

**TOWN OF KENDALL  
COMPREHENSIVE MASTER PLAN**

**Initial Adoption June 17, 1991  
Amended September 11, 1997**

**Prepared For:**

**Town of Kendall  
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Kendall, New York 14476  
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INITIAL ADOPTION JUNE 17, 1991  
AMENDED SEPTEMBER 11, 1997

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## SECTION ONE

### INTRODUCTION

The Town of Kendall has recognized the need for a comprehensive master plan in order to achieve the advantages of growth, and to avoid its disadvantages. Planning for proper action was determined to be necessary.

This master plan was first developed in 1991 and was based upon the work of the Town of Kendall Planning Board, the Kendall Citizens Advisory Committee, and members of the other various boards in developing a framework to guide development decisions and to assure orderly and consistent growth in the future of the Town of Kendall. Over the past several years, many new planning, zoning and development issues have occurred. This amended Master Plan addresses these issues and will continue to guide the community into the next century.

In developing this plan, consideration of the issues and problems of the past have greatly influenced the policies of the future, and the recommendations outlined will provide the community leaders with a guiding plan for the next twenty years.

## SECTION TWO

### NATURAL RESOURCE INVENTORY

#### Climate

The climate of the Town of Kendall is greatly influenced by Lake Ontario. After storing up cold in the water during the winter, the lake releases it in the spring, delaying the development of agricultural crops and reducing the losses resulting from spring frosts. In the autumn, a reverse action takes place. Summer heat is stored and released into the air during the autumn months, thereby warming the air and prolonging the growing and harvesting seasons. It is this factor that has so well adapted the Town of Kendall for agriculture.

Daily temperatures in the town average 33 degrees during the winter months, with the temperature dropping to 0 degrees or below an average of six days per winter. Daily summer temperatures average 81 degrees, with the temperature reaching 90 degrees or higher an average of ten days per year. The freeze-free season is on average 180 days long, with the average first fall freeze occurring October 20 and the average last freeze occurring May 1. Average annual rainfall is 32 inches while winter snowfall averages 50 inches.

#### Geology

The Town of Kendall is underlain by sedimentary deposits of sandstone, siltstone, shales, dolomites and limestones formed an estimated 350 million years ago at the bottom of Lake Iroquois, the post-glacial lake which eventually receded into Lake Ontario. The coastal area consists of a shale bedrock formation (Queenston Formation) which ranges to 1000 feet deep, yet depth from the surface is only a few feet. The bedrock is overlain in all parts of the town with unstratified materials (fill) or fine and coarse grained materials, laid down by glacial ice or by streams flowing into Lake Iroquois from upland areas.

#### Soils and Topography

New York State is divided into nine regions, each with a distinctive type of landform. The Town of Kendall lies within the 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 mean sea level. The lake shoreline rises abruptly in a bluff that ranges from 5 to 30 feet in height. Contour elevations at the southwest quadrant of the town attain a height of 390 feet above mean sea level, while elevations at the southeast quadrant reach 370 feet.

Soils near the Lake Ontario shoreline are dominated by the Collamer-Niagara Association with slopes averaging 0 to 12 percent. These soils are medium-textured, moderately drained, and have a temporary seasonal high water table. Seasonal wetness and slow permeability are the primary limitations for farm and community development.

The central areas of the town are made up of the Hilton-Appleton Association. Soils are moderately drained and medium-textured with slopes averaging 0 to 8 percent. A seasonal high water table, inadequate natural drainage, and level topography are the primary limitations associated with these soils.

The southwest quadrant of the town is composed of the Elnora-Junius Association. These soils are moderately drained, coarse-textured and have slopes averaging 0 to 6 percent. A seasonal high water table in the spring, the coarse-textured soils, and the lack of suitable outlets for drainage are the primary limitations of this association for farm and community development.

The southeastern quadrant of the town is dominated by the Lockport-Ovid Association, which overlies shale bedrock and has slopes of generally less than 3 percent. Slow permeability and a shallow depth to bedrock limit farm and community use of this association.

In all, twenty soil associations, comprised of fifty-one individual soil types, are found within the Town of Kendall. A more thorough description and a map depicting approximate boundaries of these associations and soils can be found in the Soil Survey of Orleans County.

#### **Lake Ontario Shoreline**

Lake Ontario borders the Town of Kendall along its entire northern boundary. Under the New York State Department of Environmental Conservation (NYSDEC) Classifications and Standards Governing the Quality and Purity of Waters of the United States, Lake Ontario has been designated a Class A (Special) waterbody. Waters in this class may be used as a source of public water supply only when subjected to approved U.S. Public Health Service treatment processes.

The shoreline, which measures 6.4 miles in linear length along its town border, has been evaluated by the NYSDEC under the Coastal Erosion Management Program for its erosion and scour potential. Estimated rates of coastal erosion, which vary from inches to 2.0 feet per year, are shown in the Appendix of this plan.

The Town of Kendall, in compliance with the Coastal Erosion Management Program, has enacted a Coastal Erosion Hazard Area Law which establishes standards for minimizing and preventing damage to structures and property from coastal flooding and erosion. This local law is available for public inspection in the Town Hall.

The Lake Ontario shoreline, along with Sandy Creek, has been designated a coastal zone area for the purposes of administering the Kendall-Yates-Carlton Local Waterfront Revitalization Program (not yet formally adopted). Within this area, development is restricted to water-dependent uses, and all such uses must be deemed consistent with the policies established in the LWRP document. A copy of the Draft LWRP document is available for public inspection in the Town Hall and the boundaries of the LWRP Coastal Area are detailed in the Appendix of this plan.

#### **Inland Waterbodies**

The primary inland water resources in the Town of Kendall include Bald Eagle Creek, Yanty Creek, and Sandy Creek. All of these waterbodies are tributaries of Lake Ontario.

Bald Eagle Creek, from its mouth at Lake Ontario to its terminus at the town's southern border, measures 35.9 miles in linear length. This creek is considered a "Water of the United States" under Section 404 of the Federal Clean Water Act by the United States Army Corps of Engineers, and is therefore subject to their regulation. Under the NYSDEC Classifications and Standards Governing the Quality and Purity of Waters of the United States, Bald Eagle Creek is a Class D waterbody. The best usage of waters of this class are for agricultural or industrial purposes, and any other purpose except fishing, bathing, or as a domestic drinking water supply.

Sandy Creek measures 4.9 miles in total linear length through the town, with its entire length regulated by the U.S. Army Corps of Engineers as a "Water of the United States". Sandy Creek, under the NYSDEC Classifications and Standards Governing the Quality and Purity of Waters of the United States, is a Class C waterbody. The best use of waters of this class are fishing, and any other use except for bathing or as a domestic water supply.

Sandy Creek, which serves as a spawning area for salmon and trout during the fall, has also been designated a Significant Fish and Wildlife Habitat Area by the New York State Department of State, effective October 15, 1987. The fundamental purpose of the Coastal Habitat Program is to preserve the viability of designated habitats without totally restricting development.

Yanty Creek measures 10.8 linear miles in the Town of Kendall. The entire length of this creek is regulated by the U.S. Army Corps of Engineers as a "Water of the United States", and its NYSDEC Water Classification is identical to that of Sandy Creek, Class C.

In addition to the three primary inland waterbodies described above, 13.3 miles of unnamed creeks and waterways exist within the Town of Kendall. These waterbodies are minor tributaries of Lake Ontario and are classified by the NYSDEC as being Class D in water quality and purity. Aerial photographs have also revealed 46 perennial inland lakes or ponds existing within the town. These waterbodies have no assigned classification for water quality and purity.

#### Wetlands and Floodplains

Three NYSDEC regulated wetlands, with identification codes of KD-5, KD-9 and KD-10, exist within the Town of Kendall. These wetlands have respective land measurements of 61.2, 23.6 and 21.2 acres, excluding the 100 foot buffer area surrounding each wetland boundary. These wetlands are shown in the Appendix of this plan.

NYSDEC has established four separate classes that rank wetlands according to their value and their ability to perform wetland functions. Class I wetlands have the highest rank, and the ranking descends through Classes II, III, and IV. All of the wetlands within the Town of Kendall have been ranked as Class III, with their relative value being moderate and their primary functions being flood control, surface and ground water protection, and wildlife habitat.

An unidentified number of federal wetlands, regulated by the U.S. Army Corps of Engineers under Section 404 of the Clean Waters Act, are located within the Town of Kendall. It is estimated that approximately 121 individual federal wetlands, ranging in land area from less than one acre up to 411 acres, potentially exist within the town. This estimate is based on review of the National Wetland Inventory maps prepared by the U.S. Fish and Wildlife Service. While these maps are not recognized by the Corps of Engineers as being official, they are a good indicator of wetlands that may be regulated under Section 404. A copy of the National Wetland Inventory map for the Town of Kendall is available for public inspection in the Town Hall.

A U.S. Department of Housing and Urban Development - National Flood Insurance Program study was completed for the Lake Ontario shoreline and its tributaries within the Town of Kendall, effective May 1, 1978. Flood hazard areas were delineated and mapped by contour elevation, and a relative storm frequency of either 100 or 500 years was assigned to each area. These flood hazard areas are shown on Flood Insurance Rate Maps and are available for public inspection in the Town Hall or the Orleans County Department of Planning and Development.

In compliance with the requirements of the National Flood Insurance Program, the Town of Kendall has enacted Local Law No. 1 For Flood Damage Prevention (1987). This local law is intended to protect human life and health, and to minimize public and private losses due to flood conditions. This local law is available for public inspection in the Town Hall.

#### Hydrology and Drainage

The Town of Kendall is located within one major drainage system, the Lake Ontario Drainage Basin, as established by the NYSDEC Division of Water Resources. This basin is divided into the Western, Central, Eastern and Lake Ontario Sections, and encompasses a total of 6013 square miles of land area along the immediate shores of Lake Ontario. The Western Section of this watershed drains all of Orleans County, and portions of Niagara, Genesee and Monroe Counties. Surface water drainage in the Town of Kendall flows northward through the basin via the tributaries of Lake Ontario.

### Agriculture

Two Agricultural Districts, as defined by the NYS Department of Agriculture and Markets, have been established within the Town of Kendall. Orleans County Agricultural District No. 3 was created on December 2, 1976 and renewed for an additional eight years on October 14, 1992. The current district consists of 9809 acres (385 land parcels), 8032 (82%) of which are in agricultural use. The farm operations within the district are characterized by vegetable and grain cash crops, field crops, orchard crops and livestock production. The U.S. Department of Agriculture has identified a majority of the district as prime farmland, with the southern portion designated as farmland of statewide importance.

Orleans County Agricultural District No. 4 was created on May 4, 1978 and renewed for an additional eight years on June 22, 1995. The current district consists of 4289 acres (314 land parcels), 2565 (60%) of which are in agricultural use. The farm operations within the district are characterized by grain and vegetable cash crops, and tree fruit operations. The U.S. Department of Agriculture has identified nearly two-thirds of the district as prime farmland, dominating the northern and southern reaches. Small, scattered areas of the district, generally agricultural lands producing high value fruit crops such as apples and cherries, have been designated as unique farmland.

The boundaries of the agricultural districts are shown in the Appendix of this plan.

### SOCIAL AND ECONOMIC INVENTORY

#### Population

Over the past forty years, the Town of Kendall has shown a continual increase in permanent population, and this growth rate seems likely to continue in the future. Between 1950 and 1960, the town's population of 1343 persons increased 25.1% to 1680. This trend continued into 1970, 1980 and 1990 with respective population increases of 29.9%, 9.4% and 16.0%.

TOWN OF KENDALL POPULATION 1950 - 1990				
1950	1960	1970	1980	1990
1343	1680	2183	2388	2769

Source: U.S. Bureau of Census.

The U.S. Bureau of Census has estimated that the population of the Town of Kendall will continue to increase in similar percentages through the year 2010.

#### Housing

With the population of the Town of Kendall steadily increasing over the past forty years, so to has the number of housing units. Accurate figures for housing units constructed over this entire time period are not readily available, but listed below is a brief summary of census data for 1970 through 1990.

TOWN OF KENDALL HOUSING UNITS 1970 - 1990			
Description	1970	1980	1990
Total Housing Units	791	927	1058
Median Housing Value	\$20,549	\$17,700	\$73,500

Source: U.S. Bureau of Census.



Building permit issuances within the town have continually increased over the past several years. The following is a summary of the building permits issued in the Town of Kendall over the past ten years.

TOWN OF KENDALL BUILDING PERMIT ISSUANCES 1986 - 1996											
Permit Description	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996
New Residential Structures	1	24	17	14	14	12	12	9	11	10	6
Residential Additions	17	16	15	14	20	10	11	16	18	16	9
Non-Residential Structures	32	30	30	39	37	32	40	28	27	33	31
Non-Residential Additions	3	1	2	2	0	0	0	0	0	0	0
Other Permit Types	17	20	33	30	44	48	35	44	42	47	68
Total Building Permits	80	91	97	99	115	102	98	97	98	106	114

#### Transportation

The Town of Kendall depends entirely on the local road and highway system to meet its transportation needs. Primary east-west routes include State Route 18 and the Lake Ontario State Parkway. The Parkway is a four-lane, limited access highway with two interchanges within the town. Commercial vehicles are prohibited. Lake Shore Road is a primary east-west county road serving local residents.

Primary north-south routes serving the Town of Kendall include State Route 237 and State Route 272, and Peter Smith Road, a town/county road serving local residents. A summary of the highway system within the Town of Kendall is described on the following page and a graphic of the system is presented in Appendix Four.

A majority of the development occurring along the Lake Ontario shoreline is served by narrow private roads. These roads are not under Town of Kendall auspices and were not inventoried.

TOWN OF KENDALL HIGHWAY SYSTEM			
HIGHWAY NAME	MAINTENANCE	LENGTH *	RIGHT-OF-WAY *
L O S.P.	State of New York	6.25 miles	300-1100 feet
Lakeshore Road	County of Orleans	6.10 miles	66.0 feet
Bridge Road	Town of Kendall	2.01 miles	49.5 feet
Woodchuck Alley	Town of Kendall	2.06 miles	49.5 feet
Carr Road	County of Orleans	3.40 miles	49.5 feet
Kenmor Road	Town/County	3.10 miles	49.5 feet
Roosevelt Highway (Route 18)	State of New York	6.60 miles	66.0 feet
Sand Road	Town of Kendall	0.25 miles	49.5 feet
Creek Road	County of Orleans	2.10 miles	66.0 feet
Thompson Drive	Town of Kendall	0.95 miles	50.0 feet
Lakeland Beach	Town of Kendall	0.30 miles	50.0 feet
Transit Road	Kendall/Carlton	5.10 miles	60.0 feet
Peter Smith Road	Town/County	5.30 miles	66.0 feet
West Kendall Road	Town of Kendall	5.05 miles	49.5 feet
Center Road	Town of Kendall	5.79 miles	66.0 feet
Kendall Road (Route 237)	State/County	5.90 miles	66.0 feet
Carton Road	Town of Kendall	0.44 miles	49.5 feet
Norway Road	Town of Kendall	5.55 miles	66.0 feet
County Line Road (Route 272)	State of New York	4.90 miles	66.0 feet
Crandall Avenue	Town of Kendall	0.42 miles	66.0 feet
Smith Drive	Town of Kendall	0.17 miles	50.0 feet
Mill Creek Drive	Town of Kendall	0.20 miles	50.0 feet
Orchard Street	Town of Kendall	0.15 miles	50.0 feet

\* Note: These figures are estimates based on Orleans County Tax Maps

### Water and Sewage Systems

The Kendall - Hamlin Joint Water System is composed of several individual water districts. Kendall Water District No. 1 currently serves 318 structures, or 28% of the total number of structures in the town. Kendall Water District No. 2 serves 77 structures, or 7% of the town's structures. Kendall Water District No. 3 serves 130 structures, or 12% of the town's structures. The Town is also working on the formation of several additional water districts, but specific details are not available at this time. Water is purchased by the Kendall - Hamlin Joint Water System from the Monroe County Water Authority's Brockport water treatment plant. Combined water consumption within Water Districts No. 1 and 2 is approximately 25,236,000 gallons per year. Water consumption within Water District No. 3 will not be known until construction of the district is completed in 1997/98.

The Monroe County Water Authority takes its water supply from Lake Ontario through an offshore intake pipe, and the water is purified and fluoridated at its purification facility located in the Town of Hamlin. Maximum water production capacity of the plant is 3.27 million gallons per day. A 14 inch diameter water transmission pipe extends from the plant to Church Road in the Town of Hamlin. At this point, the 14 inch main continues south to Brockport and a 12 inch main travels west to service the Kendall Water Districts. A graphic of the Kendall - Hamlin Joint Water System is shown in the Appendix of this plan.

Areas not served by public water systems depend on individually drilled or dug wells. A majority of the drilled wells penetrate the consolidated bedrock to reach available groundwater, while dug wells usually do not. The Orleans County Health Department has estimated that 593 private well systems exist within the Town of Kendall, with the quantity and quality of the water being erratic.

There are no public sanitary sewer systems within the Town of Kendall. All sanitary systems are private, on-site septic disposal systems with leach fields. The Orleans County Health Department has estimated that 1118 private septic systems exist within the town, with only 412 of these systems reviewed and approved by the Department as of the end of 1996. The remaining systems were constructed prior to permitting requirements. Construction of a public sewer system is not in the immediate future of the town.

### Recreational and Community Facilities

Despite its promise as a recreational resource, Lake Ontario has not been widely used for recreation in the Town of Kendall. Eagle Creek Marina, situated at the mouth of Bald Eagle Creek, provides boat launch and mooring facilities, charter boat operations, and other supporting marine services. The Salvation Army Summer Camp, located along the eastern town boundary at Lake Ontario, is a 130 acre quasi-public facility open only eight weeks per year. Recreational facilities provided at the camp include an inground pool and bath house, and court game areas.

Other community recreational facilities in the Town of Kendall include the Fireman's Park baseball fields and the Kendall Central School District athletic fields, which include baseball, soccer, and playground facilities. Indoor recreational opportunities are limited to the school district gymnasium facilities.

The New York Seaway Trail, the longest National Recreational Trail in the United States, extends through the Town of Kendall via the Lake Ontario State Parkway. The Trail offers scenic opportunities of Lake Ontario and the natural and cultural features of the town's landscape. Also located along the Parkway within the town is a designated bicycle use lane and one fishing access pulloff area. Direct access to the pulloff area is limited to westbound traffic only.

Community facilities within the Town of Kendall include the Town Hall located on Kendall Road, which houses offices for the clerk, supervisor, zoning enforcement officer, tax assessor, town justices and municipal boards, and the Town Highway Garage on Crandall Avenue which operates 9 vehicles. The Kendall School District consists of an Elementary (K-6) and Junior/Senior High School (7-12), with respective 1996 enrollments of 619 and 564 students. Postal services are provided by a local Federal Post Office facility.

The town is served by two fire districts, Kendall and Morton. Lands adjoining Norway Road, and all lands located east of Norway Road, are serviced by the Morton Volunteer Fire Department, which presently operates five emergency fire vehicles. The remaining western portion of the town is serviced by the Kendall Volunteer Fire Department, which also

operates five emergency vehicles. The Kendall Emergency Squad provides ambulance service within the entire town limits.

#### Utilities

Several utility companies provide services within the Town of Kendall. Niagara Mohawk Power Corporation provides electrical service throughout the entire town, utilizing both overhead and underground installations. Telephone service is provided by the New York Telephone Company. Cable television service is provided by Time Warner Communications.

Natural gas is supplied by Rochester Gas and Electric Corporation. Route 237 is serviced by a combination of 3 and 4 inch gas mains extending 12810 feet north of its intersection with Roosevelt Highway. A 3 inch main extends 3150 feet south of the intersection. A 4 inch main extends along Roosevelt Highway from Route 237 to Route 272. Route 272 is served by a 3 inch gas main extending 4022 feet north of the Roosevelt Highway intersection and a 4 inch main extends 6144 feet south. A 3 inch main extends 803 feet along Norway Road north of Roosevelt Highway. Kenmor Road is serviced by a 2 inch main extending 2220 feet east and 978 feet west of Route 237. Crandall Avenue is also serviced by a 2 inch main which extends 1583 feet north of Kenmor Road. A 2 inch main extends 1113 feet along Carr Road west of Route 237. Railroad Avenue is served by a 2 inch main extending 527 feet west of Route 272 and the Kendall Junior/Senior High School is served by a 1.5 inch main extending 637 feet north of Roosevelt Highway. Smith Drive and Orchard Street are each served along their entire length by a 2 inch diameter gas main.

Other natural fuels, such as bottled gas and fuel oil, are utilized in the Town of Kendall and are provided by several independent companies. No statistical information was available regarding the number of users or suppliers.

### SECTION THREE

#### GENERAL LAND USE GOALS AND OBJECTIVES

The following general land use goals and objectives have been established by the Town of Kendall to give basic direction to the development of land use policies. These goals and objectives reflect ideals which will be sought over the long term, not necessarily ends for immediate achievement. They were derived in part by the information included in the previous inventory, in which many of the important physical, social, economic and environmental characteristics of the town were described. They were also derived from a vision of the future promise of the Town of Kendall.

The general land use goals and objectives of the Town of Kendall are as follows:

1. To preserve and protect the rural residential and agricultural environment that currently exists in the town.
2. To attain an orderly and efficient distribution of land uses within the town, including the clustering of development.
3. To promote the use of land and water resources that will best meet the existing needs, as well as the future needs, of the town.
4. To ensure that the use of land and water resources provides the town with an attractive and healthy environment.
5. To ensure that all residents of the town have access to necessary community facilities, public services and recreational resources, and that these facilities are developed in a regulated manner.
6. To preserve and protect the water-enhanced scenic vistas and natural features and resources located within the town.
7. To establish a process for achieving the land use policies developed within this comprehensive master plan document.
8. To develop and maintain a balanced natural environment which is oriented toward open space systems using existing natural resources in a manner befitting the community's character.

## SECTION FOUR

### **GENERAL LAND USE POLICIES**

The following general land use policies provide a basis for the achievement of the goals and objectives described in the previous section. In addition, the policies set forth standards for the protection, future use, and development of the Town of Kendall. The policies described below should be interpreted not as absolute regulations, but rather as a set of guiding principles.

### **Residential Development Policies**

1. It shall be the policy of the Town of Kendall to preserve existing housing through conservation, rehabilitation, and strict code enforcement to prevent the deterioration of housing.
2. Residential development shall achieve variety by integrating various types and densities of housing throughout the Town of Kendall.
3. The Town of Kendall shall encourage residential zoning provisions to regulate land densities and land uses, and shall require minimum specifications for lot sizes to ensure long term protection of groundwater from septic system contamination.
4. Major residential developments shall include sufficient open space and recreation areas to meet the needs of the residents of the development.
5. High-density residential uses shall be located in areas which are convenient to basic services, including recreational resources, commercial facilities, schools, major transportation corridors, and public utilities.

### **Light Industrial Development Policies**

1. It shall be the policy of the Town of Kendall to retain, encourage, and promote the location and growth of light industry within the town.
2. Light industry shall be encouraged to locate within areas served by public services such as water and/or sewer, and major highway transportation facilities.
3. Light industry shall be encouraged to locate in areas where surrounding land uses are compatible with such development, and prime industrial sites shall be protected from encroachment by incompatible uses.
4. Light industry shall be encouraged to cluster together (light industrial parks) to prevent scattered industrial development, to encourage sharing of transportation facilities and to reduce the costs of providing public services.
5. To serve the needs of the employees of industry, commercial development shall be carefully integrated within or adjacent to light industrial development areas.

### **Commercial Development Policies**

1. It shall be the policy of the Town of Kendall to retain, encourage, and promote the location and growth of commercial development within the town.
2. Commercial development shall be encouraged to locate within areas served by public services such as water and/or sewer, and major highway transportation facilities.
3. Commercial development shall be encouraged to locate within established central business districts, such as the hamlets of Kendall and Morton, and scattered commercial development shall be discouraged.

4. To prevent transportation conflicts and highway congestion, and to achieve a more attractive and efficient design, development shall be encouraged to locate within planned commercial development areas utilizing common access driveways or frontage roads which parallel the highway.

#### Cluster Development Policies

1. The Town of Kendall shall explore zoning provisions to increase land use densities within high-density development areas.
2. Cluster development shall be encouraged where appropriate to reduce the costs of providing public services and to keep land in open space or to make it available for recreation.
3. The Town of Kendall shall encourage developers to design innovative housing developments using measures such as cluster and planned unit development.

#### Agricultural Policies

1. It shall be the policy of the Town of Kendall to encourage and promote the continuation of agricultural operations within the town.
2. The Town of Kendall shall support the formation and retention of agricultural districts established under the New York State Agriculture and Markets Law.
3. The Town of Kendall shall discourage development within agricultural districts which is incompatible with agricultural operations. Where residential or other non-farm development is demonstrated as necessary, such development shall be kept to a low density.
4. The extension of public services such as water and sewer into agricultural districts shall be given a lower priority than other areas of the town, unless such services are in the best interest of public health, safety and welfare.
5. Major transportation system improvements shall be limited within agricultural districts, unless such improvements are essential to serving development occurring outside of the agricultural district.
6. The Town of Kendall shall encourage agricultural zoning provisions to regulate incompatible land uses within prime and unique agricultural areas.

#### Coastal and Inland Waterbody Policies

1. It shall be the policy of the Town of Kendall to preserve, enhance, and expand the use of the Lake Ontario shoreline and its tributaries as a recreational and natural resource.
2. The sportfishing industry is encouraged along the Lake Ontario shoreline. However, the construction of marinas, docks, marine launches, lake access routes, and other similar boating facilities shall be carefully controlled so as to maintain the aesthetic quality of the shoreline, and to prevent hazards to navigation and conflicts with other recreational uses or land uses.
3. Water-dependent uses as described above shall be encouraged to locate in areas with adequate space for public access, and in areas with natural site characteristics that will reduce the amount of dredging, filling, and earthmoving necessary for construction of such facilities.
4. Stripping of vegetation, land grading and filling shall be discouraged along the shoreline of Lake Ontario and its tributaries, and tree planting and revegetation shall be encouraged so as to enhance the natural wooded character of the shoreline, maintain soil stability, prevent erosion and sedimentation, and to regulate water temperatures for fish habitation.

5. Commercial use of the shoreline shall be limited to those uses which are water-dependent, and to those uses necessary for the support of water-dependent uses. All commercial uses shall be designed to complement the natural assets of the shoreline.
6. The Town of Kendall recognizes that Lake Ontario produces favorable climatic conditions which result in the shoreline being one of the most productive and unique fruit growing regions in the world. The town shall discourage any non-agricultural uses of land that would result in the elimination of existing fruit orchards within three miles of Lake Ontario.
7. Development in the shoreline areas of Lake Ontario, in addition to conforming to the above policies, shall be in conformance with the policies established in the Kendall-Yates-Carlton Local Waterfront Revitalization Program document (when formally adopted).

#### Wetland Policies

1. It shall be the policy of the Town of Kendall to maintain state and federally-designated wetlands in their natural state, to prevent draining, filling and development within their established boundaries, and to maintain the natural water levels of these areas, by regulating development that would modify these levels.
2. The Town of Kendall shall support conservation of wetlands to ensure their preservation and longevity.

#### Floodplain Policies

1. It shall be the policy of the Town of Kendall to discourage development within the flood hazard areas of the Lake Ontario shoreline and its tributaries in order to minimize property damage and to keep these areas potentially for public recreation.
2. All development within flood hazard areas shall be designed to withstand flood damages by meeting federal flood insurance standards, and shall be designed so as to not have an adverse effect on the flow of floodwaters.
3. Development within flood hazard areas, in addition to conforming to the above policies, shall be in conformance with the standards established in the Local Law No. 1 For Flood Damage Prevention, 1987 and the Kendall-Yates-Carlton Local Waterfront Revitalization Program document (when formally adopted).

#### Drainage Policies

1. It shall be the policy of the Town of Kendall to minimize the modification of natural drainage systems by preserving, where possible, existing vegetation, topography, and natural drainage patterns.
2. Adequate drainage facilities shall be required to accommodate natural storm water and increased surface water runoff anticipated as a result of development. Culverts, drainpipes, retention and detention basins, and similar facilities shall be designed using current engineering standards.
3. Development occurring in the upstream regions of the town shall be required to consider the drainage and water quality effects that such development will have on downstream areas.
4. Conservation easements shall be encouraged along natural drainage systems to preserve these areas, and to make the drainage systems available for channel enlargement or cleaning, if proven necessary.
5. The policies set forth for wetlands and floodplains shall be strictly administered to prevent the undesirable modification of natural drainage systems.

#### Water Supply System Policies

1. It shall be the policy of the Town of Kendall to give priority in locating future water supply systems to those areas experiencing substantial water quality and/or quantity problems, as well as those areas proposed for high-density residential development, and commercial and light industrial development.
2. The extension of public water supply facilities shall be given a lower priority in those areas proposed to be kept rural in nature, such as agricultural districts, unless such facilities are essential to public health, safety, and welfare.
3. The Town of Kendall shall encourage zoning provisions to ensure existing water quality standards are maintained or improved.

#### Sewage Disposal System Policies

1. It shall be the policy of the Town of Kendall to give priority in locating future public sewage disposal systems to those areas experiencing substantial pollution problems, as well as those areas proposed for high-density residential development, and commercial and light industrial development.
2. The extension of public sewage disposal systems shall be given a lower priority in those areas proposed to be kept rural in nature, such as agricultural districts, unless such facilities are essential to public health, safety, and welfare.
3. The Town of Kendall shall require Orleans County Health Department review and approval of all sewage/septic disposal systems, and shall encourage the upgrading of existing private septic systems posing a threat of pollution.
4. The Town of Kendall shall encourage zoning provisions to require sufficient minimum lot sizes in unsewered areas where soils are not well-suited for private septic systems.

#### Transportation Policies

1. It shall be the policy of the Town of Kendall to discourage strip frontage development along county and state highways so as to maintain their existing traffic flows and capacities. The town shall also encourage the use of frontage roads paralleling the highway, clustering development to restrict access points onto the highway, and arranging lots so they front on internal streets.
2. Major highway investments shall generally be limited to those areas proposed for new development, and shall be carefully controlled in areas proposed to remain rural in nature.
3. Traffic flow and capacity of existing highways shall be maintained or improved where possible by providing additional lanes for turning, entrance and exit.
4. The maintenance and improvement of transportation facilities for the movement of goods in the Town of Kendall shall be given a high priority. Adequate trucking access shall be encouraged and maintained for light industrial and commercial uses.
5. New development shall be encouraged to provide accommodations for pedestrians and bicycle circulation, and every effort shall be made to provide organized circulation facilities to schools, commercial centers, recreation areas, and similar uses.
6. Special consideration shall be given to the needs of the disabled in the design of pedestrian facilities and other transportation facilities.



### Recreation Policies

1. It shall be the policy of the Town of Kendall to place increased emphasis on integrating public and private recreational activities to create a more unified recreation system, and to make greater use of all existing recreational resources.
2. The Town of Kendall, in its review of residential, commercial and light industrial development proposals, shall recommend that all such proposals include appropriate lands to meet the needs of the population for both active and passive recreation.
3. Recreational opportunities shall be expanded along the major waterbodies of the Town of Kendall, but no natural resource shall be disturbed to a point of jeopardizing its environmental sensitivity.
4. Increased emphasis shall be given to expanding recreational opportunities that are accessible to all members of the public, and to those that can be reached by developed transportation systems.

### Open Space Policies

1. Increased emphasis shall be given to identifying potential open space opportunities and in developing an open space system which links active and passive recreation areas.
2. The Town of Kendall shall utilize appropriate public properties, and will support efforts to obtain public easements and properties, for open space and recreational purposes.
3. The Town of Kendall shall make maximum use of private initiatives, public programs, and land use controls to create or obtain open space and recreational areas.
4. The Town of Kendall shall require major new developments (residential, commercial and industrial) to preserve the integrity of existing natural open areas through the proper design and planning of such developments.
5. Developers shall be encouraged to set aside for open space and aesthetic reasons, those areas which present serious natural limitations for development which can be overcome only at a very high financial and environmental cost.

## SECTION FIVE

### GENERAL IMPLEMENTATION STRATEGIES

This comprehensive master plan will not answer all the needs of the Town of Kendall. If the master plan is to have a positive effect on the future growth and development of the town, it must be used to guide decisions. The program of implementation recommended below relies on the mechanisms which are currently available to the town. It is believed that these mechanisms, if applied in ways that are consistent with the provisions of this plan, will prove sufficient for implementing this master plan.

### Land Use Controls

Local government maintains authority over development through its ability to prepare master plans, provide zoning of land uses, regulate subdivisions, and to enact other similar development regulations. The Town of Kendall will thoroughly review and evaluate all existing land use controls, and determine the need to update or modify these controls to be more consistent with this plan and the changing needs of the community. Where it is determined that controls are lacking altogether and are needed, the Town of Kendall shall develop and enact suitable regulating provisions. The town shall also continuously monitor existing land use controls and provide the necessary administration and enforcement measures necessary to insure their effectiveness.

#### Public Investments

Roads, sewers, waterlines, parks -- investments in these and other public facilities have a major impact on development. The Town of Kendall will thoroughly evaluate the need to provide, or upgrade existing, public facilities and shall seek out appropriate funding sources to provide these public services.

#### Joint Participation

The Town of Kendall, in sharing a common concern for the proper development of the Lake Ontario shoreline, has successfully participated in the preparation of a Local Waterfront Revitalization Program with the Town of Carlton and the Town of Yates. This type of participation has proven invaluable and the Town of Kendall shall continue and expand its role in joint participation with surrounding towns and counties in developing land use and facility planning activities.

#### Outside Assistance

The Town of Kendall shall continue to seek outside assistance from county, state, and federal agencies that sponsor programs consistent with the goals, objectives, and policies of this comprehensive master plan. Typical examples of agencies that the town will continue to call upon for technical assistance are the Orleans County Industrial Development Agency for assistance in locating desirable light industry within the town, the New York State Department of Environmental Conservation in regulating wetlands, and the U.S. Department of Interior in providing funds for the preservation and enhancement of recreational facilities.

#### Capital Improvement Plan

The Town of Kendall should develop a long-range capital improvement plan which outlines projects or services that may be necessary to initiate as a result of this or any other land use development plan. An example of an important local investment that could be programmed into a long-range improvement plan would be providing funds for the acquisition of land for conservation or public recreation.

#### Development of Road Specifications

The Kendall Highway Department has unofficially been utilizing road construction specifications developed by a private engineering consultant for an adjacent town. The Town of Kendall, using these specifications as a guide, shall develop and formally adopt road specifications prescribing the minimum standards required for new roadway construction within the town. Adherence to these specifications will be required of all roads to be dedicated to the Town of Kendall for ownership and maintenance, and will ensure that all roads are constructed using uniform and approved standards.

### SECTION SIX

#### CONCLUSION

Implementing this master plan will be a time-consuming task. It will require a coordinated effort by many different persons performing many types of actions. While the previous section has provided a general indication of the types of implementation actions required, the discussion was far from complete. Certain actions outside the implementation discussion may have to be taken to bring the plan into effect. Similarly, certain actions that were discussed may not be necessary.

The most important requirement for implementing this master plan will be public and municipal support for the plan itself.

#### SOURCES OF INFORMATION

- Kendall-Yates-Carlton Local Waterfront Revitalization Program. Draft, 1990.
- Kendall Local Law No. 1 - Flood Damage Prevention Law, 1987.
- Kendall Local Law No. 2 - Coastal Erosion Hazard Law, 1989.
- NYSDDEC Coastal Erosion Hazard Rate Maps. Aerial Photo #247-806-79, 249-806-79, 251-806-79, 253-806-79, 254-806-79, and 256-806-79.
- NYSDDEC Classifications and Standards Governing the Quality and Purity of Waters of the United States. (6 NYCRR Parts 701-702).
- NYSDDEC Freshwater Wetlands Maps. Kendall and Hamlin Quadrangle. (6 NYCRR Part 664).
- NYSDOS Significant Fish and Wildlife Habitat Area Map. Kendall Quadrangle.
- Orleans County Agricultural District No. 3 Eight-Year Review Report and Map. October 14, 1992.
- Orleans County Agricultural District No. 4 Eight-Year Review Report and Map. June 22, 1995.
- Orleans County Health Department. Kendall-Hamlin Joint Water District file.
- Orleans County Highway Map, 1987 and Real Property Tax Maps, 1990.
- Orleans County Soils Survey, Soil Conservation Service, 1977.
- U.S. Army Corps of Engineers Navigable Waterways Maps. Kendall and Hamlin Quadrangle.
- U.S. Bureau of Census. Census of Population and Housing, 1950-1990.
- U.S. Bureau of Census. Construction Statistics Division, Building Permits Branch, 1985-1989.
- U.S. Department of Commerce, Weather Bureau. Local Climatological Data for Orleans County.
- U.S. Department of Housing and Urban Development, Flood Insurance Rate Maps. Map Panel Numbers 360643 0005 B and 360643 0010 B.
- U.S. Department of the Interior Geological Survey, 7.5 Minute Series Topographic Maps. Kendall and Hamlin Quadrangle.
- U.S. Fish and Wildlife Service, National Wetlands Inventory Maps. Kendall and Hamlin Quadrangle.



APPENDIX ONE

TOWN OF KENDALL  
ORLEANS COUNTY

AGRICULTURAL DISTRICT

Boundary

Exclusion

NYSDEC WETLAND

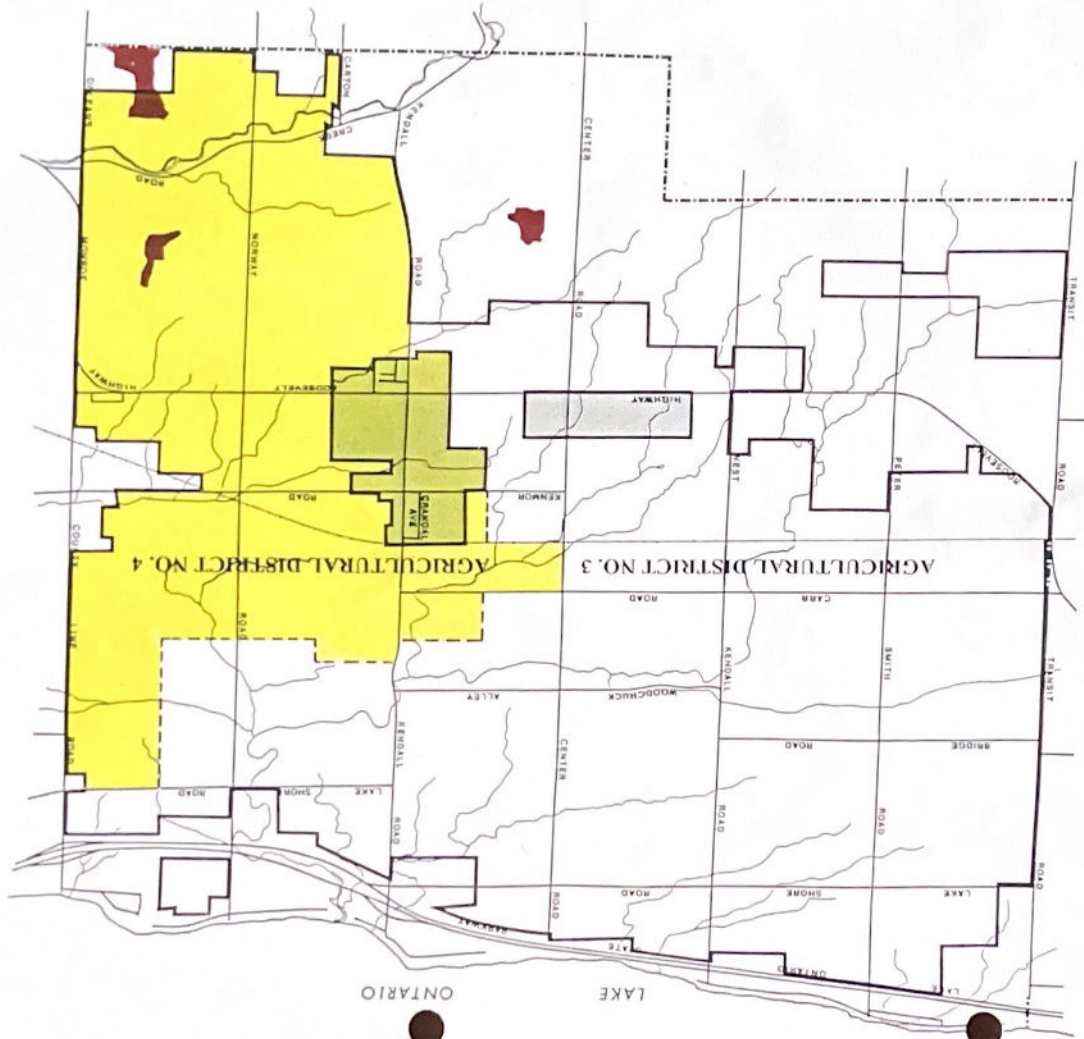
Not an  
Accurate  
Map



09-11-97

MARTIN ENVIRONMENTAL CONSULTING

0 1000 2000 4000



APPENDIX TWO

TOWN OF KENDALL  
ORLEANS COUNTY

COASTAL EROSION RATES

- 2.0 feet per year
- 1.5 feet per year
- 1.0 feet per year

LWRP COASTAL AREA

- WATER DISTRICT
- WATER DISTRICT NO. 1
- WATER DISTRICT NO. 2
- WATER DISTRICT NO. 3



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16-11-60

