

IX. INTERMUNICIPAL COOPERATION

A. Keuka Lake Watershed Land Use Planning Guide: Over the last several months the Genesee Finger Lakes Regional Planning Council has been working with County and local governments on a Keuka Lake watershed wide Land Use Planning Guide. Implementation of that plan depends upon the cooperation of the several municipalities within the watershed, including the Town of Milo. Many of the land use action items included in that plan have already been expounded in previous sections of this report, while others are new. Instead of reproducing the development of the vision, issues, and reasoning from that plan, an abbreviated vision statement, goals, and recommended action items of the plan are included here. Where new goals and actions are introduced in this document for the first time, more of the explanatory text from the watershed plan has been included here for clarity. For more information concerning the explanation of the development of the vision statement, goals, and action items, please refer to the Keuka Lake Watershed Land Use Planning Guide, which is on file at the Milo Town Hall.

1. DRAFT Keuka Lake Watershed Vision Statement

To provide Keuka Lake Municipalities with a Watershed Land Use Planning Guide that represents a cooperative Lake Community effort promoting environmental stewardship and open space land use practices. The Guide is intended to encourage all municipalities toward actions representative of “smart development” and preservation of the area’s much desired “rural character.”

In the context of the Guide, the phrase “smart development” refers to a series of planning recommendations aimed at focusing new public and private investment in designated growth areas, protecting working agricultural land and undeveloped open spaces from poorly designed development projects, and ensuring that any new development that does take place in the watershed is environmentally sound and respectful of the character and scale of existing development conditions.

Each goal statement is reinforced by a series of “Actions,” which describe how the municipalities within the Watershed can realize the goal statements and, by extension, the vision statement above. Each Action is followed by one or more paragraphs that explain the Action in greater detail.

2. Goal Statement: Protect steep slopes from potentially damaging development projects. Steep sloped areas are more vulnerable to soil erosion and pesticide, herbicide, and fertilizer than low slope areas. This vulnerability makes additional scrutiny and design requirements for new development important for these areas because of the potential impact on lake water quality. It is important to note that The State Pollution Discharge Elimination System (SPDES) General Permit for Construction Activity GP-0-08-001, Part I.D, details activities that are ineligible for coverage under this General Permit. These activities include construction activities on lands that are tributary to waters of the state

- a. Revise municipal comprehensive plans to include commentary on steep slope development issues.
 - b. Consider adopting a municipal steep slope development law. Steep slope laws provide a special set of requirements that builders must comply with in order to build on steep slopes, which are typically defined as any slope 15% or greater. This should include referral to the New York State DEC for review of new development for regulation of stormwater discharges. It is important to note that beginning on June 29, 2009, development on designated areas in the Keuka watershed will no longer be covered under the existing State Pollution Discharge Elimination System (SPDES) General Permit for Construction Activity GP-0-08-001, as Keuka Lake is classified as AA. The DEC is currently working on mapping the designated areas. Until the mapping is adopted, DEC encourages municipalities to refer construction projects on sites that have a high potential to contribute to a violation of water quality standards to the DEC (in this case the Region 8 office in Avon, NY) to be addressed on a case-by-case basis.
 - c. Include steep slope development safeguards in municipal subdivision regulations and Site Plan Review provisions of zoning codes. Site Plan Review laws & subdivision regulations should require the municipal reviewing board to consider the impacts of proposed development projects on steep slopes.
 - d. Produce educational materials about steep slope development issues for the public. The Keuka Lake Watershed municipalities should prepare a set of public informational materials – such as flyers or pamphlets – that describe and explain the potential hazards of building on steep slopes and what landowners and builders can do to mitigate the impacts of construction activities on steep slopes.
3. Working Agriculture Protection and Enhancement Goal Statement: Create land use policies and zoning regulations that support the economic viability of agriculture and viticulture.
 - a. Encourage new development that is compatible with agriculture. New development projects located in and near agricultural/viticultural areas should be designed and built in such a way that they limit disruption of high quality agricultural soils and vineyards. For example, if an agricultural field is subdivided to create building lots, those lots should be located along the edges and in the corners of the field. Spaces should be left so that the field can be accessed from a road with agricultural machinery. A good local model for the Keuka Lake municipalities to follow in this regard is the Town of Seneca in Ontario County, which includes strong agriculture-protection provisions in its comprehensive plan and zoning law.
 - b. Preserve high quality and unique agricultural and viticultural areas by guiding non-agricultural development into other areas of the Watershed. Using maps of local soil and microclimate conditions, local officials should determine specific areas of their municipalities in which agriculture and viticulture should be encouraged. This process should be coordinated with county agricultural district boundary adjustments. Large-scale development proposals should be located in areas that are not well suited to agriculture.
 - c. Explore ways to advertise agriculture lands in the watershed that are up for sale across the country, perhaps through some sort of “Agriculture Development Agency.” Create a directory of agricultural properties in the Watershed that are for

sale and provide this directory to real estate firms and websites that specialize in agricultural land dealings.

- d. Encourage farmers to participate in New York State's Agricultural Environmental Management (AEM) program. AEM is a voluntary, incentive-based program that helps farmers make common-sense, cost-effective and science-based decisions to help meet business objectives while protecting and conserving the State's natural resources. The Keuka Lake watershed was selected by the Governor in 1996 as a Pilot watershed to test the AEM program for the state. Farmers work with local AEM resource professionals from SWCD, NRCS and CCE to develop comprehensive farm plans using a tiered process:

- Tier 1 – Inventory current activities, future plans and potential environmental concerns.
- Tier 2 – Document current land stewardship; assess and prioritize areas of concern.
- Tier 3 – Develop conservation plans addressing concerns and opportunities tailored to farm goals.
- Tier 4 – Implement plans utilizing available financial, educational and technical assistance.
- Tier 5 – Evaluate to ensure the protection of the environment and farm viability.

The advancement of sound agricultural practices within the local farming community has been occurring on a voluntary, incremental basis for a number of years through programs like AEM. Within the watershed 171 Tier 1 surveys and 75 Tier 2 assessments have been completed to date (2008). Tier 4 practices implemented in the watershed include: diversion ditches, Barnyard systems, Pesticide handling facilities, grass waterways, Pasture improvement projects (include fencing, laneways, water systems), stream stabilization, Roof runoff management, fuel storage secondary containment. Municipalities should seek methods and incentives that will encourage farmers to participate in AEM and other voluntary conservation programs. Yates County, for example, currently requires farms interested in participating in the NYS Purchase of Development Rights program to first enroll in AEM.⁵²

- e. Encourage farmers to participate in New York State's Conservation Reserve Enhancement Program (CREP). The Conservation Reserve Enhancement Program (CREP) is a statewide program that operates through the Department of Agriculture and Markets and funds the installation of vegetated buffers between agricultural fields and pastures and watercourses. Farmers can voluntarily enroll in this program and receive financial incentives from the state to plant trees, shrubs, and grasses along stream banks that will help reduce the runoff of pesticides, fertilizers, and sediments into local streams and, eventually, Keuka Lake.
- f. Publicize information about farm and viticulture operations to non-farm residents. As a means of building awareness of common agricultural practices among non-farm inhabitants of the Keuka Lake Watershed, local governments should provide information (in the form of brochures, flyers, and Internet resources) about farming operations to residents and landowners who do not directly participate in agricultural and viticultural activities. Specifically, this information should stress

the environmental advantages of retaining working farmland and how sound agricultural management activities benefit local and regional natural resources.

- g. Publicize information about agricultural conservation easements to local landowners. According to the New York State Department of Agriculture and Markets, conservation easements are legal documents, written in the form of a deed, in which a landowner permanently restricts the future development of real property for the purpose of preserving or maintaining the scenic, open, historic, agricultural, or natural condition, character, significance or amenities of that property. These restrictions remain in place when ownership of the land changes hands. Easements provide a practical and effective means of preserving farmland on a voluntary and non-regulatory basis. The Finger Lakes Land Trust works with landowners (both agricultural and non-agricultural) in the Keuka Lake watershed to learn about and develop conservation options for their properties.
- h. Research and support Purchase of Development Rights (PDR) programs for local farmers. A Purchase of Development Rights (PDR) program is a potential technique of retaining undeveloped land in a community. Once the PDR program has acquired the development rights on a piece of property, it holds on to those rights and the tract can no longer be used for development. However, the tract remains in private ownership. It could be used for active agriculture or it could be allowed to lie fallow – the main purpose of the PDR program is to hold the land open and undeveloped so that, at some point in the future, it could be put back into agricultural production. Effective PDR programs have 1.) a coordinated approach with specific areas identified for protection and 2.) a sound funding basis. A municipal government can directly fund a PDR program through local resources and/or available grant funds. However, a non-profit agency such as the Finger Lakes Land Trust can also fund the acquisition of development rights.
- i. Consider establishing an agricultural advisory subcommittee or inter-municipal agricultural advisory subcommittees. Municipalities should consider establishing a local agricultural advisory subcommittee or task force to the Planning Board or local governing board upon which members of the local farming community (and other agricultural advocates) can serve. The purpose of such a subcommittee is to provide local governing boards with the information necessary to make sound land use decisions that do not infringe on farmers' ability to conduct business in an efficient and respectful manner. Subcommittee goals can include the mediation of farmer-neighbor conflicts and nuisance complaints that target normal agricultural activities (dust, odor, noise, etc.). Education and outreach to local residents with regard to the normal activities that are typical of modern agricultural operations should also be an overarching goal of such subcommittee. Finally, subcommittees from each municipality can convene regularly on a regional basis to discuss issues and problems that may be common throughout the Keuka Lake Watershed. Added by the Milo Comprehensive Plan Committee: While the Town of Milo has an agriculture committee, it currently does not have a well established relationship with the planning board to provide input on development proposals in agricultural areas of the town. This committee could also be utilized to provide farmers with assistance in developing whole farm parcel planning when a farmer desires to

- develop some portion of their agricultural property in order to minimize the impact of that development on agricultural use of the property.
- j. Endeavor to implement land use decisions that are in accordance with the Yates County Agricultural and Farmland Protection Plan. This document is designed to act as the basic agricultural protection strategies for Yates County. The plan establishes existing conditions with respect to the state of agriculture and further establishes measurable goals and actions to ensure the protection and, when possible, enhancement of agribusinesses. This plan can greatly assist agricultural development and farmland enhancement within Yates County. To whatever degree possible, local municipalities should encourage policies and practices that support local farmers. This not only includes making sound land use decisions that do not impede farmers' ability to conduct business, but also includes setting a local priority to encourage amenable conditions that allow for the expansion of new agribusinesses and new products. Furthermore, actions that "buy local" and community-supported agricultural programs which encourage local residents to support neighboring farms and agribusinesses should also be supported and promoted to the greatest degree possible.
4. Goal Statement: Encourage greater watershed-wide cooperation and sharing of services; network to share ideas among municipalities.
 - a. Hold an annual watershed-wide "conference" among local officials and board members to discuss land use issues, trade information, network, review the current status of major development projects, and serve as a "clearing house" of information about land use issues in the watershed. In order to foster increased cooperation and communication among local boards and officials, the eight municipalities bordering Keuka Lake should hold an annual conference at which local board members and officials gather to discuss land use issues and offer insight to their colleagues on how they addressed specific issues in their municipality. The main purpose of this conference would be to build and continually expand a strong network of local leaders that trade information regarding land use issues among each other. Create a directory of resources that are common to the municipalities that will encourage greater inter-municipal coordination. A directory, which might take the form of a website and accompanying publication listing various organizations that local officials can call on for support and assistance, should be created to provide a readily available list of resources that local officials can call on for assistance with specific development issues. For instance, this directory might include a list of professional engineering firms that can help local boards with reviewing the technical requirements of a large-scale proposed development projects.
 - b. Create a directory of resources that are common to the municipalities that will encourage greater intermunicipal coordination. A directory, which might take the form of a website and accompanying publication listing various organizations that local officials can call on for support and assistance, should be created to provide a readily available list of resources that local officials can call on for assistance with specific development issues. For instance, this directory might include a list of professional engineering firms that can help local boards with reviewing the technical requirements of a large-scale proposed development projects.

- c. Support compatible land use plans/regulations for all municipalities in the Keuka Lake watershed. The Keuka Lake Watershed municipalities should work towards making their respective land use regulations, such as their subdivision and site plan review laws, as similar as possible in terms of the processes that applicants must follow when applying to the municipality and the factors that reviewing boards must consider when approving proposed development projects. This will encourage a consistent watershed-wide approach to reviewing and permitting new development.
 - d. Keep all land use plans and regulations up-to-date.
 - e. Publicize land use training programs for municipal staff and board members. County and municipal staff should routinely communicate with governing boards, planning boards, zoning boards of appeal, any miscellaneous local boards such as a conservation board or architectural review board that might be set up by a municipality in the future; other organizations involved in land use issues such as local Soil & Water Conservation Districts and Cooperative Extension programs; and interested citizens, regarding the availability of land use training programs hosted by state, county, and qualified non-profit agencies.
 - f. Work with Yates and Steuben County planning departments to assess the impacts of proposed developments. In addition to routine GML 239 review requirements, town and village officials should draw on the experience and resources of their respective county planning and development offices for input on proposed development projects, especially with regards to the planning and design aspects of any proposed development.
 - g. Submit proposed development projects to County Soil and Water Conservation Districts for review and comment prior to approval. SWCD staff can provide insight on the environmental implications of proposed projects and on how local officials can mitigate potential adverse impacts. Municipal subdivision and site plan review laws can include a provision for referral, if the reviewing board deems it necessary, of a proposed project to the SWCD for comments during the review phase.
 - h. Improve coordination with State agencies, such as New York State Department of Environmental Conservation (NYS DEC); the New York State Department of Transportation (NYS DOT); and the New York State Office of Parks, Recreation, and Historic Preservation (NYS OPRHP). Local boards should seek out advice and input from state agencies when reviewing proposed development projects that have the potential to severely impact natural resources, state highways, and local historic/cultural resources.
5. Goal Statement: To protect Keuka Lake's natural plant and animal life, sustain the lake's current AA rating, and continually work to improve the lake's water quality.
- a. All municipalities should continue to support the Keuka Lake Association (KLA), the Keuka Watershed Improvement Cooperative (KWIC), and the Keuka Lake Outlet Compact (KLOC). In addition to fulfilling specific and necessary functions related to water quality issues, these organizations provide important venues for inter-municipal discussions that can lead to greater cooperation and coordination of local resources and efforts.
 - b. Support the environmental stewardship objectives of the Great Lakes Basin Compact. The Great Lakes Basin Compact, an agreement among eight states and

two Canadian provinces to collaboratively work to improve natural and human resources in the Great Lakes basin, should be a model for local governments to follow when considering revising and adopting new land use plans and regulations. Specifically, any attempts to divert or sell off water from Keuka Lake for profit and shipment to other part of the country and the world should be strenuously opposed by local governments and citizens. Detailed information about the Great Lakes Basin Compact is available at: <http://www.glc.org/index.html>.

- c. Continue to monitor the health of Keuka Lake. Local governments should continue to support scientific research into the Keuka Lake water quality. While the municipalities themselves do not need to directly support these activities, they can back research efforts through sponsoring grant applications and cooperating with researchers working within their jurisdiction.
- d. Support efforts that minimize invasive and exotic animal and fish species/non-native plants. Local boards and officials should support land use regulatory measures that are aimed at reducing the spread of exotic species and non-native plants. For example, steep slope development regulations could include a requirement that calls for selectively removing non-native plant species from slopes that are being built on and replacing them with native species. Local officials should provide landowners and developers with lists of native tree and plant species that would be encouraged on proposed developments. The Finger Lakes Partnership for Regional Invasive Species Management (FL-PRISM) website contains resource materials pertaining to the FL-PRISM, invasive species of the Finger Lakes Region and New York State, information on NYS and federal invasive species policies, and information on other PRISMs throughout NYS, is found at: <http://www.fingerlakesprism.org/>.
- e. Protect watercourses by requiring setbacks from streams and gullies that feed into the lake. Municipal land use regulations should require setbacks along watercourses. Setbacks create an important buffer between the built environment and sensitive environmental habitats, erosive soils and water resources. Vegetated setbacks can further be specially designed to provide habitat for native plant and animal species and/or pollution and stormwater filtration. When implemented consistently throughout an entire stream system, setbacks and vegetated buffers can be very effective at reducing the risks of property damage that result from flooding. When considering possible implementation scenarios, a municipality could revise its zoning regulations to state that any development located on a parcel through which, or adjacent to, a watercourse passes must have a minimum setback of 50 feet from the watercourse. No construction or significant disturbance of soils and/or vegetation would be allowed within the 50 foot wide area. This leaves a “buffer” in place to help prevent pollutants from running into the watercourse.
- f. Reduce the use of pesticides and fertilizers on private yards, farm fields, and vineyards.
- g. Support ongoing public education/outreach programs about lake water quality. Public informational sessions should periodically be held around the Watershed for residents and landowners to attend and learn about what they can do to protect water quality in the lake and its tributaries. Presenters can include speakers from public agencies, non-profit organizations, and professionals in the area of land management and water quality. Municipalities should consider developing an

capital outlays that may be necessary to meet those goals now and in the future. The overall goal, mission and future and planned activities of the KWIC should be supported and publicized. In an effort to increase public awareness of the KWIC, efforts to publicize the KWIC's activities should be explored and implemented, utilizing a mix of resources, including (but not limited to): door hangers, brochures, and web-based media. Municipalities should support updates of the KWIC's reporting systems and current level of equipment and technology.

- c. Promote sustainable agriculture and viticulture: Local boards and officials should work with NYS Department of Agriculture and Markets to prepare municipal agricultural and farmland protection plans that will identify specific parcels for protection. Once a municipal agricultural and farmland protection plan is adopted by local governing boards, it can be used as the basis for applications to the Department of Agriculture and Markets for farmland protection grant funds. Investigate the possibility of the development of a joint county farmland protection program and pursue as prudent. Detailed information about the NYS Farmland Protection Program is available at: <http://www.agmkt.state.ny.us/AP/agservices/farmprotect.html>.
- d. Consider the location of existing and proposed roadways and roadway access (driveways) when reviewing and permitting new development. Transportation infrastructure can be challenging to design and build, especially when building on slopes where erosion and drainage issues are special concerns. Local zoning, site plan, and subdivision laws should ensure that private roads and driveways are built to minimize slope disturbance, provide sufficient space for drainage infrastructure, be well marked and easy to see, and be at safe intervals from intersections and other driveways.
- e. Protect significant viewsheds from insensitive development. A comprehensive watershed-wide survey of scenic vistas is a necessary precursor to any coordinated attempt by Keuka Lake municipalities to protect the Watershed's scenic vistas. The municipalities around the lake should work together to identify and protect, through some combination of local laws and incentives, scenic vistas that are regionally significant and contribute to the appeal and character of the area.
- f. Revise local codes to encourage the use of "Green Building" techniques. For example, "green" developments may use native vegetation for surrounding landscaping instead of non-native species, reduce the "heat island" effect through the use of certain materials on roofs and paved surfaces, and reduce or eliminate stormwater runoff from the site. Zoning laws should not discourage the residential development of permitted and commonly accepted alternative energy solutions, to the degree that such solutions do not infringe on the quality of life of neighbors and other residents. Examples include alternative energy infrastructure such as solar panels, small-scale wind turbines, geothermal heating systems, combined heat and power generating systems, and other innovative green energy systems. Additional information on Green Building is available from the United States Environmental Protection Agency at: <http://www.epa.gov/greenbuilding/>, and from the United States Green Building Council (developer of Leadership in Energy and Environmental Design (LEED) standards) at: <http://www.usgbc.org/DisplayPage.aspx?CMSPageID=222>.

- g. Include environmental considerations as a component of Subdivision approvals. Local subdivision laws should include provisions that require the subdivider to consider environmental resources when subdividing a property to create building lots. When creating building lots, a subdivider should pay attention to the location of sensitive environmental features such as wetlands, steep slopes, and mature native tree stands and ensure that there will be sufficient space within each lot to build while not disturbing these features. A municipal subdivision law can be written to require, or at least encourage, this approach to development.
 - h. Include environmental considerations as a component of Site Plan approvals. Site Plan review laws should be written to require developers to integrate environmental considerations, such as geology, topography, soil characteristics, vegetation, micro-climate, surface drainage, erosion, ground water, wetlands, and flood hazard areas, into proposed site plans. Furthermore, such regulations should require the reviewing board to consider the environmental impacts on those resources when reviewing proposed site plans.
 - i. Require an assessment of water supply and treatment capabilities as a component of municipal review of proposed development projects. The reviewing board should consider the sources of the water supply (typically public water lines, wells, or Keuka Lake) and should also consider how wastewater from the development will be treated (typically public sewer lines or septic systems). The reviewing board should ensure that water supply and treatment are properly addressed before approving any proposed development project.
 - j. Develop a series of educational publications (brochures/flyers/pamphlets) about sustainable development issues for the public. To build public awareness of sustainability issues among residents and property owners in the Keuka Lake Watershed and encourage individual actions that are aimed at realizing this Section's Goal Statement, local governments should provide information (in the form of brochures, flyers, and Internet resources) about sustainability issues to residents and landowners in the Watershed. Specifically, this information should stress land management practices that contribute to the overall environmental health of the Watershed.
7. Goal Statement: Provide the incentives and infrastructure that will attract new growth in villages and hamlets to direct growth there instead of in agricultural areas.
- a. Use Comprehensive Plans to recommend that new development be focused within hamlet areas. Comprehensive plans should recommend new institutional, commercial, or light manufacturing uses be located in existing hamlet areas and villages. Residential development in hamlet areas should be designed along traditional "village" scale with small lots and yards; houses sited near the street; narrow, curbed streets with sidewalks and streetlights; and architectural features such as front porches that encourage greater social interaction. Where a town would like to see a concentration of new growth occur, it can designate one or more locations (primarily the areas around important intersections) as hamlet areas and recommend that new development take place in these locations.
 - b. Include hamlet zoning districts within municipal Zoning laws. Municipalities should update their zoning laws to create one or more "hamlet" zoning districts where different lot sizes and dimensional standards apply. The purpose of these

hamlet districts should be to implement the recommendations in comprehensive plans calling for designated development areas. Higher-density development can be focused within these hamlet districts and serviced by public utilities.

- c. Include provisions in Subdivision laws that, in designated locations, support the creation of small building lots for hamlet developments. While small building lots may be inappropriate in rural areas, they are necessary in village/hamlet areas because they encourage a greater density of development.
- d. Include provisions in Site Plan Review laws that, in designated locations, support the development of street and pedestrian-oriented buildings. Site Plan Review regulations should allow, and in designated areas such as hamlet districts require, buildings and infrastructure to be laid out in a traditional village pattern with traditional design features. The site plans for proposed projects in hamlet areas should show the principle use building (such as a house); accessory buildings and uses (such as a garage, workshop, or swimming pool); and the location of driveways, sidewalks, and other infrastructure. Detailed site plans such as these allow the reviewing board to effectively determine how the proposed construction project will fit into surrounding development.
- e. Focus public investments such as roads, utilities, and community facilities into designated hamlet areas. When deciding where to build new public infrastructure and facilities such as roads, water and sewer lines, storm sewers, sidewalks, streetlights, government/community buildings and various other public infrastructure/facilities, local governments should make every effort to locate these resources within designated hamlet areas. This will set a precedent of using public resources to achieve “smart development” goals and serve as an enticement to developers by providing them with available infrastructure that they can use for their projects.
- f. Encourage the use of “Cluster Development” practices in rural areas through their zoning or subdivision laws. Well designed cluster developments can protect natural resources such as high quality agricultural/viticultural areas, scenic views, mature woodlots, wetlands, and unique wildlife habitats. Cluster development practices encourage builders to realize the maximum development potential of a parcel allowed under the Town’s zoning law by increasing the density of new construction in one section of the parcel while leaving other sections as undeveloped open space. For instance, if a 20-acre tract of land is located in a residential zoning district that requires a one acre minimum lot size, a developer could build about 18 housing units on that tract. Some space would be required for roads and utilities, as well as any setback requirements mandated by the municipal zoning law. If built, this development would consume the entire 20-acre tract and possibly destroy any unique natural resources, such as a wetland or stand of old-growth trees, located on the tract. However, if that developer were to use cluster development techniques as laid out by the municipality, he could build the same 18 units on perhaps only ten acres of the 20 acre site, thus leaving the remaining ten acres as open space and protecting any natural and scenic resources located on those acres. As this example shows, cluster development techniques provide considerable leeway to the municipality, developers, builders, and private landowners to balance new development with interest in protecting a community’s natural resources. In

general, local governments should encourage cluster developments in open areas that are no longer profitable for vineyards or agriculture that will help to preserve hillside woodlands and open spaces.

B. Coordination with the Village of Penn Yan:

1. Recommendation: The Town should investigate the establishment of a joint Planning Board and a joint Zoning Board of Appeals with the Village of Penn Yan
 - a. State law allows these to be established, with membership, costs, and even operational matters dictated by an intermunicipal cooperation agreement.
2. Issue Generation
 - a. The recruitment of volunteers to staff two boards in each municipality is becoming increasingly difficult.
 - b. The cost of operating four separate boards can be reduced and shared between the two municipalities.
 - c. The quality of life and economic vitality of the Town of Milo and the Village of Penn Yan are interrelated. In short, the municipalities are interdependent.
3. Reasoning
 - a. More communication, coordination, and cooperation is needed between the two municipalities because of their interdependency. Establishment of joint boards will help foster communication and build coordination and cooperation.
 - b. Existing cooperation exists between the highway departments and includes surrounding towns as well. They assist each other in projects and resources. This is a model of cooperation that should be built upon.
 - c. Elected officials need to move beyond politics and a feudalistic view of jurisdiction to foster better communications for the benefit of their citizens.
 - d. This is an opportunity to reduce redundancy and increase efficiency in government.
 - e. The interdependency of the two municipalities, the need to cooperate, and the ability under state law to establish joint boards would still exist even if the Village of Penn Yan were converted into a City as the Village is currently investigating.