

Town of Hannibal

Comprehensive Plan

Adopted March 14, 1996

Town of Hannibal

Town of Hannibal
Zoning Commission

Oswego County
Department of Planning and
Community Development

**Draft Document Outline
Hannibal Comprehensive Plan:**

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I. Introduction:

The following document contains a comprehensive plan for the Town of Hannibal, New York. The plan and its inherent goals are the result of information supplied by Town residents through a mail survey distributed by the Town of Hannibal Zoning Commission and the Town Board in the fall of 1993. Input for this plan was also obtained during a productive public meeting in February of 1994 at which residents were able to voice their opinions regarding the future of Hannibal and its residents.

This document is extremely important for every resident of the Town. It contains the framework by which the Town will plan for future development, conserve its local resources, and create a quality place to live for Hannibal residents. The Hannibal Zoning Commission would like to invite every citizen to read and review this plan and participate in the planning process to the extent possible.

A major issue raised in discussions at the public meeting and among the zoning commission members is the fact that Hannibal is a rural town. The people who live here want to live in the country and would like the Town to retain its rural character in the future. In fact one resident clearly stated that, "If we wanted to live in the city we would move to the city [and] we like Hannibal the way it is." Many want to see commercial development limited to the Village and would like to see development outside of the village to be in harmony with the country setting. The idea of "Rural Character" refers to a number of visual, environmental and cultural factors. When one thinks of Rural character one may envision farms and barns, fields and woodlands, rolling hills and ponds, a quaint quiet village and hamlets connected by scenic country roads. It is this visual character that the residents of Hannibal have chosen as a defining reason for calling Hannibal their home. Town officials feel that this document will provide a framework for a planning approach that will ensure that this character is maintained for future generations.

II. Inventory and Analysis:

A. Historical Development.

Originally, land comprising the Town of Hannibal was Iroquois territory. In 1788, the State of New York purchased all of the lands of the Onondaga and Oneida tribes except for a few small reservations. A good portion of this land was set aside for the purpose of making land grants to veterans of the Revolutionary War. The Military Tract commenced on the southern shore of Lake Ontario at the mouth of the Oswego River (then known as the Onondaga River). The tract included all of the current land in Oswego County west of the river plus the counties of Cayuga, Onondaga, Seneca, Cortland and portions of Wayne, Tompkins and Schuyler Counties. The Military Tract was divided into townships of one-hundred lots of 640 acres each. Robert Harper,

then serving as New York's Assistant Secretary of State was schooled in the classics and drew upon his background when he provided names for the towns in the tract. For instance Cato was a Roman statesman, Lysander was a Spartan general and of course, Hannibal was a great Carthaginian general.

The Military Township of Hannibal included all of the present County of Oswego lying west of the river, except for 33 lots of the Township of Lysander. In 1791 Hannibal became part of Herkimer County having previously been included in Montgomery County. In 1794, when Onondaga County was formed, the three Military Townships of Hannibal, Lysander and Cicero were placed under the jurisdiction of the Town of Lysander. The first settler in what is now the Town of Hannibal was Thomas Sprague, Sr., a Revolutionary War veteran who brought his family from Connecticut in 1802 to settle near Bethel. In 1805, other settlers located at Hannibal Center. Among these were Orren Cotton and Watson Earl, who in partnership constructed the first grist mill.

On February 28, 1806 the Military Township of Hannibal separated from Lysander within Onondaga County. The first town meeting in Hannibal was held on the first Tuesday of April, at the home of Matthew McNair, an innkeeper in the Village of Oswego. William Vaughan was elected the first Supervisor and the first town Clerk was Edward O'Connor.

The first structure built within the current Village limits was a log structure built by Henry Jennings in 1808 as a hotel near what is now the Village Square. Arvin Rice settled near the outskirts of the Village in 1809, in a log cabin on Oswego Street.

After the War of 1812, the Hannibal area was settled more rapidly and developed into a prosperous farming community. In 1815 the first store in the Village of Hannibal was opened by Benjamin Phelps. About the same time, Amos Field from Vermont, built the first frame hotel.

On March 1, 1816, the Town of Hannibal and the north 33 lots of Lysander were taken from Onondaga County and made part of the newly created Oswego County. With the 33 annexed lots, the Town of Hannibal then consisted of all of Oswego County lying west of the Oswego River. On April 20 1818, by act of New York State Legislature, the Towns of Oswego and Granby were set apart from the Town of Hannibal. The boundaries of the Town have remained ever since and includes 27,786 acres of gently rolling hills. The completion of the Oswego canal in 1828 stimulated further growth. The hamlets of Fairdale, North Hannibal, Hannibal Center, South Hannibal, Kinney's Four Corners and Wiltseville developed during this period.

By 1835, the population of the Town of Hannibal was 2,204 people. During this time the Western Emigration Company was formed in Hannibal for the purpose of establishing a new settlement in the West. As a result, Hannibal residents were

directly responsible for the founding of Kenosha, the fifth largest city in Wisconsin.

The Village of Hannibal was incorporated on April 7, 1860. The first Village President, Robert M. Rogers, was elected on May 18th. The boundaries of the village, established as the result of a survey done by Alfred B. Worster, enclose an area of approximately 732 acres. At the time, the population of the Village was 416 residents while that of the Township was 3,246.

Several prominent Hannibal residents were involved in the underground railroad which assisted the escape of fugitive slaves to Canada. During the Civil War years of 1861-65, approximately 400 men, representing the majority of Hannibal's young male adults fought for the Union cause.

In 1872, the Lake Ontario Shore railroad was constructed passing through Hannibal. This segment of the railroad is commonly referred to as the "Hojack Line" and is currently abandoned. Most of the right of way is owned by Oswego County except for a portion in the Village. The Town owes much of its current form to the Hojack Line. In the heyday of the railroad, as many as seven passenger trains and 10 to 15 freight trains passed through Hannibal daily. Carloads of dairy products, fruits, bricks, barrels, and cheese boxes produced in Hannibal were shipped to market by rail. Arriving passengers could rent rooms at the American House, now known as the Hannibal Hotel. Disastrous fires in the Village prompted the formation of the Hannibal Volunteer Fire Company in 1910. Eventually, the fire company provided fire protection throughout the Township. Today it is equipped with the latest state-of-the-art fire fighting equipment and ambulance service.

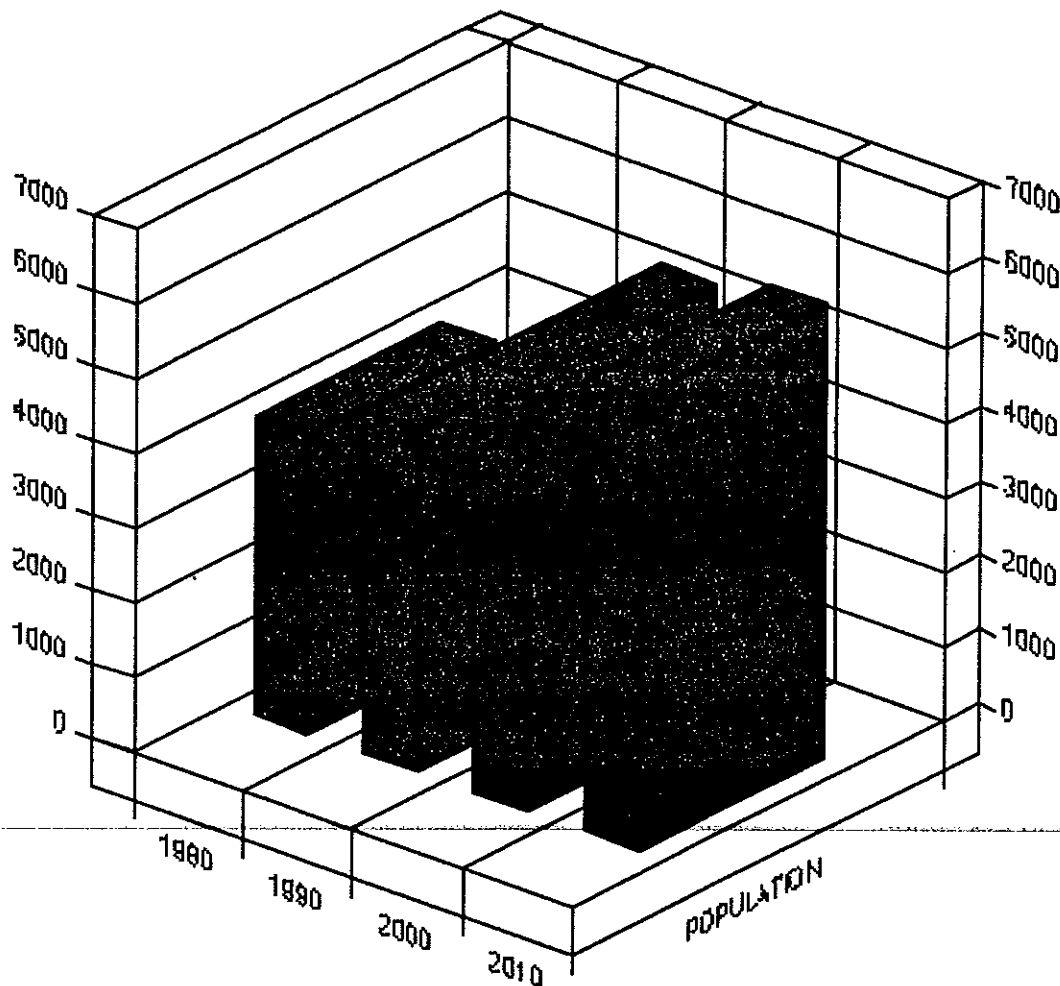
Historically, farming is the predominant industry in the Town of Hannibal. Agriculture fostered growth of related business. In the early days, farmers and local industries interacted in such a way that the Township tended to be quite self sufficient. Agriculture in Hannibal mainly falls under three categories: dairy farming, vegetable farming, and fruit growing, although there have been other farming operations including tobacco and poultry. Following World War II, Agricultural activities in the Town began to decline even though there are a few large dairy and fruit farms currently in operation.

Today Hannibal remains a quite rural community with rapidly expanding suburbanization. Large numbers of parcels are being subdivided for residential purposes. Most of the Town residents commute to larger urban cities such as Syracuse, Oswego, Fulton or Auburn for employment. This creates more of a bedroom community where residents commute to work outside of the Town and return to a peaceful rural existence in the evenings. The beautiful rural character of the area is attracting the very type of development that threatens the future of the Town. The fact that the Town has developed this document is a reflection of the desire of the residents to encourage development to occur in a manner that will protect the

environment that attracted current residents to Hannibal and will continue to do so into the foreseeable future.

B. Demographics.

The following information was derived from 1990 Census Data for the Town of Hannibal. These numbers are based on the Census response however, it should be noted that they are subject to variations on a weekly, monthly or yearly basis. The information that follows is used to illustrate general trends and demographic character of the Town and are not proposed to be exact by current standards.

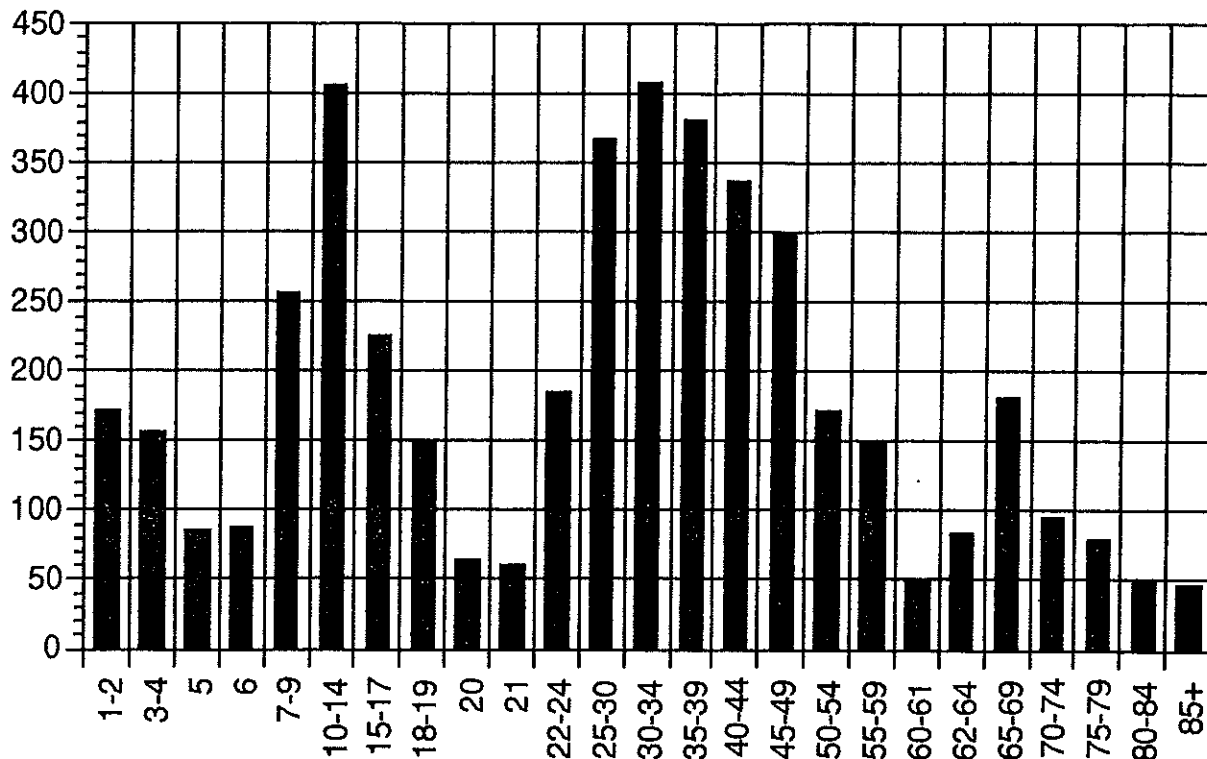


Population data for the Town of Hannibal.

Source: U.S. Bureau of the Census 1990.

According to the 1990 U.S. Census data for the Town of Hannibal there are 4616 residents in the Town of Hannibal. This figure compares to 4027 residents as recorded in the 1980 census figures. This change in local population reflects a 14.6% increase in 10 years. According to population trend figures based on the 1990 Census it is projected that the Town population will increase to 5842 by the year 2000

and 6105 by the year 2010. If current trends continue, the possibility exists for the population of the town to more than double over the next 15 to 20 years. These figures include population trends for the Village which are forecast to increase more moderately from 613 in 1990 to approximately 676 by the year 2010.



Town of Hannibal population by age group. Source: U.S. Bureau of the Census, 1990.

The 1990 Census data shows 1547 households in the Town of Hannibal, 16% of which are designated as a single female with no husband present. Approximately 14% of the total number of Hannibal residents are living below the 1989 poverty level of \$12,674.00 for a family of four. 37 Town residents are living in group homes.

The number of Town residents working in Oswego County is 1438 as compared to 416 residents who work outside of the county. Most residents working within Oswego County commute an average of 22 minutes to their employment according to the 1990 data suggesting that most residents commute as far as the greater Oswego area and the greater Fulton area.

Information on the educational status of Town residents shows that in 1990, approximately 64 students were enrolled in pre-primary school. A total of 882 Town residents are enrolled in the public school system and accompany students from Granby, the Sterling area and the Town of Oswego. At the time of the 1990 Census there were 157 Town residents enrolled in colleges.

AGRICULTURAL	3787.72
RESIDENTIAL	13943.64
VACANT	9146.97
COMMERCIAL	601.93
RECREATIONAL	32.36
COMMUNITY. SERVICE	140.52
INDUSTRIAL	129.63
PUBLIC SERVICE	166.13
<u>FOREST.WILD.CONSERVATION</u>	<u>111.35</u>

<u>TOTAL:</u>	<u>28060.25</u>
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Town of Hannibal land use acreage.
Assesments.

Source: Oswego County Real property

C. Natural Resources.

A brief overview of natural resources is included in this planning document. A detailed Natural Resource Inventory for the Town of Hannibal was completed in 1987 and updated in 1994 with the creation of computer generated maps which are available for public review at the Hannibal Town Hall.

1. Geology.

The general geology of the Town of Hannibal is typical of the Eastern Ontario lake plain. The Town contains two major groups of bedrock. The Clinton Group lies approximately 1400 feet below ground level and lies beneath most of the Town. This bedrock is a mixture of shale, limestone and sandstone. The second type of bedrock is found along the northern border with a narrow finger parallel to the western border to south of the village. This is referred to as the Medina Group and Queenstown Formation which contains red sandstone and red shale.

The surface geology of the Town of Hannibal refers to the unconsolidated materials that lie above the bedrock. These materials were deposited over the bedrock during the retreat of the last glacier known as the Pleistocene glacier. This is called parent material and influences the types of soils that exist in different areas of the town. The parent material harbors much of the Town's groundwater supply and the type of surficial geology in your area can have a great deal of influence on the presence and quantity of groundwater on or near your property. (See Plate 1)

2. Groundwater.

The Town of Hannibal's groundwater resources vary from area to area but they are limited in most of the Town. The quantity and purity of your groundwater depends upon a number of factors. These factors include the type of parent material, the permeability of the soil, the proximity to streams, ponds or wetlands, the type of ground cover (i.e. forested, farm, field etc.), the location of aquifers, and many other man made and natural conditions (See Plate 7).

The type of development that is presently occurring in the Town is certain to have a major impact upon groundwater quality in the future. This is due to the fact that all but a few of the soils in the Town of Hannibal are unsuitable for standard septic systems and acceptable soils are scarce. Soils are shown according to their level of severity on Plate 3 in the map section of this report. The reason for the unsuitability of the soils in Hannibal are twofold. First, most of the soils lack properties necessary for proper permeability. In other words, standard septic systems either leach too quickly causing groundwater contamination, or too slowly causing ponding which may ultimately run off into streams and surface water. The second problem with the soils in Hannibal is that the water table in much of the Town is very close to the surface (See Plate 3). This means that seasonal changes in groundwater levels may also cause either groundwater contamination or ponding and runoff.

Problems associated with groundwater contamination were recognized by Town residents in their response to the Fall 1993 survey. Groundwater protection was listed as the number one concern of residents who returned a survey. In fact, 80% of the residents who responded ranked groundwater protection as the number one issue to be addressed by the Town officials. Ninety-six percent of Hannibal residents who responded to the survey gave a positive response for groundwater protection as an important issue (See survey results in appendix D).

The potential effect of development on the Town groundwater supply must be considered an integral part of planning and development in Hannibal. Actually the amount of usable water stored within the first one-half mile of the earth's surface is at least 20 times greater than the amount of water in all of the rivers and streams in the United States (Chemical Manufacturers Association). Once groundwater is contaminated it is affected for hundreds or thousands of years depending upon the amount and duration of the contamination.

A number of potential aquifers and potential aquifer recharge areas exist in Hannibal (see Plate 7). These areas are zones where the possibility exists for large pockets of groundwater with associated recharge zones. A "recharge zone" is an area where groundwater is readily replenished by precipitation due to certain soil characteristics coupled with topography. In many cases the topography creates a drainage basin in

which water flows and eventually percolates through the soil to the water table. Although these potential "zones of groundwater" have been identified, more scientific study needs to be done to identify the estimated boundaries. This map can readily supply a general framework for groundwater protection through careful planning and should be the basis for future land use decisions within the Town of Hannibal (See Plates 2, 3, and 7).

3. Soils.

Soils are another critical factor in planning for land use. The importance of soils may range from the most valuable for agriculture to the most suitable for building construction. Certain soils have greater potential for aquifer recharge areas. Sand and gravel soils have the greatest potential for aquifer recharge as they have greater potential for rain water to percolate through the upper soils. Other soils are poor for home construction. Carlisle soils for example are a muck soil usually found in wetlands. These soils have very poor bearing capacity for foundations and basements. On the other hand these soils are valuable to wetlands and provide a very high capacity for storing water. This soil in combination with wetland plants and topography is vital to retaining runoff from precipitation. When this type of system is impacted by excavation and building development it can result in flooding down stream which can cause property damage and destroy habitat important to wildlife and waterfowl. A list of soil types is included (see appendix) and their locations can be seen in Plate 2 of the Town of Hannibal map series (See Plate 2).

Till soils are the most common type of soil found throughout Oswego County. Till (or glacial till) is a mix of boulders, rocks, clay, sands and silts which are the result of our glacial past. This soil type is associated with a layer of fragipan (or "hardpan") which is a dense and relatively impermeable layer that restricts percolation of water and plant root growth. This condition has a great deal of influence upon certain land use decisions. Hannibal contains several large expanses of till soils including Ira, Sodus and Scriba soils.

~~Glaciofluvial soils are also glacial in origin. This class of soils was formed as the result~~ of surface waters depositing sediment in layers during the melting of the glaciers. Glaciofluvial soils consist of stratified sand and gravel deposits. Glaciofluvial soils are found throughout the Town of Hannibal in small deposits with no discernible pattern. Examples of this soil type are the Alton and Hinckley series which are compatible with septic systems and building construction. At lower elevations this type of soil may contain higher levels of silt and clay resulting in poor drainage but at higher elevations Glaciofluvial soils absorb septic effluent and provide a good building base. Unfortunately for the purposes of development the size of these deposits and their scattered pattern are limiting for the purposes of development.

Lacustrine soils in the Town of Hannibal include Minoa, Raynham and Williamson soil series. This soil type was formed from sediments at the bottom of the ancient Lake Iroquois which slowly drained over thousands of years. This soil group is found mainly in the southern half of the town and is associated with poor drainage and slow permeability. These soils are usually very shallow. The water table is usually very close to the surface which makes it unsuitable for septic systems.

Alluvial soils are fine grained sands and clays which are deposited as the result of stream or river courses. Although these soils have beneficial use as farmland they are usually associated with seasonal ponding or flooding. This makes these soils best used for large scale agricultural operations such as field agriculture or selective silviculture. Alluvial soils are very limiting for commercial or residential development. In Hannibal this soil type is very scarce and is concentrated for the most part along the Nine Mile Creek corridor.

Organic soils are formed from material deposits like peat, marl and muck. This soil type has a high percentage of decomposed vegetation. Organic soils have higher deposits of vegetative matter on a yearly basis during their formation. This provides a buildup of organic matter which makes the soil extremely fertile. Two types of organic soils are found in the Town of Hannibal. Peat soils are usually associated with soils in which the decomposing leaf matter or "litter" is still recognizable. Muck soils are soils where the plant material has decomposed to form a moist mix of raw nutrients. These soils are readily recognized by a distinct sulfur odor and standing water at no more than 2 to 3 feet below the surface. There are relatively few areas in the Town where this soil type is found in quantity but there are many small zones of organic soils throughout the town. (See Plate 2) the town. (See Plate 2).

4. Topography.

The topography within the Town of Hannibal consists of relatively low sloping hills with intermittent drumlins mainly in the western and southern portion of the town. The lowest point of elevation is found in the northwest corner of the town roughly 300 feet above mean sea level. The highest point is located at the top of drumlins along the eastern boundary of the Town. These drumlins are signatures of the glacial history of the town when glaciers moving across the surface created long tapered hills that run in a northwest to southeasterly direction.

The rise from the lowest point to the highest point is generally very gradual. The greatest average slope in the Town falls between 3-8 %. The greater sloping hills have greater development potential than the lesser slopes of 0-3% due to better

drainage in these areas. Most of the present development in Hannibal has taken place within this slope class as the result of this better drainage for basements and buildings. Only a few areas in Hannibal contain slopes of greater than 8%. These slopes are associated with the drumlins located in the eastern portion of the Town. (See Plate 2)

5. Vegetation/Wildlife.

Vegetation and wildlife in the Town of Hannibal is an extremely important component of the area's rural character. This is viewed as an integral part of the Town's natural and human history. Additionally, while these aspects of the local environment contribute to the appearance of the Town, they also provide an economic value to a community. Small scale timber production, hunting, trapping fishing and outdoor recreation may benefit the overall local economy of a rural community by creating a market for related businesses.

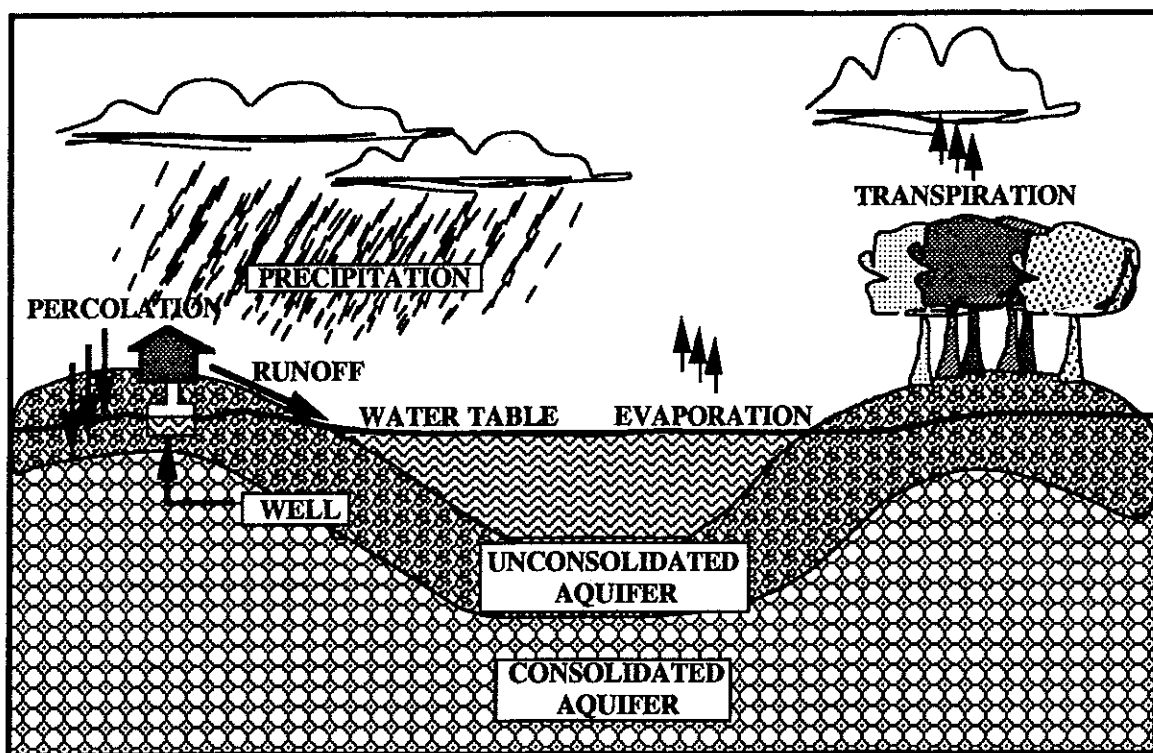
Vegetation is an important indicator of many characteristics of a given site and can give clues as to the type of soils, the hydrology, the aspect of slopes, and the types of wildlife that may occupy in a given area. Hannibal vegetative zones can generally be referred to as ecological "communities" in which certain species are found to be dominant in a given locale. Mature upland forests contain Maple and Beech plant communities with hemlock as an associated species. Wetland or lowland zones normally consist of tree species that are adapted to wet soil conditions such as yellow birch, hemlock or red osier dogwood. Old agricultural fields may be dotted with pioneer species like quaking aspen, choke cherry, and shrubby viburnums which pave the way for growing conditions that allow natural succession to take place. Mature or climax communities in these areas include Maple; Beech; Hemlock communities.

Plants that are associated with stream banks or rivers may consist of willows, yellow birch and alternate leafed dogwood. Shrubby plants associated with stream banks include various forms of sumac and riverbank vines like the riverbank grape or trefoil. All of these species can be used to identify certain environmental conditions within the Town in order to identify areas which have limited development potential.

Vegetation is also very important for wildlife in that it provides the food and shelter necessary for wildlife habitat. For example, certain types of shrubs attract birds and waterfowl. Blackberry and wild raspberry are also beneficial to people who harvest these fruits for their own use.

Another example of the value of vegetation is the presence of apple trees which provide apples for locals. Many people gather elderberries blackberries or collect cherries or raspberries and wild grape. Although the marketability of some of these items are limited in the Town of Hannibal, there are a number of agricultural

There are eight "sub watersheds" within the Town of Hannibal and three major creeks with associated tributaries. These surface waters are classified by the State of New York according to their "best usage" as determined by water quality. Standard criteria used in determining the quality of surface waters includes coliform bacteria, acidity measurements, total dissolved solids, dissolved oxygen and radioactivity. According to State Law, no discharges are allowed that will lower the water quality of a stream. Water classification in the State of New York is included on page 9 along with a graphic representation of the hydrological cycle. For the purposes of a comprehensive plan for Hannibal, watershed management is an important component in preventing contamination of surface and groundwater. Due to the fact that water is an important commodity for development, it is extremely important that it be viewed as a natural resource that needs conservation measures to ensure its quality. (See Plate 4).



The hydrologic cycle.

Source: Town of Hannibal NRI

Wetlands are a major sub-component of water resources within the Town. Wetlands may be described by Hannibal residents in many different ways. They may be called swamps, marshes, bogs, fens swales or any other number of names associated with particular characteristics of a given area. Although some may view wetlands as swamp that serves no other purpose except as a breeding ground for mosquitoes, it is important that Town residents are informed as to the functions and values of wetlands in their town.

operations which are closely related to the overall economy of the Town. Vegetation also provides shelter and disperses winter winds depending on the type and density of vegetation in a given areas. Trees also provide shade and cooling during the summer months which can provide energy savings to homeowners who live on forested sites.

Wildlife is also an important part of the rural character of a region. Many residents find pleasure in the presence of deer and other animals on their property for aesthetic reasons. Bird watching and nature studies are important hobbies to many people in rural areas. Other residents are enthusiastic about the ability to hunt, trap and fish as a form of recreation as well as a source of food. Deer hunting is a major outdoor sport in Hannibal and fishing is very popular throughout Oswego County.

There are a number of habitat areas that are typical to the Hannibal environment including upland forest, bottomland forests, old field, open wetland and agricultural fields. These areas are dependent upon a number of environmental factors including slope, soils, hydrology and vegetation. These character areas are important in identifying areas which harbor certain types of wildlife. Important wetland species such as the great blue heron or the wood duck are not likely to be found at the higher elevations of a forested drumlin. Character areas may be used in land use planning to indicate areas that are potentially sensitive to current development trends. (See Plate 6).

*See appendix for a list of plant and animal species typically found in the Town of Hannibal.

6. Water resources.

All streams, creeks and rivers in Oswego County eventually drain into Lake Ontario. The Town of Hannibal contains two major watersheds or drainage basins. The majority of the Town lies within the Ontario drainage basin which flows directly into Lake Ontario. A small southeast portion of the Town drains into the Oswego River and is part of the Oswego River watershed. (See Plate 4).

CLASS:	BEST WATER USE:
N	Natural condition
AA & A	Drinking & all
B	Swimming
C	Fish propagation/fish
D	Fishing

Surface water classification based upon the best use of the water resource. Source NYS DEC.

Wetlands serve the following functions in the natural environment:

1. Flood flow retention - Wetlands absorb and store water during major storm events. They decrease the peak rate of surface flow and absorb flood waters over a relatively short period of time.
2. Nutrient Uptake - Wetland vegetation has a great deal of capacity to trap, store and utilize excessive nutrients which flow into them. Runoff from agricultural fields, for example may create long term problems in a pond or stream but when agricultural nutrients are introduced into a wetland they are converted into plant matter and chemically transformed into organic matter.
3. Sediment / Toxicant Reduction - Wetlands also have the capacity to remove certain chemicals and sediments from the water column. Wetland vegetation serves as a filter or a sponge to these pollutants by trapping them and storing them in the sediment. This keeps these pollutants out of the surface waters and traps them where they are less of a risk to humans.
4. Erosion control - Wetland vegetation coupled with relatively flat topography provides conditions that do not facilitate erosion. Hydric plants are adapted very well to "holding on" to the soils during a flood event or under normal hydrological variations.
5. Open space, aesthetics and recreation - Wetlands provide habitat for numerous species of wildlife. Due to their diverse nature there are greater numbers of food sources which makes wetlands vital to the local fishery and other forms of wildlife. Additionally the mix of forest, field and open water in many wetlands makes them not only aesthetically pleasing but provide excellent opportunities for environmental education, outdoor recreation, hunting, trapping or other outdoor sports. (See Plate 9).

Another aspect of surface waters that needs to be included in the Hannibal comprehensive plan is flood potential. The Town of Hannibal has a number of regulated flood plains which flood seasonally or during major storm events. Plate 5 shows the number and extent of flood plains within the Town of Hannibal based upon a "100 year flood event". This refers to the probability that a flood of a given magnitude will occur in any given year. The 100 year flood plain represents an area where there is a 1% or 1 in 100 probability that a flood will occur. This is not to say that these areas will flood only once in 100 years but it provides the guidelines necessary for assessing potential flooding of development in the future. (See Plate 5). Development in flood hazard areas can create a number of problems. First of all flooding in these areas can cause ponding over residential leech fields which can cause septic systems to fail. Additionally the possibility of loss of property or physical harm to occupants may result if structures are developed in the flood plain. Increased

development also affects the amount of impervious surface within the flood plain which can increase flooding in locations down stream. As impervious surfaces are constructed, the amount of runoff from a given site increases. This increase in runoff can cause damage in other areas of the watershed if careful mitigation is not implemented.

As of the Town of Hannibal recently opted to participate in the National Flood Insurance Protection Program. The program allows residents who live in regulated flood plains to participate in the National Flood Insurance Protection Program. The National Flood Insurance Protection Program helps to identify potential development in flood plains and therefore may discourage further degradation of flood zones.

7. Community Facilities and Services.

A. Education:

The Hannibal School District is the largest community facility in the Town consisting of three education buildings. These facilities include Fairley School, Cayuga Street School, and Hannibal High School. In 1995, enrollment in the combined schools numbered 1777 students with 425 students in grades K through 2, at Fairley School, 551 Students grades 3-6 at the Cayuga Street School, and 801 in grades 7-12 at the Jr. / Sr. High school. Two additional facilities include the District Main office and the Bus garage. The school system is an important community resource and employs 235 total staff including teachers, administrators and maintenance staff.

B. Cultural Resources:

The Town has access to a number of cultural facilities including the Library. Although it is small it is linked to the interlibrary system for sharing books in other libraries. Organizations in the community include: An American Legion Post, Kiwanis Club, Masons Organization and a VFW Post. Firemen's Field days celebration occurs annually.

C. Health:

There is one doctor located in the Village of Hannibal who provides health care services to the local population. Most residents are referred to health care facilities in Fulton, Oswego or Syracuse or the Wayne County - Wolcott Medical Center for more advanced health care needs. In addition there is a geriatric health care facility; Dulin's Nursing Home; in the Town of Hannibal. Lack of access to health care was brought up in discussions at the public meeting and by Town and Village Board members. There is only one local doctor in the town and access to health care locally is very limited. It was expressed that more local access to medical, dental and other health care is desirable and that a small medical professional business should be sought for the Village to include medical, dental and other related practices.

D. Public Safety:

Public safety is an issue of concern to local residents. At the present time there is no local authority or local police force to deter crime in the Town. County roads are patrolled by the Oswego County Sheriff's Department and the New York State Police periodically patrol State roads. There is no present plan to employ a local police force at this time.

Fire service in the Town of Hannibal is located in the Village of Hannibal. The Hannibal Volunteer Fire Department and ambulance service provides vital public safety services to both the Village and the Town.

In order to insure the public safety, it is important to formulate consistent policies and enforcement with respect to building codes, health department regulations, and junk yard regulations as required by New York State law.

E. Local Government:

There are two political entities in the Town of Hannibal. One is the Town of Hannibal and the other is the incorporated Village of Hannibal. Although the Town shares some services with the Village and their function is fairly similar, they operate under two separate governing bodies.

a. Town Government

The Town is a political entity which is the creation of the State of New York. Towns are created by an act of the State Legislative process and are the primary units of government. Through the Town Law of the State of New York the Town of Hannibal has the authority to provide a full range of municipal services to the residents.

The Town of Hannibal is governed by a Town Board consisting of an elected officials, including: a Supervisor, Town Clerk, four Councilors, two Town Justices, a Tax Collector, and a Highway Superintendent. The Assessor, Building and Codes Enforcement Officer(s), and Dog Control Officer are appointed positions. The function of the Town Board is to perform the duties of local government and administer the affairs of the Town based upon public need. These duties are described in detail in the New York Town Law. The "Town" is therefore a legislative body which enforces State and local laws and provides for public services.

The Town Planning Board is an appointed group of 7 members whose purpose is to review proposed development in the town to ensure protection of the public health, safety and welfare. New members are appointed by the Town Board as vacancies occur. They serve 7 year terms staggered over a 7 year period.

The Zoning Commission was appointed by the Town board to develop a Comprehensive Plan and zoning regulations based upon the information contained within this plan along with the Town's natural resource inventory and accompanying maps. The "Comprehensive Plan" is designed to establish long term goals for development patterns throughout the Town based upon public sentiment, the natural resource base and the results of background research.

b. Village Government:

The other political entity in the Town of Hannibal is the Village of Hannibal which is a separate political subdivision. The Village is incorporated and has a separate governing body. The Village was formed to provide services to a cluster of residents. Many of the Village Board responsibilities are similar to the town's. The designation of "Village" is based upon population density relative to land area.

The Village, like the Town is governed by provisions of an act of State Legislation. It is empowered by the provisions listed in the New York State Village Law. The Village government consists of a Mayor and four Village Trustees with powers to organize itself and provide for its own rules and procedures, adopt a budget and provide for the financing of village activities and to abolish or create offices, board agencies and commissions to delegate powers. The Mayor's position allows him to break a tie in a vote among trustees with respect to an issue of public importance.

Members of the Town Zoning Commission have expressed interest in providing for future cooperation with the Village. The Village is an important component of the Town's Comprehensive Plan. Since similar issues exist in the Village, this document should be updated in the future to include common concerns of the Town and Village.

III: Local Opportunities and Constraints:

A. Limitations of Groundwater supply.

Due to the factors outlined in the resource inventory it is critical that the groundwater resources within the town are addressed when planning for the future. Many communities do not plan for groundwater protection to find at a later date that the need for water and sewer infrastructure becomes critical at the expense of local taxpayers rather than a planned, phased process. Currently there are no plans for municipal water and sewer infrastructure so the

plan must consider the adverse effects of development to the towns groundwater so that development of such infrastructure does not become a critical situation. The soil types and the relatively high seasonal water table throughout the town result in a very limited potential for standard septic systems. Non point source pollution has become an increasing concern nationwide for the potable water supply. The limitations that exist in Hannibal support the need for development patterns to be in accordance with measures to protect drinking water. Density and the intensity of land use should be an integral part of the planning and review process with respect to the density of residential development and location of large commercial development.

The limitations of the soil types in the Town require that measures are taken to protect drinking water. The Town needs to assure that septic systems are adequate for protecting groundwater. Care must be taken to ensure that these systems are installed and operate properly and that they are maintained according to New York State Law. Because of the soil potential throughout the Town , septic and sanitary wastewater systems must be evaluated for the best use of technology in accordance with New York State Law and laws established by the Town of Hannibal. (See Plate 3).

B. Maintaining Rural Character.

Rural character may have different meanings to different people. If rural character is difficult to define it may be difficult to maintain. Rural character from the planning standpoint is a mosaic of physical, natural and cultural features. The Village of Hannibal is a rural commercial center which developed as a central feature or node to the surrounding countryside. In Hannibal this "node" developed as a central community to agriculture and grew as the result of the transport of goods via the railroad along the Hojack Line. This corridor was historically the central feature that supported the growth of the village. The mode of transportation i.e. the railroad, coupled with the agricultural economy of the surrounding countryside creates a link between the Hojack Line and the Village center. ~~The railroad line is long abandoned but the Village continues to~~ be a node for the local community. At the present time, recreational use of the Hojack Rail Road right of way is being explored for the potential of recreation for Town residents. Planning for recreational use of the right of way will become the focus of recreational opportunity in the Town of Hannibal. This right of way could eventually provide a recreation trail that will extend from the Town of Oswego, through Hannibal to as far west as Fair Haven and Wayne County and as far south as Cato in Cayuga County.

Hannibal Center and South Hannibal are hamlets in the Town of Hannibal to the south of the Village. These nodes are less developed than the Village but should be recognized as central features to the different locales of the Town. Major commercial development should be steered towards the Village of Hannibal proper in order to create a focal point for any future commercial or light industrial development but Hannibal Center and South Hannibal should also be considered as potential zones for "neighborhood oriented" commercial. This nodal approach to potential future development will serve to protect the surrounding environs from development that would require expensive infrastructure development in order to facilitate their operation. Larger commercial operations should be considered only when water supply and sewage disposal can be obtained and maintained in order to prevent groundwater contamination. This is difficult to assess at the present time without municipal water and sewer systems to handle commercial discharges.

The environment *is*, of course, the central feature of rural character. Natural scenery not only defines the rural character but it serves an important ecological function and must be integrated into a scheme for the sustainable development of the Town. Development within the Town should be geared toward retaining native vegetation to the greatest extent possible. It must also proceed in a manner that protects the very resources necessary for maintaining a quality lifestyle for the residents of Hannibal. Outside of the existing nodes within the Town residential development will be the largest threat to rural character throughout the town. The subdivision of land will be addressed with respect to the protection of rural character and the protection of agriculture within the Town. Hannibal already contains a large area which is typically rural in nature and this provides an opportunity to promote development in a manner that integrates existing character areas with development without interrupting the rural, environmental and visual character of the Town.

C. Maintaining Agriculture.

~~Agriculture is important to the Town in a number of ways. First of all, agriculture~~ is an important part of the local economy in that it is a viable industry that is compatible with rural character. Second, agriculture is valuable for the production of food. Thirdly, agriculture is an inherent part of what local residents consider "rural character". Agriculture is historically the reason for the founding of small villages and hamlets and essential part of the fabric of rural character. Agriculture and farms were expressed as a central visual identifier of rural character by Town residents at a public meeting on July 15, 1995. (See Plate 8).

D. Safe and Affordable Housing.

Safe and affordable housing should be available to all of the people of Hannibal. The issue of location of mobile home parks and individual mobile home units was raised by a number of individuals at the public meeting in February of 1994. It was expressed that this issue should be addressed in future zoning regulations and must focus on health, safety, and aesthetic considerations.

The average family size in the Town of Hannibal is 2.96 people per household. According to the 1990 Census there are a total of 1644 housing units in the Town of Hannibal. Single family homes are the most abundant form of housing available. The number of single family homes in 1990 was recorded as 914 total units which accounts for 56% of the housing in the Town. Mobile homes ranked second in popularity numbering 620 total units accounting for 38%. These figures compare with 1285 single homes and 280 mobile homes at the time of the 1980 census. Census numbers reveal that the majority of the housing in the Town of Hannibal is single family residential with mobile homes accounting for over 1/3 of the total housing in the Town and that both the numbers and percentage of mobile homes has increased substantially, more than doubling over the last ten years

Two-family residences ranked third at 42 total units or 2% of housing and multifamily units with 3 or more apartments numbered 50 or 3% of total housing. These numbers show that there is very little in the way of apartment style buildings or apartment complexes available to the local population.

Based upon the results of the most recent census the median value of a single unit in the Town is \$55,600. This number compares to \$65,100 as the median value of a home in Oswego County overall. Home values overall have increased from \$32,100 median value in 1980 which marks a 58% increase in home values over the last 10 years (without adjustment for inflation). The median rental cost for a non-owner occupied unit in the Town of Hannibal is approximately \$275.00 per month. This compares to \$311 per month as the median rent throughout the county. Census figures may be used to draw a fairly good picture of the type and cost of housing in the Town of Hannibal and should be used to explore housing opportunities as a possible strategy for future economic development. The lack of multifamily housing may provide a constraint among the local population with respect to fair housing opportunities. (See Plate 10).

In response to helping low to moderate income families locally, the Village received a \$400,000.00 grant from the Department of Housing and Urban

The issue that agriculture presents to planning is that it is threatened by the suburbanization that is occurring in Hannibal. It is also becoming extremely difficult for farms to continue operating in the wake of increasing tax burdens created by suburbanization. Once agricultural land is subdivided for housing, less and less land is available for agriculture. Agriculture requires large blocks of land in order to make farming viable. Because of the financial differential between the value of farm land and residential land, there is a temptation to subdivide the property and therefore eliminate its viability as agricultural land.

Suburbanization creates a situation where there is an increase in the number of people living in the Town who are not employed by agriculture. Unless planning addresses agricultural concerns, development and regulation may inhibit farming operations which creates an enormous burden to the farmer, therefore protection measures for agriculture must become an integral part of the planning process. An example of a practice that would allow for development and safeguard agricultural land at the same time would be developing fringes or provisions for clustering residential lots in on agricultural land. For example, instead of subdividing 100 acres into 1/2 acre lots spread evenly over the landscape, the lots would be smaller and clustered near each other occupying perhaps 25 or 50 of the original 100 acres. The remainder of the land would remain as open space for an active farm or through a conservation easement as undeveloped land for future use as agricultural land, recreation, wildlife habitat , etc.

The Agriculture that exists in the Town of Hannibal provides a number of local opportunities. Agriculture is important for the production of food for the region. Agricultural land also provides for groundwater recharge, open space and creates the rural feel that was expressed by Hannibal residents as an important part of their town. Agriculture also creates a benefit to "spinoff" development or businesses which are interdependent upon agriculture for their survival.

Recently, working farms have become the focus of agri-tourism which can have a great impact on the local economy providing both opportunity for tourism and agricultural education. Seasonal festivals, harvest fairs, and tours of working farms are becoming increasingly popular. This is evident in the success of hayrides, apple festivals, October fests and even tours of working dairy farms. This opportunity requires a certain amount of entrepreneurship that can provide economic benefit to the community and provide education to visitors about the importance of agriculture and the benefits of supporting agriculture. (See Plate 8)

Development (HUD) in 1989. Funds were used for the rehabilitation of low to moderate income housing over an 18 month period. A portion of the funds were also used for lead paint removal from selected homes within the grant target area. Projects were completed in the Spring of 1994.

In order to update information from the 1990 census Zoning Commission members received additional information as of July, 1994. According to a local assessor there are 259 mobile homes on single lots within the Town. There are 46 lots with two or more mobile homes and 56 single lots containing a house and a mobile home. Situations with more than one dwelling unit on a single lot are not typical in most towns in New York State, however, in rural areas this situation does arise occasionally.

A significant indicator of potential impacts to the Town are the 13 existing mobile home parks as of July, 1994. This reflects an increasing demand for affordable housing coupled with a need to plan for local groundwater impacts in the future. Large areas of land with inappropriate density may exceed the level of sanitary output which is compatible with local soils, and future expansion of this type of housing could adversely affect groundwater supplies if not planned carefully.

E. Safe and Efficient Transportation.

There are a number of State, County and local road systems throughout the Town. State roads in the Town of Hannibal include State Route 104, State Route 3, State Route 34 and a section of State Route 176. With the exception of State Route 176, all of the State Highways in the Town converge near or within the Village of Hannibal creating a nodal, or central area. This creates a central nexus where the Town's major highways converge on the village but also provide connections to the Cities of Fulton and Oswego and provide good access to points south in the greater Syracuse area and west to Cayuga County. (See Plate 10)

County roads in the Town of Hannibal include County Routes 7, 85, 21, 36 and old Route 3. County routes link the village with Hannibal Center, North and South Hannibal. County Route 7 provides a more rural north south route in the eastern half of the Town. State and County roads provide timely and efficient access to key areas of the town. They also provide access to The City of Oswego, The City of Fulton and the City of Auburn in Cayuga County. Although these highways provide adequate linkages for automobile transportation there use for non-motorized transportation is limited at the present time. High speed travel coupled with narrow shoulders creates a hazardous situation for pedestrians and bicyclists.

There are four types of highways in the Town based upon their functional classification. A list of the major street types are listed below.

FUNCTIONAL	STREET	LOCATION
ARTERIALS:		
Major Arterials:	State Rt. 104	All
Minor Arterials:	State Rt. 3	East from Village Line.
	State Rt. 34	South from 104
COLLECTORS:		
Major Collectors:	State Rt. 3	West from 104 to County Line
Minor collectors:	State Rt. 34	From Village Square to Rt. 104
	County Rt. 7	From Oswego town Line south to County Line

Functional Classification of major streets in the Town of Hannibal

Major arterial are streets that have little commercial or residential property facing the street. These streets are designed to carry 10,000 to 25,000 trips per day.

Minor arterial will have facing commercial development but residential property does not have direct access. residential areas are served from side streets which are limited by speed and sighting distance. This type of street generally carries 10,000 to 25,000 trips per day.

Major collectors provide access mainly to residential areas. these streets serve more than 150 residential units.

Minor collectors serve less than 150 dwelling units.

The remainder of the streets in the Town of Hannibal are classified as local roads. There are a number of town and local roads which mainly provide access to residential areas but are limited by their capacity to carry traffic.

Although these roads do not have a major traffic impact, they provide access to interior portions of the Town. These roads are more suitable for residential development and provide a low speed transportation network.

Overall, major transportation intersections in the Town which are viable for limited commercial and / or industrial development exist at State Route 3 in the village. State Route 104 and 3 are limited access highways outside of the village and high speed travel and poor sight distance at intersections make it very difficult to encourage development outside of the Village without major expense in road alignment and traffic signals. To a lesser degree State Route 34 and State Route 104 provide potential for limited commercial and / or industrial development and 104 north of the Village already has some parallel commercial development. Due to the improved nature of Routes 104 and 3, this area would be a logical extension of commercial development to the Village as a transportation hub. Both of these highways are adequate for truck traffic and allow traffic relief to other more rural or residential areas of the Town and provide relief to truck traffic through the Village center.

Commuter traffic from the area is limited to private automobile traffic. Although through traffic is not an immediate problem high speed traffic along County Route 7 may cause future conflict with growing residential development. Small local roads may become heavily traveled due to short cutting from more heavily traveled roads. Public transit in the Town is limited to bus service by Oswego County Opportunities. Other than bussing for the local school system, transportation in the town is mainly use of the automobile and there is a lack of bicycle and pedestrian thoroughfares throughout the Town.

Alternate modes of recreational transportation are limited to the informal and unauthorized use of the Hojack railroad right of way and other trails. Demand for the development of this trail has been expressed by some residents of the Town and planning efforts are currently under way by Oswego County for the use of this right of way for future infrastructure and interim use as a multi-season / multi-use recreation trail.

The overall highway transportation system is presently in adequate repair and the Town should strive to maintain and improve this system as required for the future growth and health safety and welfare of all Town residents.

F. Economic Development.

The Village of Hannibal proper is the central location for much of the Town's commercial activity. A great deal of the local spending is also done in the City of Fulton which creates a satellite opportunity for cooperation between Fulton and Hannibal. The main portion of commercial development occurs along Route 3 with some minor commercial land use on Route 34 in the southern portion of the Village and Stock Road which intersects Route 3 north of the "Village Square". Retail businesses exist in Hannibal Center, South Hannibal,

and North Hannibal, and at scattered locations throughout the town. The Village of Hannibal remains the largest commercial and retail area in the Town. Industrial activity is limited in the Town of Hannibal but a number of small commercial business are found along State Rt. 104 especially north of the Village and agriculture remains the largest industry in the Town. A list of Town and Village businesses is located in the appendix of this plan.

Historically, farming is the predominant industry in the Town of Hannibal. Agriculture fostered growth of related business. In the early days, farmers and local industries interacted in such a way that the Township tended to be quite self sufficient. Agriculture in Hannibal mainly falls under three categories; dairy farming, vegetable farming and fruit growing, although there have been other farming operations including tobacco and poultry. Following World War II, agricultural activities in the Town began to decline even though there are a few large dairy and fruit farms currently in operation. Today the majority of the Town's working adults have become wage earners working in business in Oswego, Fulton, Syracuse and beyond for employment.

Industrial growth in Fulton, Oswego and Syracuse has stimulated the increase in residential building within the Town of Hannibal. If Hannibal can achieve improvement in its water and sewage problems some small industrial development could occur in proper locations.

IV. Goals and Objectives:

The following objectives were determined based upon the results of a public survey distributed in the fall of 1993. Survey results were discussed at a public meeting in February of 1994 and Town residents confirmed that the top five issues of the survey were the most important (See survey results in appendix D).

Goal 1: Provide for the Protection and Enhancement of the Natural Resources in the Town of Hannibal.

A. Objectives:

1. Guide development to provide protection for groundwater resources.
2. Avoid adverse impacts to local surface waters.
3. Enforce existing protection measures designed to retain the functional values of wetlands.
4. Explore the possibility of planning for a Village/Town municipal water district
5. Support and continue Town participation in the National Flood Insurance Protection Program.

B. Strategy:

Discussion for Goal #1:

The "number one" issue identified by residents in the Town survey was the protection of groundwater resources. Protection of natural resources ranked "number three" in the survey results. In planning for the protection of groundwater it was determined that surface water pollution also has an effect on the quality of available drinking water throughout the Town. Changes in runoff patterns or runoff from streets and leach fields over time can have a cumulative impact upon the potability of drinking water. This will become an increasingly important consideration as suburban development increases in the Hannibal area.

Flooding is also an area of concern in the town. Although flood plains are fairly narrow throughout the town, increased impacts to wetland areas may increase the number and severity of potential flood events and the levels of non-point source pollution in the future. Wetlands also act as sponges that store water and slow runoff which allows time for water to be filtered through the wetland area. All of these issues have a direct impact upon the water quality throughout the Town.

During the public meeting in February of 1994 residents mentioned concern with respect to contaminated wells and failing septic systems. It was identified that most of the Town will not have municipal water available in the foreseeable future; therefore the protection of the groundwater resources is critical to the protection of public health and lot sizes will reflect necessary groundwater protection measures.

The Town and the Village should work together in order to explore the possibility of creating a water district. At the present time, water lines have been extended to the northeastern portion of the Town along the Oswego Town line. The possibility exists to extend municipal water lines along Route 104 or County Route 7 to the Village. Although municipal water will bring supply to the area it could also increase water use within a proposed water district which may affect septic discharges within the water district. Care must be taken in developing any plan for a water district so that it does not increase density of new development beyond the ability of available waste / septic systems.

Goal 2: Maintain the Rural Character of the Town of Hannibal.

A. Objectives:

1. Support agriculture and agricultural businesses.
2. Conserve open space where possible.
3. Develop site design standards for commercial / industrial development.
4. Adopt a local policy to enforce junk yard regulations governed by the State of New York.

B. Strategies:

Discussion for Goal #2:

Rural character was identified as an important issue in a number of different ways during the review of the survey results and during the public meeting in February of 1994. Most often it was closely associated with farming, open space and the need to improve the overall appearance of the town. Community appearance was ranked the "number two" most important issue in the survey. Although there were differing opinions relating to each person's idea of rural character it was usually applied to discussions of farming and open space where neighbors are separated by natural areas or small intermittent streams. From this interaction with the public, it is clear that the residents of Hannibal do not wish to live in a densely populated or congested setting but would like the availability of services in a central location. Rural character is important to the plan because it is the reason that residents have chosen to live in Hannibal. Rural character includes all of the natural, cultural and historic features which the local community recognizes as significant. Although it is often expressed in terms of visual appearance, rural character is an integral part of the local natural

resources. Goal 2 is therefore similar to Goal 1 as they are both directly related to the protection of environmentally sensitive areas and the conservation of the Town's natural resources. This includes encouraging the continuation of agricultural activities and supporting agricultural related business through effective land use regulations. The Town should promote the use of land for the purpose for which it is best suited based upon the plan mapping while providing for the conservation of physical and natural resources and to ensure that these intended uses may coexist with agricultural operations.

Agriculture is historically an integral part of the Town's economy but the agriculture industry is presently undergoing change. Many farmers are turning to more organic means of farming and farming practices are becoming more and more a planned activity due to environmental considerations. The farming community is well aware of the problems associated with unplanned farming activity because their livelihoods depend on changing environmental conditions from year to year. At the same time the economics of agriculture are creating markets that depend on mono-culture and markets dominated by supply and demand outside of the region are overwhelming many of the pricing situations locally. This has continued to put a burden on local farmers who are competing with very large farms in California, for example, which can raise large quantities of cash crops and deliver them to the east coast at prices cheaper than local farmers markets can produce them.

Without discussing the complications of agricultural markets it is important to recognize that local farmers face a dilemma. Their land is increasingly becoming more valuable to local developers who wish to subdivide fertile fields and plant monotonous single family residential units. Because many farmers have to struggle in today's markets they may see an opportunity to gain financial ground by selling off parcels of land. The net result is the loss of agricultural acreage. It is estimated that in Oswego County alone approximately 27,000 acres of agricultural land has either been lost or is no longer producing agricultural products in the last seven years.

Due to the fact that the local economy and the local history of Hannibal is so interconnected with agriculture it is imperative that planning initiatives in the town support agriculture and agricultural related business and that new development does not inhibit farming practices and local markets for local produce.

Goal 3 : Provide for Safe and Affordable Housing.

A. Objectives:

1. Provide an opportunity for a wide range of housing types.
2. Provide the opportunity for quality affordable housing for Hannibal residents.

Strategy:

Discussion for Goal #3:

The issue of safe and affordable housing was raised during the public meeting in February of 1994. The main concern was frequently how to provide low cost affordable housing to local residents while maintaining safe and healthy living conditions with respect to all types of housing. This will help the community develop in a manner that provides a wide range of housing opportunities and does not become restrictive to moderate income families. The Zoning Commission felt it was unreasonable to exclude working families from the option to buy and own a home. This goal will help to ensure that public health and safety is not compromised and many affordable housing alternatives are available to the public.

During the public hearing in February of 1994 a few residents voiced concern over outdated and aging mobile homes and substandard housing. Because of the large number of mobile homes in the Town, The Town of Hannibal Zoning Commission felt that it would not be fair to alienate mobile home owners and wants to make sure that residents can provide affordable housing for their families.

One method of ensuring the safety of structures in mobile home parks is to define them as a distinct type of residential unit but to treat them in the same manner as all residential units. For the purposes of this plan the Zoning Commission recommends that a mobile home be recognized in accordance with the Federal definition and that all mobile homes comply with the same code requirements and standards as a conventional "stick built" home.

All new homes placed in the Town of Hannibal must comply with the most recent building codes and standards in place at the time of installation regardless of whether they are new or relocated from a different site. This will increase requirements on mobile housing units manufactured prior to current safety codes that are relocated within the Town of Hannibal. These units are sometimes transferred to a lot for storage purposes or abandoned and left in a state of disrepair therefore placement of an outdated unit will be controlled.

Goal 4: Maintain a Safe and Efficient Transportation System.

A. Objectives:

1. Provide adequate parking facilities.
2. Provide for highway safety.
3. Provide for alternate methods of transportation.

B. Strategies:

Discussion for Goal #4:

Traffic safety and ease of access to State, and County highways and local roads may be compromised if commercial or industrial development is not steered away from areas with inadequate access, unsafe conditions or residential areas. Issues of poor road conditions, unsafe speeds and inadequate parking and driveway spacing can be hazardous to residents on public streets including motorists, bicyclists and pedestrians. The town should continue to maintain a high level of safe and efficient travel throughout the Town of Hannibal.

The Town's transportation system is important when determining the proper location for future commercial or light industrial development. This type of land use should be located in areas with safe egress to the transportation system, have access by major highways and should have access to either public water and sewer or make provisions for on-site wastewater treatment. It is recommended that commercial or light industrial development be excluded from access to local roads and residential areas in order to provide safe and efficient commercial operation of the proposed business which will not adversely affect residential neighborhoods. The decision to locate future land uses in the town should consider the functional classification of the highway system and direct land uses to the appropriate system.

Goal 5: Provide for Community Facilities and Maintain Public Services.

A. Objectives:

1. Provide quality community services and facilities to local residents and improve recreational opportunities in the town.
2. Support the development of the hojack line as a recreational opportunity for local residents.
3. Develop a "New Town Hall" building with adequate space for public use and Assembly.

B. Strategies:

Discussion for Goal #5:

There is a conspicuous lack of community facilities with respect to a public center or Town building where Town residents can gather. At the present time public meetings are limited to the Town Hall building in the Village. This building is shared by the Town and Village and is frequently unavailable to the public as a meeting space. A larger space for public gathering is both desirable and necessary for the Town and Village to function during public meetings and community events. The need for additional space should be evaluated for the creation of a "community center" where Town and Village residents can hold barbecues or gather for seasonal events. Interest has been raised in having a "barn raising" where the local community can become involved in this process. Adaptive reuse of an existing building within the Village of Hannibal should also be considered.

Public recreation opportunities in the Town of Hannibal are mainly tied to the Hannibal school system. Potential exists however to develop the old Hojack rail road right of way (ROW) for recreational use. A 7 mile section of the right of way is currently owned by Oswego County and was purchased in 1993 for the purposes of extending infrastructure in the future. Since the purchase, there has been an increase in demand for opening the right of way to public use as a recreation trail. The County has received a petition representing over 380 residents from the Towns of Hannibal and Oswego in support of developing the trail.

Public meetings held by the County showed support for the development of the ROW as a multi use - multi season recreation trail with potential to link to the active Cayuga County Recreation Trail which begins at the County line west of the Village. One small portion of the ROW is in private ownership in the village but the route has the potential to provide a recreation trail that links the village with Fair Haven State Park to the west and the Greater Oswego area to the north.

This ROW, if developed as a recreation trail will benefit local residents by providing improved recreational opportunities to local residents for year round recreation and additional nature trails for student nature study and access to other recreation areas outside of the Town. The lack of recreational opportunities was raised in the discussion at the February, 1994 public information meeting at the Cayuga Street School.

Goal 6: Provide for Orderly Economic Development.

A. Objectives:

1. Promote development of commercial and light industrial business in appropriate locations.
2. Concentrate commercial and light industrial development in designated commercial centers.
4. Create a review process which provides input by public service officials as a safety valve.

B. Strategies:

Discussion for Goal #6:

Economic development in the Town ranked within the top ten most important issues in the survey results. Promotion of small commercial and industrial businesses ranked "number 6" and "number 7" on the Town survey (See appendix A). In addition protection of agriculture, the Towns largest industry, was listed as the "number 4" most important issue. If commercial development is to occur in the future, and if the Town chooses to promote some small scale commercial / industrial development then it was determined that it should not place a burden on existing agriculture, traffic patterns, local business and residential areas. The Town must prepare for, and anticipate, the proper size, location and type of commercial growth in order to maintain rural character and protect agricultural operations.

Additionally, the Town should incorporate input by local public service providers as part of the project review process. For example, if a large residential development is proposed it may increase the tax base in the short term but the impact on the local school system five to ten years may put a burden on school facilities or bussing programs. What will be the effect of this development upon water resources? Will the Town be forced to create a water / sewer district in ten years as the result of high density development on a soil with low development suitability? This review of public services will help the Town to make sound decisions and anticipate future long term public concerns without placing a major burden upon taxpayers as a result of accommodating this development.

V. Alternatives:

The following is a discussion of alternatives to guide land use decisions in the Town of Hannibal for the future. Two plan alternatives were developed by the Zoning Commission based upon research by the individual members. The alternatives are also decisions based upon an evaluation of the Town's natural characteristics, current socio-economic trends and analysis of local opportunities and constraints for future development. These alternatives are listed in order of the appropriateness determined by the Town of Hannibal Zoning Commission based upon public input in the planning process. The following alternatives will become a framework for the Town to develop the appropriate approach to achieve the goals and objectives of this plan based upon the Town survey of fall 1993 and the Town public meeting in February of 1994 and July of 1995.

Please read the criteria for implementing these plan alternatives under the Implementation section. Based on review by the Town of Hannibal Board it has been determined that Alternative 1 recommended by the Town appointed Zoning Commission shall be adopted as the Town's strategy for the future.

Alternative 1:

Two distinct districts recognizing the Village as a commercial center.

- Agricultural and Rural Residential District.
- Agricultural Overlay District.
- Rural Agricultural Village Commercial Center.
- * Public Service review.

Alternative 1 creates an agricultural and rural-residential district in the Town of Hannibal with the exception the Village. An area for a potential future commercial district may be determined at a later date by the Town Board and should be based upon the mapping information (G.I.S. maps entitled Town of Hannibal Comprehensive Plan and criteria listed in section II) provided with this report. This alternative will direct development to areas that are most appropriate to the recommended land use. Under this scenario, the entire Town will be designated as an Agricultural / Rural Residential District. The entire area will be subject to the same maximum density requirements regardless of the type of construction but would impose limits on land uses that are not compatible with the Town's definition of "Rural Character."

Large scale residential development and major subdivisions will be reviewed by public service officials in order to consider the impacts of the development on fire protection, water supply, schools, roads and other public services.

community facilities and infrastructure. A coordinated review process will provide an opportunity for input from each public service provider as a safety valve for overburdening of local services. Continuation of agriculture and agribusiness will be encouraged especially in designated agricultural districts where low density land uses will be encouraged. In addition, provisions for clustering should be developed in designated agricultural districts for the purposes of retaining open space and tillable land in the Town of Hannibal.

A second district will be designated as the Rural Village District through the Town's recognition that the Village is the primary commercial center to the Town. This district will continue to have a higher density and should be a target priority for water and sewer development. The district will allow residential and commercial / retail development that is compatible with residential land use. The Village should work with the Town to ensure it's continuation as the central retail and commercial center to serve the surrounding Town. This will strengthen the Village for general business, personal service and market businesses. The Town will also recognize South Hannibal and Hannibal Center as small rural/agricultural commercial centers.

Since the protection of groundwater is of utmost importance to Town residents, an 80,000 square foot minimum lot size based on the "Oswego County Soil Based Lot Size Model" is recommended throughout the entire town with the exception of designated agricultural districts (see bibliography for supporting material references). This number is based upon soil and groundwater constraints identified through research and G.I.S. evaluation undertaken by the Town of Hannibal Zoning Commission. All residential units will be treated equally with respect to lot size regardless of their configuration unless municipal water and sewer or community water supply and wastewater treatment systems are provided. This lot size was based upon a study which compared similar soils to the rate of groundwater contamination by nitrate loading of the drinking water.

If, in the future, municipal water and sewer infrastructure is developed in the Town, or municipal water and sewer or community water supply and wastewater treatment systems are provided lot sizes should follow the recommendations of the "Oswego County Soil Based lot Size Model." Major subdivisions with available water and sewer will be subject to standard infrastructure requirements and the required open space conditions.

Due to local concerns as to the loss of open space for the purposes of agriculture and maintaining rural character, the Town of Hannibal Zoning Commission recommends a 5 acre lot size in agricultural districts outside of the Village in the Town on either prime agricultural soils, agricultural soils of

Statewide importance or unique agricultural soils (see plate 8) with a provision for clustering. By clustering the Town refers to the "open space planning techniques" illustrated in the back of the report. If development is to take place in an agricultural district as described above, a 3:1 ratio of open space to development is recommended, 3 representing the amount of open space for the continuation of agriculture as a conservation easement and 1 representing the amount of developable land. For example a 100 acre parcel of land to be sold for development would determine the number of units to be placed on the parcel as determined by a 5 acre lot size. In this case 200 units are allowed to be clustered on 30 acres of the site. The remainder would remain as open space for the continuation of agriculture in the town.

Alternative 1 will provide appropriate areas within the Town for land uses which will complement the Town's future development. Commercial and industrial development should follow the criteria set forth under the Implementation section so as not to cause any adverse impact upon local resources and rural character. Future infrastructure improvements should target the Village and areas of the Town where existing density exceeds the limits necessary to protect the town's groundwater and surface water.

Alternative 2:

Density requirements.

-Agricultural and Rural Residential District based upon lot size.

* Public Service review.

In the event that the town should choose to reject the priority recommendation (Alternative 1) of the Zoning Commission it is important that the quality and quantity of the Town's drinking water supply is protected. For this reason a second alternative was developed recognizing that groundwater protection is the priority concern of town residents. Alternative 2 recognizes the physical, environmental and cultural constraints on future development throughout the Town of Hannibal. This alternative does not create individual districts and does not recognize natural variations in the Town. This alternative will set limits upon density of development throughout the Town based upon limitations of local soils for the protection of drinking water. All development will fall under the same requirements regardless of building type although separate density requirements will be necessary if a future commercial district is created.

The alternative will not be as effective in limiting or controlling conflicting land uses but it will control adverse impacts to groundwater by establishing density requirements to a wide range of land use throughout the town.

If this alternative is selected, recommended lot sizes and review by public officials listed under alternative 1 will apply.

VI. Implementation:

The Town of Hannibal Zoning Commission reviewed and included the following information and based their conclusions on the following information:

1. Evaluation of the G.I.S. Maps included in this document.
2. Analysis of the environmental and sociological characteristics of the town.
3. Review of the survey of town residents.
4. Feedback from town residents at all public meetings.
5. Extensive review and research of relevant information (see bibliography).
6. Meeting and discussion as to the best possible strategy toward future development in the town.

From this information the Zoning Commission created the following criteria for developing the methodology of this plan. The Zoning Commission feels that these procedures are essential to guiding future decision making in the Town of Hannibal for successful implementation of this comprehensive plan and are confident that the net results will be positive for the health safety, welfare and quality of life issues for all town residents.

1. Procedures for Determining Appropriate Land Use in the Town of Hannibal:

- A. In order to determine whether, commercial or industrial uses would be allowed in an area, the Town will consider the following factors:
 - a. Soil conditions based on the Soil and Water Conservation Service soil maps as suitable for various land uses.
 - b. Ground water conditions based on U.S.G.S. ground water maps as suitable for various land uses.
 - c. Vegetative plant communities based on 1991 Oswego County Air Photographs as suitable for various land uses.
 - d. Topography of the land based on U.S.G.S. land maps as suitable for various land uses.
 - e. Established patterns of land use based on the map of land use in the year 1994 and further observations from the zoning commission and residents of the community.
 - f. Available transportation, utilities, water, and waste disposal potential.
- B. The zoning commission will recommend implementation of land use decisions based on the above criteria.

- C. A public meeting was held in which residents inspected the tentative zones to suggest future modifications based on the established criteria and additional information.
- D. The zoning commission used public input to provide guidelines for town officials to make appropriate land use decisions to be submitted as part of zoning ordinances and regulations.

2. Procedures for Determining Development Standards in the Town of Hannibal:

- A. Based on the goals established in this document, the Zoning Commission will propose ordinances and regulations regarding set back, density, height and bulk requirements.
- B. A public meeting will be held in which residents can inspect the proposed ordinances and regulations for the purpose of expressing support, or ideas for modification.
- C. The Zoning Commission will use the information to produce a document which will be submitted to the Town Board for the purposes of an official Public Hearing and possible approval. In the event of disapproval, the commission will include suggested revisions and continue the hearing process until board approval is achieved.

3. Monitoring Progress:

A. Site Plan Review and Subdivision Regulations:

Site Plan Review and Subdivision Regulations will be updated to accommodate this plan and future Zoning Regulations.

B. Zoning:

Once zoning is developed and adopted by the Town there needs to be a method of tracking and enforcing the guidelines in this plan. Zoning is one component of implementing the Goals and Objectives outlined in this plan. Other components include an application process that is easy for the applicant to file and interpret and makes it easier for the code enforcement officer to perform his job while maintaining records that the Planning Board, Town Board and the future Zoning Board of Appeals can readily review during plan and zoning updates. Although zoning is not the only means to accomplish the goals of this plan it will become a major factor in the overall success of the Comprehensive Plan over the next 5, 10, 20, or even 50 years. It is the recommendation of the Zoning Commission that an application format be developed and made available for the residents of

Hannibal in order to make it easier to understand what is required to build a home, apply for a variance, or any other situation that does or will require a permitting process. This Guide to Town Permits will also aid Town officials in determining what type and extent of development is best suited to the Town. It will assure that new development is in harmony with the Comprehensive Plan and provide a means by which to monitor progress of the Plan during 5 year updates of the individual components.

VII Conclusion:

1. Evaluating Success / Failure:

In order to evaluate the success or failure of this plan and to meet the future needs of the local community it will be necessary to update this document and review its successes and failures every 5 years. At the end of the five year period it is recommended that the Town Board, Planning Board and future Zoning Board of Appeals review the reason for the success of attained plan objectives, the problems that caused failure in certain situations and develop a strategy for handling failures through the revision of the plan. This will also provide an opportunity to discuss and address shifts in trends which may have a net effect upon the achievement of the present goals and objectives, and also new goals and objectives which may be needed to address shifts in development, population or economic trends.

In order to create a document that is continually evolving with future trends that may affect Town residents, it should be standard procedure for the Town Planning Board to evaluate 1 goal every year. If the goal or objective has been a successful basis for improvements in implementation and enforcement it will be determined that it does not need modification. If something else comes up like a new technology or a major drop in population it may be adjusted accordingly. For example currently there are a number of theorists who believe that tele-commuting will become the wave of the future and that it will be more and more possible to work from your own home by logging in on a computer in say, Syracuse. If this in fact becomes reality it could have a major impact on the community by changing transportation needs, increasing residential power consumption, places a larger burden on the need for water and sewer infrastructure, and possibly changing the social structure of the future through tele-conferencing and more local daily contact between residents. All of these changes in our society may be addressed by the plan if it is allowed to evolve with the local community.

In order for the Town elected officials to be continually in contact with the Town residents it is also recommended that survey updates be undertaken every 5 to 10 years preferably following the decennial U.S. Census data.

The census is conducted every 10 years at the turning point of the decade therefore it would be more beneficial to conduct the survey five years after the U.S. Census is taken. This survey will be the guiding force in developing future strategies or changes in strategy in the future based upon public opinion. Due to the fact that the Zoning Commission received a great deal of direction from the survey and public meetings it is important that the residents of Hannibal continue to be the driving force behind the Comprehensive Plan

2. Allowing for Future Plan Modifications:

It has come to the attention of the Town of Hannibal Zoning Commission that Oswego County is currently developing a comprehensive plan for the entire county. It is recommended that following completion of the Oswego County Comprehensive Plan the Town reserve the right to voluntarily adopt by reference any recommendations or guidelines that may be applicable to the Town of Hannibal. This will alleviate any costly plan updates by setting criteria for future land use decisions based upon recommended guidelines set forth by the County. Due to home rule, it will be up to the Town could choose to adopt recommendations that will benefit the Town in the future.

It is a recommendation of the Town of Hannibal Zoning Commission to allow for the Village to share certain aspects of the plan to be determined at a later date. Due to the fact that members of the Zoning Commission identified problems associated with surface and groundwater protection within the Village it is recommended that the Village be included in this plan at a later date with the condition that it must be requested by the Village Board following the adoption of the plan by the Town Board. This will require future revisions to the plan to accommodate the needs of the Village community. Although consolidation of services such as code enforcement is recommended, it is not a recommendation that the Village be dissolved as a political entity, but rather that a partnership between the Town and Village be developed. The Village is recognized by the Town as a central commercial and residential node for Town activities. Additionally the availability of grants and funding targeted at the specific needs of the Village will not be compromised by allowing the Village to continue as a separate political entity.

It is especially recommended that the Town and Village continue to share code enforcement in order to provide uniform implementation of plan recommendations and future zoning guidelines. For example enforcement may be shared and goals or objectives may be modified to include the Village.

3. Other Considerations:

An effort needs to be made to incorporate the zoning plan and review body of the Village of Hannibal and the Town of Hannibal in order to simplify the review process and offer consistency in interpretation.

All landowners should be made aware of this plan and any buyer of property in the town should check with the appropriate Town officials in order to determine if their intended use is permitted.

The Zoning Commission also recommends that all local real estate agents and developers be informed of these changes should this plan be adopted.

4. Enforcement:

It is imperative that if the Town adopts this document, it be willing to commit to the level of enforcement that will be necessary to support future zoning and land use regulations throughout the Town.

5. Conclusion:

Although individual decisions regarding specific small scale projects may seem insignificant to the general population, collectively they may have a major impact on many aspects of the Town's rural fabric. Collectively more and more small developments can impede water quality, contaminate well water, disturb community appearance or create unsafe traffic patterns. The Town of Hannibal has chosen to create a future vision from their past heritage and present way of life with Town residents having continual input in the planning process. This vision lays the groundwork for the pattern of development that residents see as a rural community and provides a means by which to approach the future in a way that does not lose site of the farms and barns, fields and woodlands, rolling hills and ponds, quaint quiet villages and hamlets connected by scenic country roads, that the Town of Hannibal Zoning Commission definition of "rural character" describes.

Without this type of foresight for the future of the community the results of current development trends may be distasteful to local residents. Without a plan, future development trends may result in higher taxes, over built residential areas, loss of rural character, open space and farmland, and the over burdening of community facilities like fire and police protection and schools. All of these considerations are a major component of the need for developing and adopting this Comprehensive Plan, future land use guidelines and a method for monitoring the success or failure of the Goals and Objectives of this plan .

