements at no cost to income eligible households. Additionally, in limited cases the program may install insulation and other home efficiency measures.

## TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

### Income Eligibility Guidelines 2019\*

Household Size	Maximum Gross Monthly Income	Maximum Gross Annual Income
1	\$2,494	\$29,928
2	\$3,262	\$39,144
3	\$4,030	\$48,360
4	\$4,797	\$57,564
5	\$5,565	\$66,780
6	\$6,332	\$75,984
7	\$6,502	\$78,020
8	\$7,238	\$86,860
9	\$7,975	\$95,700
10	\$8,712	\$104,540
*The current income guidelines for EmPower New York are set at 60% of the state median income		

Source: NYSERDA 2020

### Manufactured Home Regulations

Local municipalities have historically utilized a range of regulations including site plan review; subdivision regulations; and special use restrictions to control the construction of manufactured homes within their jurisdiction. A common practice has been to set minimum lot size requirement per residence, to ensure that areas, particularly manufactured home parks, do not become overcrowded and/or place a strain on municipal resources. Additionally, some local governments have prohibited manufactured housing from certain residential zones, even where other forms of housing are allowed, on the grounds that they were leaving space for the expansion of conventional housing or site-built homes. The courts had found these restrictions as permissible as they were in the interest of the community as they contribute towards properly managing the waste disposal systems, water supplies and electricity, prevented placing hardship on the local police and fire forces, and conserving municipal resources.

However, while municipalities have been allowed to use the previously mentioned practices they are prohibited from banning manufactured homes outright as all municipalities must allow for the establishment of affordable housing, including manufactured homes, consistent with their comprehensive plan. This is supported by *Town of Pompey v. Parker*, where the courts found that “a zoning ordinance which absolutely excludes the establishment of a mobile home within its boundaries would be unconstitutional because of the unreasonableness of the restrictions imposed.”

Recently, changes in statutory law in 2015 have brought into question the ability of local municipalities to regulate manufactured homes differently from site-built homes nor restrict their construction in zones which other single-family dwellings are allowed.

Article 21-B of New York State Executive Law, made effective by chapter 425 of the Laws of 2015 (hereinafter “Title 2”) on November 20, 2015, placed limitations on local governments to regulate manufactured homes. Section 616 of Title 2 expressly provides that a “*manufactured home that is affixed to a permanent foundation and conforms with the identical development specification and standards, including general aesthetic and architectural standards, applicable to conventional, site-built single-family dwellings in the residential district in which the manufactured home is to be sited, shall be deemed to be a conforming single family dwelling for purposes of the applicable local zoning*”

law or ordinance.” Similar protections were extended to manufactured home parks pursuant to Section 617.

The phrases ‘*identical development specifications and standards*’ were defined to include: “access, building setback distance, enclosures and vehicle parking space” (N.Y. Executive Law § 615(2)); and ‘*single-family dwelling*’ to mean: “a building designed as a one-family residence and used or occupied, or intended to be used or occupied as the home or residence of one or more persons maintaining a household” (N.Y. Executive Law § 615(3).) However, Title 2 omitted from defining the phrase ‘*permanent foundation*’, providing a possible loophole for manufactured homes to be constructed in various zoning districts. As of August 2019 there have been no court cases regarding the interpretation of this issue.

## ISSUES & OPPORTUNITIES

### Affordable Housing and Range of Housing Options

The Town of Murray is primarily comprised of detached single family housing on large lots of land. Recent U.S. Census data suggest that there is a lack of affordable housing in Murray, especially for renters whom 1/3 are found to be cost burdened. Consider allowing accessory dwellings which provides affordable housing options as well as accommodates the changing needs and preferences of seniors and youths within the community.

### Housing Assessment

As part of the Orleans County Canal Corridor LWRP Legislator Ken DeRoller recommended a housing study be conducted for the entire county as quality of life factors and the provision of a range of housing options are now key determining factors in economic development efforts. Study may also explore opportunities to remedy Orleans County’s continued trend of decreasing home values and rental rates.

### Property Maintenance

Residents often cite the need to improve enforcement of property maintenance issues. Ensure all of the Town’s property maintenance regulations represent the latest in State, Federal and International codes and standards.

### Covid Impact

With the Covid pandemic in 2020, Orleans County has found increased demand for housing in their small towns and rural areas. This is likely due to potential home buyers now working remotely more frequently allowing them to choose areas like Orleans County which tend to have lower Covid cases than the more dense Buffalo and Rochester regions.

### Opportunities in Neighboring Municipalities

Properties in neighboring municipalities could fill existing resident’s demands and needs, which are brought on by changes in demographics and/or housing preferences, while additionally providing an opportunity for younger generations to move into the Town of Murray. For example Holley Garden, the

recently converted high school located in the Village of Holley, may provide opportunities for seniors to live in close proximity to their former homes yet obtain the needed services and amenities they require.

## HOUSING & NEIGHBORHOODS GOALS & RECOMMENDATIONS

### Housing & Neighborhoods Goal

- ❖ **Maintain and enhance the Town's high quality of life for residents and encourage development and redevelopment consistent with the Town's rural character.**

### Housing & Neighborhoods Recommendations

- HN 1: Partner with neighboring municipalities, the County, and non-profits to secure funding for home improvements.

*Responsible Entity:* Town Board  
*Partners:* Orleans County; Pathstone; USDA Rural Development; other agencies  
*Timeframe:* Ongoing

- HN 2: Support regional economic development initiatives that create or retain jobs to reduce unemployment rates and increase household incomes while protecting and promoting the Town's rural character. [See also Economic Vitality section]

*Responsible Entity:* Town Board  
*Partners:* Orleans County EDA; Finger Lakes Regional Economic Development Council (REDC)  
*Timeframe:* Ongoing

- HN 3: Publicize Home Improvement and Aging in Place Programs. For example, provide brochures at the Town Hall or add a link to Town website with information about available resources or invite representatives from Pathstone, Rural Development and other organizations to conduct a workshop in the Town to publicize programs that assist homeowners with the cost of repairs.

*Responsible Entity:* Town Board  
*Partners:* Pathstone; USDA Rural Development; other housing agencies  
*Timeframe:* Ongoing

- HN 4: Incorporate design guidelines into zoning for residences in hamlet districts and those with historic character. [See also Land Use and Historic Resources sections]

*Responsible Entity:* Town Board; Zoning Advisory Committee  
*Partners:* Planning Board; Orleans County Historical Society, Landmark Society of WNY, Murray-Holley Historical Society  
*Timeframe:* Immediate (within one year)

## TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

HN 5: Maintain and revise zoning as needed to encourage a diversity of housing choices including homes for young families, accessory units for seniors, and empty-nester housing.

*Responsible Entity:* Town Board; Zoning Advisory Committee  
*Partners:* Planning Board; Orleans County Planning Dept.  
*Timeframe:* Immediate (within one-year); Ongoing

HN 6: Encourage a mix of residential and business development and redevelopment within the Hamlets. [See also Land Use section]

*Responsible Entity:* Town Board  
*Partners:* Planning Board; Landowners; Developers  
*Timeframe:* Ongoing

HN 7: Promote housing opportunities in adjacent communities as well as in the Town to meet the changing need of residents, such as senior housing in the Village of Holley, homes in rural areas and hamlets for families, and accessory apartments to accommodate smaller households.

*Responsible Entity:* Town Board  
*Partners:* Planning Board; Pathstone; Other Housing Agencies  
*Timeframe:* Ongoing

HN 8: Work with Orleans County to complete a countywide housing assessment.

*Responsible Entity:* Town Board  
*Partners:* Planning Board; Orleans County Legislature, Orleans County Planning Dept.; Not-for-profit organizations  
*Timeframe:* Medium (1-3 years)

HN 9: Review and revise property maintenance laws, standards and enforcement procedures to reduce duplication and ambiguity and to ensure fair and reasonable enforcement.

*Responsible Entity:* Town Board; Zoning Advisory Committee  
*Partners:* Code Enforcement Officer, County Planning Dept.  
*Timeframe:* Immediate (within one year)

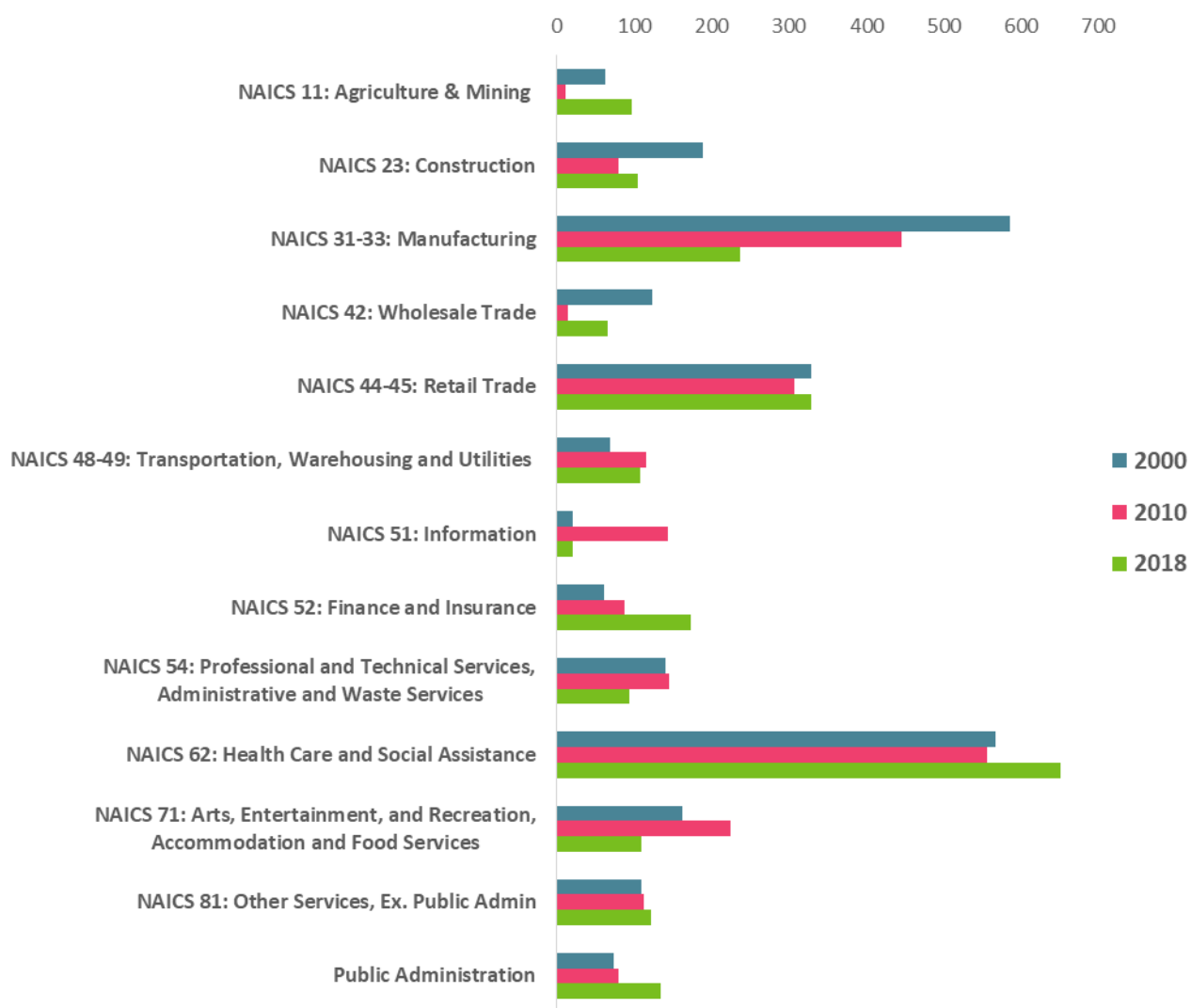
# ECONOMIC VITALITY

## EXISTING CONDITIONS

### Employment Trends in the Murray Area

There are approximately 2,095 jobs located within the Town of Murray out of a total of more than 17,489 in Orleans County. Therefore, 12 percent of the jobs in Orleans County are located within the Town of Murray. However, this total includes all jobs located within the Village of Holley as well.

**Trends in Employment by Sector  
Town of Murray 2000, 2010, and 2018**

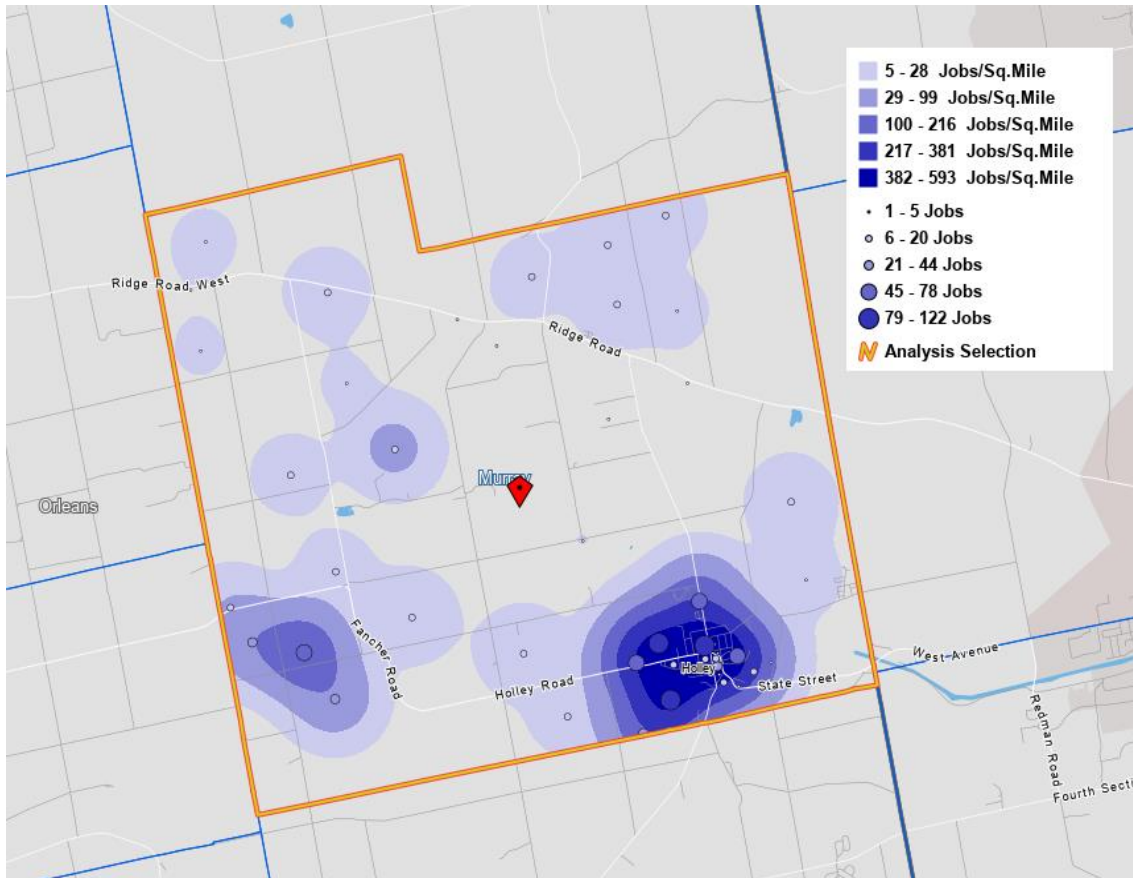


Source: 2000 and 2010 Decennial Census (SF1), 2014-2018 American Community Survey 5-Year Estimates



## TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

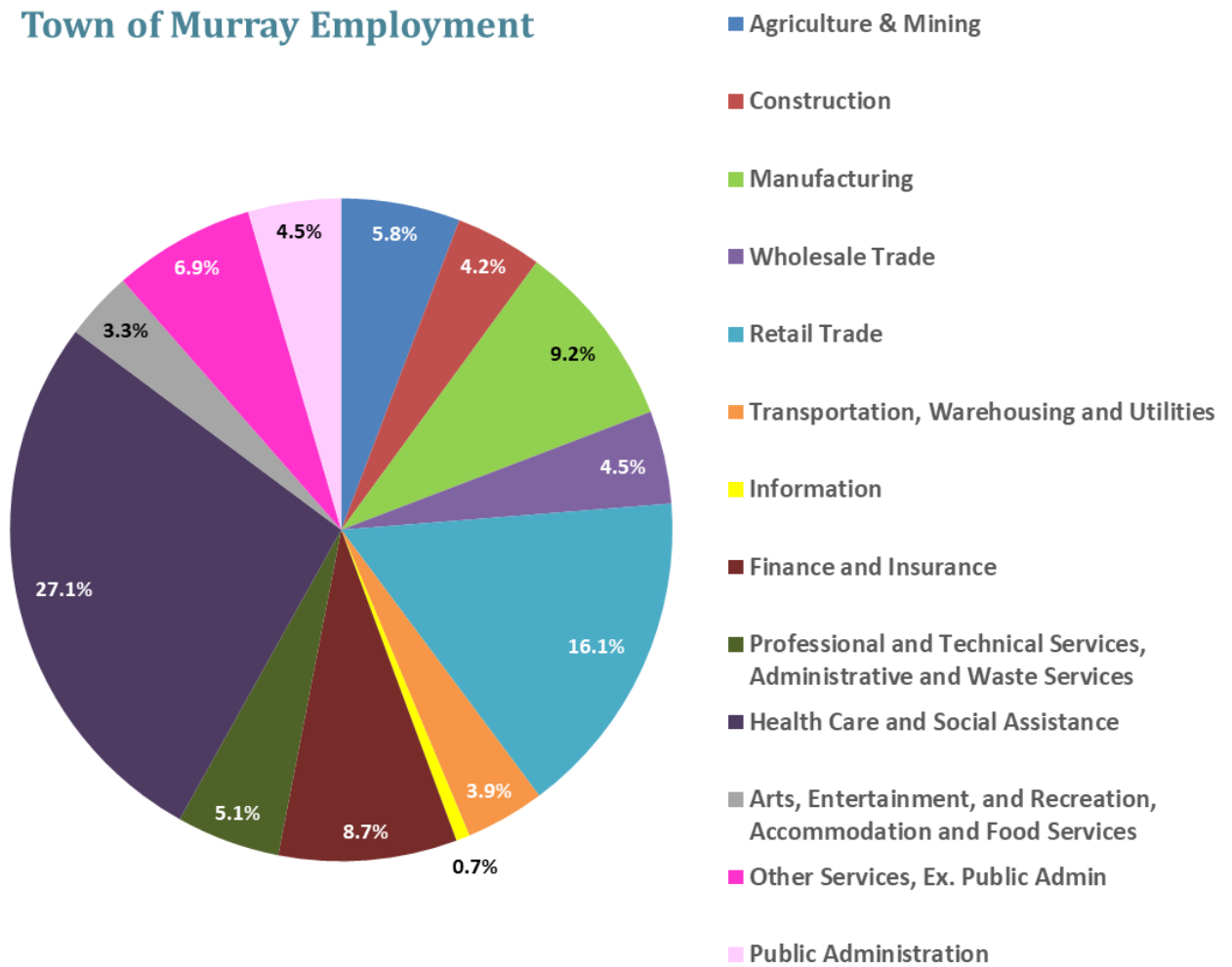
The majority of businesses are clustered around the Village of Holley and south west corner of the Town.



**Source:** U.S. Census Bureau, OnTheMap 2017 Work Area Analysis of all jobs in the Town of Murray

When the number of jobs located within the Village of Holley is omitted from the total for the Town of Murray, the majority of jobs are found in the following sectors: Health Care and Social Assistance (27.1%); Retail Trade (16.1%); Manufacturing (9.2%); and Finance and Insurance (8.7%)

## Town of Murray Employment



Source: 2014-2018 American Community Survey 5-Year Estimates

### Employment Trends of Town Residents

## TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

In 2018, approximately 63% (2,369) of Town residents 16 years of age or older were part of the labor force (compared to 56% countywide). Of those in the labor force, 95% were employed while 5% were unemployed which is roughly the same ratio found at the county level.

### Workforce in Town of Murray

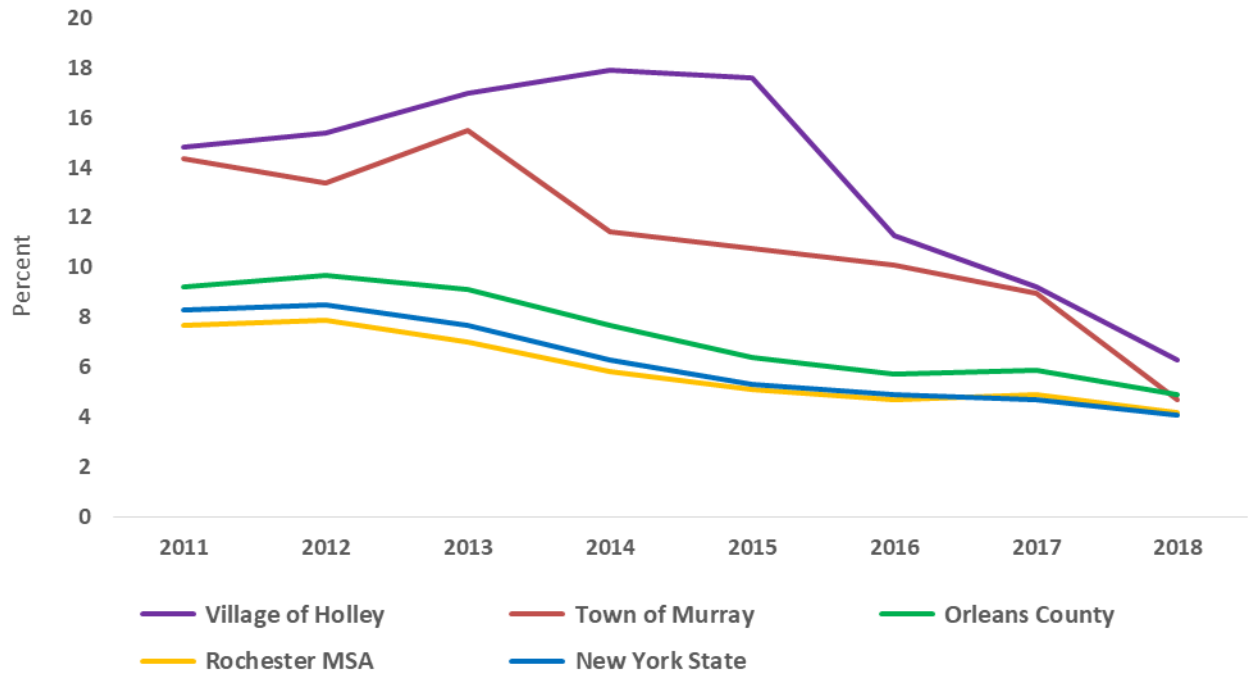
	2000		2010			2018			
	#	%	#	%	% Change <sup>1</sup> (2000 to 2010)	#	%	% Change <sup>1</sup> (2010 to 2018)	% Change <sup>1</sup> (2000 to 2018)
<b>Orleans County</b>									
Population 16 Years +	34,090	-	34,656	-	1.7%	34,052	-	-1.7%	-0.1%
In Labor Force	20,116	59.0%	20,256	58.4%	0.7%	19,160	56.3%	-5.4%	-4.8%
In Armed Forces <sup>2</sup>	14	0.1%	0	0.0%	-100.0%	26	0.1%	2600.0%	85.7%
In Civilian Labor Force <sup>2</sup>	20,102	99.9%	20,256	100.0%	0.8%	19,160	100.0%	-5.4%	-4.7%
Employed <sup>3</sup>	18,718	93.1%	18,342	90.6%	-2.0%	18,161	94.8%	-1.0%	-3.0%
Unemployed <sup>3</sup>	1,384	6.9%	1,914	9.4%	38.3%	999	5.2%	-47.8%	-27.8%
Not in Labor Force	13,974	0	14,389	0	3.0%	14,892	43.7%	3.5%	6.6%
<b>Town of Murray</b>									
Population 16 Years +	5,030	-	4,093	-	-18.6%	3,772	-	-7.8%	-25.0%
In Labor Force	2,623	52.1%	2,674	65.3%	1.9%	2,369	62.8%	-11.4%	-9.7%
In Armed Forces <sup>2</sup>	0	0.0%	3	0.1%	0.0%	0	0.0%	0.0%	0.0%
In Civilian Labor Force <sup>2</sup>	2,623	100.0%	2,671	99.9%	1.8%	2,369	100.0%	-11.3%	-9.7%
Employed <sup>3</sup>	2,492	95.0%	2,382	89.2%	-4.4%	2,243	94.7%	-5.8%	-10.0%
Unemployed <sup>3</sup>	131	5.0%	289	10.8%	120.6%	126	5.3%	-56.4%	-3.8%
Not in Labor Force	2,407	0	1,419	0	-41.0%	1,403	37.2%	-1.1%	-41.7%

Source: 2014-2018 American Community Survey 5-Year Estimates

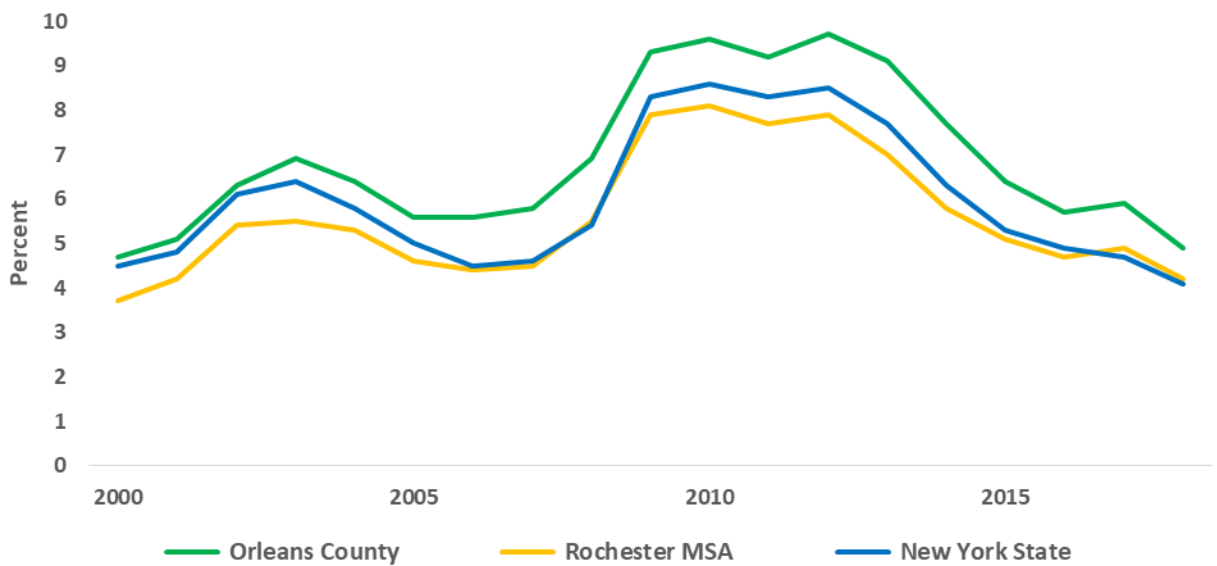
### Unemployment Rate

The unemployment rate in the Town had increased significantly over time, before decreasing down closer to the State average in 2018. In 2000 the Town's unemployment rate was 5% and had risen to 15.5% by 2013, more than twice the State rate of 7.7%. Currently, the unemployment rate of the town of Murray, excluding the Village of Holley, has decreased significantly to 4.7%.

## Unemployment Rate 2011-2018



## Unemployment Rate 2000-2018

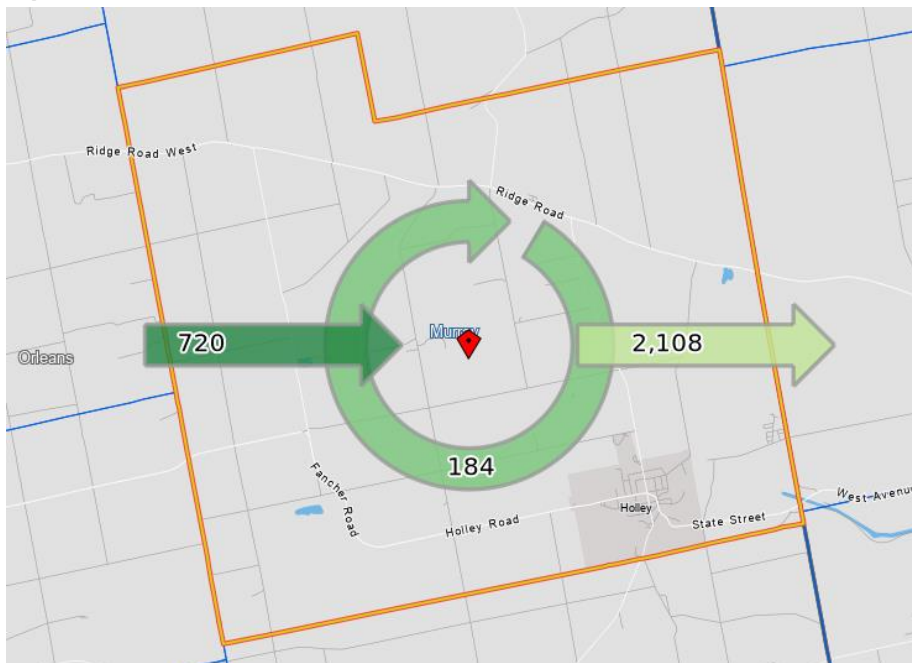


Source: New York State Department of Labor – Local Area Unemployment Statistics Program

## Place of Work

Most Murray residents commute outside of the Town for work. Based on the Census Bureau's 2017 Inflow/Outflow Analysis of Primary Jobs in the Town of Murray, of the 2,292 employed Town residents, only 184 work in the Town while the remaining 2,108 work outside of the Town. However, the analysis also reveals that 720 people living outside of the Town of Murray commute to Murray for work (see Figure 4.) However, those commuting into the town are likely going to jobs located within the Village of Holley.

**Figure 4: Inflow/ Outflow of Jobs**



**Source:** U.S. Census Bureau, OnTheMap 2017 Inflow/Outflow Analysis of primary jobs in the Town of Murray

## Means of transportation and travel time to work

Approximately 85% of employed Murray residents drive alone to work, an increase of nearly 5% since 2000. Over this same period the proportion of Orleans County workers driving alone stayed the same, a decrease of only 0.3%. The proportion of Murray workers who said they carpooled decreased by roughly 1/3, from 12.3% to 7.9%. However, the proportion of workers who worked from home increased by over 50% over this period.

The amount of time that employed residents of Murray spend traveling to work tells the story of an improving local employment as workers need not drive as far to stay employed. Since 2010 there has been a 9.2% decrease in the proportion of residents who commute more than 30 minutes to work.

# TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

## Travel to Work Trends for Employed Orleans County and Town of Murray Residents, 2000-2018

	2000		2010			2018			
	Number	%	Number	%	% Change <sup>1</sup> (2000 to 2010)	Number	%	% Change <sup>1</sup> (2010 to 2018)	% Change <sup>1</sup> (2000 to 2018)
<b>Orleans County</b>									
Workers that do not work from home	18,238	-	17,681	-	-	17,117	-	-	-
Less than 15 minute commute	6,923	38.0%	5,949	32.8%	-14.1%	6,124	34.6%	2.9%	-11.5%
15 to 29 minute commute	4,477	24.5%	5,166	28.5%	15.4%	4,754	26.9%	-8.0%	6.2%
30 to 44 minute commute	3,515	19.3%	3,397	18.7%	-3.4%	3,041	17.2%	-10.5%	-13.5%
45 to 59 minute commute	1,995	10.9%	1,923	10.6%	-3.6%	1,793	10.1%	-6.8%	-10.1%
60 minute or more commute	1,328	7.3%	1,246	6.9%	-6.2%	1,405	7.9%	12.8%	5.8%
<b>Town of Murray</b>									
Workers that do not work from home	2,442	-	2,265	-	-	2,145	-	-	-
Less than 15 minute commute	662	27.1%	599	25.8%	-9.5%	568	25.6%	-5.2%	-14.2%
15 to 29 minute commute	522	21.4%	445	19.1%	-14.8%	620	27.9%	39.3%	18.8%
30 to 44 minute commute	809	33.1%	619	26.6%	-23.5%	576	26.0%	-6.9%	-28.8%
45 to 59 minute commute	312	12.8%	476	20.5%	52.6%	300	13.5%	-37.0%	-3.8%
60 minute or more commute	137	5.6%	126	5.4%	-8.0%	81	3.7%	-35.7%	-40.9%

Notes: <sup>1</sup> Percent change in the raw numbers between specified time periods.

	2000		2010			2018			
	Number	%	Number	%	% Change <sup>1</sup> (2000 to 2010)	Number	%	% Change <sup>1</sup> (2010 to 2018)	% Change <sup>1</sup> (2000 to 2018)
<b>Orleans County</b>									
Workers 16 years and older	18,238	-	18,124	-	-	17,681	-	-	-
Drove Alone (Car, Truck, or Van)	14,622	80.2%	15,175	83.7%	3.8%	14,120	79.9%	-7.0%	-3.4%
Carpooled (Car, Truck, or Van)	2,395	13.1%	1,797	9.9%	-25.0%	1,914	10.8%	6.5%	-20.1%
Public Transportation	70	0.4%	100	0.6%	42.9%	121	0.7%	21.0%	72.9%
Bicycle or Walk	451	2.5%	424	2.3%	-6.0%	499	2.8%	17.7%	10.6%
Taxi, Motorcycle, Other	120	0.7%	185	1.0%	54.2%	463	2.6%	150.3%	285.8%
Worked from Home	580	3.2%	443	2.4%	-23.6%	564	3.2%	27.3%	-2.8%
<b>Town of Murray</b>									
Workers 16 years and older	2,442	-	2,325	-	-	2,219	-	-	-
Drove Alone (Car, Truck, or Van)	1,989	81.4%	2,075	89.2%	4.3%	1,894	85.4%	-8.7%	-4.8%
Carpooled (Car, Truck, or Van)	301	12.3%	99	4.3%	-67.1%	176	7.9%	77.8%	-41.5%
Public Transportation	23	0.9%	26	1.1%	-	5	0.2%	-	-
Bicycle or Walk	69	2.8%	47	2.0%	-31.9%	47	2.1%	0.0%	-31.9%
Taxi, Motorcycle, Other	11	0.5%	18	0.8%	63.6%	23	1.0%	27.8%	109.1%
Worked from Home	49	2.0%	60	2.6%	22.4%	74	3.3%	23.3%	51.0%

Notes: <sup>1</sup> Percent change in the raw numbers between specified time periods.

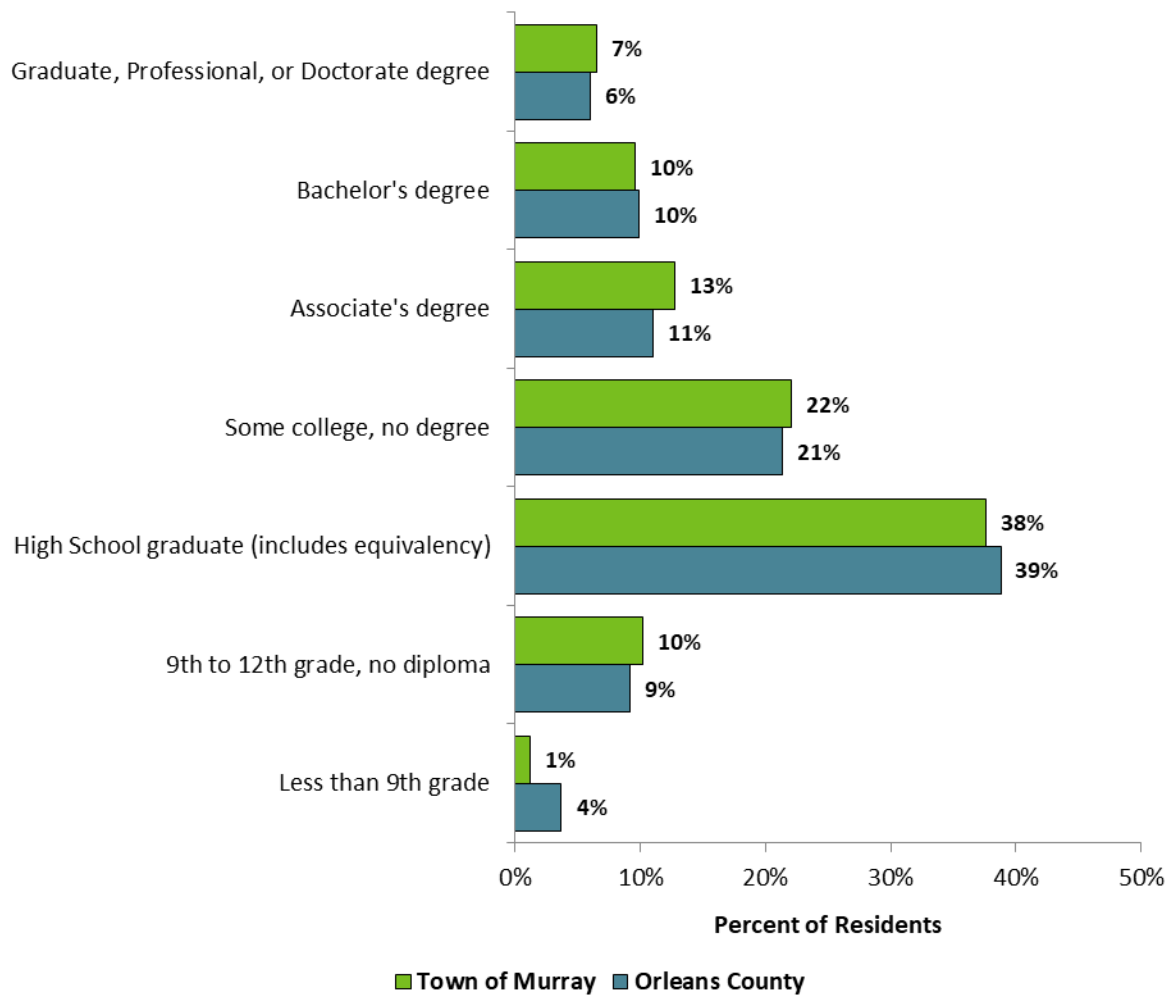
Source: 2000 Decennial Census (SF3), 2006-2010 and 2014-2018 American Community Survey 5-Year Estimates



## Educational Attainment

The educational attainment for residents within the Town is in line with the rest of Orleans County. Within the Town 89% of residents have at least a high school diploma compared to 87% of county residents. Within the Town 29% have an Associate's degree or higher compared to 27% countywide and over 6% of residents in both the county and town have advanced degrees.

### Educational Attainment For Town and County Residents (25 Years Old and Over)

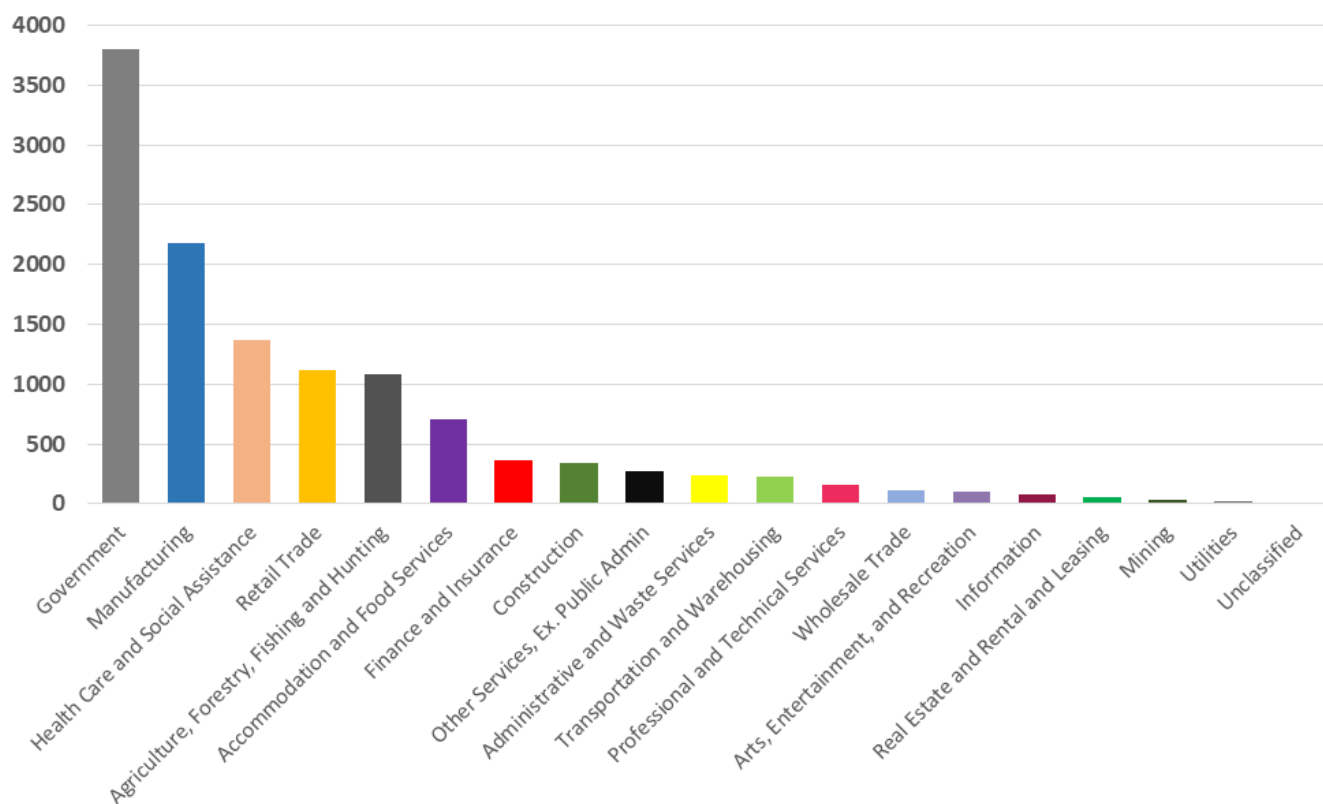


Source: 2014-2018 American Community Survey 5-Year Estimates

### Regional Employment Trends

Proportionally, more workers in the Town of Murray are employed in the Education, Health Care and Social Services; Finance; and Retail Trades sectors than are Orleans County workers. Among employed Town and County residents aged 16 and older roughly 31.0% of workers in the County are employed in Government; Manufacturing (17.8%), and Health Care & Social Services (11%) are the top three employment sectors in the County.

## Orleans County Employment 2018



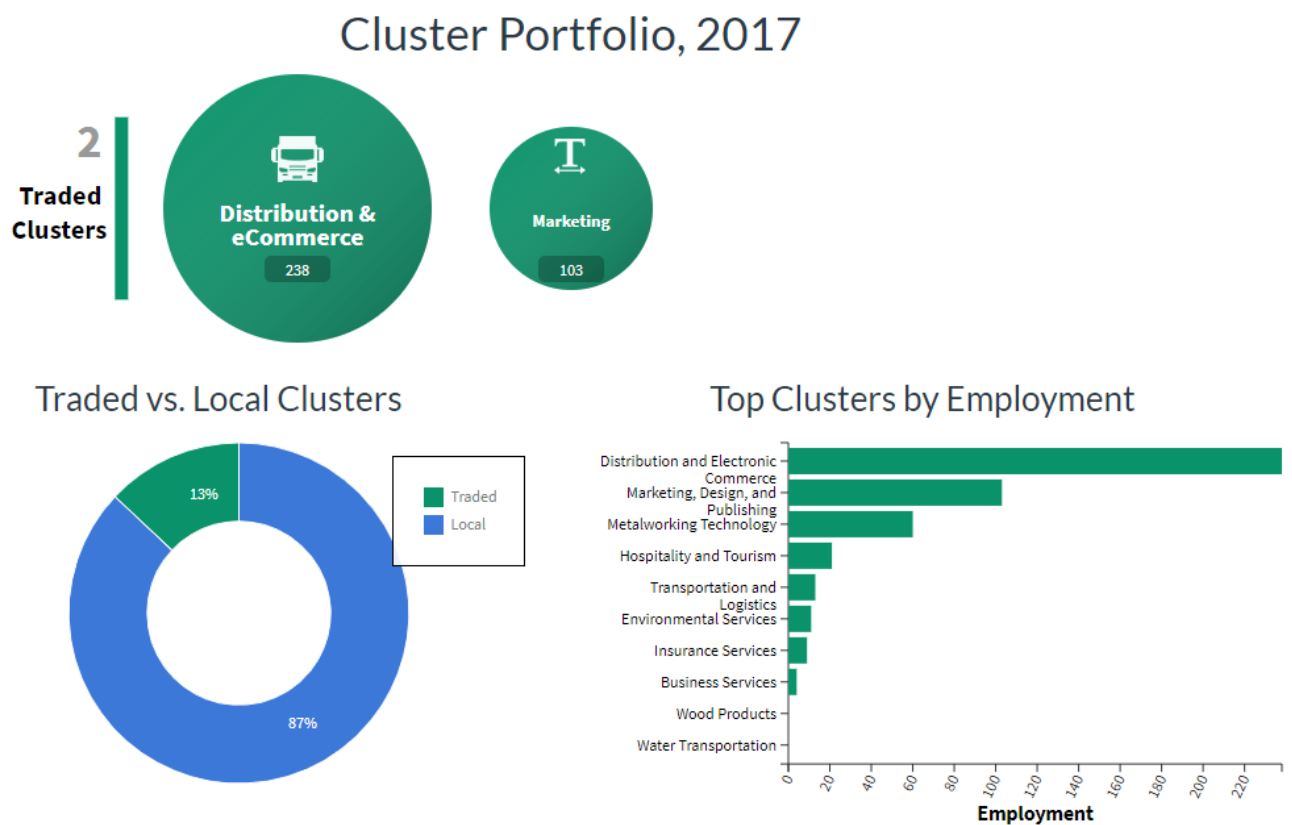
Source: Quarterly Census of Employment & Wages – New York State and U.S. Bureau of Labor Statistics

## Industry Specialization

A location quotient (LQ) is a ratio that compares a local area's share of employment by industry to that of a larger base area's share of employment in that same industry. In other words, the location quotient can tell us what industries are prospering in a local area compared to national trends in that industry.

Traded clusters are related industries that serve markets beyond the region while local industry serve the immediate area and residents. An analysis of industry in Orleans County found two traded, non-agriculture clusters, Distribution & eCommerce and Marketing. Distribution & eCommerce includes warehousing and storage; wholesale trade of food products, farm products and supplies; and electronic and catalogue shopping. The presence in the Town of Murray of businesses such as cold storage and other warehouses and educational software manufacturing makes it easier to attract

Figure 5: Cluster Portfolio



and retain similar industries.

Source: [http://clustermapping.us/region/county/orleans\\_county\\_ny/cluster-portfolio](http://clustermapping.us/region/county/orleans_county_ny/cluster-portfolio)

Distribution & eCommerce employs 238 individuals throughout Orleans County, with an average wage of \$43,433. It is highly specialized industry for the area with a location quotient of 4.01. The Marketing cluster includes advertising and publishing and employs 103 throughout Orleans County. The Marketing industry has high "employment specialization" with a location quotient of 7.38 however the annual wage is only \$15,977 per year. Other strong clusters by employment are

metalworking technology (60 jobs) and hospitality and tourism (21 jobs). Business attraction should focus on these industries to build on the existing base

While there were two distinct traded industry clusters, the number of jobs within all traded industries only accounts for 13% of total jobs within Orleans County. Large employment sectors for the local industry include: hospitality; Local Motor Vehicle Products and Services; health services; Real Estate, Construction, and Development; Community and Civic Organizations; Food and Beverage Processing and Distribution; and Personal Services (Non-Medical).

Several of these local industries have a strong presence in the Town of Murray, specifically the hospitality industry which employs 1,425 individuals in Orleans County and the Motor Vehicle Products and Services industry which employs 1,268.

### **Businesses in the Town**

Tourism and recreation businesses in the Town include campgrounds and recreational vehicle parks, golf course, and agricultural tourism operations.

Other Businesses include cold storage facility that supports regional fruit farmers, trucking terminal, a manufacturer of educational software products, machine shop, auto repair and equipment dealership.

### **Holley Business Park**

The Holley Business Park (HBP) is a 75 acre industrial/business park located on the south side of Rt. 31 Holley Road in the Village of Holley. Approximately 150 employees are currently employed at the HBP with 55 light industrial - zoned acres of land available for further business development.

Existing business at the site during 202 included a manufacturer of plastic products, produce storage, and a refrigerated warehousing facility.

The site offers low cost electricity from Village of Holley Municipal Power Authority, with rates as low as \$0.05 per kW. Natural gas, water and sewer, high speed internet access and fiber optic are also available.

## **RELEVANT PLANS, PROGRAMS & REGULATIONS**

### **Orleans Economic Development Agency (OEDA)**

The OEDA provides assistance with the development, expansion of businesses, and relocation of businesses into Orleans County. Additionally the Economic development agency maintains an inventory of available buildings and sites throughout the county including: the Medina Business Park, which is the largest NYS Certified Shovel-Ready business park in Western New York & the Finger Lakes; the Medina Business Park-South; and the Holley Business Park.

### County Orleans County IDA (COIDA)

COIDA customizes and approves incentive programs, tax credits, and other financing avenues for new businesses start-up, relocate and support of employment opportunities. Their defined mission is to:

*“Create and retain employment opportunities, enhance general prosperity and economic welfare of the people of Orleans County. This mission is accomplished through the financing, development, sponsorship, acquisition, construction and equipping of economic development projects”*

### Orleans County Local Development Corporation

The OCLDC is operated in conjunction with OEDA and defines their mission as providing Orleans county residents with:

1. Microenterprise business loans
2. Training and/or instruction to enhance their skills for jobs and/or business development
3. Programs that enhance the general prosperity and economic welfare of all residents of Orleans County

Since 1999 the OCLDC has provided over 495 individuals with microenterprise loans. Focus industries include: Accounting; Agribusiness; alternative Energy; Back-Office Operations; Call-Center Operations Food Processing; Industrial; and Warehouse & Distribution.

### Orleans Land Restoration Corporation

The OCLRC is operated in conjunction with OEDA with the purpose of:

1. Promoting the reuse of polluted or environmentally contaminated real property
2. Preparing remediation investigation, studies, and/or reports necessary to identify contamination and methods of remediation
3. Identifying parties interested in purchasing and remediating contaminated properties
4. Working with Orleans County Economic Development Agency and/or other public or private entities for the remediation of contaminated property
5. Partnering with Federal and State authorities to identify, locate, quantify, and/or remediate contaminates and potential reuse of property after remediation has been completed
6. Establishing and administering brownfield redevelopment funds

### Regional Engagement Revitalization Opportunity Report for Orleans County (2016)

The Regional Engagement Project was an initiative to advance economic development, community development, and planning within the nine-county Finger Lakes Region. The project profiles existing conditions, builds on existing plans and strategies, and identifies opportunities to advance economic development and community development projects through local, state, and federal programs.

The Orleans County Revitalization Opportunity Report provides a detailed overview of economic development; community development; and land use, including through the lens of tourism, waterfronts, and water resources.

## TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

The Orleans County Revitalization Opportunity Report includes the following relevant goals:

### Land Use

1. Preserve agricultural land resources
2. Support the economic contributions of agriculture and related businesses
3. Focus economic development efforts on targeted areas for growth

### Brownfields

1. Revitalize brownfield properties

### Economic Development/Economic Distress

1. Improve sewer/water, telecommunications, and transportation infrastructure
2. Advance agriculture and agri-business
3. Support existing businesses and the retention of jobs

### Downtowns

1. Fill vacant storefronts
2. Improve aesthetic appeal of “Main Streets” and historic downtowns
3. Implement building and façade renovations
4. Renovate and reuse vacant upper floors
5. Improve physical linkages between the Erie Canal and downtown business districts

### Tourism and Recreation

1. Invest in the development, promotion, and preservation of cultural, artistic, and historic assets of the Region
2. Promote the Region’s growing wine, culinary, and agricultural enterprises
3. Strengthen and support the Region’s diverse water resources and recreational tourism opportunities
4. Increase number of hotel/lodging accommodations
5. Expand usage of Erie Canal
6. Expand wine trail and Agri-tourism industry

### Environmental/Water Resources/Natural Resources

1. Ensure long-term preservation of surface and groundwater resources
2. Preserve natural resources
3. Creation of green infrastructure standards and integration of standards into site plan review criteria
4. Restoration of severe streambank segments using ecologically-based stream restoration
5. Enforce floodplain development regulations
6. Reduce agricultural runoff

### Energy

1. Develop/embrace renewable energy resources
2. Remove energy roadblocks that are limiting economic development opportunities
3. Identify, connect, and promote energy assets for successful attraction of companies

### Buildings/Housing

1. Address vacant properties/storefronts
2. Continue to promote and implement senior housing/aging in place programs
3. Continue to preserve historic and culturally significant assets within Orleans County

### Infrastructure

1. Improve sewer/water, telecommunications, and transportation infrastructure



2. Complete infrastructure inventory and analysis to determine the capacity and location of existing infrastructure
3. Continue to monitor traffic counts and conditions of bridges

Relevant projects include:

1. The Genesee/Orleans Employment Training and Support Project- Prepare unskilled individuals to qualify for, and obtain, employment in high occupational areas.
2. Rail Infrastructure Holley Business Park- Development of rail infrastructure in support of the Holley Business Park.
3. Orleans Fiber Optic Pipe- Development of Fiber Optic Pipe in Orleans County to improve access to broadband and support business retention and attraction efforts.
4. Countywide Drainage District
5. County-Wide Last-Mile Internet- To address areas with limited or no internet access through establishing “lastmile” connections

#### **Draft Orleans County Revitalization Strategy (prepared 2016)**

The draft document, prepared in 2016, provides background information for revitalization efforts in Orleans County. It contains an inventory of existing conditions and assets, including strategic redevelopment sites along the Erie Canal as well as potential revitalization goals and projects that were previously identified through stakeholder discussions and a review of local, county, and regional plans. These include goals to expand usage of the Erie Canal for tourism and recreation, improve physical linkages between the Erie Canal and downtown business districts.

#### **Genesee-Finger Lakes Economic Development District Comprehensive Economic Development Strategy (CEDS) (2016 update)**

The Genesee-Finger Lakes CEDS outlines a regional economic development strategy, incorporating the concepts of economic growth and resilience. The strategy includes an overview of economic conditions; an analysis of strengths, weaknesses, opportunities, and threats (“SWOT”); a plan of action; and performance measures. Specific goals to improve water quality and utilize the Erie Canal as a tourism and economic development opportunity are included.

#### **Finger Lakes Sustainability Plan (2013)**

The Plan, aligned with the Finger Lakes Regional Economic Development Council Strategic Plan – Accelerating Our Transformation and building on existing sustainability efforts, identifies a focused set of guiding principles and strategies for the region to view all programs, policies and projects through a lens of sustainability. The principles include improving accessibility and connectivity and preserving and enhancing natural systems. The plan includes strategies for the Erie Canal related to improving transportation links, community health, and sustainability

#### **Finger Lakes Regional Economic Development Council (FLREDC) - Finger Lakes Forward**

The Finger Lakes Forward Upstate Revitalization Initiative Plan was created in 2015 to address the regions existing challenges while capitalizing upon its assets and opportunities present. The plan did

not focus on any individual projects within Orleans County but did provide a guide for where targeted investment could occur.

**Key Industry Clusters**

1. Optics, Photonics, and Imaging
2. Agriculture and Food Production
3. Next Generation Manufacturing and Technology

**Three economic enablers**

1. Pathways to Prosperity (addressing workforce development and poverty reduction)
2. Entrepreneurship and Development
3. Higher Education and Research\

## **NYS Funding Opportunities**

The following funding opportunities were available to municipalities and businesses through the 2019 round of New York State's Consolidated Funding Application (CFA) and may be available in future rounds.

### **Empire State Development Corporation Capital Grant Funds**

Funding available to businesses, non-profit corporations, BIDs, LDCs, municipalities, counties and tourist organizations. Assistance is available for business investment, infrastructure investment, and economic growth investment. Funds can be used for acquisition, demolition, new construction, machinery/equipment or soft costs. ESDC generally provides no more than 20% of total project costs.

### **Empire State Development Corporation Strategic Planning and Feasibility Studies**

Up to \$100,000 per project, 50% match required for 1) Strategic Development Plans (i.e. Downtown Economic Development Plans) and 2) Site Development/ Redevelopment Feasibility Studies.

### **Community Development Block Grant (CDBG) Economic Development Funding**

1. Funds for property acquisition, equipment working capital, inventory and training
2. \$750,000 - Economic Development Projects (available on rolling basis anytime of the year)
3. \$100,000 - Small Business Assistance (available on rolling basis anytime of the year)
4. \$200,000 - Micro-enterprise Assistance (available during CFA window)

### **Community Development Block Grant (CDBG) Economic Development Planning Grants**

Up to \$50,000 per project for projects that can demonstrate a benefit to low to moderate individuals. Only 5% is required for a match to prepare:

- Community Needs Assessments for an Economic Development project
- Site Market Studies to determine the feasibility of a use on a site

- Preliminary Engineering Studies

#### Market New York

Funding for Regional Tourism Marketing (advertising, website updates, etc.) or Tourism Facility Funding (acquisition, construction, renovation, equipment)

#### County Tourism Office

Located in Albion, the Orleans County Tourism office promotes the local sites, lodging options, and businesses to visitors coming to the area. The tourism office creates promotional materials, including an annual travel guide, as well as advertise the assets located throughout the county to national travel agencies and tourism related firms.

#### Agri-tourism

Agri-tourism highlights activities held at active farms for the enjoyment and education of visitors while supplementing the incomes of the farm owners. Typical Agri-tourism events may include: farm stands, u-pick farms, horseback riding, hayrides, farm to table dinner events, etc. [See also Agriculture & Farmland section]

### ISSUES & OPPORTUNITIES

#### Tourism Industry

##### Enhanced Tourism

There are several attractions which could be leveraged in tours/programming to both showcase the Town's existing businesses as well as support the creation of new and/or expansion of tourism related enterprise. The former Wishing Well cabins are a unique asset which with potential redevelopment could be utilized in organized tourism packages.

##### Agri-tourism

There are a number of businesses and farm operators who have products which align well with Agri-tourism, such as U-pick farms, farmers markets, and farm tours. Focus should be made to develop programming options that are not limited to the spring-fall months but also include options throughout the entire year, such as farm-table dinners, and cooking or canning demonstrations.

##### Boating

Boating traffic mostly passes through the Town of Murray without stopping. Currently there are no fuel stops within Orleans County and only limited services/amenities for boaters within the Town of Murray. The Town should promote development and programs which may assist in capturing this potential market.

### Temporary Lodging

AirBnB's and RV's are an important contributor to the local tourism economy. The Town may support these businesses by allowing for their increased use through easing restrictions on their operation such as zoning.

## Manufacturing/Industrial Industry

### Agriculture-related Business

Agriculture and Ag-businesses, such as the cold storage facility, are significant assets for the Town of Murray. Crop Production is currently a designated strength for the Rochester MSA region, with 2,883 employees making an average salary of \$30,228, and Food Manufacturing is an emerging industry for the region, with 5,539 employees making an average salary of \$49,164. The Town should support these existing businesses and develop programs to attract new related businesses to the area.

### Holley Business Park

Opportunity to utilize financial incentives and quality of life/place based enhancements to attract new businesses at the Holley Business Park. These higher paying manufacturing and industrial businesses could help to address the currently decreasing household incomes and high unemployment rates present within the town.

## ECONOMIC VITALITY GOALS & RECOMMENDATIONS

### Economic Vitality Goals

- ❖ Retain existing businesses and encourage additional investment in the Town.
- ❖ Encourage agricultural, recreational and tourism businesses that leverage the town's natural, historic and agricultural resources.

### Economic Vitality Recommendations

EV-1: Maintain zoning regulations to accommodate suitable business development.

<i>Responsible Entity:</i>	Town Board; Zoning Advisory Committee
<i>Partners:</i>	Planning Board
<i>Timeframe:</i>	Ongoing

EV-2: Encourage agricultural economic development, including farming, agricultural processing, storage and support services, as well as agri-tourism as part of a regional tourism promotion strategy. [See also Agriculture section]

<i>Responsible Entity:</i>	Town Board
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## TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

*Partners:* Orleans County Economic Development Agency (EDA),  
Orleans County Tourism Office; Finger Lakes Regional  
Economic Development Council (REDC), NYS Ag & Markets  
*Timeframe:* Ongoing

EV-3: Encourage a mix of residential and business development and redevelopment within the Hamlets [See also Land Use and Population & Housing section]

*Responsible Entity:* Town Board  
*Partners:* Planning Board; Orleans County EDA  
*Timeframe:* Ongoing

EV-4: Continue to support Holley Industrial Park.

*Responsible Entity:* Town Board  
*Partners:* Orleans County EDA; Village of Holley; Finger Lakes Regional  
Economic Development Council (REDC)  
*Timeframe:* Ongoing

EV-5: Develop and maintain a directory and use the Town's website to list/ promote local businesses. Work with the Village of Holley.

*Responsible Entity:* Town Board and Town staff  
*Partners:* Chamber of Commerce; Orleans County Tourism  
*Timeframe:* Immediate (within one year); Ongoing

EV-6: Support existing and encourage new tourism and recreation businesses and other activities that capitalize on the Town's natural resources, cultural heritage and the Erie Canal, such as: camping; boat or bicycle rentals; fishing, hunting or birdwatching tours; and re-use of historic buildings. [See also Recreation section]

*Responsible Entity:* Orleans County Tourism Office  
*Partners:* Town Board; NYS Canal Corp.; landowners; businesses  
*Timeframe:* Ongoing

EV-7: Support regional economic development initiatives that create or retain jobs to reduce unemployment and increase household incomes while protecting and promoting the Towns rural character.

*Responsible Entity:* Orleans County EDA  
*Partner Entities:* Town Board; Finger Lakes Regional Economic Development  
Council (REDC)  
*Timeframe:* Ongoing

# TRANSPORTATION

## CURRENT CONDITIONS & CONTEXT

The following transportation network analysis and maps describe all available transportation infrastructure within or near the Town including: roadways, trails, public transportation, railroads, and airports.

The purpose of this analysis is to offer a better understanding of existing conditions; provide recommendations for improvements consistent with the anticipated growth and development of the town.

### Highways, Roadways and Streets

#### Functional Road Classification

There are four classifications of the roadways in the Town of Murray:

- NY Route 104 and Rt. 31 are both classified as a **Rural Principal Arterial - Other**, and is part of the National Highway System (Functional Classification 04). As defined by the New York State Department of Transportation (NYSDOT), Rural Principal Arterials serve corridor movement having trip length and travel density characteristics indicative of substantial statewide or interstate travel.
- County Route 237 is classified as **Rural Major Collectors** (Functional Classification 07). As defined by NYSDOT, Rural Major Collectors generally serve travel of primarily intra-county rather than statewide importance and constitute those routes on which predominant travel distances are shorter than on arterial routes. On the average, more moderate speeds may be typical. Rural Major Collectors provide service to any county seat not on an arterial route, to the larger towns not directly served by the higher systems, and to other traffic generators such as consolidated schools, shipping points, county parks, etc.
- County Route 272 is classified as **Minor Collectors** (Functional Classification 08). As defined by NYSDOT, Rural Minor Collectors provide service to smaller communities and link the locally important traffic generators with their rural areas. Rural Minor Collectors are generally spaced at intervals to collect traffic from local roads and bring all developed areas within a reasonable distance of a collector road.
- All other streets are classified as **Rural Local Roads** (Functional Classification 09).



## Major Arterial and Intersection Information

### Interstate 90

Runs eight miles south of Orleans County, with exits found in Genesee County at Pembroke; Batavia; and Pembroke.

### NY Route 104

NY Route 104 is the main east to west arterial through Orleans County and the Town of Murray. Cars traveling through the town on this route generally experience free flow conditions with little to no delays.

The length of the route that traverses the Town of Murray is two lane route with a speed limit of 55 mph.

Access to this route is uncontrolled and includes side streets and driveways for access to properties abutting the street.

Traffic Counts:	CR 42 Hurd Rd. to Rt. 272 Monroe Co. Line AADT – 6,141 (2016)
	Rt. 387 to 104/237 Overlap AADT – 4,367 (2016)
	104/237 Overlap to CR 42 Hurd Rd. AADT – 5255 (2016)
	104/237 Overlap AADT- 5205 (2016)
	Rt. 98 Childs to Rt. 387 AADT- 3443 (2016)

Trucks: 5-13% of overall traffic volume

Ownership:	NYSDOT
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Planned Capital Improvements: None

### County Route 31

Cars traveling through the town on this route generally experience free flow conditions with little to no delays.

The majority of the two lane route is 55 mph, with sections posted at 30 mph directly outside the Village of Holley, then 45 mph farther outside Holley.

Access to this route is uncontrolled and includes side streets and driveways for access to properties abutting the street.

Traffic Counts:	Rt. 237 to Orleans/Monroe County Line AADT – 3945 (2016)
	Rt. 387 Fancher to Rt. 237 Holley AADT – 3003 (2016)
	Rt. 98 Albion to Rt. 337 Fancher AADT – 4095 (2016)

Trucks: 5% of overall traffic volume

Ownership:	NYSDOT
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Planned Capital Improvements: None

**County Route 237**

Cars traveling through the town on this route generally experience free flow conditions with little to no delays.

The majority of the two lane route is 55 mph, with sections posted at 40 mph outside the Village of Holley

Access to this route is uncontrolled and includes side streets and driveways for access to properties abutting the street.

Traffic Counts: Rt. 31 to 104/237 Overlap AADT – 1356 (2016)

Trucks: 5% of overall traffic volume

Ownership: NYSDOT

Planned Capital Improvements: None

**County Route 272**

Cars traveling through the town on this route generally experience free flow conditions with little to no delays.

Access to this route is uncontrolled and includes side streets and driveways for access to properties abutting the street.

Traffic Counts: Rt. 104 to Cr. 43 Creek Rd. AADT – 1,329 (2016)  
Orleans County Line to Rt. 104 AADT – 767 (2016)

Trucks: 6% of overall traffic volume

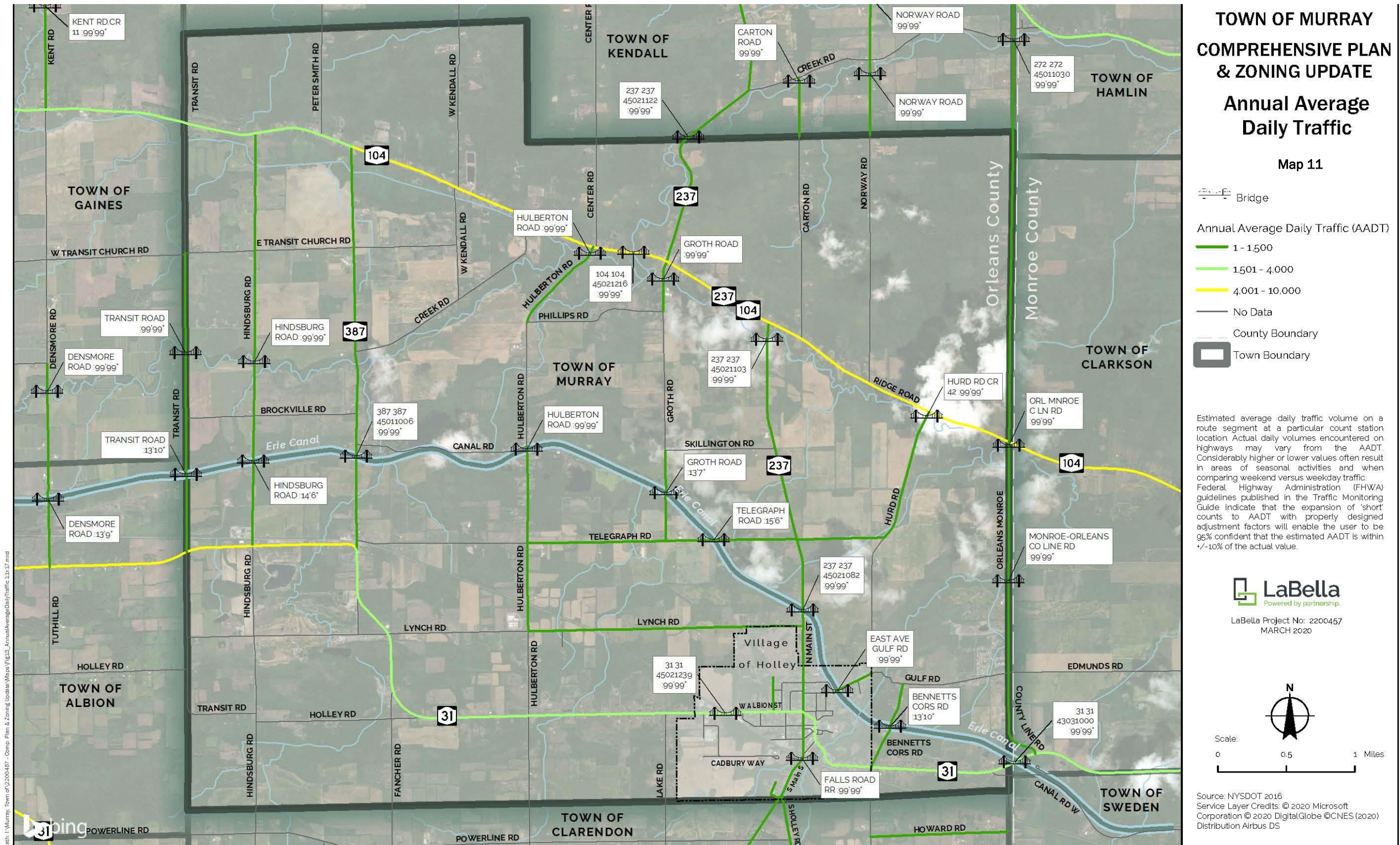
Ownership: Orleans County (South of Rt 104.)/NYSDOT North of Rt. 104

Planned Capital Improvements: None

For additional reference, please refer to Map 11.



### Map 11: Annual Average Daily Traffic





### Bridge Locations and Conditions

According to New York State highway bridge data, there are 18 existing bridges (that is, structures with a span greater than or equal to 20 feet in length) within the Town limits. Number of these bridges are either posted or closed entirely. For additional reference, please refer to Map 11.

Data for these bridges, including location, year built, ownership, and condition rating can be found in the table below:

Table XXX. Existing Bridge Data

❖ **Bridges in Red are Closed**

Location	Featured Carried	Feature Crossed	Owner	Year Built or Replaced	Date of Last Inspection	Poor Status
0.7 miles W Jct Barge C+387	HINDSBURG ROAD	ERIE CANAL	NYSDOT	1911	7/25/2019	Yes
1.2 MI W JCT BG CNL&SH387	TRANSIT ROAD	ERIE CANAL	NYSDOT	1911	8/24/2018	N
2.3 MI NE OF HOLLEY	HURD RD CR 42	E BR SANDY CREEK	County	1989	8/27/2018	N
.1 MILE SOUTH OF MURRAY	GROTH ROAD	E BR SANDY CREEK	County	1934	5/8/2018	Yes
0.6 MI WEST OF MURRAY	HULBERTON ROAD	W BR SANDY CREEK	County	2014	11/20/2018	N
0.9 MI NW BROCKVILLE	HINDSBURG ROAD	W BR SANDY CREEK	County	1900	5/8/2018	N
1.3 MI NE OF BROCKVILLE	TRANSIT ROAD	W BR SANDY CREEK	County	1935	8/12/2019	N
3.3 MILES NE OF HOLLEY	ORL MNROE C LN RD	SANDY CREEK	County	2007	4/15/2019	N
2.9 MILES NW OF ALABAMA	MONROE-ORLEANS CO LINE RD	E BR SANDY CREEK	County	2019	10/16/2019	N
JCT SH 237 & BARGE CANAL	N. MAIN STRET RD.	ERIE CANAL	NYSDOT	1984	10/2/2018	N
JCT RTE 387 BARGE CANAL	FANCHERARO AD	ERIE CANAL	NYSDOT	1985	10/3/2018	N
1.1MI E JCT BARGE C+237	BENNETTS CORS RD	ERIE CANAL	NYSDOT	1911	7/30/2019	N
5 MI W JCT SH237/TELG RD	TELEGRAPH ROAD	ERIE CANAL	NYSDOT	1911	8/9/2018	Yes
1.3 MI W JCT CANAL &SH237	GROTH ROAD	ERIE CANAL	NYSDOT	1911	7/29/2019	Yes
1.3 MI E JCT BG CL &SH387	HULBERTON ROAD	ERIE CANAL	NYSDOT	1913	10/2/2018	N
JCT RTE 104 + SANDY CK	RIDGE ROAD	SANDY CREEK	NYSDOT	1960	10/21/2018	N
WEST SIDE OF HOLLEY	WEST ALBION ST.	FALLS ROAD RR	NYSDOT	1976	7/22/2019	N
1 MI S JCT SH104 & SH237	N. MAIN STREET RD.	E BRN SANDY CREEK	NYSDOT	1954	9/7/2018	N

Source: New York State DOT Highway Bridge Data

The Transit Road Bridge over the west branch of Sandy Creek was funded through the TIP for replacement in fiscal year 2020. Additionally, there is preventative maintenance scheduled in the latest TIP for fiscal year 2021 at the North Main Street Bridge which crosses the Erie Canal north of the Village of Holley,

## Pedestrian, Bicycle, and Alternative Transportation networks

### Bicycle Network

New York State Bike Route 5 traverses the Town of Murray along NYS Rt. 31.

*“State Bicycle Route 5 is a signed, on-road bicycle route that extends 365 miles from Niagara Falls across New York to the Massachusetts state line. The route parallels the Erie Canal and the New York State Canalway Trail. It intersects with State Bicycle Routes 9, 11, 14, 19 and 517, as well as, the New York State Seaway Trail”<sup>i</sup>*

Outside the designated State Bike Route 5 there are little to no additional provisions (i.e. shared lane pavement markings, signage, dedicated bicycle lanes, protected bicycle lanes) for bicyclists on any of the streets in the town.

There are a number of designated bike loops throughout Orleans County which include portions in the Town of Murray. However, the infrastructure and conditions present along these routes varies greatly, with several different pavement surfaces found throughout the length of the loops.

These bike loops include:

- Orleans Barn Quilt Bike Trail, with the majority of the sites situated along Rt. 237 this bike trail is less than 10 miles in length and highlights the unique quilts adorning a number of the rural barns in the area.
- Holley Canal Park to Ridge Rd Trail, is another relatively short and easy trail which highlights Holley Canal Park and the Holley Falls.
- Erie Canal Cycling Trail, which traverses 350 miles of upstate New York, from Buffalo to Albany. This trail would eventually become a major component of the larger 750 mile long Empire State Trail which would connect all sections of the state including Buffalo to Albany, and NYC to Upper NYS (with possible extension and international connection to Montreal)

### Trail Network

According to the Genesee Transportation councils Trails Initiative the Erie Canalway Trail is only existing multi-use trail found within the Town of Murray. This trail follows former rail lines along the banks of the Erie Canal, extending from Albany to Buffalo. Once all segments of this network are completed across Upstate New York, it will cover a total of 360 miles. This trail offers scenic views along a mostly flat, paved corridor with an average grade of 1 percent. Visitors to the trail can enjoy unique views as they bike, skate, walk, or cross-country ski along its route.

As per the 2016 update of the GTC Regional Trails Initiative there is a minor proposed route extension into Holley Canal Park with Frisbee Terrace trailheads branching off into two trails. Additionally a proposed 0.2 mile long Waterfalls Park Trail would provide both walking and bicycling opportunities and scenic views of Holley Falls.

There are seasonal-use snowmobile trails within the Town including three separate snowmobile corridors which include:

- C4G which covers 9.23 miles between junction ORLE 8 and 7 (within the Town of Kendall). The majority of this trail segment lies within the Town of Murray
- C4J which covers 4.65 miles all within the Town of Murray. This line runs from junction ORLE 9 to the county line at junction MONR 2.
- C4H which covers 12.36 miles and runs from junction ORLE 9 into the Town of Clarendon. Approximately half of this segment lies within the Town of Murray

### Railroad Network

According to the United States Department of Transportation's Federal Railroad Administration (FRA), the Falls Road Railroad Company has active lines that run through the Town of Murray. Owned by Genesee Valley Transportation, the line runs from Lockport NY to Brockport and serves Niagara, Orleans and Monroe Counties. These lines are primarily used for short line freight but does periodically run excursion for the Medina Railroad Museum.

There is not active passenger rail service in Orleans County but there are stations in nearby Rochester and Buffalo.

### Airports and Air Transportation

According to the Federal Aviation Administration (FAA), the sole public use airport within Orleans County is Pine Hill Airport, a small local airport located in the Town of Barre. There are an additional 8 private use airport facilities within Orleans County and include:

Facility Name	Municipality	Type	ActivationDate
<b>Public Use</b>			
PINE HILL	ALBION	AIRPORT	12/1/1963
<b>Private Use</b>			
DAWN PATROL AVIATION	ALBION	AIRPORT	5/1/1989
GAINES VALLEY AVIATION	ALBION	AIRPORT	7/1/1988
MAYNARD'S	KENDALL	AIRPORT	1/1/1992
KNOWLESVILLE	KNOWLESVILLE	AIRPORT	9/1/1971
TIGER PAW AERODROME	LYNDONVILLE	AIRPORT	1/1/2010
MAPLE RIDGE	MEDINA	AIRPORT	10/1/1975
MEDINA MEMORIAL HOSPITAL	MEDINA	HELIPORT	2/1/1993
ZELAZNY	SHELBY	AIRPORT	9/1/1971

There is both commercial and passenger transportation at the Greater Rochester International Airport and the Buffalo Niagara International Airport located in the Town of Cheektowaga.



## Public Transportation

No public transportation routes currently serve the Town of Murray, with limited RTS service in the county present only in the villages of Albion and Medina; these routes include: Albion (route 201); Albion-Medina (route 205); and Medina (route 202) which are all inter-county service routes.

Additionally, RTS runs once a week intra-county service to Monroe (route 204 to Brockport) and Genesee County (route 203 to Batavia).

Since 2000 there has been a 52.9% increase in the number of residents without vehicles in the Town of Murray. Over this same period the County experienced a more modest 36.9% increase of those without vehicles.

	2000		2010			2018			
	Number	%	Number	%	% Change <sup>1</sup> (2000 to 2010)	Number	%	% Change <sup>1</sup> (2010 to 2018)	% Change <sup>1</sup> (2000 to 2018)
<b>Orleans County</b>									
Total Households	15,363	-	15,736	-	-	16,333	-	-	-
No Vehicles Available	959	6.2%	1,114	7.1%	16.2%	1,313	8.0%	17.9%	36.9%
<b>Town of Murray</b>									
Total Households	1,886	-	2,010	-	-	1,987	-	-	-
No Vehicles Available	119	6.3%	97	4.8%	-18.5%	182	9.2%	87.6%	52.9%

**Notes:** <sup>1</sup> Percent change in the raw numbers between specified time periods.

**Source:** 2000 Decennial Census (SF3), 2006-2010 and 2014-2018 American Community Survey 5-Year Estimates

## RELEVANT PLANS, PROGRAMS AND REGULATIONS

### Transportation Improvement Fund (2020-2024)

The United States Department of Transportation (USDOT) requires all Metropolitan Planning Organization's (MPO), a multi-year program of projects. The Genesee Transportation Council (GTC) is the Metropolitan Planning Organization (MPO) responsible for transportation policy, planning, and investment decision making for the Genesee-Finger Lakes Region. The Transportation Improvement Program (TIP) is the multi-year program for all highway, bridge, transit, bicycle, and pedestrian transportation projects scheduled for the next four years which will utilize federal transportation funds.

The following relevant projects were funded through the most recent TIP:

Project Name: Transit Road Bridge over West Branch of Sandy Creek  
 TIP #: B17-56-OR2  
 Project Type: Bridge Replacement  
 Est. Comp. Date: Dec-20  
 Lead Agency: Orleans County  
 Project Description: Replace the Transit Road bridge over West Branch of Sandy Creek in the

Principal Municipality: Town of Murray, Orleans County.  
Town of Murray

Project Name: NYSDOT Bridge Deck Preventative Maintenance (9 Locations)  
TIP #: B17-14-R43  
Project Type: Bridge Preventive Maintenance  
Est. Comp. Date: Dec-20  
Lead Agency: NYSDOT  
Project Description: Conduct bridge deck preventive maintenance on 9 bridges in various locations (Including Bridge on North Main Street Road over the NYS Barge Canal).  
Principal Municipality: Multiple

### Erie Canalway Trail

Erie Canalway Trail is a 290-mile multi-use trail in Upstate New York, with approximately 25 miles in Orleans County. The trail follows former rail lines along the banks of the Erie Canal, extending from Albany to Buffalo. The trail is currently  $\frac{3}{4}$  completed, with an expected total length of 365 miles. The trail offers scenic views along a mostly flat, paved corridor with an average grade of 1 percent. Visitors to the trail can enjoy unique natural and municipal views as they bike, skate, walk, or cross-country ski along its route.

### Empire State Trail

The planned Empire State Trail will cross 750-miles of New York State, from Buffalo to Albany, and from New York City north through the Hudson Valley and onto the Canadian boundary. Once completed it will be the largest multi-use trail in the nation. The majority of the trail will included 10-foot to 12-foot wide, ADA compliant hardened surfaces with moderate grades, providing a resource to walkers, hikers, runners, bicyclists, and families with children regardless of their physical abilities. The Erie Canalway Trail comprises the Orleans County portion of the trail.

### Local Waterfront Revitalization Program

The Orleans Canal Corridor Local Waterfront Revitalization Program (LWRP), follows the 26 mile long Erie Canal corridor that runs from the western end of Orleans County to the eastern end of, with the exclusion of the Village of Medina which undertook their own independent LWRP plan. The Waterfront Revitalization Area includes 10,370 acres of land located within the seven communities that have portions of the Erie Canal within their boundaries. More than 75% of the acreage within the WRA boundary is within the Towns of Murray, Albion and Ridgeway.

Through a public process the following goals were established:

#### 1: Leverage the Canal's Recreational Resources

The County and Corridor communities should capitalize on the Canal's wealth of land and water-based recreational sources.

- a. Attract, develop and grow boating and kayaking facilities along the canal corridor
- b. Provide rental facilities for bikes and kayaks
- c. Promote year-round sporting competitions to encourage use of recreational opportunities
- d. Upgrade trail surfaces for bikes

## 2: Stimulate Tourism Along the Canal

Attraction of local, regional, and national visitors will promote the long-term sustainability of the Canal Corridor.

- a. Provide full-service marina facilities along the canal
- b. Increase amenities for boaters and kayakers
- c. Hold year-round events on and near the canal

## 3: Accelerate Revitalization of Corridor Communities

Investments in villages, downtowns, and anchors along the corridor will improve the economy and quality of life for Orleans County residents and benefit businesses and tourists.

- a. Provide financing and incentives to targeted businesses that will improve the vitality of village and hamlet centers
- b. Incubate new locally-based businesses along the canal
- c. Redevelop underutilized sites on and near the canal
- d. Provide financing for agricultural siphoning and facilitate its deployment in rural areas
- e. Provide directional and directory signage for businesses in Village centers and hamlets

## 4: Promote the Corridor's Identity, Sense of Place, and History

The Corridor's unique character and culture should be promoted, protected, and leveraged to advance revitalization of Orleans County and Corridor communities.

- a. Develop branded signage compatible and compliant with Canal sign standards for mileposts, history, gateways and directions
- b. Provide informational signage at key points to tell the corridor's natural and man-made history
- c. Revitalize historic and cultural buildings and sites
- d. Increase access to natural and agricultural areas

Relevant Proposed Projects include:

1. Establish a County Canal Corridor Building Assistance Program
2. Expand the County Small Business Entrepreneur Assistance Program
3. Activate the Canal Waterfront
4. Increase Water-based Recreation Facilities
5. Install Signage along the Canal
6. Establish a Winter Recreation Program
7. Siphon for Agriculture and Tourism Development

### **Reimagine NYS Canals Task Force Report (2020)**

The New York Power Authority (NYPA) held a Reimagine the Canals ideas competition in 2017 to solicit ideas and concepts for the Erie Canal. A task force was established in 2019 to review the submissions and develop new, innovative strategies to utilize the canal to revitalize communities along the canal and promote tourism. Findings and recommendations from the plan include:

1. Operational improvements including serving the needs of existing and new constituencies, building amenities to attract new users, coordination among stakeholders and to enhance educational opportunities regarding the canal's history and future
2. Maximize connections between the Canalway trail and Empire State Trail
3. Improve water quality
4. Enhance branding of the Canal
5. Improve revenues with lockage fees
6. Expand water recreational opportunities
7. Invest in iconic infrastructure
8. Expand overnight accommodations
9. Facilitate canalside development
10. Connect educational, cultural and historic sites to the canal.

### **Genesee-Finger Lakes Regional Trails Initiative Phase III (2016)**

The plan contains an overview of existing conditions, a needs assessment, and recommendations to implement the third phase of the initiative which aims to create and maintain a world class trail system for residents and visitors of the Finger Lakes region in the near and long term. The trail system includes the Empire State Trail/ Erie Canalway Trail and connections in Orleans County.

### **New York State Canal Corporation Report on the Economic Benefits of Non -Tourism Use of the NYS Canal System (2014)**

The report reviews the economic impact of non-tourism uses of the canal system (e.g. for agriculture, industry, research, energy generation, irrigation, commercial shipping, etc). It estimates the overall economic impact/revenue from non-tourism use of the canal system in the Finger Lakes region to be \$775.3 million.

## ISSUES & OPPORTUNITIES

### Route 104

The segment of Rt. 104 which traverses the Town of Murray has a large right of way and high speed of traffic. Studies have proven that high speeds on roadways not only create a less comfortable environment for both pedestrians and cyclists, but also detract from the overall sense of place of the area. This issue is evident along Ridge Road (Rt. 104) as although there are several unique features, including the geologic divider and historic sites, motorists are less likely to stop due to these high rates of speed.

Neighboring municipalities, including the Town of Gaines and Town of Clarkson, have posted speeds of 40-45 mph along segments of this roadway. The Town should petition NYS DOT for study of potential lowered area speed limits and implementation of traffic calming techniques. The Town may wish to focus on the section of Rt. 104 from North Main St. through the hamlet of Murray due to number and proximity of businesses along that segment, as well as its proximity to recreational areas such as the Erie Canal and Sandy Creek.

### Use of Falls Road Railroad for Tourism and Industry

The Falls Road Railroad line runs from Lockport to Brockport and is currently utilized for limited freight service. The line offers opportunities for expanded freight service as well as tourism programming with unique thematic events similar to those held in Medina. Such events may include thematic trips such as: holiday train rides, dinner theatre, and historic excursions. Explore opportunities to establish stand alone or partnered excursions with the Medina Railroad Museum.

### Closed bridges

Closed and weight restricted bridges deter travelers from the area and place increasing hardships on agricultural producers and businesses due to the resulting delays. The Town should continue applying through the TIP and other funding sources to address bridges in poor condition. According to the NYS DOT the following bridges are listed in poor condition: Groth Rd over Sandy Creek; Groth Rd. over Erie Canal; Telegraph Rd over Erie Canal; and Hinsburg over Erie Canal.

### Bicycle network and Trails

The Town of Murray is fortunate to have both a dedicated State bike route (NYS Bike Route 5) and multi-use trail (Erie Canalway/Empire Trail). The Town should explore opportunities to build ancillary trails which connect to other natural resources (Sandy Creek) and landmarks. Bicycle infrastructure investment along Rt. 104, utilizing the existing large right of way, could additionally assist with reducing the existing high travel speeds along that corridor.

### Boating

Boating traffic mostly passes through the Town of Murray without stopping. Currently there are no fuel stops within Orleans County and only limited services/amenities for boaters within the Town of Murray.

## TRANSPORTATION GOAL & RECOMMENDATIONS

### Transportation Goal

- ❖ **Maintain infrastructure and mobility options for the benefit of residents, businesses and visitors.**

### Transportation Recommendations

- T-1: Incorporate access management regulations into zoning to manage the number and design of curb cuts along major highways through the Town.

*Responsible Entity:* Town Board; Zoning Advisory Committee  
*Partners:* Planning Board; Code Enforcement Officer  
*Timeframe:* Immediate (within one year)

- T-2: Expand bicycle infrastructure and signage. [See also Recreation section]

*Responsible Entities:* Town Board; Town Highway Superintendent  
*Partners:* Genesee Transportation Council (GTC); NYS Department of Transportation (NYS DOT)  
*Timeframe:* Long-term (3-10 years)

- T-3: Improve bicycle, pedestrian and waterway connections between parks, private recreation areas, Erie Canal, natural areas, other waterways, historic sites, tourism destinations and trails. [See also Recreation section]

*Responsible Entities:* Town Board  
*Partners:* Genesee Transportation Council (GTC); NYS Canal Corp.; businesses; landowners  
*Timeframe:* Medium (1-3 years) and Ongoing

- T-4: Incorporate gateway features or signage along Ridge Road to highlight its history and geological significance.

*Responsible Entities:* Town Board; NYS Department of Transportation (NYS DOT)  
*Partners:* Genesee Transportation Council (GTC); Town Historian  
*Timeframe:* Medium (1-3 years)

- T-5: Communicate and collaborate with the NYS Department of Transportation (NYS DOT) to maintain and improve safety along State highways.

*Responsible Entities:* Town Supervisor; NYS Department of Transportation (NYS DOT)  
*Partners:* Town Board  
*Timeframe:* Ongoing



# UTILITIES

## EXISTING CONDITIONS

### Water System

All of the Town of Murray is served by public water service except for Hindsburg Road between East Transit Church Road and Route 104, West Kendall Road north of Route 104, and Carrier Road north of Route 104. (See Map 12.)

### Water Storage

The Town of Murray does not own any water storage facilities, but relies on storage facilities in the Village of Albion, and the Towns of Clarendon, Gaines and Barre. Interconnections with neighboring Towns provide for water supply in cases of emergency.

### Water Districts

The Town of Murray manages 13 Water Districts. In accordance with New York State laws, each District was created to serve properties within designated District boundaries. Each district collects user fees and property tax assessments from the property owners within each district to pay for operations and maintenance as well as any debt service associated with each District.

The Town's water districts purchase water from various sources. Water Districts #1 and #10 purchase water from the Village of Holley, which obtains most of its water from one drilled well (the Glidden well) and purchases some water from the Monroe County Water Authority.

Water Districts #s 2, 4, 5, 11N, 12, 15N and 16 (portions of Murray North – PWS #NY3622603) purchase water from the Monroe County Water Authority (MCWA.) In 2018, these districts purchased 35,314,000 gallons of water from the MCWA. All of the water supplied to the Town of Murray is drawn from Lake Ontario and filtered at the Shoremont Treatment Plant in the Town of Greece prior to distribution.

Water Districts #3, 6, 7, 8, 9, 10, 11S, 13 and 15S<sup>5</sup> obtain water from the Village of Albion Water System. In 2018, water districts in the Town of Murray purchased 28,561,000 gallons from the Village of Albion Water System.

The service areas for each water district are summarized in Table \_\_\_\_.

Water District	Year Built	# Service Connections	Service Area
No. 1	1978	46	Route 31 from the Village of Holley east to town boundary
No. 2	1990		Route 104; Kendall Road (Route 237); Carton Road; Norway Road; Groth Road

<sup>5</sup> Portions of Murray North (PWS #NY3622608) and Murray South (PWS# NY3630012)

## TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

No. 3	1992/ 2017		Originally served Route 104 from Transit Road east to Sandy Creek. Extended to include portions of Hindsburg Rd; W. Kendall Rd; Center Road
No. 4	1995		Groth Road; Phillips Road
No. 5	1994		Kendall Road (Route 237)
No. 6	1996		Route 31; Telegraph Road; Hulberton Road; Fancher Road
No. 7	1999		Hulberton Road; Route 31; Lake Road
No. 8	1998	~ 25	Fancher Road; Brockville Road
No. 9	2000		Telegraph Road; Groth Road
No. 10	2001/ 2013	25 (1999) 86 (Ext.1)	Route 237; Lynch Road; Carton Road; Groth Road; Skillington Road; Rte. 237; West Telegraph Road; East Telegraph Road; Hurd Road; Lynch Road
No. 11	2004	224 (resid)	Hulberton Road; Fancher Road; Lynch Road; Phillips Road
No. 12	2007	24 (resid)	Route 31; Holley Road; Hindsburg Road
No. 13	2007	32 (resid)	Creek Road; West Kendall Road; East Transit Church Road; Hindsburg Road
No. 14	2009		Transit Road; East Transit Church Road (Constructed jointly with T. Gaines WD 9)
No. 15	2009	51 (resid)	Route 237; Skillington Road; Groth Road; Carton Road; Brockville Road; Hindsburg Road

### Water Sales to Other Municipalities

In 2018, the Town of Murray sold 9,246,000 gallons of water to the Village of Holley for use at the Holley Industrial Park. The Village paid the Town \$3.50 per 1000 gallons for this water.

The Town of Murray also sells water to the water customers along Peter Smith Road in the Town of Kendall.

### **Wastewater**

No public wastewater collection and treatment services are available to the Town of Murray. Residents and businesses rely on on-site wastewater disposal systems.

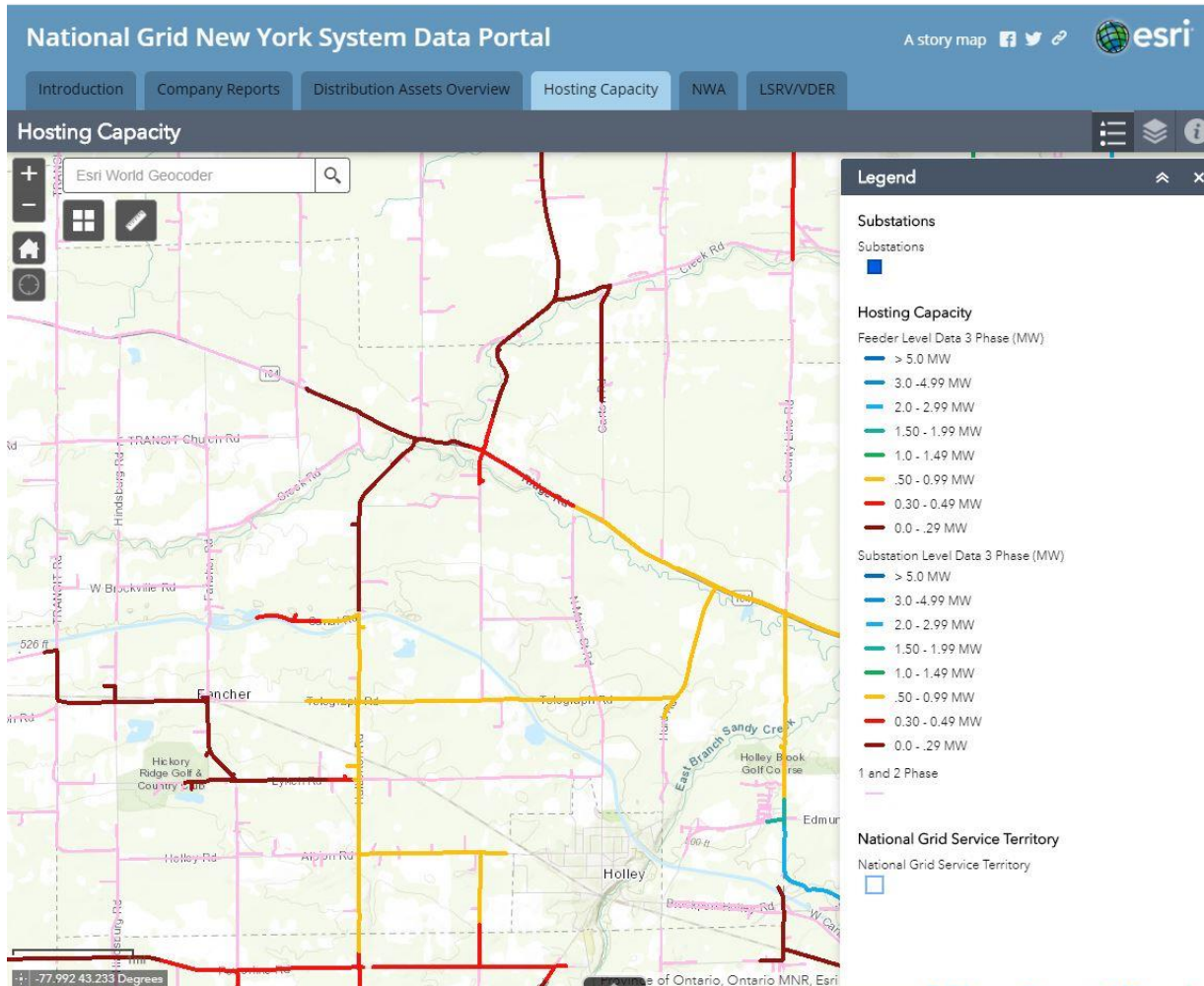
### **Electricity**

National Grid provides electric service throughout the Town. Electric distribution lines include both overhead and underground wires.

Most of the feeder lines south of Route 104 are supplied through the Brockport substation. Lines along Route 104 and to the north are supplied through the West Hamlin substation. Small segments of Ridge Road and Transit Road in the northwest corner of the Town are supplied from the Albion substation.

There are no areas in the Town able to support solar or other distributed generation facilities with capacity of 1 MW or more. (See Figure 3.) In addition, many areas of the Town lack 3-phase power, which is needed to support certain types of electric equipment and machinery.

Figure 6: National Grid Hosting Capacity



Source: National Grid's Hosting Capacity Map,  
<http://ngrid.portal.esri.com/SystemDataPortal/NY/index.html>

## Natural Gas

Natural Gas services is available in limited areas of the Town. NYSEG has no plans to extend service to additional areas.

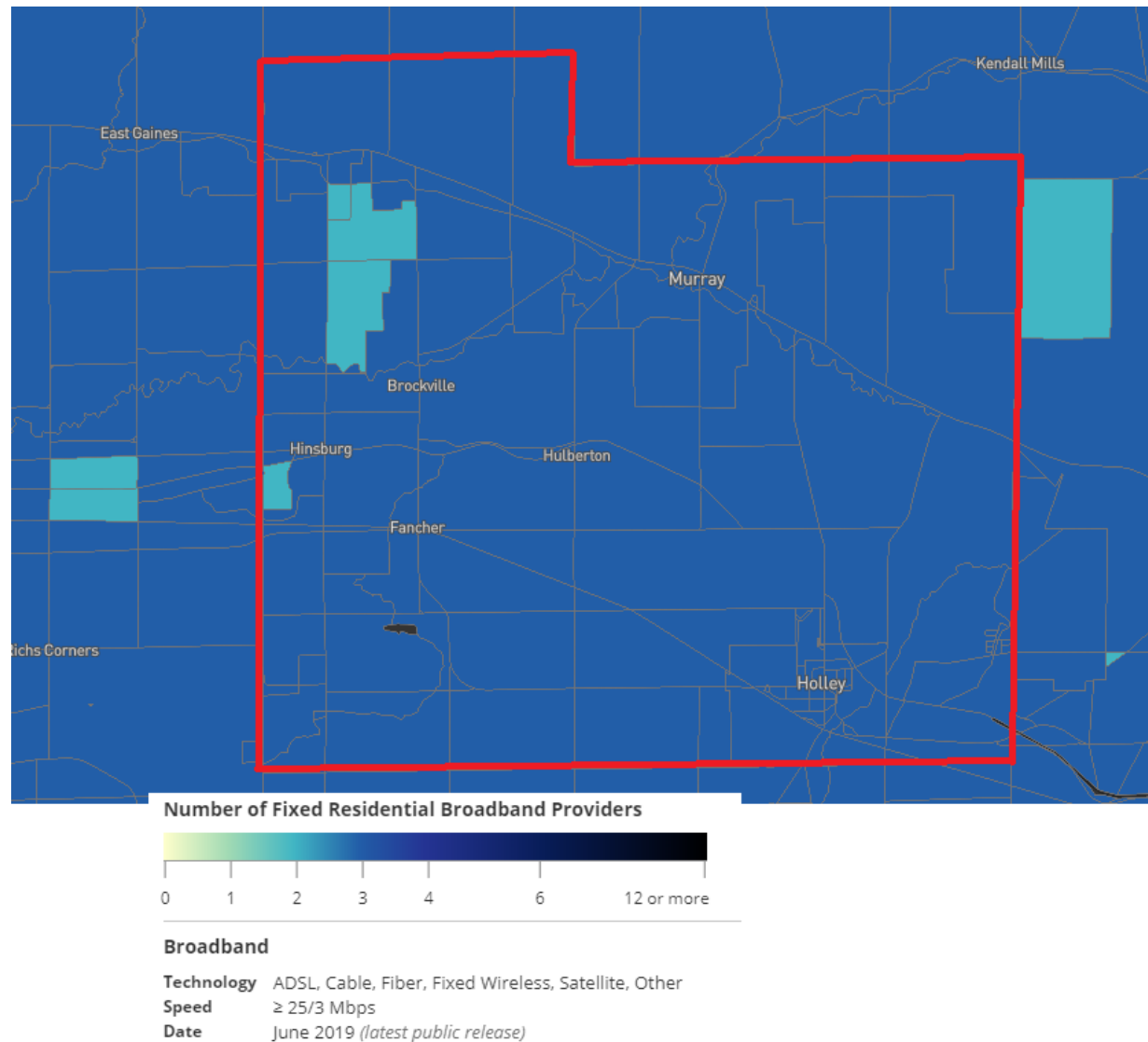
## Telecommunications

### Internet

Most areas of the Town have access to high speed broadband service. (see FCC coverage map, Figure 7).

Charter Spectrum provides broadband internet service as well as cable television and telephone service to most areas of the Town. Some areas may be able to access high-speed internet through Frontier or Verizon DSL. Satellite internet is available through ViaSat/ Exede and HughesNet.

Figure 7: FCC Broadband Coverage



Source: <https://broadbandmap.fcc.gov/>

### Cellular Phone

Two wireless telecommunication towers are located in the Town.

## Lighting

Three lighting districts in Murray are located in the hamlets of Fancher, Light #1), Hulberton (Light #2), and Brockville (Light #3.) Each special district collects taxes from property owners within the district to cover expenditures for street lighting.

Street lighting elsewhere in the Town is maintained by contractors and paid through the Town's General Fund (\$6,500 budgeted for 2020 for Contractual Services.)

The Town recently upgraded its lighting to LED fixtures. This will significantly reduce the annual cost of electricity used for street lighting.

## RELEVANT PLANS, PROGRAMS AND REGULATIONS

### Water Infrastructure

#### USDA Rural Development

Most of the Town's water system was constructed with grant and loan funding through the U.S. Department of Agricultural Rural Development's Rural Utilities Service (RUS) program.

#### Monroe County Water Authority (MCWA)

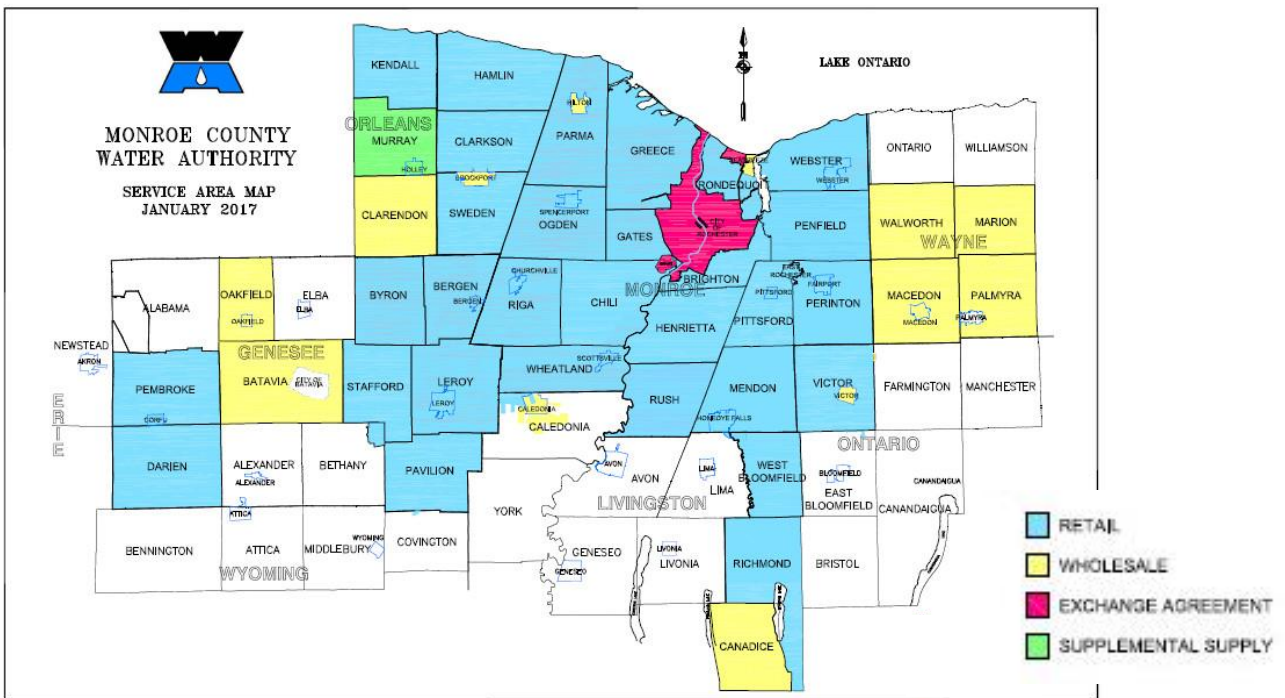
The Monroe County Water Authority (MCWA) is a not-for-profit public benefit corporation that maintains water treatment, transmission and storage facilities and manages water service to customers in Monroe, Wayne, Livingston, Genesee, Orleans and Wyoming Counties. MCWA is a supplemental supplier to the water systems in Murray. In other Orleans County municipalities, the MCWA owns, maintains and operates the entire water system including billing customers directly.

### High-Speed Internet

New York State's Broadband for All program has supported the extension of high-speed internet into rural areas of the State.

The Town of Murray has a franchise agreement with Charter Spectrum that authorizes Spectrum to provide cable television, telephone and internet service in the Town.

In 2020, Orleans County, in collaboration with the Niagara-Orleans Regional Alliance (NORA), RTO Wireless and Microsoft, planned to establish an internet "hot spot" at the Murray Town Hall and other locations throughout the County. The service is designed to be open to the public and provide internet service at broadband level speeds.



## ISSUES & OPPORTUNITIES

- Portions of the Town do not have access to reliable high speed internet.
- Town staff currently operate and maintain water systems on behalf of all the Town's Water Districts. rate study and review of financial management system will identify needs to improve water system management.
- The Town recently replaced its street lights with LED fixtures which has resulted in much lower costs for electricity.

## UTILITIES GOAL & RECOMMENDATIONS

### Utilities Goals

- ❖ Provide, maintain and manage infrastructure as needed to meet the needs of residents and businesses.
- ❖ Accommodate renewable energy in appropriate locations in the Town.

### Utilities Recommendations

#### Water

- U-1: Continue to maintain existing water infrastructure.

*Responsible Entity:* Town Highway Superintendent (operations); Town Board (funding)



## TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

*Partner Entities:* Town Clerk (record-keeping)  
*Timeframe:* Ongoing

- U-2: Improve the management structure of the Town's water system. Consider pros and cons of turning over ownership, maintenance and operations to the Monroe County Water Authority (MCWA).

*Responsible Entity:* Town Highway Superintendent (operations); Town Board (funding)  
*Partner Entities:* Town Clerk (record-keeping)  
*Timeframe:* Immediate (within one year); Medium-term (1-3 year); Ongoing

### Internet, Cable, Cellular

- U-3: Work with NYS and Federal representatives and agencies to extend high speed internet to additional areas in the Town. Address this when Spectrum franchise agreement comes up for renewal.

*Responsible Entity:* Town Board  
*Partner Entities:* Spectrum, other internet providers; NYS Public Service Commission & Dept. of Public Service (Spectrum franchise); NYS grant programs  
*Timeframe:* Medium (1-3 years); Ongoing

### Electricity

- U-4: Work with National Grid to extend 3-phase power to areas where it would support agricultural and other business development.

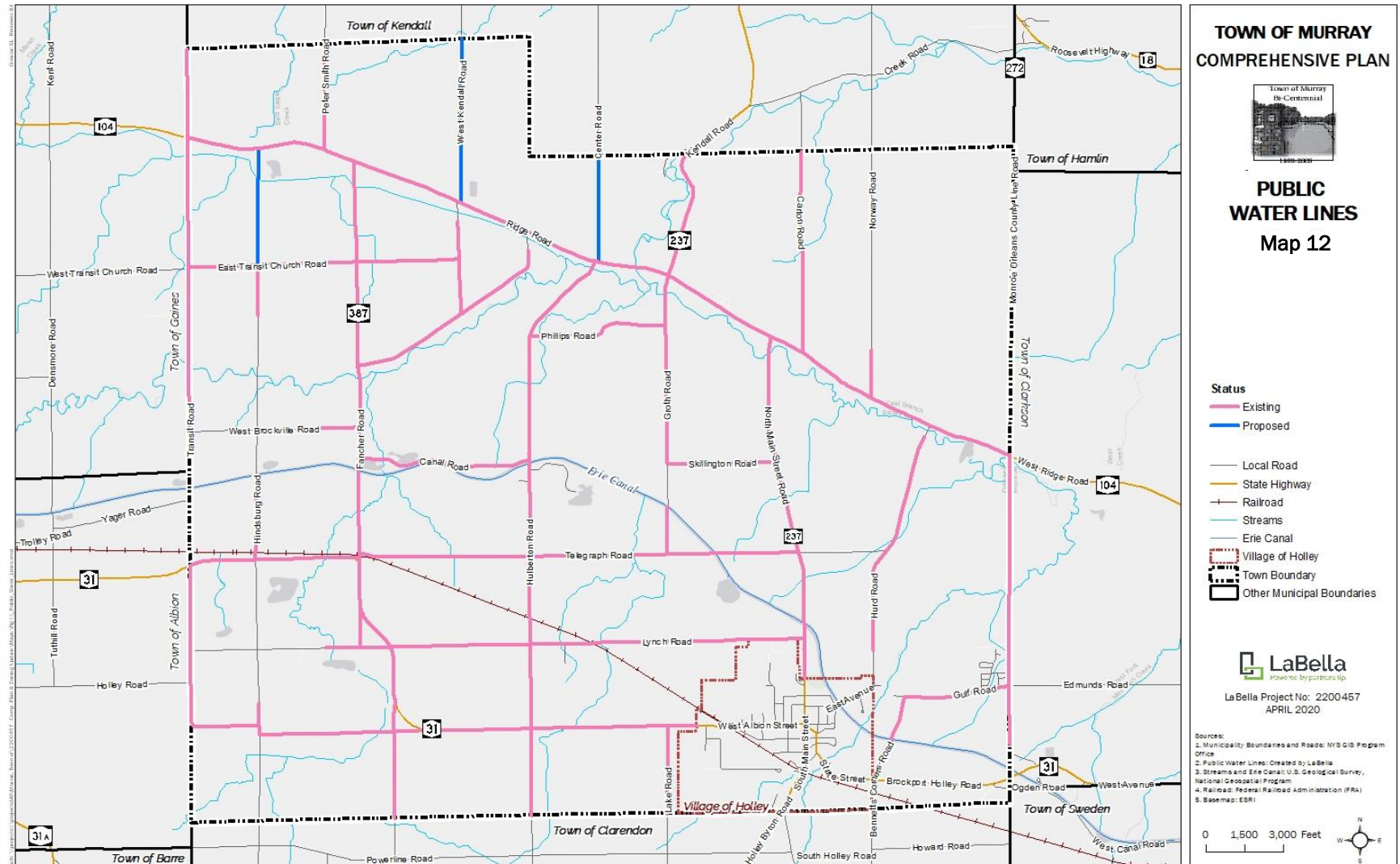
*Responsible Entity:* Town Board  
*Partner Entities:* National Grid; NYS Public Service Commission & Dept. of Public Service  
*Timeframe:* Medium (1-3 years); Ongoing

### Renewable Energy

- U-5: Revise local laws to facilitate the development of renewable energy generation facilities for use on-site by farms, industries, business and residences in the Town.
- U-6: Prepare laws and/or regulations to guide the development of large scale renewable energy facilities to areas where they would pose minimal conflicts with agricultural operations and natural resources, and that minimize visual and other impacts on existing residents and businesses.

# TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

Map 13: Public Water Lines



# RECREATIONAL FACILITIES

## EXISTING CONDITIONS

There are numerous recreational facilities and amenities available for the residents of Murray. These include parks, open space, recreational, cultural and civic spaces. However, many of these facilities and services are provided by the Village of Holley (see Map 13).

### Parks, Open Space, and Recreational Facilities

Parks, open space, and recreational facilities in the Town of Murray and Village of Holley include parkland, the New York State Barge Canal, recreational facilities at public schools and the Holley Central School - Family Fitness Center, as well as several private recreational facilities.

#### New York State Barge Canal

The New York State Barge Canal is a continuation/expansion of the former 1825 Erie Canal and was listed on the National Register of Historic Places in 2014. The canal district is comprised of 500 miles of navigable waterways which span from Albany to Buffalo and along the Mohawk River. It is a recognized waterbody by both the DEC and EPA. According to the DEC, the canal is said to contain: panfish, perch bass, walleye, bullhead, northern pike, carp, sheepshead and catfish.

#### Erie Canalway Trail

A 290-mile rail-trail in Upstate New York, with approximately 25 miles in Orleans County. The trail follows former rail lines along the banks of the Erie Canal, extending from Albany to Buffalo. [See also Transportation section]

#### Erie Canal Port at Village of Holley -Canal Park

The Erie Canal Port at Village of Holley includes boat docking facilities and boater amenities including water, electric service and restrooms with showers. The park is located on East Avenue in the Village of Holley and includes a boardwalk, playground, gazebo and nature trails leading to the village square and/or Holley Falls, a forty foot tall, man-made waterfall, created from Erie Canal waste weir which was diverted waters to the East Branch of Sandy Creek.

#### Holley Canal Falls Park

A 12+ acre park located along the banks of the Erie Canal in the Village of Holley. The park is accessed along East Ave. The park offers winding walkways through wooded areas, covered pavilions, picnic benches, large dock with a kayak launch along the canal, a pond, playground equipment, expansive lawns, and dedicated parking.

### Holley Fireman's Park

A 6.7-acre public park and recreational sports field in the Village of Holley. The park is located along North Main St. This park offers an expansive lawn area with three separate baseball fields. The park also includes a small park, shoreline access to the Erie Canal, bench spaces, and its own dedicated parking lot.

### Holley Central School - Family Fitness Center

The Holley School District provides the Family Fitness Center, located within the Elementary School, to all district residents free of charge. The center is open for classes and workouts from early October through late May on Monday through Thursday nights, from 5:30-8 p.m. [See also Community Services section]

### Private Recreational Facilities

**Red Rock Ponds** located at 16097 Canal Rd. includes full utility, cable, and WiFi hook up at 242 stations. The resort include a large recreation hall, store, swim area with a sandy beach, and activities such as Bingo, wine tastings, and BBQ cookouts. Additionally, guests have access to playgrounds, nature trails, paddle boats, rowboats, canoes and kayaks.

**Hickory Ridge Golf & RV Resort** located at 15870 Lynch Rd., includes an 18-hole golf course and RV resort. The RV resort includes 158 spots with full utility hookups, including 85 that were added in 2019. Additionally there are dining facilities, hiking trails, wedding/event spaces, swimming pool, playground, and game room/arcade. The site also includes a fishing dock on Lake McCargo.

**Red Oak Golf Range** located at 17071 W Ridge Rd. provides golf instruction, club fitting and repair, as well as a driving range and putting green.

Gray Wolf Martial Arts

## Cultural Facilities and Civic Organizations

Cultural facilities within the Town of Murray include the Murray-Holley Historical Society and the Community Free Library. Membership organizations and private recreation business contribute to civic life.

### Murray-Holley Historical Society/Holley Depot Museum

The Murray-Holley Historical Society utilizes a former New York Central railroad depot at 1 Geddes St. to house its historical artifacts, research collection, and interpretive center for genealogical research. The museum sits atop a former loop of the original Erie Canal.

### Community Free Library

Founded in 1945, the Community Free Library in the Village of Holley provide free library services to the Town of Murray, Village of Holley, and other surrounding communities. The library is part of the NIOGA non-profit cooperative library system and located at 86 Public Square, Holley. Along with providing access to reading materials the library also has internet accessible computers, printers, copier machines, scanner, fax machine, eReaders, and the homebound delivery service which delivers materials to those unable to visit the library due to illness or injury.

### Other Community Organizations

Below is a list of community organizations within the Town of Murray.

- American Legion – Jewell Buckman Post 529
- VFW Post 202
- Holley Rotary

## RELEVANT PLANS, PROGRAMS AND REGULATIONS

### Erie Canalway Trail

Erie Canalway Trail is a 290-mile multi-use trail in Upstate New York, with approximately 25 miles in Orleans County. The trail follows former rail lines along the banks of the Erie Canal, extending from Albany to Buffalo. The trail is currently  $\frac{3}{4}$  completed, with an expected total length of 365 miles. The trail offers scenic views along a mostly flat, paved corridor with an average grade of 1 percent. Visitors to the trail can enjoy unique natural and municipal views as they bike, skate, walk, or cross-country ski along its route.

### Empire State Trail

The planned Empire State Trail will cross 750-miles of New York State, from Buffalo to Albany, and from New York City north through the Hudson Valley and onto the Canadian boundary. Once completed it will be the largest multi-use trail in the nation. The majority of the trail will included 10-foot to 12-foot wide, ADA compliant hardened surfaces with moderate grades, providing a resource to walkers, hikers, runners, bicyclists, and families with children regardless of their physical abilities. The Erie Canalway Trail comprises the Orleans County portion of the trail.

### Local Waterfront Revitalization Program (LWRP)

The Orleans Canal Corridor Local Waterfront Revitalization Program (LWRP), follows the 26 mile long Erie Canal corridor that runs from the western end of Orleans County to the eastern end of, with the exclusion of the Village of Medina which undertook their own independent LWRP plan. The Waterfront Revitalization Area includes 10,370 acres of land located within the seven communities that have portions of the Erie Canal within their boundaries. More than 75% of the acreage within the WRA boundary is within the Towns of Murray, Albion and Ridgeway.

Through a public process the following goals were established:

#### 1: Leverage the Canal's Recreational Resources

The County and Corridor communities should capitalize on the Canal's wealth of land and water-based recreational sources.

- Attract, develop and grow boating and kayaking facilities along the canal corridor
- Provide rental facilities for bikes and kayaks
- Promote year-round sporting competitions to encourage use of recreational opportunities

- Upgrade trail surfaces for bikes

## 2: Stimulate Tourism along the Canal

Attraction of local, regional, and national visitors will promote the long-term sustainability of the Canal Corridor.

- Provide full-service marina facilities along the canal
- Increase amenities for boaters and kayakers
- Hold year-round events on and near the canal

## 3: Accelerate Revitalization of Corridor Communities

Investments in villages, downtowns, and anchors along the corridor will improve the economy and quality of life for Orleans County residents and benefit businesses and tourists.

- Provide financing and incentives to targeted businesses that will improve the vitality of village and hamlet centers
- Incubate new locally-based businesses along the canal
- Redevelop underutilized sites on and near the canal
- Provide financing for agricultural siphoning and facilitate its deployment in rural areas
- Provide directional and directory signage for businesses in Village centers and hamlets

## 4: Promote the Corridor's Identity, Sense of Place, and History

The Corridor's unique character and culture should be promoted, protected, and leveraged to advance revitalization of Orleans County and Corridor communities.

- Develop branded signage compatible and compliant with Canal sign standards for mileposts, history, gateways and directions
- Provide informational signage at key points to tell the corridor's natural and man-made history
- Revitalize historic and cultural buildings and sites
- Increase access to natural and agricultural areas

Relevant Proposed Priority Projects include:

1. Establish a County Canal Corridor Building Assistance Program
2. Expand the County Small Business Entrepreneur Assistance Program
3. Activate the Canal Waterfront
4. Increase Water-based Recreation Facilities
5. Install Signage along the Canal
6. Establish a Winter Recreation Program
7. Siphon for Agriculture and Tourism Development

Other Relevant Recommended Projects include:

1. Arts along the Canal
2. Provide Connections between the Erie Canal Trail and Natural Resource Areas in or near the Orleans canal corridor



3. Celebrate the Holley Loop Canal
4. Attract and Develop a Rental Business for Kayaks and Bikes
5. Upgrade the Canal Trail Surface
6. Increase the number of Events along the Canal Corridor
7. Historic Tugboats along the Canal
8. Redevelop the former Town of Murray Quarry Ponds for Recreation

#### **Reimagine NYS Canals Task Force Report (2020)**

The New York Power Authority (NYPA) held a Reimagine the Canals ideas competition in 2017 to solicit ideas and concepts for the Erie Canal. A task force was established in 2019 to review the submissions and develop new, innovative strategies to utilize the canal to revitalize communities along the canal and promote tourism. Findings and recommendations from the plan include:

- Operational improvements including serving the needs of existing and new constituencies, building amenities to attract new users, coordination among stakeholders and to enhance educational opportunities regarding the canal's history and future
- Maximize connections between the Canalway trail and Empire State Trail
- Improve water quality
- Enhance branding of the Canal
- Improve revenues with lockage fees
- Expand water recreational opportunities
- Invest in iconic infrastructure
- Expand overnight accommodations
- Facilitate canalside development
- Connect educational, cultural and historic sites to the canal.

#### **Genesee-Finger Lakes Regional Trails Initiative Phase III (2016)**

The plan contains an overview of existing conditions, a needs assessment, and recommendations to implement the third phase of the initiative which aims to create and maintain a world class trail system for residents and visitors of the Finger Lakes region in the near and long term. The trail system includes the Empire State Trail/ Erie Canalway Trail and connections in Orleans County.

## ISSUES & OPPORTUNITIES

### Former Quarry Ponds

Situated adjacent to the Erie Canal, the former quarry lands and ponds are a unique asset which could be developed into additional park land/or recreational space within the Town. However, liabilities and current safety issues need to be resolved as they pose limitations on future uses.

### Enhanced Tourism

Organized tours/tourism packages provide opportunities to showcase existing businesses as well as support the creation of new and/or expanded tourism related businesses within the Town.

Additionally, AirBnB's and RV's are an important contributor to the local tourism economy and restrictions on their implementation should be relaxed, including allowing them on currently undeveloped land. [See also Economic Vitality section]

### Biking

Although there is NYS Bike Route 5 and the Erie Canalway/Empire Trail within the Town of Murray, the long distances between trailheads and limited amenities/ services for bikers limits the ability to capitalize on this growing tourism market. [See also Transportation Section]

### Boating

There is currently no marina or location to fuel up boats in Orleans County [see Transportation and Economic Vitality sections]

## RECREATION GOALS & RECOMMENDATIONS

### Recreation Goals

- ❖ ***Build on the Town's natural and cultural resources to create recreation opportunities for Town residents and destinations for visitors.***

### Recreation Recommendations

REC-1: Work with the NYS Canal Corporation to redevelop former quarry sites for public recreation, potentially as a Town Park.

<i>Responsible Entity:</i>	Town Board; NYS Canal Corp.
<i>Partner Entities:</i>	Orleans County EDA; NYS Office of Parks, Recreation & Historic Preservation (OPRHP) (funding)
<i>Timeframe:</i>	Medium (1-3 years)

## TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

REC-2: Identify and acquire suitable land and develop a Town park. May be a small passive park with plantings, natural area with trails and fishing, or active recreation with athletic fields.

*Responsible Entities:* Town Board  
*Partner Entities:* Community members; Landowners  
*Timeframe:* Long-term (3-10 years)

REC-3: Leverage the Town's natural resources to develop facilities, programs and activities for recreation and tourism, including birdwatching, fishing, hunting, boating, hiking and nature observation.

- Develop small-boat launch sites along the Erie Canal and streams
- Enhance public fishing access along Sandy Creek and the West Branch and East Branch of Sandy Creek.

*Responsible Entities:* Town Board; Landowners  
*Partner Entities:* Orleans County Tourism Office; NYS Department of Environmental Conservation (NYS DEC)  
*Timeframe:* Medium-term (1-3 years); ongoing

REC-4: Encourage public, community and private gardens to celebrate the Town's agricultural heritage and make use of its high quality agricultural soils.

*Responsible Entities:* Town Board  
*Partner Entities:* Community members; Orleans County Soil and Water Conservation District (SWCD)  
*Timeframe:* Immediate (within one year); Ongoing

REC-5: Support community events that celebrate the Erie Canal and its history, public art, interpretive signage and other activities that. Consider a memorial to quarry workers.

*Responsible Entities:* Town Board; Landowners  
*Partner Entities:* Orleans County Tourism, NYS Canal Corp., Orleans County Historical Society, Landmark Society of WNY, Murray-Holley Historical Society; GO! Art  
*Timeframe:* Medium-term (1-3 years); Ongoing

REC-6: Develop trails that improve connections between the Erie Canal and the Town's waterways, natural areas, campgrounds, RV parks and private recreation areas. [See also Transportation section]

*Responsible Entity:* Town Board; Landowners  
*Partner Entities:* NYS Canal Corp., Genesee Transportation Council (GTC); NYS Office of Parks, Recreation & Historic Preservation (OPRHP) (funding)  
*Timeframe:* Medium (1-3 years)

REC-7: Improve roadways to more safely accommodate bicycle transportation and encourage bicycle tourism in the Town. [See also Transportation section]

*Responsible Entity:* Town Board

## TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

*Partner Entities:* Orleans County Tourism Office; NYS Canal Corp., Genesee Transportation Council (GTC); NYS DOT (State highway rights-of-way); bicycle clubs

*Timeframe:* Medium (1-3 years)

# PUBLIC/ COMMUNITY SERVICES

## EXISTING CONDITIONS

There are numerous community facilities and a wide range of public services and amenities available for the residents of Murray. These include governmental, emergency, educational, religious, and health care facilities and services. However, many of these facilities and services are provided by the Village of Holley (see Map 13.)

### Town Governmental Facilities and Services

The Town of Murray owns and maintains a combined Town Hall and Highway Garage at 3840 Fancher Road. This space houses the Town Court, Town Hall, Highway Department, Town Supervisor, Town Clerk, Town Assessor, Town Tax Collector, Water Department, and Town Code Enforcement / Zoning Enforcement Officer.

The Town of Murray provides several basic municipal services to its residents. These services include: issuing various licenses such as marriage licenses, dog, hunting and fishing license, issuing birth and death certificates, issuing handicap parking permits, genealogy services, tax and water bill collection, and assessing real property for taxing purposes.

### Refuse Disposal

The Town of Murray has contracted with Modern Disposal Services for curbside waste disposal, and bi-weekly recycling collection. Additionally, the Town of Murray has contracted with Sunnking for electronics recycling at the Town of Murray Highway Garage. Materials may be dropped off Monday-Friday from 9am-2pm.

### Other Government Facilities and Services

This section describes other government facilities located in the Town of Murray as well as services available to Murray residents.

#### Postal Service

The majority of the Town of Murray is served by zip code 14470, with the nearest post office located at 5 Wright St. in the Village of Holley. Other portions of the Town fall in the 14411 zip (Albion Post Office- 8 S. Main St., Albion), 14420 zip (Brockport Post Office- 14 Main St., Brockport), and 14477 zip (Kent Post Office- 1788 Kent Rd, Kent).

#### Emergency Services

Emergency services available to Murray residents include fire and police protection, and emergency medical.

### Police Protection

The New York State Police Troop A covers Allegany, Cattaraugus, Chautauqua, Erie, Genesee, Niagara, Orleans and Wyoming counties. The Troop's headquarters is located at 4525 W. Saile Dr. Batavia, in Genesee County. Additionally, there is a New York State Police barracks located at 14122 NYS Rt.-31 in Albion.

The Orleans County Sheriff's Office provides law enforcement (road patrol), emergency communications (E-911), security for the county court, animal control, investigative services, a marine patrol unit, and operates the county jail. The Orleans County Sheriff's Office is located at 13925 State Route 31, Albion.

The Holley Police Department provides service to residents of the Village of Holley. The police headquarters is located at 8-10 Thomas St., Holley.

### Fire Protection

Fire protection service for the Town is provided by two volunteer companies, the Holley Fire Company and the Fancher Hulberton Murray Fire Company. The Holley Fire Company covers the eastern portion of the Town of Murray and the entire Village of Holley. The engine house is located at 7 Thomas St., Holley. The department possesses: 1 Pumper; 1 Ladder Truck; 1 Light Rescue; 1 Grass Fire/Utility Truck; and other support vehicles (small motor boat, Utility trailer with rope and water rescue equipment).

The Fancher Hulberton Murray Fire Company provides fire protection and EMS services to the residents of Fancher, Hulberton, and Murray. The company was founded in 1957 and operates an engine house at 3353 Hulberton Rd.

### Emergency Medical Services

Along with the EMS services provided by the Holley Fire Company and the Fancher Hulberton Murray Fire Company, Monroe Ambulance provides EMS and Medical Transport services throughout the Town of Murray.

## Educational Facilities and Services

Educational facilities and services include two public schools and Grace's Place Agri-Business Child Development (ABCD) center.

### Public Schools

Residents in the northern section of the Town of Murray are served by the Kendall Central School District while those generally located south of Ridge Road are served by the Holley Central School District.

The Kendall Central School District covers 89 square miles in western Monroe County and eastern Orleans County. The district includes two schools, the Kendall Elementary school located at 1932 Kendall Rd, Kendal, NY and the Kendall Junior/Senior High School located at 16887 Roosevelt Hwy, Kendall, NY. Approximately 680 students are served by the district. The "U.S. News and World Report" has ranked Kendall schools among the top seven percent of best schools in the nation.

The Holley Central School District covers the Towns of Murray and Clarendon and includes two schools, the Holley Elementary school located at 3800 N Main Street Rd, Holley, NY and the Holley Junior/Senior



High School located at 16848 Lynch Rd, Holley, NY. Approximately 908 students are served by the district.

The district additionally provides the Family Fitness Center located at Elementary school for all district residents free of charge. The center is open for classes and workouts from early October through late May on Monday through Thursday nights, from 5:30-8 p.m. The center has the following equipment: stationary bikes, treadmills, dance pads, cross trainer, weight bench, virtual reality screens, upper body ergometer, and adaptive motion trainer.

### Other Schools

Grace's Place located at 52 Maziarz Dr., Holley is an Agri-Business Child Development (ABCD) center. The center has provided early childhood education, health and social services to farm worker and other eligible families across New York State since 2006. The program is eligible to children aged eight weeks old through school age.

## Religious Organizations and Facilities

Religious facilities located in the Town of Murray/ Village of Holley include several churches and cemeteries.

### Places of Worship

The following churches are located in the Town of Murray:

- St. Paul's Episcopal Church- 2 Jackson St, Holley
- 1<sup>st</sup> Baptist Church- 25 Geddes St, Holley
- 1<sup>st</sup> Presbyterian - 34 E Albion St, Holley
- St. Mary's RC Church- 9 S Main St, Holley
- Cornerstone Community Baptist- 3426 Hulberton Rd, Murray
- Holley Assembly of God Church- 54 N Main St, Holley
- Friendship Bible Baptist Church- 32 Public Square, Holley

## Cemeteries

The following cemeteries are located in the Town of Murray/Village of Holley:

- Hillside Cemetery- 4065 Holley Byron Rd., Holley
- Holy Cross Cemetery- Power Line Rd., Holley
- Sprague Cemetery -Telegraph Rd and corner of Groth Rd.
- Sandy Creek Cemetery – Rt. 104 between Creek Rd and Center Rd.
- Transit Cemetery -Transit Rd and corner of East Transit Church Rd.
- Pierce-Smith Pioneer Cemetery - Hulberton Rd between Holley Rd. and Powerline Rd.
- Clark/Hatch Cemetery – Rt. 104 near Hurd Rd.
- Cole Hill Cemetery - North of Holley
- Hulberton Cemetery- Hulberton Road between the Erie Canal and Telegraph Rd.

## Health Care

Privately operated dental and pharmacy facilities are located in the Village of Holley. Specialty medical care is available in the City of Rochester and Buffalo including Roswell Park Cancer Institute, Oishei Children's Hospital, Strong Memorial Hospital, Golisano Children's Hospital, Highland Hospital and Rochester General Hospital. The hospitals located nearest to Murray are in the Village of Brockport (UR Medicine- Strong West and Lakeshore Hospital), Village of Medina (Medina Memorial Hospital), and the City of Batavia (United Memorial Medical Center, and VA Medical Center).

## RELEVANT PLANS, PROGRAMS AND REGULATIONS

### Orleans County Multi-Jurisdictional All-Hazard Mitigation Plan (2008)

Orleans County is currently undergoing an update of their Hazard Mitigation Plan, which was completed in 2008. The previous plan identified that there were no 'High Potential Loss Facilities' within the Town of Murray but three 'Hazardous Material Facilities' exist. Those hazardous material locations identified included Hanson Aggregates and Ag Chem Inc.

The plan identified the following as essential facilities: the Town Highway and Garage; Seventh Adventist Associations school; The Erie Canal Flood Guard Gate; and FHM Volunteer Fire Co. Additionally, vulnerable populations were identified at: West Ridge Mobile Home; J. Piedmonte & Sons (Migrant Labor Camp); County Line Mobile Home Park; and Howard Camp (Migrant Labor Camp).

Terrorism; Dam Failure; Hazmat (Fixed Site); Blight; Water supply Contamination; and Winter Storm (Severe) were the highest ranked hazards in the county. Terrorism was the highest ranked hazard, and was identified due to Orleans County's proximity to the US/Canadian border as well as the perceived vulnerability of the population. Severe weather events such as Ice Storms, Winter Storms, and Severe Storms are considered the most potentially damaging natural hazards that could strike the County.

Dam Failure ranks high due to the three dams which should they fail could cause major property damage and loss of life. These dams are the Lyndonville Dam, the Glenwood Lake Dam, and the Lake Alice / Waterport Reservoir Dam. The possibility of a major blight or infestation event causing serious damage to area crops is an ever present concern among area farmers and food processors.

Historically, severe weather events have caused power outages, damaged buildings, knocked down tree limbs, and caused human injury/loss of life, especially through traffic accidents caused in part by poor road conditions. Ice Storms and Winter Storms in particular have caused temporary hardships by disrupting normal transportation activities. However, these events are considered routine events for the winter months and the County is prepared to address them should they occur.

### Orleans County Comprehensive Emergency Management Plan

This document forms the framework for emergency services to respond to large disaster incidents which may occur within Orleans County. Additionally, it provides the structure to work with when State and/or Federal resources are required. The plan is reviewed and updated annually.

## ISSUES & OPPORTUNITIES

### Collaboration and Shared Services

Governments, organizations, citizens and businesses can work together to improve the levels of local services and lower costs/taxes throughout the area. A shared service panel could be established in partnership with the Village of Holley to increase the level of communication between the two municipalities and aid in purchases of equipment and contracted services.

### Cemeteries

The importance and history of the local cemeteries was raised at several meetings with the community members, with the phrase “filled with heroes” evoked. However, a number of these historic cemeteries are found in more remote, rural locations and appear to be infrequently visited. The Town should look into additional programming to highlight these important community facilities for both tourism related events as well as to ensure they are properly maintained and accessible.

### Website and Social Media

An updated website and robust use of social media platforms provides municipalities with the tools to effectively reach more community members and communicate what services are provided as well as distribute important information.

## PUBLIC & COMMUNITY SERVICES GOALS & RECOMMENDATIONS

### Public & Community Services Goal:

- ❖ Provide and maintain services that benefit Town residents in collaboration with other governments and community organizations.

### Public & Community Services Recommendations:

PCS 1: Continue to communicate and collaborate with the Village of Holley, Orleans County and neighboring Towns to share services and information and to work together to achieve common goals.

<i>Responsible Entities:</i>	Town Board, Town Supervisor, Town Highway Dept., and other Town Staff
<i>Partners:</i>	Village of Holley Board, Village Mayor, Village Department of Public Works, and other Village Staff; Orleans County and neighboring Town officials
<i>Timeframe:</i>	Ongoing

## TOWN OF MURRAY COMPREHENSIVE PLAN UPDATE

PSC 2: Expand the Town's website and use of social media to inform the public and publicize services offered to residents.

*Responsible Entity:* Town Supervisor; Town Clerk  
*Partners:* Town Board; Community Organizations  
*Timeframe:* Immediate (within one year); Ongoing

PSC 3: Continue to maintain and improve Town government facilities.

*Responsible Entity:* Town Board; Town Highway Superintendent  
*Partners:* Town Staff  
*Timeframe:* Ongoing

# IMPLEMENTATION STRATEGY

The following table summarizes the goals and recommended actions, as well as the entity responsible, partners and timeframes. The following abbreviations refer to responsible entities and partners:

<i>AFPB:</i>	<i>Orleans County Agricultural &amp; Farmland Protection Board</i>
<i>CEO:</i>	<i>Town of Murray Code Enforcement Officer</i>
<i>GTC:</i>	<i>Genesee Transportation Council</i>
<i>NYS OPRHP:</i>	<i>NYS Office of Parks, Recreation &amp; Historic Preservation</i>
<i>NYS DEC:</i>	<i>NYS Department of Environmental Conservation</i>
<i>OCEDA:</i>	<i>Orleans County Economic Development Agency</i>
<i>NYS DAM:</i>	<i>NYS Department of Agriculture &amp; Markets</i>
<i>NYS PSC:</i>	<i>NYS Public Service Commission</i>
<i>NYS ESD:</i>	<i>NYS Empire State Development</i>
<i>REDC:</i>	<i>Finger Lakes Regional Economic Development Council</i>
<i>SWCD:</i>	<i>Orleans County Soil &amp; Water Conservation District</i>

Recommended Actions		Timeframe	Responsible Entity	Partners
<b>LAND USE</b>				
<b>GOAL</b>				
<ul style="list-style-type: none"> <li>❖ <i>Retain the rural and agricultural character of the Town while maintaining a high quality of life for residents.</i></li> <li>❖ <i>Retain and attract businesses and facilities that leverage the Town's agricultural, natural and historic resources.</i></li> </ul>				
LU-1	<p>Revise zoning to advance the goals and vision of the Town's Comprehensive Plan:</p> <ul style="list-style-type: none"> <li>a. Improve clarity, remove ambiguities, retain the character of the community and</li> <li>b. Revise the zoning map to advance the vision of the Land Use Plan map, including: <ul style="list-style-type: none"> <li>• Encourage mixed-use development and redevelopment within the Hamlets consistent with their historic character</li> <li>• protection of sensitive natural areas</li> <li>• continued farming and agriculture-related businesses</li> <li>• development along the Canal to maximize recreation and tourism potential</li> </ul> </li> <li>c. Incorporate design standards or guidelines into zoning for new development and renovations in highly visible areas of the town, such as along Route 104, in hamlet areas and other places with historic significance.</li> </ul>	Year 1	Town Board	Planning Board; Zoning Advisory Committee
LU-2	Prepare and adopt subdivision regulations.	Ongoing	Town Board; Planning Board	Zoning Advisory Committee
LU-3	Support efforts by landowners and private land trusts to preserve contiguous areas of undeveloped and/or protected land.	Ongoing	Town Board	Planning Board; Private land trusts
LU-4	Promote a mix of residential and business development and redevelopment within the Hamlets. [See also Population & Housing section]	Ongoing	Town Board; Planning Board	Landowners; Developers
LU-5	Encourage residential development and redevelopment in and near the Hamlet centers. [See also Population & Housing section]	Ongoing	Town Board; Planning Board	Landowners; Developers



LU-6	Encourage new development along the Erie Canal that makes use of the Canal for recreational, transportation and/or water-dependent uses.	Ongoing	Town Board	Landowners; Developers; Orleans County Tourism Office, Economic Development
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## HISTORIC RESOURCES

### GOAL

- ❖ *Preserve historic resources and encourage the retention and development of recreational and tourism facilities that leverage these resources.*

HR-1	Consider designating local historic landmarks and adopting a local historic preservation law.	1-3 years	Town Board Town Historian	County Historian; Advisory Committee
HR-2	Establish a program to recognize local historic buildings and owners who have maintained or restored buildings consistent with their historic character.	1-3 years	Town Board; Town Historian	County Historian; Landmark Society of WNY, Murray- Holley Historical Society
HR-3	Develop a walking, bicycling and/or driving tour of historic sites in the Town.	1-3 years	Town Board; Town Historian	County Historian; Not-for-profit organizations
HR-4	Publicize the Town's historic resources in conjunction with tourism promotion. [See also Economic Vitality section]	Ongoing	Town Historian; County Tourism Office	Town Board; Murray-Holley Historical Society; NYS Empire State <i>Development</i> (grant funding)

## AGRICULTURE & FARMLAND

### GOAL

- ❖ *Maintain a diverse base of farm operations and retain high quality soils for agricultural use.*

AG-1	Promote agricultural economic development, including farming, agricultural support and processing businesses, and agri-tourism, to support the region's economic development. [See also Economic Vitality section]	Ongoing	Town Board OCEDA	Agricultural Advisory Committee; Farmers and agriculture-related businesses; NYS DAM (grant funding)
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AG-2	Encourage farms to begin or expand agri-tourism initiatives and promote agri-tourism as part of a regional tourism promotion strategy. [See also Economic Vitality section]	Ongoing	Town Board; County Tourism Office	Planning Board; NYS OPRHP (technical support); NYS DAM (grant funding) ; Cornell Cooperative Extension
AG-3	Provide information to residents about how the NYS Agricultural Districts Program and the Town's Right to Farm law establishes policy in support of agriculture and limits the ability of Towns to enforce local laws that restrict standard agricultural practices.	Ongoing	Town Clerk	Agricultural advisory committee; AFPB
AG-4	Develop a town Agricultural & Farmland Protection Plan to engage farmers and farmland owners and to identify specific land use, economic development and public awareness activities.	Year 1	Town Board	Agricultural advisory committee; AFPB
AG-5	Support programs and public events to promote public awareness and appreciation of the Town's agricultural resources and heritage. For example: <ul style="list-style-type: none"> <li>Encourage gardening and flower planting at public and private facilities.</li> <li>Encourage participation in youth programs such as 4-H.</li> </ul>	Ongoing	X Town Board	Agricultural advisory committee; AFPB; Cornell Cooperative Extension

## NATURAL RESOURCES

### GOAL

- ❖ **Protect significant natural resources and water quality and leverage these resources for recreational and economic development.**

NR-1	Maintain and enforce protections for natural resources in zoning, including zoning regulations that limit vegetation removal within stream corridors.	Ongoing	Town Board; Planning Board; CEO	SWCD
NR-2	Consider impacts of development and Town actions on natural resources as part of the State Environmental Quality Review (SEQR) process.	Ongoing	Town Board; Planning Board	NYS DEC

NR-3	Encourage tourism and recreation within the Town's natural areas.	Ongoing	Town Board; County Tourism Office	Business operators; NYS ESD (grant funding)
NR-4	Form a Tree Committee to inventory significant trees and establish a plan and program to protect them.	Ongoing	Town Board	SWCD; Cornell Cooperative Extension; NYS DEC (Urban Forest Grants)
NR-5	Consider adopting a Tree protection local law.	Year 1-3	Town Board	Tree Committee; SWCD; Cornell Cooperative Extension

## HOUSING & RESIDENTIAL NEIGHBORHOODS

### GOAL

- ❖ *Maintain and enhance the Town's high quality of life for residents and encourage development and redevelopment consistent with the Town's rural character.*

HN-1	Partner with neighboring municipalities, the County, and non-profits to secure funding for home improvements.	Ongoing	Town Board	Orleans County, Pathstone, USDA Rural Development, and other agencies
HN 2:	Support regional economic development initiatives that create or retain jobs to reduce unemployment rates and increase household incomes while protecting and promoting the Town's rural character. [See also Economic Vitality section]	Ongoing	Town Board	Orleans County EDA, REDC
HN 3:	Publicize home improvement and aging-in-place programs. For example, provide brochures at the Town Hall or add a link to Town website with information about available resources or invite representatives from Pathstone, Rural Development and other organizations to conduct a workshop in the Town to publicize programs that assist homeowners with the cost of repairs.	Ongoing	Town Board	Pathstone, USDA Rural Development, and other housing agencies
HN 4:	Incorporate design guidelines into zoning for residences in hamlet districts and those with historic character. [See also Land Use and Historic Resources sections]	Year 1	Town Board; Zoning Advisory Committee	Planning Board; Orleans County Historical Society, Landmark Society of WNY, Murray-Holley Historical Society

HN 5:	Maintain and revise zoning as needed to encourage a diversity of housing choices including homes for young families, accessory units for seniors, and empty-nester housing.	Year 1 Ongoing	Town Board; Zoning Advisory Committee	Planning Board; Orleans County Planning Dept.
HN 6:	Encourage a mix of residential and business development and redevelopment within the Hamlets. [See also Land Use section]	Ongoing	Town Board	Planning Board; Landowners; Developers
HN 7:	Promote housing opportunities in adjacent communities as well as in the Town to meet the changing need of residents, such as senior housing in the Village of Holley, homes in rural areas and hamlets for families, and accessory apartments to accommodate smaller households.	Ongoing	Town Board	Planning Board; Pathstone; Other Housing Agencies
HN 8:	Work with Orleans County to complete a countywide housing assessment.	Year 1-3	Town Board	CEO; County Planning Dept.
HN 9:	Review and revise property maintenance laws, standards and enforcement procedures to reduce duplication and ambiguity and to ensure fair and reasonable enforcement.	Year 1	Town Board	CEO; County Planning Dept.

## ECONOMIC VITALITY

### GOALS

- ❖ *Retain existing businesses and encourage additional investment in the Town.*
- ❖ *Encourage agricultural, recreational and tourism businesses that leverage the town's natural, historic and agricultural resources.*

EV-1:	Maintain zoning regulations to accommodate suitable business development	Ongoing	Town Board; Zoning Advisory Committee	Planning Board
EV-2:	Encourage agricultural economic development, including farming, agricultural processing, storage and support services, as well as agri-tourism as part of a regional tourism promotion strategy. [See also Agriculture section]	Ongoing	Town Board	EDA, Orleans County Tourism Office; REDC; NYS DAM
EV-3:	Encourage a mix of residential and business development and redevelopment within the Hamlets [See also Land Use and Population & Housing section]	Ongoing	Town Board	Planning Board; EDA
EV-4:	Continue to support Holley Industrial Park.	Ongoing	Town Board	Orleans County EDA; Village of Holley; REDC
EV-5:	Develop and maintain a directory and use the Town's website to list/ promote local businesses. Work with the Village of Holley.	Year 1; Ongoing	Town Board; Town Clerk	Chamber of Commerce; Orleans County Tourism; Village of Holley

EV-6:	Support existing and encourage new tourism and recreation businesses and other activities that capitalize on the Town's natural resources, cultural heritage and the Erie Canal, such as camping, boat or bicycle rentals, fishing, hunting or birdwatching tours, and re-use of historic buildings. [See also Recreation section]	Ongoing	Orleans County Tourism Office	Town Board; NYS Canal Corp.; landowners; businesses
EV-7:	Support regional economic development initiatives that create or retain jobs to reduce unemployment and increase household incomes while protecting and promoting the Town's rural character.	Ongoing	Orleans County EDA	Town Board; REDC

## TRANSPORTATION

### GOALS

- ❖ ***Maintain infrastructure and mobility options for the benefit of residents, businesses and visitors.***

T-1:	Incorporate access management regulations into zoning to manage the number and design of curb cuts along major highways through the Town.	Year 1	Town Board; Zoning Advisory Committee	Planning Board; CEO
T-2:	Expand bicycle infrastructure and signage. [See also Recreation section]	Year 3-10	Town Board; Town Highway Superintendent	GTC; NYS DOT
T-3:	Improve bicycle, pedestrian and waterway connections between parks, private recreation areas, Erie Canal, natural areas, other waterways, historic sites, tourism destinations and trails. [See also Recreation section]	Year 1-3; Ongoing	Town Board	GTC; NYS Canal Corp.; businesses; landowners
T-4:	Incorporate gateway features or signage along Ridge Road to highlight its history and geological significance.	Year 1-3	Town Board; NYS DOT	GTC; Town Historian
T-5:	Communicate and collaborate with the NYS Department of Transportation (NYS DOT) to maintain and improve safety along State highways.	Ongoing	Town Supervisor; NYS DOT	Town Board

## UTILITIES

### GOAL

- ❖ ***Provide, maintain and manage infrastructure as needed to meet the needs of residents and businesses.***

U-1:	Continue to maintain existing water infrastructure.	Ongoing	Town Highway Superintendent (operations); Town Board (funding)	Town Clerk (record-keeping)
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U-2:	Improve the management structure of the Town's water system. Consider pros and cons of turning over ownership, maintenance and operations to the Monroe County Water Authority (MCWA).	Year1; Year 1-3; Ongoing	Town Highway Superintendent (operations); Town Board (funding)	Town Clerk (record-keeping)
U-3:	Work with NYS and Federal representatives and agencies to extend high speed internet to additional areas in the Town. Address this when Spectrum franchise agreement comes up for renewal.		Town Board	<i>Internet providers; NYS PSC (Spectrum franchise); NYS grant programs</i>
U-4:	Work with National Grid to extend 3-phase power to areas where it would support agricultural and other business development.	X	Town Board	<i>National Grid; NYS PSC</i>

## RECREATION

## GOAL

- ❖ ***Build on the Town's natural, agricultural and cultural resources to create recreation opportunities for Town residents and destinations for visitors.***

REC-1:	Work with the NYS Canal Corporation to redevelop former quarry sites for public recreation, potentially as a Town Park	Year 1-3	Town Board; NYS Canal Corp.	Orleans County EDA; NYS OPRHP (funding)
REC-2:	Identify and acquire suitable land and develop a Town park. May be a small passive park with plantings, natural area with trails and fishing, or active recreation with athletic fields.	Year 3-10	Town Board	Community members; Landowners
REC-3:	<p>Leverage the Town's natural resources to develop facilities, programs and activities for recreation and tourism, including birdwatching, fishing, hunting, boating, hiking and nature observation.</p> <ul style="list-style-type: none"> <li>Develop small-boat launch sites along the Erie Canal and streams</li> <li>Enhance public fishing access along Sandy Creek and the West Branch and East Branch of Sandy Creek.</li> </ul>	Year 1-3; Ongoing	Town Board; Landowners	Orleans County Tourism Office; NYS DEC
REC-4:	Encourage public, community and private gardens to celebrate the Town's agricultural heritage and make use of its high quality agricultural soils.	Year 1; Ongoing	Town Board; Landowners	Community members; SWCD
REC-5:	Support community events that celebrate the Erie Canal and its history, public art, interpretive	Year 1-3; Ongoing	Town Board; Landowners	Orleans County Tourism, NYS Canal Corp., Orleans County Historical



signage and other activities that. Consider a memorial to quarry workers.			Society, Landmark Society of WNY, Murray-Holley Historical Society; GO! Art
REC-6: Develop trails that improve connections between the Erie Canal and the Town's waterways, natural areas, campgrounds, RV parks and private recreation areas. [See also Transportation section]	Year 1-3; Ongoing	Town Board; Landowners	NYS Canal Corp., GTC; OPRHP (funding)
REC-7 Improve roadways to more safely accommodate bicycle transportation and encourage bicycle tourism in the Town. [See also Transportation section]	Year 3-10; Ongoing	Village Board	Orleans County Tourism Office; NYS Canal Corp., GTC; NYS DOT (State highway rights-of-way), bicycle clubs

## PUBLIC/ COMMUNITY SERVICES

## GOALS

- ❖ *Provide and maintain services that benefit Town residents in collaboration with other governments and community organizations.*

PCS 1: Continue to communicate and collaborate with the Village of Holley, Orleans County and neighboring Towns to share services and information and work together to achieve common goals.	Ongoing	Town Board, Town Supervisor, Town Highway Dept., and other Town Staff	Village of Holley Board, Mayor, Department of Public Works and other Village Staff; Orleans County and neighboring Town officials
PCS 2: Expand the Town's website and use of social media to inform the public and publicize services offered to residents.	Year 1; Ongoing	Town Supervisor; Town Clerk	Town Board; Community Organizations
PCS 3: Continue to maintain and improve Town government facilities.	Ongoing	Town Board; Town Highway Superintendent	Town staff