



**DRAFT**  
**SEPT. 2016**

# Table of Contents



- Introduction..... 1**
- Public Input Summary.....7**
- Community Profile.....15**
- Implications ..... 20**
- Our Vision & Policy Framework..... 35**
  - » Village of Penn Yan Position Statement
  - » Policy Framework Introduction
  - » Our Vision Statement
  - » Community Foundations Policy
  - » Community Enrichment Policy
- Priority Task Implementation..... 48**
  - » Bicycle & Pedestrian Master Plan
  - » Circulation, Access & Parking Study
  - » Low Cost Electric Incentive
  - » Countywide Housing Study
  - » Community Programming
- Future Land Use & Development..... 55**
  - » Future Development Strategy
  - » Future Land Use Summary
  - » Our Vision Statement
- Appendices..... Under Separate Cover**

**Maps**

- » Historic Features..... 23
- » Transportation Network.....27
- » Future Land Use ..... 59

**Figures**

- » Figure 1: Countywide Population Trends .....16
- » Figure 2: Village Population by Age Group.....16
- » Figure 3: Housing Tenure ..... 17
- » Figure 4: Value of Housing Stock..... 17
- » Figure 5: Age of Housing Stock ..... 17
- » Figure 6: Key Economic Indicators .....18
- » Figure 7: Household Income and Benefits .....18
- » Figure 8: Change in Households by Income.....19
- » Figure 9: Largest Employers in Penn Yan.....19
- » Figure 10: Inflow and Outflow of Jobs in Penn Yan .....19
- » Figure 11: Penn Yan Police Department Calls for Service .....19
- » Figure 12: Penn Yan Lifestyle Segments ..... 30
- » Figure 13: Yates County Change in Employment by Industry .....31
- » Figure 14: Retail Sales versus Spending ..... 32
- » Figure 15: Estimated Retail Gap in Square Feet.....33
- » Figure 16: Percentage of Non-Taxable Land .....34
- » Figure 17: Housing Condition of Single-, Two-, and Three-Family Units in the Village..... 53

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## Thank you!

This planning effort was completed by the joint efforts of Village Officials and Staff as well as the Steering Committee. The contents herein shall serve as an update to the Village of Penn Yan 2000 Master Plan, providing a framework for future decision-making and guidance for local leaders.

The Village would like to thank the Steering Committee members for the time and effort dedicated to the planning process, as well as all members of the community and stakeholders who contributed through the public process to this Plan's vision.

A special thank you also goes to the various Village and Yates County Departments who contributed time and information to the Plan in the form of data, stakeholder interviews, and institutional knowledge.

## Plan Prepared by:

The Steinmetz Planning Group



## Maps & GIS Provided by:

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## Market Data & Analysis Provided by:

Urban Advisors, LTD

# Introduction 1



# Introduction

**NYS Municipal Law**  
“Among the most important powers and duties granted by the legislature to a local government is the authority and responsibility to undertake comprehensive planning and to regulate land use for the purpose of protecting the public health, safety and general welfare of its citizens.”

## Plan Purpose & Intent

The primary purpose of a Comprehensive Plan is to put the community’s vision for its future on the record. Any development proposal or action, whether private or public, should take into consideration the Village’s vision as expressed in this Plan, and attempt to be consistent with these stated priorities.

This Comprehensive Plan is intended to serve as an update of the Village of Penn Yan’s 2000 Comprehensive Master Plan. It is important for the Village to maintain an up-to-date comprehensive plan that reflects the current needs and desires of the community. These needs and desires will shape our community vision and policies. Our vision and policies will in turn guide the collective investment of our residents, businesses, churches, and our local government to better shape our physical, social, and economic character. It is our hope that this document will guide meaningful change in a steady, incremental manner and will identify those resources the community wishes to preserve and enhance.



It is important to note that this Plan is consistent with New York State Municipal Law. According to NYS Village Law Section 7-722, a Comprehensive Plan is defined as:

*“...the materials, written and/or graphic, including but not limited to maps, charts, studies, resolutions, reports and other descriptive material that identify the goals, objectives, principles, guidelines, policies, standards, devices and instruments for the immediate and long-range protection, enhancement, growth and development of the Village.”*

This Comprehensive Plan Update is divided into five major components:

- 1. Public Input Summary**, an overview of the current issues and opportunities identified by the general public;
- 2. Community Profile**, a summary of relevant information on existing conditions and trends;
- 3. Policy Framework**, the Vision, Policies, and Objectives guiding the Village and how to achieve them;
- 4. Action Plan**, a summary of key action items for the successful implementation of this Plan; and
- 5. Future Land Use Map and Discussion**, a statement of the desired future development pattern and character for the Village.

Once completed, a Comprehensive Plan directly or indirectly informs a number of municipal functions and initiatives. These include, but are not limited to:

- » **Grant acquisitions** - Federal and State funding is increasingly tied to a community's Comprehensive Plan. The projects and programs that have public support and are identified in the Plan are more likely to be successful in obtaining funding than those that are not.
- » **Zoning, subdivision and land development** - A Comprehensive Plan can inform future regulatory changes in a municipality. Over time, regulatory tools such as zoning, design review, subdivision requirements and environmental protection overlay districts should be brought into conformance with the Comprehensive Plan.
- » **Budgeting and capital improvement planning** - The Comprehensive Plan can be used as a tool during the development of a municipality's annual budget. The projects and programs contained in the Plan are often included in the budgeting process to ensure the community's priorities are being considered and addressed.
- » **Cultural and economic development efforts** - An increasing number of municipalities are beginning to undertake more non-traditional efforts to foster community vitality. Examples include the creation of arts and cultural venues and programming as well as economic development initiatives to reduce commercial vacancies. The need and support for such efforts is often determined through the comprehensive planning process and documented in the Plan itself.

## Planning Horizon

The planning horizon is defined by the length of time for which the Plan is considered relevant and representative of the community. It may also quantify the length of time necessary to implement a majority of the Plan's recommendations. The planning horizon for this comprehensive planning effort is 10 years, or to the year 2026. This allows for information obtained in the 2020 Census to be included in the next comprehensive planning effort.

However, it is recommended that the Village review the information contained in this document every one to two years in order to ensure that it is still relevant and beneficial prior to 2026.

## Acronyms Used

There are numerous agencies, organizations, and planning references used throughout this document. The following list provides the acronyms for the most commonly used names and titles:

- » **ACS** American Community Survey
- » **CDBG** Community Development Block Grant
- » **DEC** Department of Environmental Conservation
- » **DOH** Department of Health
- » **DOT** Department of Transportation
- » **DPW** Department of Public Works
- » **ESRI** Environmental Systems Research Institute
- » **YC** Yates County
- » **NYS** New York State
- » **SEQRA** State Environmental Quality Review Act
- » **US** United States
- » **PY** Penn Yan



**“Begin with the end in mind.”**

**~ S. Covey**

# Introduction

## Comprehensive Plan or Master Plan?

.....  
*Historically, the terms Comprehensive Plan and Master Plan have been used interchangeably. Each were used to describe a document whose primary purpose was to address the physical development of a community. However, over the past twenty years, the two terms have diverged in their planning applications.*

*The modern Comprehensive Plan's scope has broadened to include areas of interest that go far beyond the physical characteristics of an area. Policies and recommendations that address community resources and social issues are examples of topics covered by a Comprehensive Plan. Modern Master Plans continue to focus on the physical development of an entire community or a portion of a it, such as transportation infrastructure or redevelopment site.*

## Steering Committee

The Steering Committee for the 2016 Plan Update consisted of individuals who volunteered their time and effort to take on this important process. Committee members were selected in order to put together a group that would provide a broad cross-section of the interests and issues facing Village residents, business owners, and stakeholders. Representatives from the Village Planning Board, Zoning Board, Historic Preservation Commission, and Department of Public Works were also included on the Committee. The primary role of the Steering Committee was to provide a preliminary direction for the Plan and help draft and review documents throughout the process.



## Planning Process

The planning process utilized to accomplish the 2016 Comprehensive Plan Update was identified and overseen by the project's Steering Committee. A general timeline highlighting key milestones associated with the completion of this planning process is provided below:

Project Kick-Off Meeting.....	July 2014
Two-Day Visioning Event.....	October 2014
Public Input Summary.....	January 2015
Community Survey.....	March 2015
Keuka College Survey.....	March 2015
Draft Community Profile.....	June 2015
Draft Vision & Goals.....	September 2015
Future Land Use Workshop.....	October 2015
Draft Future Land Use Map.....	November 2015
Preliminary Plan.....	March 2016
Draft Comprehensive Plan.....	September 2016
**Public Meeting.....	Fall 2016
**SEQR Documentation.....	Fall 2016
**Public Hearing & Adoption.....	Fall 2016

\*\* Indicates tasks yet to be completed.

## Previous Plans & Studies

This 2016 Comprehensive Plan Update was drafted while taking into consideration previous planning efforts by the Village that may be relevant to this project. Included below are brief summaries of the specific plans and studies that have helped to directly shape the language of this document.

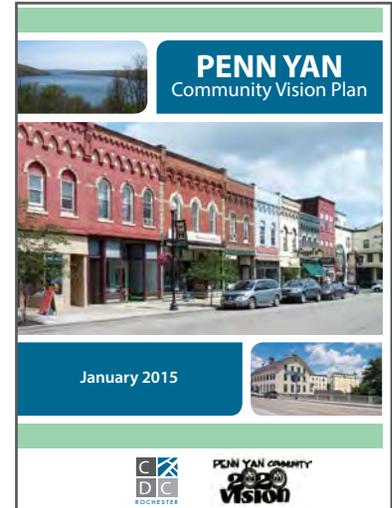
### Comprehensive Master Plan 2000

In January of 2000, the Village of Penn Yan adopted their current Comprehensive Plan, for which this Plan serves as an update. Prepared by Saratoga Associates, this Plan built upon the 1989 Village of Penn Yan Master Plan and served as an update to such. Through analysis of the Village, community outreach, and stakeholder meetings the opportunities and constraints were identified. Based upon these issues the needs and desires of the Village were identified and further refined to “achieve meaningful and desired change in a steady, incremental manner...” With help from the community, goals and objectives were established for future development and conservation. The key recommendations of the Plan were organized into eight sections: land use, open space and recreation, transportation, municipal utilities and community services, urban design, cultural resources, business and employment, housing, and natural resource protection.

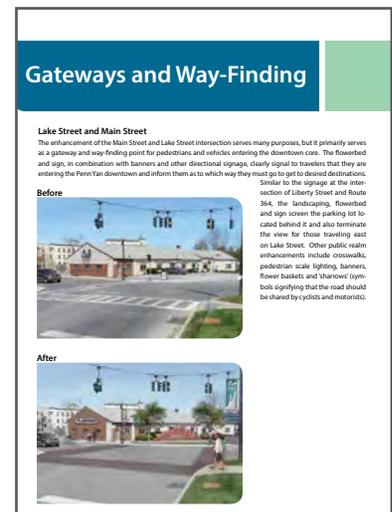
### Vision 2020 Plan

Completed in 2015 as a vision for the next 20-30 years, this Plan was developed to articulate the greater Penn Yan community’s collective vision. The Plan is a combination of thoughts and ideas from Penn Yan residents, business owners, and other stakeholders, along with the Vision 20/20 Steering Committee. Much of these ideas were gathered from a Community Charrette conducted in Penn Yan that was attended by over 125 people. The document and recommendations were distilled by the Community Design Center of Rochester to address the unique needs of Penn Yan in a visual form that contains maps, images and text. The Plan focused on seven areas: gateways and way-finding, waterfront development and connections, the downtown core, housing and mixed use development, newer commercial and community development, preservation—architectural and environmental design guidelines, and transportations and connections. A set of guiding principles were developed by the Vision Committee from reoccurring themes at the design charrette that include the following:

- Preserve, cultivate, celebrate historic ambiance: preservation, history, culture, Main Street
- Provide, enhance, expand connectivity: gateways, waterfront, parking, region
- Demand good design: public realm, design guidelines, signage
- Focus on the pedestrian: balance between auto, multi-modal, trails, parks, safety, walkability
- Enhance with natural elements: vistas, waterfront, parks, trees, trails
- Promote appropriate growth, housing, land use, building use, planning, fighting sprawl
- Develop civic pride: Stewardship, property maintenance, partnerships, diversity, identity
- Destination Penn Yan: tourism, history, waterfront, public realm, identity



### Vision 2020 Plan





# Public Input Summary 7



# Public Input Summary

## Community Preference Survey Results

### *Infill Development*



**Average Score: 1.94**



**Average Score: 7.04**

## Public Participation Efforts

In an effort to engage and solicit input from the general public, the initial phase of this Plan update included a number of public outreach efforts. Residents of all ages, stakeholders, and area interest groups were all invited to provide the Consultant Team and Steering Committee with their own thoughts and ideas about the Village of Penn Yan and its future. The methods of initial public outreach employed for this Plan included the following:

- » A Community Workshop
- » Youth Workshops
- » Stakeholder Interviews
- » Social Media Presence
- » Community Survey
- » Keuka College Survey

The majority of input was received as part of a Two-Day Visioning Event held in October of 2014, while the surveys were conducted later on in the process. This allowed for a more detailed approach to the questionnaire, targeting the preliminary issues and opportunities identified by residents and stakeholders.

### Community Workshop

Held in October of 2014, the Community Workshop provided an opportunity for all residents and those with an interest in the greater Penn Yan area to come out and voice their thoughts and opinions. Attendees were asked to share their vision for the Village in 2025 as well as participate in a visual Community Preference Survey (CPS) and Strengths, Weaknesses, Opportunities, and Threats (SWOT) brainstorming exercise.



During the CPS attendees were shown 65 images of various building and site developments varying architecture, landscaping, streetscapes, and signage. Attendees used electronic remotes to rate each image on its desirability for the Village, helping to identify the community's preferences for development and community character. The results of the CPS can be found in the Appendix of this Plan.

The attendees were broken up into four groups to complete the SWOT exercise. The complete listing of comments from each group is included in the Appendix, while the boxes on the following page list the overall top responses for each category.

## Strengths

- Keuka Lake & Outlet Trail
- Tourism
- Agriculture & viticulture
- Walkability of Downtown
- Small town, great people
- Small, local businesses
- History & architecture
- Mennonite community
- County Seat
- Low electric rates
- Involved citizens
- Arts & theater community
- Keuka College
- Proximity to cities/attractions

## Weaknesses

- Poor housing condition
- Lack of housing choices
- Limited public transportation
- High poverty rates
- High Village taxes
- Presence of drugs (heroin)
- No sales tax revenue
- Lack of restaurant options
- Limited shopping options
- No community center
- Lack of parking Downtown
- Few full-time, living wage jobs
- Lack of senior activities
- Lack of youth activities
- Poor park/trail maintenance

## Opportunities

- Development of Lake Outlet
- Senior housing needs
- Tourist-based businesses
- Cultural integration
- Theater/cultural events
- Upper floor residential units
- Celebrating gateways
- Local business promotion
- Design standards for development
- Become year-round tourism community
- Swimming program
- Retirement friendly
- Highlight agriculture
- Waterfront access & activities

## Threats

- Population decline
- Growing low-income community
- Decreasing middle class
- Heavy industry
- Loss of younger population
- Resistance to change
- Flooding
- Blighted areas
- Uncontrolled growth - poorly planned development
- Out of date zoning
- Taxes
- Loss of historic character
- Drugs, especially among youth

## Youth Workshop

During the Two-Day Visioning event, the consultant team visited two high school classes at Penn Yan Academy to solicit input from the young population within the Village. The students included a broad cross section of freshman, sophomores, juniors, and seniors. Both classes were asked a series of questions to help provide information on their perceptions of the Village and what it was like growing up in the community. These questions and some of the more common responses received from each classroom are listed below:

- ▶ **What DID you like about growing up in Penn Yan?** The lake, scenery, Outlet Trail, small and safe community, sports programs, etc.
- ▶ **What DIDN'T you like about growing up in Penn Yan?** Need more to do, more restaurants, shopping, part-time job opportunities, etc.
- ▶ **What are you post high school plans?** College, trade program, military service, auto-mechanic, family business, etc.
- ▶ **Will you stay in or return to Penn Yan?** Approximately 50% said they would, depending on job availability.

A detailed summary of the comments received in each classroom can be found in the Appendix.



**Village Youth**  
Approximately **50%** of the students who participated in the Youth Workshops were Village residents.

# Public Input Summary

## Visioning Event

The majority of Stakeholder Interviews were held during the Two-Day Visioning Event in October of 2014.

### Stakeholder Interviews

At the start of this planning process the Steering Committee identified a number of stakeholders that they felt were important to engage as part of the initial public outreach effort. These individuals and organizations represented a number of interest groups, agencies, and departments throughout the Village and County. Below is a complete list of the organizations that were included in the interviews:

- Village Department of Public Works
- Finger Lakes Museum
- Penn Yan School District
- Village Recreation Department
- Zoning Board
- Historic Commission
- Keuka Housing Council
- Yates County Office for the Aging
- Friends of the Outlet Trail
- Mennonite Community
- Pennsylvania Yankee Theater Company
- Village Police Department
- Yates County Chamber of Commerce
- Downtown Merchants
- Real Estate Agents
- Local Developers
- Soldiers and Sailors Hospital
- Yates County Planning Office
- Yates County Legislature
- Yates County Social Services Office
- Yates Cultural and Recreational Resources
- Keuka College

Many of these groups have overlapping concerns for the future of the Village, including housing market demand, tax revenues, aging-in-place, preserving historic resources, and the prevalence of poverty. For a detailed summary by topic of the comments and discussions provided by each stakeholder see the Appendix.



## Social Media Presence

Typically the attendance at public meetings and workshops by younger generations is much less than that of the elder population. In an effort to reach out to the younger population within the Village a project Facebook and Twitter page were created. The sites were helpful in posting additional information and updates about the project, while also advertising upcoming events and public input opportunities.

The Facebook page was successful in reaching thousands of people through the sharing of posts by the over 200 followers of the page. The Twitter page was also successful in engaging with other groups and organizations within the Village, such as the Library and various radio stations.



The social media pages were also helpful in providing a public forum where residents and stakeholders could post thoughts, comments, and questions about the project or any events that were held. Overall the exposure was helpful in not only engaging the younger population, but also getting their direct feedback on the process.



Facebook post announcing the Community Survey.



# Public Input Summary

429  
respondents

“village wide wifi!”

“improve public transportation options”

“public swimming pool!”

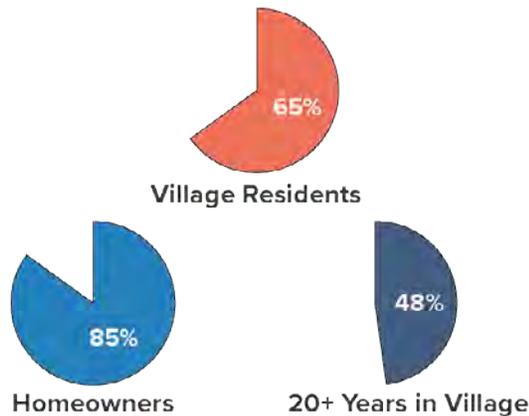
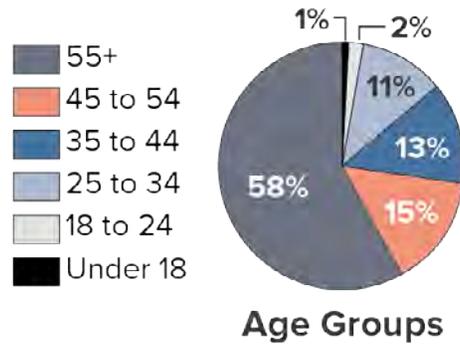
“connect the Village to the Lake”

## Community Survey

In addition to the Two-Day Visioning Event, the Village felt it would be beneficial to distribute a community survey to ask more focused and direct questions related to the preliminary issues and opportunities identified during the Community Workshop and Stakeholder Interviews. The survey instrument was created for use both online and on paper.

The following is a brief analysis of the survey responses that have helped to shape the language and direction of this Plan.

### Who Took the Survey?



### Top 3 Reasons to Live in the Community:

1. The small town, Village atmosphere
2. Was born or raised in the area
3. The rural setting and open space outside the Village

Non-Village residents put a higher emphasis on the waterfront location, while Village residents identified the low-cost electric as another reason why they live in Penn Yan.

### Top 3 Reasons to Leave the Community:

1. Taxes
2. Loss of rural character and open space
3. Employment change or job transfer

The difference in responses between the 55+ age group and Millennial population (under 35) was significant for this question. For one, Millennials were far less concerned with taxes than seniors. Second, Millennials cited lack of growth as a reason they would leave, while seniors were more concerned with excessive growth. Additionally, both the senior and Non-Village respondents had higher rates for lack of senior housing options.



“My Village Taxes Provide a Good Value.”

35% AGREE    26% NEUTRAL    39% DISAGREE

### Top 5 Priorities for the Village into 2025:

1. Fill vacancies in the Downtown area
2. Foster additional employment opportunities
3. Attract additional commercial and retail development
4. Improve the appearance of Downtown
5. Preserve and rehab historic building stock

When asked if Village residents would be supportive of paying higher electricity rates for new development, respondents indicated that they would be in support for commercial or retail operations, but not industrial or residential uses.

### What Elements Define Penn Yan's Character?

1. Tree-lined streets, sidewalks, and overall walkability
2. The Outlet Trail and Keuka Lakefront
3. Historic architectural character of buildings

### Resident Support to Improve Building Appearance:

**85%** Support obtaining grants to assist property owners.

**74%** Support adopting design standards for signage, landscaping, and building facades

**62%** Support more strict enforcement of building codes



Share of Village residents who think their neighborhood is the best thing about PY.

### Desired Lake Street Improvements:

1. Improved building appearance
2. Pedestrian improvements, such as upgraded sidewalks and crosswalks
3. Increased landscaping and more street trees
4. Better signage

### Biggest Neighborhood Complaints for Residents:

1. Poor housing conditions
2. Overall appearance
3. Poor street conditions

### Top Amenities to Enhance in the Village:

1. Extension of the Outlet Trail
2. Expanded recreation or community center
3. Rehabilitation of the Sampson Theater

"Improve and maintain what we have first"

"Bike lanes!"

"need more things for teens and young adults to do"

"Improve the boat launch"

# Public Input Summary

**150**  
student/staff  
respondents

Rate the sense of  
community in PY



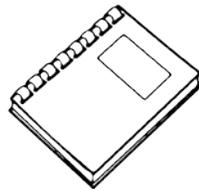
Rate your experience in PY!



## Keuka College Survey

Due to the close proximity and influence of Keuka College on the Village, the Steering Committee felt that a separate survey for the students and staff of Keuka College would be beneficial to the process. With a full-time student population of approximately 1,200 and full-time faculty/staff population of nearly 290, the campus is home to a number of potential Village visitors and stakeholders.

The College Survey was distributed in an online format only, utilizing existing email and social media channels within the school.



51%



49%

## Who Took the Survey?

Of those that took the Keuka College survey 51% were students and 49% were faculty and staff members. Half of the respondents were also under the age of 30. Approximately one-third of the respondents lived on-campus, while 22% live in the Village of Penn Yan. Those that live in the Village are mostly faculty and staff.

## Why Did You Choose Keuka College?

1. Character of the area
2. Proximity to the Lake

Students were also driven by specific program offerings and financial aid. The most significant reason driving faculty and staff decisions was their respective job opportunities.

## Do You Plan to Stay in the Area?

**76%** Of students said they would NOT stay

**80%** Of faculty and staff said they would stay

For both groups the most significant reasons why they would stay or leave the area was...

## JOBS & FAMILY

### Visiting the Village:

88% of respondents said that they visit the Village 1 to 3 times per week or more, with a personal vehicle being the most widely used transportation option.

Students, staff, and faculty are not visiting Village facilities such as the local parks or library, however. These groups patronize the Village for day-to-day goods and service needs such as groceries, medications, drinks or meals away from home, and food service delivery. For entertainment and more specific shopping needs, the students and staff are more frequently driving to destinations 15+ minutes away.

"If provided, which of the following would you utilize?"



Water Taxi



Bike Path



Shuttle  
(more stops &  
higher frequency)



Car Share  
Program

# Community Profile 15



*Note: Unless otherwise cited, the following data, figures, and trends have been summarized from the 2000 Census, 2010 Census, and 2008-2013 American Community Survey.*

# Community Profile

## At a Glance!

**Population**  
5,203

**Total Land Area**  
2.3 sq. mi.

**Density**  
2,200 people/sq. mi.

**Median Age**  
41 years

**Year Settled**  
1799

**Year Incorporated**  
1833

## Population Trends

Despite the significant growth in Yates County since 1950, the Village of Penn Yan and its surrounding Towns have remained relatively stable in population (See Figure 1 at right). The County reached its peak population level in 2010, and has since experienced a slight decline at a rate of less than 1%. Penn Yan's current population of 5,203 is expected to remain at this level over the next decade with no significant periods of growth or decline predicted into 2025.

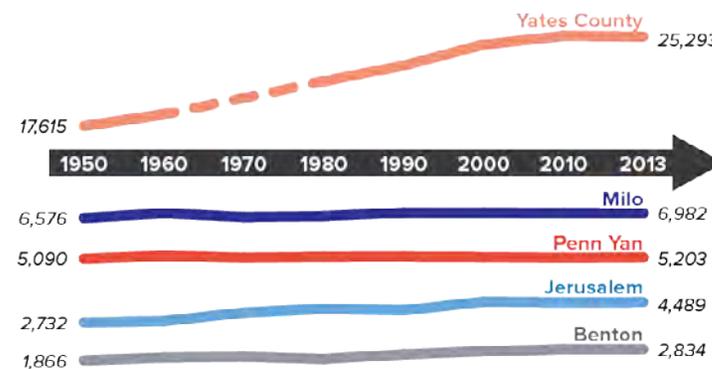
Although the general population of the Village has remained stagnant, the change in age composition of Penn Yan from 2000 to 2013 indicates that the Village is getting older. Figure 2 below shows the largest increase in the 55 to 64 age cohort. With 35 to 54 year olds representing the largest share of the Village's population, it can be expected that the retirement population will continue to increase over the next two decades. The decline in the 65+ generation may be attributed to the fact that seniors are finding it difficult to age-in-place due to limited transportation options and affordable senior housing stock.

The declining trends seen in the 35 to 54 and under 5 age groups indicates that the Village is losing young families. Additionally, the Millennial population (20 to 34) has stagnated.



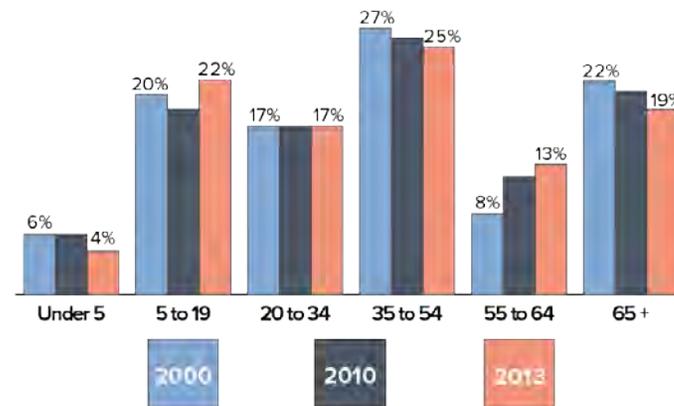
**2,200**  
Households (HH)

**2.21**  
Average HH Size



**Figure 1: Countywide Population Trends**  
(1970 Census Data for Yates County Not Available.)

“*Attracting and retaining young families and Millennials will play an important role in sustaining the Village's future population and tax base.*”



**Figure 2: Village Population by Age Group**

### Existing Housing Stock

The estimated number of units within Penn Yan totaled 2,254 in 2013. Of these units, 95% are occupied, which is a much healthier occupancy rate than that of Yates County at 71% (See Figure 3 at right). Over the last decade, the vacancy rate of rental units specifically has dropped to less than 1% in the Village, an indication that the demand for rental units is high in the area.

However, maintaining higher home-ownership rates is important for a healthy residential tax base and neighborhood stability. Penn Yan has nearly double the share of rental units than the County. This is likely due to the higher density development pattern supported by existing Village infrastructure and conversions of single-family homes to multi-family rental units.

Of the 1,258 total owner-occupied homes within Penn Yan, over 50% are valued at less than \$100,000; whereas that share is only 40% for Yates County (Figure 4). This is important as home values are often indicative of a community's desirability and quality of housing stock.

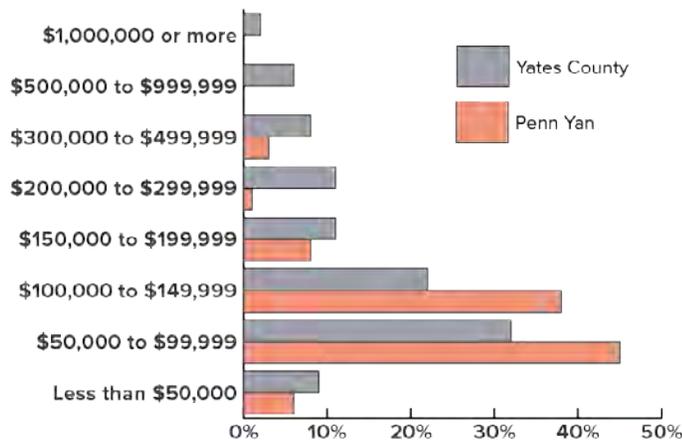


Figure 4: Value of Housing Stock (2013)

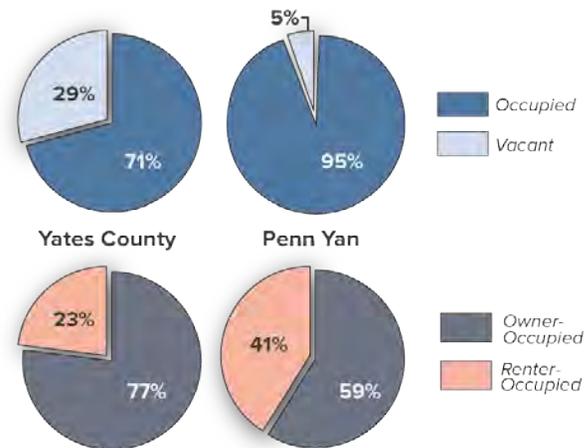


Figure 3: Housing Tenure (2013)

For Penn Yan, the age of existing housing units is likely the most significant cause of lower home values, as Pre-1950 units make up 71% of the total housing stock available in the Village (See Figure 5 for Countywide comparison). These older homes typically require more repairs and costly updates, and can rapidly depreciate in value if not well-maintained.

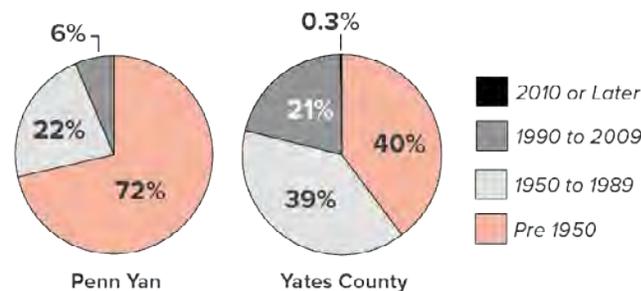


Figure 5: Age of Housing Stock (2013)

### Median Home Value (2013)

Yates County  
**\$118,200**



Penn Yan  
**\$99,600**

# Community Profile

## Middle Class Earners (Yates County)

\$\$\$

\$91,000

to

\$30,500

\$



## Economic Indicators

There are many ways to measure the current economic conditions of a community, Figure 6 below includes a few key economic indicators that helps to compare the Village of Penn Yan to that of Yates County as a whole.

Indicator	Penn Yan	Yates County
Median Household Income	\$41,675	\$49,335
College Degree (Associates +)	27%	33%
Unemployment Rate	6.2%	6.9%
Poverty Rate (Individuals)	19%	15.9%

Figure 6: Key Economic Indicators (2013 ACS)

Penn Yan has a lower share of adults (25+) with college degrees (27%) than Yates County (33%). This is consistent with the fact that the Village's median household income level is below that of the County's, as educational attainment levels within a community are often a primary driver of a community's income level. Since the earning potential of college educated individuals is generally higher, a larger share of college educated adults is typically indicative of a higher median household income. Penn Yan's share of population with a high school diploma, however, is on par with the County rate at 87%.

Despite a slightly lower unemployment rate than the County, the Village has a higher rate of poverty among individuals and families. Of the poverty stricken families

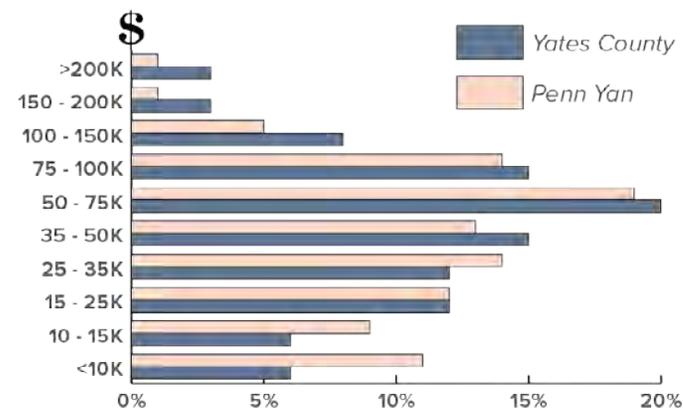
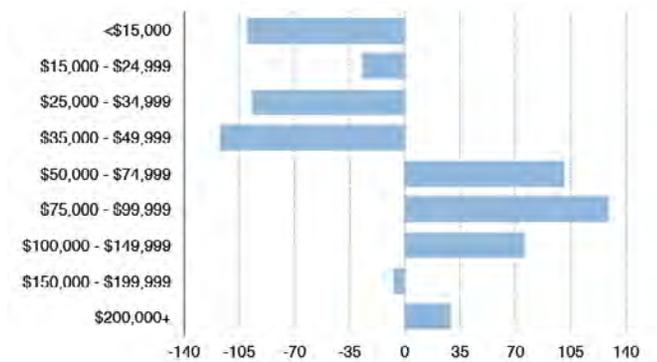


Figure 7: Household Income and Benefits (2013)

within the Village, single mothers with children less than 18 years of age are the largest group afflicted at 42%.

Figure 7 above shows the disparity in distribution of household income (including benefits) within Penn Yan and Yates County as a whole. Based on this graph it is clear that Penn Yan has a much higher share of low-income households and fewer high-income households. According to the U.S. Department of Housing and Urban Development (HUD) families earning less than \$48,700 and individuals earning less than \$34,100 in 2014 were considered to be low-income within Yates County.

Household income and benefits for the Village include a number of income sources, such as employment earnings, retirement funds, social security, and food stamps or Supplemental Nutrition Assistance Program (SNAP) benefits. In 2013, approximately 20% of Village households received retirement income at an average of \$27,000 annually, while 36% received social security, and 26% received food stamps or SNAP.



**Figure 8: Change in Households by Income (1999 - 2012)**  
Source: Environmental Systems Research Institute (ESRI)

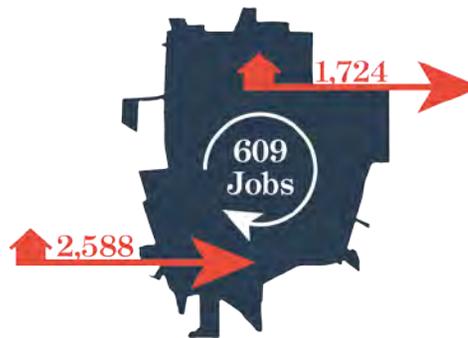
Although there is a perception that Penn Yan is attracting low income households, Figure 8 indicates that the growth in the last decade has been in the number of households with incomes above the local median. This trend is expected to continue over the next decade with an increase of approximately 150 households earning over \$50,000 a year.

The Village is home to a number of the largest employers within Yates County, with over half of the top 20 employers located in Penn Yan. Figure 9 below lists the top employers in the Village according to the 2014 Yates County Community Profile published by the Yates County Chamber of Commerce.

Employer	Employees
Soldiers and Sailors Memorial Hospital	438
Penn Yan Central School	350
Yates County	230
Yates ARC	224
Silgan Plastics, INC	181

**Figure 9: Largest Employers in Penn Yan (2013)**

Figure 10 below shows the inflow and outflow of jobs within Penn Yan. In 2011, 609 jobs were held by people who both lived and worked within the Village, while 2,588 jobs were of those living outside but working within the Village, and 1,724 living inside but working outside the Village.



**Figure 10: Inflow and Outflow of Jobs in Penn Yan**

Over the last decade the Village’s Police Department has seen a 40% increase in “calls for service,” or incidents reported by a responding officer. In 2004 the calls for service totaled 4,521; by 2014 this number had increased to 6,332. Figure 11 below includes a graphical representation of this increase. Although the nature of each call is not listed, it has been noted by the department that there has been an increase in drug related crime activity.



**Figure 11: Penn Yan Police Department Calls for Service (2004 to 2014)**



**Education, Health Care & Social Assistance**

**22%**  
Of Village Jobs



**Retail Trade**

**16%**  
Of Village Jobs



**Manufacturing**

**14%**  
Of Village Jobs

**Top Employment Industries (2013)**

# Implications

## Implication

[im-pli-key-shuh n] (noun)

1. The conclusion that can be drawn from something, although it is not explicitly stated.



**New High-End Rental**  
Birkett's Landing recently was renovated to include a number of new high-end rental units that have attracted empty-nesters and young professionals to Penn Yan.

## Introduction

During the initial phases of this comprehensive plan update process there were a number of trends and existing conditions that spurred more dialogue than others. These facts and figures, along with many of the comments received by the public in the initial outreach phase, began to formulate a set of implications that the Committee felt needed to be addressed as part of the Village's future vision.

As a result, the following sections were drafted to provide further insight into the most pressing concerns facing Penn Yan, as well as a starting point for this Plan's vision and policy discussions.

## Housing Market

The extent of the Village's housing market cannot be fully understood without the completion of a formal housing study; however, based on the community profile information available and observations of the Keuka Housing Council as well as local real estate agents and developers there is a general understanding of three pressures on housing demand. The extent to which these pressures exist is unknown, but the data and trends suggest that there is a shortage of affordable housing, middle-market single-family homes, and high-end renter or owner units.

## Low-Income

Based on preliminary discussions with the Keuka Housing Council, it is clear that there is still significant demand for affordable units (a home priced under \$120,000 or monthly rent less than \$750), particularly units that are in good condition. According to the Keuka Housing Council there are extremely limited housing options for the \$30,000 to \$40,000 income level. Their office has over 200 people on waiting lists for affordable units.

Affordability in housing is an important factor to consider not only for the lower income families in Penn Yan, but also for households on fixed incomes like retirees and seniors. The Yates County Office for the Aging has cited that housing costs are one of the top burdens the community's senior population faces as they seek to age-in-place.

## Middle-Income

The recent growth of households earning over \$50,000 is important to the change in housing demand. The housing types and prices preferred by household incomes of \$50,000 to \$150,000 are typically single-family homes ranging from \$120,000 to \$200,000 in value, with the exception of young professionals who may prefer rental units or condos. It has been noted by local real estate agents and developers that housing of this price range and style is scarce within the Village, forcing these potential new households to locate outside Penn Yan. Additionally, the condition of many housing units within the Village is another barrier to attracting new families and young professionals.

## High-Income

Over the last decade traditional Village development patterns have become increasingly attractive to many population groups, including retirees and Millennials. The success of the Birkett Mills residential units (pictured in the left hand sidebar) over the last few years is a testament to the existence of a higher-end residential market within the Village, particularly in Downtown or along the waterfront.

## Walkability & Community Character

There is no single, agreed upon definition for the term walkability. Simply stated, it can be defined as the level of comfort humans beings feel traveling in an area on foot. According to the Walkability Checklist developed by the Pedestrian and Bicycle Information Center there are five elements that impact the walkability of any community. These include:

- ▶ **Room to walk** - Are there sidewalks or pathways available? Are they continuous and in good repair?
- ▶ **Ease of street crossings** - Are crosswalks and pedestrian signals present? Are roadways too wide or busy to cross?
- ▶ **Driver behavior** - Are travel speeds too fast? Do motorists yield to pedestrians?
- ▶ **Safety rules** - Could you and your child cross at intersections controlled by a traffic signal and where you could be readily seen by motorists?
- ▶ **Level of comfort** - Is it an attractive streetscape with appealing facades, street trees, and tree lawns? Is it unpleasant to walk because of scary dogs, litter, or poor lighting?

Penn Yan provides an extremely walkable environment to its residents and visitors. The Village's traditional building stock, interconnected street network, and street trees create an ideal setting for pedestrians of all ages. However, over the past four decades, the Village's character has been negatively impacted by public and private investments. The widening of NYS Route 14A, the construction of auto-oriented commercial establishments, and poor housing conditions have resulted in the general deterioration of some of its most significant streetscapes. Based upon the public input received during this process, it is clear that both Village and Town residents value the enhancement of the Village's walkability.



**63% of the survey respondents indicated that the tree lined streets, sidewalks, and the walkability of the Village is the most important physical element of the Village's character.**



**The pedestrian accommodations within the business district located along Lake Street (south of Liberty Street) are not adequate to create a comfortable walking environment.**

**Lake Street Upgrades**  
50% of Community Survey respondents indicated they would like to see the following along Lake Street:

- *Upgraded sidewalks & crosswalks,*
- *Increased landscaping, and*
- *More street trees*

# Implications

**CEOs for Cities, 2009 Report**  
**An individual home's assessed value could increase anywhere from \$700 to \$3,000 for every one-point increase in that neighborhood's WalkScore.**



## WalkScore®

WalkScore is a free online tool that helps measure the walkability of a particular street or address. In order to calculate the WalkScore of an area the site evaluates the following:

1. *Pedestrian friendliness measured by urban planning metrics (e.g. average block length and intersection density)*
2. *Proximity to commercial, recreational, and educational destinations*
3. *Ability to complete errands on foot*
4. *Availability and proximity to public transit*

According to WalkScore, the Village of Penn Yan near to Downtown is considered “very walkable” with a score of 74. This rating is based on the assumption that most of a resident’s errands could be completed on foot given the proximity of dining and drinking establishments, groceries, shopping, schools, and entertainment. However, this number does not take into consideration the proximity of potential workplaces or the comfort level the streets provide to pedestrians.

By contrast, the WalkScore for Lake Street within the Village is much less at only 58. This environment is considered to be “somewhat walkable” due to limited daily errand destinations in the area and further distance from nearby schools.

## Historic Architectural Character

In 1982, the Village of Penn Yan received its designation on the Nation and State Historic Registers for the Historic District located along Main Street and Clinton Street. The District includes hundreds of properties and sites, some dating back to the early 1800s. Realizing the importance of preserving and protecting the properties located within this District the Village established a Preservation Ordinance in 1989, which set forth specific rules and regulations for any exterior environmental changes made to buildings within the District. Applicants wishing to make visible changes to historic properties must go before the Historic Preservation Commission for review and issuance of a Certificate of Appropriateness for the work.

It has been noted through the Stakeholder Interview process that many property owners and individuals are unaware of the existence of this Historic District and the additional regulations associated with it. This lack of understanding, combined with inconsistent enforcement by the Village, has led to some conflict between property owners within the District and the Preservation Commission. However, since the start of the Village’s Facade Improvement Program, a number of building facades downtown have been restored to the satisfaction of the Commission.

The Village’s Preservation Ordinance is in accordance with the Secretary of Interior’s Standards, which are used by the National and State Historic Registers to determine the historical appropriateness of alterations. This is important to note as the National and State Historic Registers offer property tax incentives to owners who ensure their alterations are consistent with said standards.

The map to the right shows the location of the Historic District, as well as other historically significant properties within the Village.



# Implications



## Low Cost Electric

The Village has a limited supply of low cost electric service that it can provide its residents and businesses. As a result, each time a new industrial, commercial, or residential user is added to the system, it may result in an increase in the rates for existing users.

## Infrastructure

Penn Yan owns and operates its water, wastewater, and municipal electric facilities. These services are administered by the Municipal Utilities Board (MUB) and maintained by the Village's Department of Public Works (DPW). The Village also provides water and wastewater services to some adjacent Towns and Villages at a wholesale rate. Additionally, the DPW also maintains local roads, stormwater infrastructure, parks, and street trees.

Use	Rate (per meter, per month)	Customer Service Charge
Residential	\$0.0307 per KWH	\$1.55
Commercial	\$0.0392 per KWH	\$2.32
Industrial	\$0.0178 per KWH	\$3.87

**Village Electric Rates by Use (April to November)**  
Source: Village MUB Page 2016

## Electric

The municipal electric system operates within a designated franchise area which consists of the existing Village boundaries. As of 2008, electric service cannot be extended outside of this boundary unless the land(s) requesting service is officially annexed into the Village. This policy is intended to limit the costs associated with installing new infrastructure (poles, wires, transformers, etc.) which typically took many years to recoup. There is no maximum capacity for the Village system; upgrades are possible for improving delivery and transmission.

Electricity is provided to the Village system by the Niagara Power Project with the average Village load approximately 10 megawatts (MW), peaking during the winter months. Power is purchased from Niagara at a set capacity and rate with additional power purchased as needed at market rate. In 2014, the rates were 3.5 cents base and 7 to 8 cents market giving a blended rate of approximately 5 cents per kWh. One of the shortcomings of this pricing structure is that although the base Village rate is tiered based on use, purchased power is flat across the board and not dependent on land use. By comparison, the Village is more residential in nature, so the load is shifted more towards industrial uses; the former using less power, but in effect, subsidizing the pricing for the larger users.

The Village maintains approximately 1,800 poles in addition to transformers and other equipment. The age of this infrastructure is a concern with the DPW conducting an internal review and evaluation over time and using this information as part of its capital improvement program (CIP). Future needs and planning includes improvements for energy efficiency (i.e. converting light fixtures to LED bulbs), power factor corrections, and auto meter reading. Demand for future service is anticipated predominantly at the industrial parks and waterfront area.

### Water System

The Village system receives and treats water from Keuka Lake at its water treatment plant (WTP) on the west side of the lake, producing between 0.65 and 1 MGD (million gallons per day) for customers in the Village as well as portions of neighboring Dresden, Benton, Milo, Jerusalem, and Pulteney. Currently, the WTP is permitted to treat 1.8 MGD with the peak capacity being around 1.2 MGD. The original plant only operates for 10 hours per day at seven days a week, but was constructed with adequate room for additional filtration equipment, which may be needed in the future.

Other water facilities include two above ground reservoirs (1 MG each) and an elevated steel tank; the latter will require replacement or relining within five years. The transmission network is newer (less than 50 years old) and has been up-sized. Meanwhile, the distribution network is in greater need for replacement. Approximately 80 percent of that system is between 70 and 100 years old, consisting of cast iron piping. The Village has been noting reported water main breaks and are focusing on maintaining and replacing the existing system rather than expanding it or focusing on above ground infrastructure (i.e. roads). Future needs and planning includes additional water treatment filtration equipment as needed, auto meter reading, upgrades for fire protection, and replacement with ductile iron pipe.

### Sewer System

The sewer system mirrors many of the same issues as the water system in terms of age of piping and the need for replacement. Inflow and infiltration (I&I), clean storm water and groundwater that enters the system through cracks, leaks, or improper connections that doesn't require treatment, continues to be a concern for the system despite the Village's efforts to have 98% of the system inspected with 91% corrected. The wastewater treatment plant (WWTP) was upgraded in the 1980's and the Village is actively seeking grant

money to start a composting process for treated solids. Overall the current plant does not have any capacity concerns; however, the 2014 flooding revealed several sewer system issues that the Village will need to address including wet well capacity and siphoning. There are no substantial future sewer demands anticipated, although it has been noted by the DPW that pipe capacity may be a concern for additional industrial uses.

### Stormwater Management

*"Parking lots collapsed underneath cars. Downtown businesses were closed due to heavy flooding. Numerous roads washed out, becoming impassable. The damage in this Yates County village from Tuesday night's thunderstorms bordered on catastrophic. Several lines of storms swept through the region last night, causing water- and power-related problems throughout the four-county area. No one was hit worse than Penn Yan, where an estimated five inches of rain fell."*

*- Finger Lakes Times, 2014*



**Aftermath of the 2014 Flood.**  
Photo: Spencer Tulis photos/Finger Lakes Times

**Poor Roads & Sidewalks**  
Poor road and sidewalk conditions were top comments received by Community Survey respondents when asked what they disliked about the Village.

Currently, the Village does not have a comprehensive map of the storm system, but after the 2014 flood, many issues and concerns were identified. The Village will be undertaking a hydrologic and hydraulic (H&H) study of the storm system, which will result in a comprehensive evaluation of the storm system and provide recommendations and improvements to minimize future flooding events.

## Roads

The Village is responsible for approximately 26 miles of roads. As previously stated, the Village's current priorities include upgrading and improving the infrastructure below the road than the road itself. The DPW is continuing to maintain the road network and has a system in place for prioritizing road segments in need of repair. Money has been set aside for a three year paving plan based on that priority system, but has now been extended out to four years due to the impacts of the 2014 flooding. The majority of the road work consists of milling and resurfacing, which is less intensive than a full road reconstruction. As of the writing of this Plan, only two or three streets require a full reconstruction.

The map on the opposing page shows the current transportation network of roadways, trails, and railroads in the Village and their ownership. It will be important for the Village to collaborate with New York State DOT and Yates County DOT as new roadway improvements are considered.

## Sidewalks

According to the community survey, over 66% of village residents that took the survey identified "the tree lined streets, sidewalks, and overall walkability of the Village" as the most important physical element that contributes to the Village's character. However, nearly 30% of these same respondents rated the condition of the Village's sidewalks as "poor" or "very poor". This was the lowest satisfaction rating of the nine community services listed in the survey.

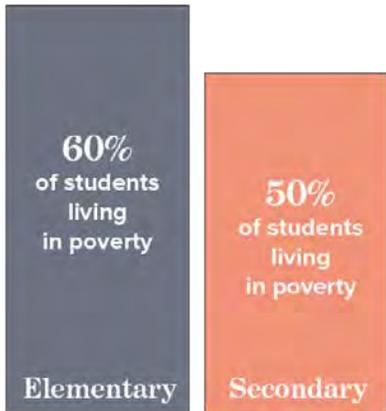
The Village has an extensive sidewalk system both downtown and throughout adjacent neighborhoods. The current Village policy states that it is the responsibility of the home or business-owner that abuts the sidewalk to maintain the portion of sidewalk that runs along his or her property. The Village has a sidewalk improvement program which in which it will repair and replace sidewalks at a discounted rate with the costs paid for by the person or business requesting assistance. The Village's approach has produced mixed results, with some sections of sidewalks in disrepair and others in good condition and meeting the standards of the Americans with Disabilities Act.

Street trees (trees planted within the right-of-way) are located throughout the Village. Recently, Cornell University completed a street tree inventory to determine the extent of species, condition, and other factors. The results of that inventory determined that the Village has a large number of single species trees, which could result in significant loss in the case of a disease. The Village has been awarded two urban forestry grants to replace poor condition trees with other species.



# Implications

## Penn Yan School District



## Parks & Recreation

The existing recreational opportunities within the Community are currently being provided through the combined efforts of the Village and its partners. These partners include but are not limited to the School District, the Library, the Yates Community Center, and independent sports clubs or leagues. These local organizations are proud of their existing recreation facilities. A detailed summary of these facilities is provided in the table on the next page.

According to the records maintained by the Penn Yan School District, approximately 60% of the Village's elementary students and 50% of its middle school students live in poverty. The cost of participating in non-scholastic sports programs (youth soccer, softball leagues, etc) often include the purchase of equipment and the payment of registration fees. These costs may be a barrier to families that do not have the financial means to provide their children with the opportunity to participate in these programs. Decreasing or removing these financial barriers should be a priority of the community over the next decade.

Based upon the information collected to complete this Community Profile, it is clear that there is not a single group or designated body that coordinates the delivery of recreation programs in Penn Yan. The Village and its partners should consider establishing a single organization to act as a coordinating entity and clearinghouse for youth as well as adult recreation programs in the community. This will serve to ensure that there are no gaps in programming and will help to avoid duplication of services.

The Center for Disease Control and Prevention has determined that childhood obesity in the United States has more than doubled in children and quadrupled in adolescents in the past 30 years. Meanwhile the percentage of children aged 6 to 11 years who were



Indian Pines Park

obese increased from 7% in 1980 to nearly 18% in 2012. Similarly, the percentage of adolescents aged 12 to 19 years who were obese increased from 5% to nearly 21% over the same period. According to the Penn Yan School District, the obesity rate within its student population is 20% and is consistent with national levels. The need for a broad range of active and passive recreation offerings to help reverse this trend has never been greater.

Facility	Size (Acres)	Activities & Equipment
<b>Village Owned/Maintained</b>		
Elm Street Sports Complex	9.9	Baseball, softball, junior football, box lacrosse, food concession, picnicking, marsh views
Keuka Street Boat Launch	6.5	Boat launch and docks, tennis, basketball, playground, ice skating, picnicking, passive recreation, outlet views
Larham's Field	5.4	Softball, soccer, playground, food concessions, picnicking
Red Jacket Park	3.7	Swimming, picnicking, horseshoes, playground, volleyball, bathhouse, passive recreation
Keuka Lake Outlet Trail	3.5	Hiking, biking, cross-country skiing, nature study, snowmobiling, roller-blading, exercise stations
Indian Pines Park	3.1	Swimming, picnicking, volleyball, passive recreation, lake views, playground, concession, restrooms, changing facilities
Softball Field	1.9	Softball and soccer
Hutton Street Playground	0.2	Playground
Main Street Pocket Park	0.1	Benches, gazebo
<b>SUBTOTAL</b>		<b>34.3</b>
<b>School Owned/Maintained</b>		
Liberty Street School Field	2.0	Primary athletic field for high school use only (football, soccer, etc)
St. Michael's Playground	1.1	Basketball, playground, leased by Village for recreational programs (Little League, soccer, etc)
<b>SUBTOTAL</b>		<b>3.1</b>
<b>Other Open Spaces/Facilities</b>		
Yates Community Center	14.0	Fitness Center, more activities and programs being planned
Fireman's Field	4.3	Available for special events, pavilions, lake views
<b>SUBTOTAL</b>		<b>18.3</b>
<b>TOTAL FOR ALL FACILITIES</b>		<b>63.8</b>



**Fireman's Field Pavilions**

(Source: Village of Penn Yan 2000 Master Plan)

# Implications

## Median Household Income by Lifestyle Segment

**Small Town Simplicity**  
**\$27,000**

**Traditional Living**  
**\$37,000**

**Heartland Communities**  
**\$39,000**

**Rural Resort Dwellers**  
**\$46,000**

## Economic Climate

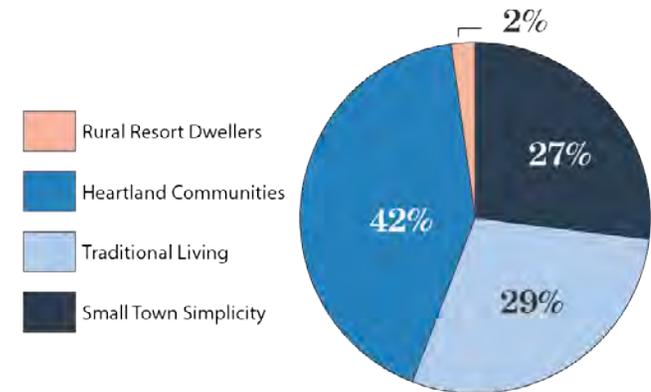
There are a number of factors that can have an impact on a community's economic climate. At the time of the writing of this Plan, Penn Yan's most significant economic forces include the change in family lifestyle segments, change in employment, and the retail market.

## Lifestyle Segments

ESRI has developed a way to classify residential neighborhoods in the US based on their lifestyle choices, what they buy, and how they spend their free time. In total there are 67 unique segments under ESRI's Tapestry Segmentation, four of which are applicable to the Village of Penn Yan (see Figure 12).

The Penn Yan life style groups are based on several types of demographic categories including urbanization (size of city or town), income, age, household size, and ethnicity. Each group is further defined as the following:

- » **Small Town Simplicity** includes young families and senior householders that are bound by community ties. Their lifestyle is down to earth and semi-rural. (Average HH Size: 2.25)
- » **Traditional Living** residents live primarily in low-density, settled neighborhoods. They are a mix of married-couple families and singles. Many families encompass two generations who have lived and worked in the community; their children are likely to follow suit. (Average HH Size: 2.50)
- » **Heartland Communities** are the well-settled, close-knit, semi-rural, and semiretired households. The older householders are primarily homeowners and have paid off their mortgages. Their children have moved away, but they have no plans to leave their homes. (Average HH Size: 2.38)



**Figure 12: Penn Yan Lifestyle Segments**  
Source: ESRI (2015)

- » **Rural Resort Dwellers** are generally those that own seasonal housing in areas supportive of outdoor activities. Many are delaying retirement or returning to work in order to maintain their current lifestyles. (Average HH Size: 2.21)

The characterizations help typify other choices including spending patterns and market preferences. This is important in determining what types of products to plan for in both housing and services. For more information on the specific behaviors and characteristics of each lifestyle group see the ESRI summaries included in the Appendix.

Since the previous projections suggest that new residents may be in higher income categories (see page 19), careful consideration should be given to the procurement of new housing stock. The housing types and prices preferred by household incomes of \$50,000 to \$150,000 may not well match the existing stock. This trend combined with an aging population suggests that the existing population of "Rural Resort Dwellers" may

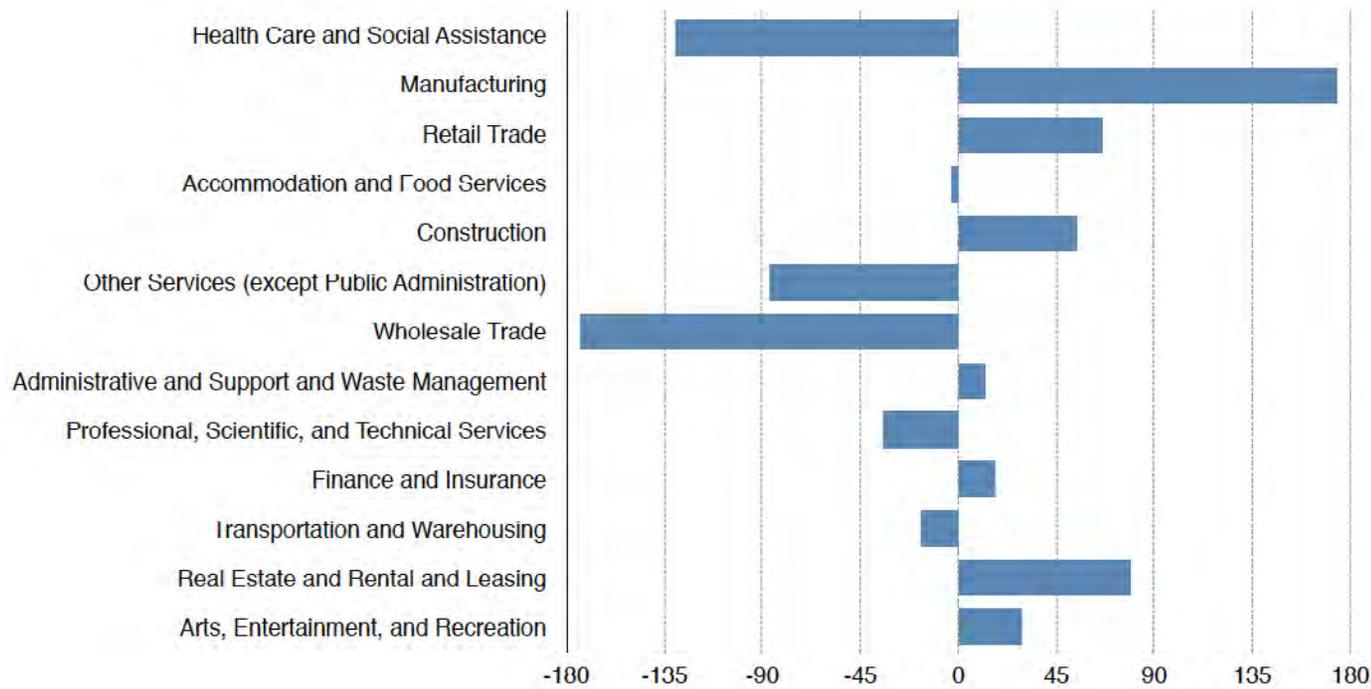


Figure 13: Yates County Change in Employment by Industry (2002 - 2012)  
Source: BLS & Urban Advisors Ltd

be growing. New or renovated housing units should be planned to meet the needs of these income and lifestyle segments.

### Change in Employment

Although Health Care and Social Assistance remain the largest employment industries in Yates County, and are growing industries in the County, the last 10 years (to 2012) showed a net decrease in this employment industry for the County (see Figure 13). Plans from the local hospitals and social service providers should be considered to anticipate new losses or anticipated future industry growth.

The loss in Health Care was second only to the net loss in Wholesale Trade employment. Net gains have been made in Manufacturing, Real Estate, Retail Trade and Construction. From preliminary discussions with stakeholders, it is understood that some of the employment in Manufacturing and Retail Trade is from businesses with long established roots in the community that have been operating here for generations. Representatives of local industries also stated that while low wage hourly employees were available, it is often difficult to recruit skilled labor into Penn Yan.

# Implications

## Retail Market

How much do residents of Penn Yan spend in the Village and how much do they spend elsewhere? How much of Yates County resident spending goes to Penn Yan? These questions are answered in Figure 14 below. Retail Spending is an estimate of how much residents in the area spend on each retail category in a year. Retail Sales estimates the gross sales of area businesses in each corresponding category. The difference between sales and spending identifies areas of “leakage” (residents leaving the area to spend money) and “surplus” (local sales exceeding local spending, suggesting the Village or County is capturing spending from residents outside their municipal boundaries).

This analysis shows that in both the Village and Yates County, Health and Personal Care stores and Motor Vehicle and Parts Dealers are attracting spending from a much wider area. While Yates County residents spend over \$20,000,000 outside of Yates County on Food and Beverage Stores and General Merchandise Stores, Penn Yan captures some of the greater Countywide area spending in the Food and Beverage Store category.

Despite the categories where the Village has some surplus, there remains a Retail Gap in many categories. Yates County is under-served in Food and Beverage, Clothing and General Merchandise Stores, with residents spending money on those categories

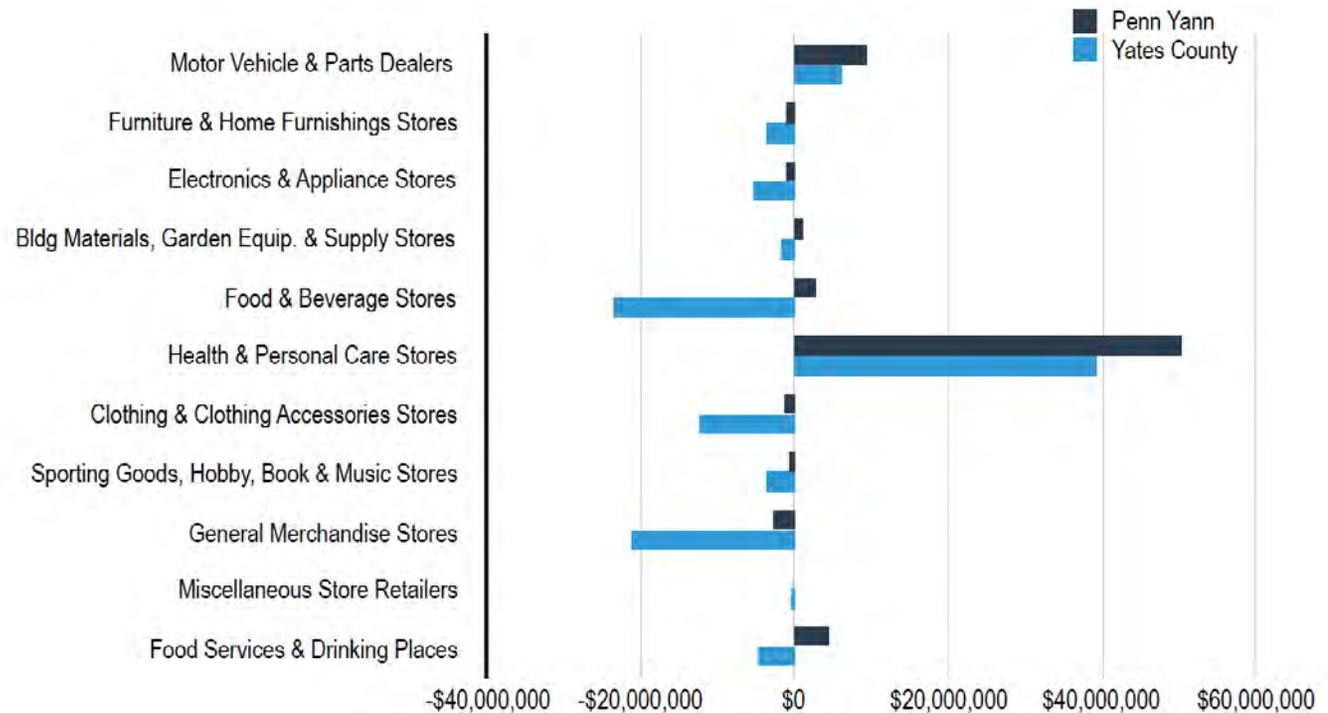
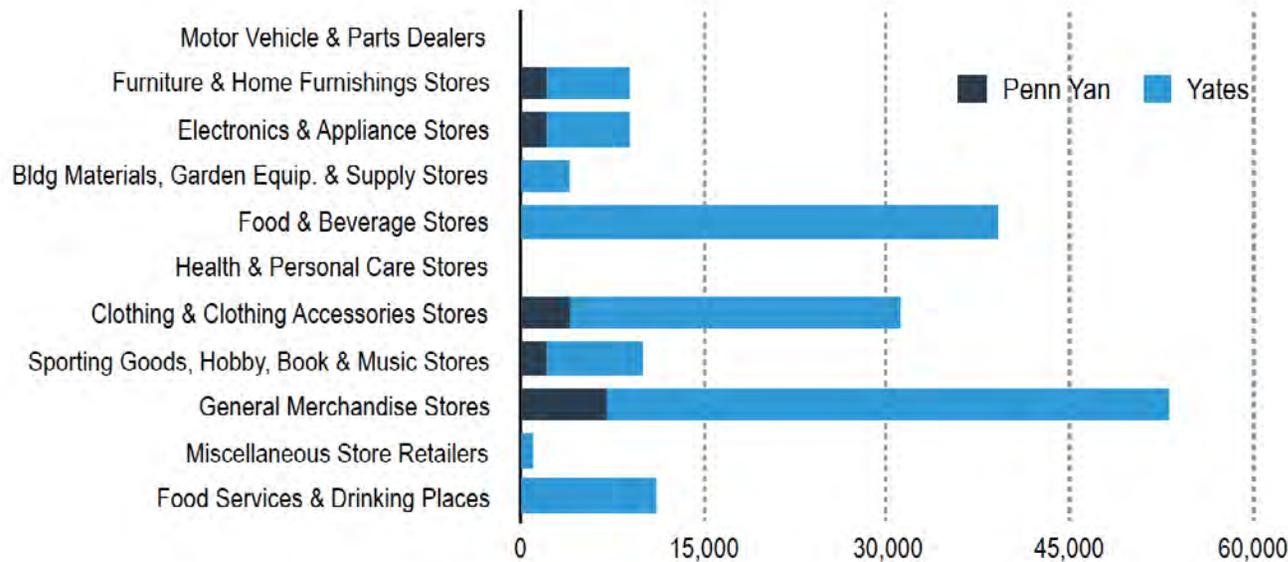


Figure 14: Retail Sales versus Spending (2002 - 2012)  
Source: ESRI BAO & Urban Advisors Ltd



**Figure 15: Estimated Retail Gap in Square Feet (2002 - 2012)**  
 Source: ESRI BAO & Urban Advisors Ltd

elsewhere. Penn Yan’s most significant gap is with General Merchandise Store. The leakage determined from Figure 14 can be translated into support for local businesses in square feet by using national average sales per square foot by category. Figure 15 is a graphical representation of the calculated Retail Gap for Penn Yan and Yates County.

Countywide, these trends suggest that there is demand in Yates County for over 30,000 square feet of Food and Beverage stores, 30,000 square feet of new clothing stores, and over 45,000 square feet of General Merchandise stores, as well as some smaller opportunities for Food Services, Sporting, Electronics and Home Furnishing stores.

While there is very little room for new retail in Penn Yan based on current local spending, there is an

opportunity to capture spending from the rest of the County. If Penn Yan were able to recapture the County leakage by its relative percent of sales within the County, it could support an additional 80,000 square feet of retail uses (see page 56 for more information). Because Penn Yan acts as the social, business, and cultural hub of the County, this seems to be a very reasonable goal.

This does not include, however, the induced affects of anticipated future households with growing incomes. Planning for these uses should take into account the importance of location for each use and the value of the trip to the customer that can be enhanced by amenities and convenience of adjacent uses.

# Implications

## “Revenue Sharing”

In 2015 the County and Village entered into a 10-year revenue sharing agreement associated with the development of a Hampton Inn Hotel located on the eastern shoreline of Keuka Lake. This is the first agreement of its kind and may serve as a model for future projects to ensure that the County and the Village both benefit from private investments.

## One Village, Three Roles

It is clear that the Village of Penn Yan has a number of roles that it struggles to balance. Like most Upstate Villages, Penn Yan is the custodian of the Village’s infrastructure systems, the caretaker of its parks system, the collector of payments and taxes, it oversees land uses and reviews development proposals, it enforces local and state codes, and it pursues and administers grant opportunities as they become available. Penn Yan is also proud to be the home of the Yates County Governmental Center and to serve as the County Seat. This role presents challenges and opportunities to Penn Yan and its leadership.

The presence of the County facilities brings a vitality and level of activity that adds to the overall quality of life in the community. For example, the County attracts residents, property owners, and business people from around the County to the Village. These visitors patronize the Village’s shops, restaurants, and utilize their services. However, the County facilities and other community services (such as the hospital) contribute the largest amount of non-taxable property for any municipality in Yates County. A review of Figure 16 at right indicates that nearly 29% of the Village’s 1,431 acres are occupied by uses that are tax-exempt.

The large number of tax-exempt properties significantly reduces the tax revenues available to the Village. This places a larger tax burden on the tax-paying residents and businesses in the Village in order to maintain existing infrastructure and services.

Penn Yan is a tourist destination. The Village’s position within the Finger Lakes Region and location on the north shore of Keuka Lake make it a hub for visitors. Thousands of tourists enjoy visiting Penn Yan each year by automobile, by bicycle, or by boat. The sales tax revenues generated from visitors dining in restaurants, shopping in stores, and staying in hotels located in the

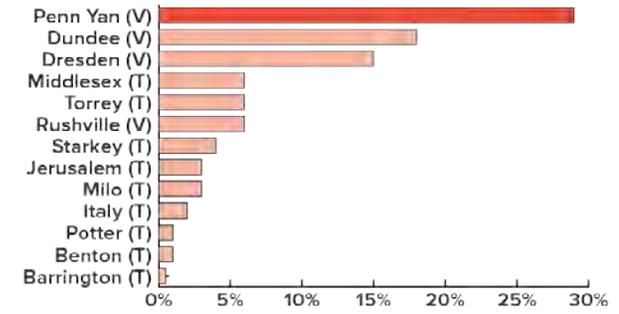


Figure 16: Percentage of Non-Taxable Land (2014)  
Source: Yates County Real Property System

Village are and important part of the County’s economy and its operating budget. Yates County currently does not share sales tax revenue with its municipalities. As a result, the Village Government does not directly benefit from a growth in tourism. Over the next decade, the County is looking to increase the role that tourism has in its overall economic development strategy. This strategy cannot be successful without a vibrant and successful Penn Yan. However, the Village is not in a financial position to make the number and type of investments that would be required to raise its status to become a premier destination.

Yates County, Finger Lakes Economic Development Center, and the Village will need to continue to work together to address the Village’s weaknesses and transform Penn Yan into a thriving Village and gracious host to visitors from around the region, state, and beyond.

# Our Vision & Policy Framework 35



# Our Vision & Policy Framework

*“A destination -  
The Jewel of the  
Finger Lakes”*

*“vibrant downtown with  
more restaurants”*

*“a safe place to live”*

*“bustling with possibility,  
prosperity, and promise”*

## Village of Penn Yan Position Statement

As of the writing of this Plan we, the Village of Penn Yan, possess many assets, face several challenges, and have a number of exciting opportunities ahead. Among the greatest of our assets is the level of commitment that residents and stakeholders have towards our future. Our location along the northern shore of Keuka Lake and presence along the Outlet has also given us the role of steward to the diverse natural resources located within the Village. Our traditional character – defined by quaint village streets, walkable neighborhoods, and historic architecture – directly contributes to the economic and social fabric of our community.

Like many upstate Villages, Penn Yan is also confronted with several immediate and long-term challenges. In 2014, we experienced a significant flood in and around the downtown area that will take years to fully recover from. In spite of this, the Department of Public Works has worked diligently over the past decade to transition from a reactionary approach to a proactive scheduling of aging infrastructure improvements and repairs in an effort to prevent system failures. It has also become apparent that there is a significant countywide need for quality, low-income housing stock. While we recognize the Village has historically been a primary location for meeting this need, we feel there needs to be a better balance of housing opportunities that are appropriate for our community. Currently we lack a supply of middle-income housing that would support the attraction and retention of young professionals, families, and skilled workers to our Village.

Despite these challenges, we are fortunate to have a number of opportunities that would enrich the lives of our residents and bring about positive community change. These opportunities include, but are not limited to, the preservation of our historic sites and structures, the extension of the popular Outlet Trail, the improvement of our waterfront amenities, the implementation of the recently completed Vision 2020 Plan, and the creation of a more comfortable and inviting bicycle and pedestrian environment along Route 14A and Liberty Street. Fortunately, one of our biggest decisions on the horizon will be to choose which of these catalytic opportunities to pursue first.

It is our belief that great places are those that balance the maintenance of community foundations like infrastructure and day-to-day operations with the pursuit of a unique vision and identity that elevates the community for the benefit of all. Together with our community partners, we will ensure that the local infrastructure and environment meet the basic needs of Village residents, while also implementing visionary principles that serve to advance Penn Yan as a leading Finger Lakes Community. Local leaders, decision-makers, and constituents are encouraged to employ these policies in their day-to-day actions, as well as long-term planning, to better meet our community's expectations and foster a strong sense of place in Penn Yan.

**~ The margins of this page and page 37 include resident visions for the Village of Penn Yan from the Community Workshop held in October of 2014.**

## Policy Framework Introduction

A successful comprehensive plan is developed and implemented on multiple levels, addressing the short- and long-term needs of a community while providing varying levels of detail. In an effort to accomplish this, the Penn Yan 2025 Comprehensive Plan Policy Framework is comprised of the following elements:

### Vision

An overarching statement that describes the aspiration of Penn Yan as a whole, all policies and actions in the comprehensive plan are aimed at achieving this end. The vision statement is intended to be a guide for the standard and methodology of the Village; therefore, it should not change dramatically over time.

### Policy

Similar to the vision statement in that it is a general concept of a future condition towards which actions are aimed. However, the scope of a policy is much more narrow. It should support the position statement by addressing a specific area(s) or issue(s) facing the community. Policies should not dramatically change over time, but rather be consistent throughout the planning horizon. Ideally, the policies contained in this Plan should be useful for the Village's 10-year planning horizon.

### Expectation

A measurable action statement to be accomplished in pursuit of the policy, it refers to some specific aspiration that is reasonably attainable. Think in terms of action words like, "increase," "develop," or "preserve." It should be noted that the Village may already be addressing some of the expectations articulated in this Plan, and wish to ensure that they continue to do so over the next decade. The general lifespan of an expectation is 6 to 10 years.

### Task

A specific proposal to do something that relates directly to meeting an expectation, it can take the form of a action, plan, project, or program. Tasks can address both the short- and long-term objectives with a lifespan ranging from one to 10 years, depending on the item.

### Tool

An existing resource that may assist with the successful implementation of any one expectation or task. This may include, but is not limited to, any previous plans and studies completed or adopted by the Village as well as regional and state programs, policies, or funding sources.

"on the lips of regional day trippers as a place to shop, play, and enjoy the beauty of lake county"

"Destination for the northeast and beyond"

"Thriving & Proud of itself"

"Planning for the future"

# Our Community Vision

*Our vision for Penn Yan is grand and far-reaching. However, we feel it can best be expressed in simple, pragmatic terms. Over the next decade, we will focus our efforts on:*

- ▶ *Building stronger **community foundations** that will better position the Village to capitalize on our future opportunities; and*
- ▶ *Rethinking how we approach our assets and challenges for the **enrichment** of our residents' lives, visitor experience, and local economy.*

*We will seek to achieve our vision by employing sustainable, fiscally responsible practices in our decision-making that will assure short-term successes for the benefit of our existing residents, while insuring the long-term health and vitality of the Village for future generations.*



# Community Foundations Policy

The foundations of Penn Yan are those that are essential to the health, safety, and wellbeing of our residents. Our foundations include our natural resources, our public infrastructure, and our community services. The health of our land, water, and air are protected through the collective actions of local, county, and state agencies such as the NYSDEC. Our public infrastructure is maintained and operated by our Municipal Utilities Board and Department of Public Works, in conjunction with regional departments of transportation. Our local emergency service providers tend to the safety of our residents and give all of us peace of mind. We are committed to continually achieving excellence through the provision of these public services and amenities to afford our residents a high standard of living. Our daily governmental operations and decision-making will be in pursuit of enhancing our environment, upgrading our infrastructure, and raising the standard for service delivery to meet the changing needs of our current population, while sustaining a strong foundation for future generations.

## OUR EXPECTATIONS:

- A. Protecting natural resources from degradation and reducing our ecological footprint. Special attention should be paid to the Outlet and Keuka Lake due to their inherent environmental, aesthetic, and recreational value.
- B. Fostering a well-maintained transportation system that provides a high level of service for all modes of travel and for residents of all physical abilities.
- C. Promoting energy conservation in the provision of utilities and public services to meet current and future demand.
- D. Managing our water and sewer infrastructure to sustain future growth and prevent failures in service.
- E. Engaging with Yates County to define the economic and social role of Penn Yan in the greater countywide community.

**A. Protecting natural resources from degradation and reducing our ecological footprint. Special attention should be paid to the Outlet and Keuka Lake due to their inherent environmental, aesthetic, and recreational value.**

Task	Lead Party	Potential Partners	Tools*
1. Consider the implementation of Environmental Protection Overlay Districts (EPODs) for critical environmental areas (i.e. floodplains, floodways, steep slopes, etc.).	Planning Board	Village Board, YC Planning Dept., DEC	2, 13, 14
2. Continue to work with the Keuka Watershed Improvement Council.	Village Board	KWIC, DEC, Keuka Lake Association	5, 13, 14
3. Preserve and utilize existing environmental assets that act as natural stormwater management systems.	Planning Board	DPW, Village Board, YC Planning Dept.	5, 6, 14, 20
4. Draft and implement a stormwater management plan.	DPW	Village Board, MUB, YC Emergency Management	6, 14

**B. Fostering a well-maintained transportation system that provides a high level of service for all modes of travel and for residents of all physical abilities.**

Task	Lead Party	Potential Partners	Tools
1. Complete an evaluation of the financial impacts of various policy changes to the current approach to sidewalk maintenance.	Village Board	DPW, Street Dept.	1, 6, 8
2. Update public realm with pedestrian and bicycle accommodations as opportunities present themselves instead of just repaving/re-striping existing facilities.	DPW	NYS DOT, YC Highway Dept., Street Dept., Village Board	1, 3, 6, 8, 18, 19
3. Create roadway and sidewalk maintenance inventory and schedule for repairs or service (i.e. snow removal).	DPW	YC Highway Dept., NYSDOT, Street Dept.	1, 2, 6, 8
4. Draft and adopt a Bicycle and Pedestrian Master Plan for the Village to address the improvement and connection of non-motor transportation options, including bike lanes, sidewalks, and trails.	Village Board	GTC, DPW, Street Dept., Recreation Dept.	1, 3, 4, 6, 8, 11, 18, 19
5. Complete a Circulation, Access, & Parking Study for the Village. <i>a. Apply for funding through the Genesee Transportation Council Unified Planning Works Program (UPWP).</i> <i>b. Evaluate the feasibility of the transportation projects contained in the Vision 2020 Plan.</i>	Village Board	DPW, Street Dept., Planning Board, YC Highway Dept., NYS DOT, GTC	1, 2, 8, 12, 18, 19

\*Tools listed on page 43. Acronyms include: DEC - Department of Environmental Conservation; DOT - Department of Transportation; DPW - Department of Public Works; GTC - Genesee Transportation Council; KWIC - Keuka Watershed Improvement Council; MUB - Municipal Utilities Board, YC - Yates County

**C. Promoting energy conservation in the provision of utilities and public services to meet current and future demand.**

Task	Lead Party	Potential Partners	Tools*
1. Evaluate the feasibility of providing low cost electric as an incentive for business operations.	MUB	FLEDC, YC	MUB Records
2. Reduce energy consumption through the practical application of renewable energy resources in public services (e.g. retrofit developments with geothermal, solar power, etc.).	Village Board	MUB, DPW, Planning Board, YC	2, 17, 18
3. Facilitate a light-bulb exchange program for residents to help reduce residential energy consumption.	Village Board	MUB, YC	Resident Outreach
4. Annually review the level of service and demand for local public service providers.	Village Board	Police Dept. Fire Dept, MUB	Village Records
5. Consider collaborative opportunities with local and regional municipalities for shared services.	Village Board	MUB, Police Dept. Fire Dept., Adjacent Towns, YC Planning Dept.	Village Records

**D. Managing our water and sewer infrastructure to sustain future growth and prevent failures in service.**

Task	Lead Party	Potential Partners	Tools*
1. Continue to inventory existing water and sewer infrastructure, taking note of deficiencies and priority investment areas.	DPW	MUB, DPW, Planning Board	1, 6, 7, 19
2. Continue to pursue grant opportunities for the improvement and expansion of Village infrastructure.	DPW	Village Board, Planning Board, MUB	6, 7, 20

**E. Engaging with Yates County to define the economic and social role of Penn Yan in the greater countywide community.**

Task	Lead Party	Potential Partners	Tools*
1. Continue to work with the County to discuss joint economic development opportunities and the potential for future tax revenue sharing opportunities.	Village Board	YC Legislature, FLEDC, Village Attorney	Village Records
2. Maintain and enhance communication efforts with village, local, and regional municipalities.	Village Board	YC Offices, YC Towns and Villages, FLEDC, FLREDC	N/A

## Local Tools Available for Task Implementation

### 1. Inventory and Mapping of Village Infrastructure

A comprehensive inventory and mapping system should be maintained for the Village's infrastructure such as roads, sidewalks, water lines, and sewer lines. Programs recommended are ArcGIS and Microsoft Excel, as they work in tandem.

### 2. Village Code

The existing Village of Penn Yan Code includes regulations for land use and zoning, as well as other development requirements.

### 3. Penn Yan Community Vision Plan (2015)

Commonly referred to as the "Vision 2020 Plan," this Plan contains guiding elements for future streetscape and development improvements for the Village.

### 4. Penn Yan Parks and Recreation Master Plan (2010)

A comprehensive analysis of existing parks and recreation resources in the Village, as well as recommendations for improvement.

### 5. Penn Yan Waterfront Revitalization Program (2007)

A vision plan and series of recommendations and guidelines to improve the aesthetics and use of the Village's waterfront areas.

### 6. Penn Yan Infrastructure Improvement Strategic Plan (2003)

A comprehensive document outlining the issues, opportunities, and recommendations for future growth of the Village's water, sewer, transportation, electric parking, and trail systems.

### 7. Penn Yan Comprehensive Master Plan (2000)

Although this Comprehensive Plan update is intended to replace this document in terms of policy, there is still a significant amount of inventory and Village information worth revisiting in the 2000 Plan.

### 8. Penn Yan Commercial District Streetscape Development Plan (1998)

A comprehensive study of the Village's existing streetscape elements including guiding principles and recommendations for parking, sidewalks, crosswalks, gateways, and the street wall, trees, lights, and furnishings.

### 9. Penn Yan Village Center Façade Revitalization Program (1994)

A program aimed at providing incentives to encourage property owners to restore or enhance historic facades in downtown.

### 10. Village of Penn Yan's Historic Preservation District Guidelines (1993)

Entitled "An Inheritance of Time," this document serves as an inventory of architectural history and conditions for the Village's Historic Preservation District, as well as a set of guidelines for restoration or rehabilitation.

## Other Tools Available

### 11. Strategic Plan for Public Transportation in Yates County (2007)

### 12. Route 14A Corridor Study (2006)

### 13. Keuka Lake Watershed Protection Plan (1996)

### 14. FEMA Flood Maps and NYS DEC Wetlands and Watersheds

### 15. Secretary of Interior's Guidelines and Standards

### 16. NYS Historic Preservation Office - Certified Local Governments

### 17. US Green Building Council's LEED Program

### 18. Smart Growth America

### 19. New York State Consolidated Funding Application

### 20. NYS State Environmental Quality Review

Many of the Village's existing tools are becoming increasingly outdated; therefore, they should be reviewed, revised, and updated as necessary for use in the implementation of tasks.

# Community Enrichment Policy

**B**uilding upon the foundations of the Village, we will identify and enhance our greatest assets and opportunities in an effort to enrich the quality of life in Penn Yan. At the heart of our community is our walkable, historic village center, surrounded by well-established, traditional neighborhoods that provide our residents with convenient access to our highly valued community resources and waterfront. The preservation and enhancement of our Village character and identity will remain a priority as we seek to grow our economy and foster an environment attractive to a variety of lifestyles. Through these efforts we will strive to be a vibrant, prosperous destination in the Finger Lakes region that cultivates rewarding economic, social, cultural, and recreational opportunities.

## OUR EXPECTATIONS:

- A.** Ensuring public and private investment positively contribute to the walkability and traditional character of our Village.
- B.** Promoting our rich architectural heritage through the preservation and rehabilitation of our historic structures and sites.
- C.** Achieving stability in our housing market while accommodating varying household types and incomes.
- D.** Managing the development and use of our parks and recreation facilities to improve their value for current and future users.
- E.** Facilitating the provision of recreational, educational, and social programming for all ages and abilities.
- F.** Investing in our downtown to foster a vibrant place that attracts visitors and commerce, while providing increased economic opportunities to residents.

**A. Ensuring public and private investment positively contribute to the walkability and traditional character of our Village.**

Task	Lead Party	Potential Partners	Tools*
1. Draft and adopt design guidelines for key commercial corridors (e.g. Liberty Street) and for nonresidential development throughout the Village.	Planning Board	Village Board, Zoning Board, CRC	2, 3, 8
2. Create standards for the proper integration of the natural environment with new development, where appropriate (i.e. waterfront development).	Planning Board	Recreation Dept., Village Board	2, 3, 4, 5, 13, 18
3. Encourage additional training and educational opportunities beyond the NYS minimum for locals serving on the various Village boards and commissions.	Village Board	Planning Board, Zoning Board, HPDC, Planning and Development Committee	YC Planning Dept.
4. Improve community education and appreciation for local historic assets.	HPDC	Village Historian, Local Property Owners	9, 10, 15, 16
5. Draft and adopt a “Complete Streets” policy.	Village Board	Planning Board, DPW, Street Dept, CRC	2, 6, 8, 11, 18
6. Encourage creative, attractive stormwater management and green infrastructure practices with new development.	Planning Board	Village Board, DPW, YC Planning Dept.	2, 6, 14, 17
7. Review and update the Village Zoning Code to be consistent with the vision and policies of this Plan, as well as the Future land Use recommendations (beginning on page 55).	Planning Board	Village Board, Zoning Board, Code Enforcement Officer	2, 3

**B. Promoting our rich architectural heritage through the preservation and rehabilitation of our historic structures and sites.**

Task	Lead Party	Potential Partners	Tools*
1. Support stronger enforcement of Historic Preservation District guidelines and make the “Inheritance of Time” document available in a digital format online.	CEO	Village Board, Planning Board, HPDC	2, 9, 10, 15, 16
2. Educate the community on the existence and benefits of a Historic District on the National Register (E.g. annual mailing to Historic District property owners).	HPDC	Planning Board, Village Historian, NYS Historic Preservation Office	10, 16

\*Tools listed on page 43. Acronyms include: CRC - Community Revitalization Committee; DPW - Department of Public Works; HPDC - Historic Preservation District Commission; YC - Yates County

**C. Achieving stability in our housing market while accommodating varying household types and incomes.**

<b>Task</b>	<b>Lead Party</b>	<b>Potential Partners</b>	<b>Tools*</b>
1. Conduct a Countywide housing study to determine local and regional housing market needs and trends.	YC Planning Dept.	Village Board, Planning and Development Committee, Keuka Housing Council	3, 7, 19
2. Work with existing regional partners, such as the Keuka Housing Council and Yates County Office for the Aging, to investigate the needs for low-income and affordable housing in the County and the Village.	Village Board	Planning and Development Committee, Keuka Housing Council, YC Office of the Aging, YC Social Services, YC Planning Dept.	19
3. Conduct a building condition survey for the Village and keep an inventory of upgrading opportunities and/or funding sources.	Village Board	YC Planning Department, Code Enforcement; Keuka Housing Council	1, 19

**D. Managing the development and use of our parks and recreation facilities to improve their value for current and future users.**

<b>Task</b>	<b>Lead Party</b>	<b>Potential Partners</b>	<b>Tools*</b>
1. Inventory the use and condition of local parks and recreational facilities.	Recreation Dept.	Parks and Recreation Committee, YCRR, YC Youth Bureau	4, 7
2. Foster additional passive and active recreational opportunities along the waterfront.	Recreation Dept.	Parks and Recreation Committee, Keuka College, Friends of the Outlet Trail, YC Youth Bureau	3, 4, 5, 7
3. Implement a use application and fee process for groups and programs using Village owned parks and recreation facilities.	Recreation Dept.	Parks and Recreation Committee, Village Board, YC Youth Bureau, YCRR	4
4. Work with Penn Yan Central School District to determine alternative use plans for the middle school facility.	Village Board	PYCS D, Planning and Development Committee, Parks and Recreation Committee, YC Planning Dept.	3, 4, 19

\*Tools listed on page 43. Acronyms include: PYCS D - Penn Yan Central School District; YCRR - Yates Cultural and Recreational Resources; YC - Yates County

**E. Facilitating the provision of recreational, educational, and social programming for all ages and abilities.**

Task	Lead Party	Potential Partners	Tools*
1. Work with the County and School District to designate a single point of contact for recreational and educational programming.	Recreation Dept.	PYCSO, Parks and Recreation Committee, YCRR, YC Youth Bureau	N/A
2. Create an inventory and comprehensive community calendar of local educational and recreational programming efforts currently being offered by community groups and institutions.	Recreation Dept.	PYCSO, YCRR, Library, Keuka College, YC Youth Bureau, YC Public Health	N/A
3. Collaborate with existing community groups and organizations to ensure recreational, educational, and social programming opportunities are available for residents of all ages.	Recreation Dept.	PYCSO, YCRR, Library, Keuka College, YC Youth Bureau, YC Public Health, YC Office of the Aging	N/A
4. Foster the development of a hospitality skills educational program.	Village Board	YC Chamber of Commerce, Finger Lakes Works, FLEDC, Local Merchants	N/A

**F. Investing in our downtown to foster a vibrant place that attracts visitors and commerce, while providing increased economic opportunities to residents.**

Task	Lead Party	Potential Partners	Tools*
1. Implement a downtown revitalization strategy that focuses on filling commercial vacancies and upper floor residential units as well as attracting commercial operations that fulfill the region's retail gap.	Village Board	CRC, Planning and Development Committee, FLREDC, FLEDC, YC Chamber of Commerce, Local Merchants	3, 7, 19
2. Develop a comprehensive branding strategy for the Village that promotes Penn Yan as a premier destination in the Finger Lakes region.	Village Board	Planning Board, CRC, YC Chamber of Commerce, FLEDC	Volunteers
3. Support the Samson Theater renovation effort.	Village Board	Planning Board, Recreation Dept., HPDC, CRC, Pennsylvania Yankee Theater Company, Keuka College	3, 9, 10, 15, 16, 19
4. Increase the number of locations and accessibility of public docking within the Village, especially near to the downtown businesses.	Village Board	Planning Board, CRC, Local Merchants, Developers	3, 4, 5, 7, 19

\*Tools listed on page 43. Acronyms include: CRC - Community Revitalization Committee; FLEDC - Finger Lakes Economic Development Center; FLREDC, Finger Lakes Regional Economic Development Council, HPDC - Historic Preservation District Committee; PYCSO - Penn Yan Central School District; YCRR - Yates Cultural and Recreational Resources; YC - Yates County

# Priority Task Implementation



## Task Page Reference

The page number for each task has been included for ease of reference to their respective policy areas.

## Importance of Priority Tasks

The following is a list of priority tasks as identified by the Steering Committee as part of this Comprehensive Plan Update process. These items include key tasks or catalytic projects that are of immediate interest to the Village for implementation.

- » Draft and adopt a Bicycle and Pedestrian Master Plan. (Page 41, Objective B)
- » Complete a Circulation, Access, & Parking Study for the Village. (Page 41, Objective B)
- » Evaluate the feasibility of providing low cost electric as an incentive for business operations. (Page 42, Objective C)
- » Conduct a Countywide housing study to determine local and regional housing market needs and trends. (Page 46, Objective C)
- » Collaborate with existing community groups and organizations to ensure recreational, educational, and social programming opportunities are available for residents of all ages. (Page 47, Objective E)

This listing is not intended to devalue the other tasks listed in this Plan or their significance to the future success of the Village. The purpose of priority task identification is simply to highlight specific tasks as a top priority due to their potential for a greater overall positive impact to the community.

## Bicycle & Pedestrian Master Plan

As previously stated, many of the Village's issues and opportunities raised in this planning process were closely related to the walkability of its commercial areas and neighborhoods, as well as the connectivity of trails and open spaces throughout the community. While this Plan includes goals for alternative forms of transportation (i.e. other than personal cars), a dedicated Bicycle and Pedestrian Master Plan would provide a more detailed direction for the Village to refine and enhance its non-motorized transportation network.

In addition, the Finger Lakes region attracts bicyclists of all skill levels. The Village of Penn Yan serves as both a destination and a barrier for cyclists. The restaurants, lodging, and parking facilities provide the support services riders require. However, the large volume of motor vehicle traffic and lack of on road accommodations make traveling through the Village uncomfortable. A Bicycle and Pedestrian Master Plan would help to address these issues. The Plan should also identify the best approach to provide students at Keuka College with a safe and comfortable bike route into Penn Yan.

By completing a Bicycle and Pedestrian Master Plan the Village can adequately analyze traffic volumes, accidents, connections to local and regional trail systems, and address the community's needs with regards to bicycle and pedestrian facilities. A good Bicycle and Pedestrian Master Plan will consider both on- and off-street accommodations, including but not limited to sidewalk conditions and gaps, major bike routes, trail development, connections to transit, and the overall levels of service for each anticipated class of user. Another consideration of a Bicycle and Pedestrian Master Plan may be the drafting of a Complete Streets Policy. More information on Complete Streets can be found on the next page.

## Complete Streets



### What are they?

Complete streets are those that are designed for all types of users, regardless of age or ability. They accommodate a balance of pedestrians, bicyclists, motorists, and public transportation users by addressing the needs of each within the public and private space available. There are no specific design guidelines for a complete street, rather the context of the community is used to dictate the type and nature of the facilities that will be provided.

### Benefits

Complete streets *improve safety* for all modes of transportation by providing for each type of user when appropriate. They *promote an active lifestyle* by making it easier and attractive for users to walk or bike on streets. They *improve connectivity and accessibility* within communities. Finally, they also *foster strong communities* by bringing more people to the street, creating a safe, friendly environment for local residents and visitors.

**“Complete Streets Policy”**  
The adoption of a policy is listed as a task on page 45 under Objective A of the Community Enhancement policy area.

A typical scope of services for a Bicycle and Pedestrian Master Plan may include:

- A Public Input Plan;
- An Inventory of Existing Conditions;
- A Needs and Opportunities Assessment;
- The Development of Alternatives and Preferred Alternatives; and
- A Project Recommendations Summary.



To help fund a Bicycle and Pedestrian Master Plan the Village may consider applying to the GTC Unified Planning Work Program (UPWP).

### Circulation, Access & Parking Study

As previously stated, there is a desire by Village residents to improve walkability and address the growing demand for parking in the downtown area. At first glance it may not seem like the walkability of a community is related to the patterns of circulation and access for vehicles; however, the potential negative impact that vehicular traffic patterns and allocation of the right-of way has on the pedestrian realm is often the first indication of poor walkability. Before the automobile the Village grew organically in such a way that put pedestrians and non-motor vehicle modes of travel first, such as the horse and buggy still used by many Mennonites in the community today. Over time, the widespread use of the automobile began to take over the Village’s street space and increase demand for parking at the expense of the pedestrian. Our society’s dependence on the automobile is not going to disappear; therefore, by the Village completing a Circulation, Access, and Parking (CAP) Study the needs of the motorists can be brought into balance with those of walkers, bikers, and the Mennonite population.

# Priority Task Implementation

## **CAP Study Implementation**

**A CAP Study will serve to verify which transportation recommendations contained in the Vision 2020 Plan are feasible, such as the re-striping of Liberty Street and the roundabout at the intersection of Lake Street and Liberty Street.**

A CAP Study, particularly for downtown and the Lake Street corridor, will help the Village to better understand the demands for parking and vehicular access, as well as provide recommendations for improvements that will take into consideration existing neighborhood conditions and desired character.

One of the most important pieces of this Study will be to assess parking demand in downtown Penn Yan. Many residents, visitors, and business owners affirm that there is a lack of public parking available in the downtown area. This issue has become critical to the Village's economic future. As of the writing of this plan, the Village has been approached by multiple developers looking to re-occupy vacant buildings with residential and commercial uses. However, there is insufficient parking to accommodate these much desired uses. The CAP Study will identify short and long term strategies to alleviate the growing parking shortage. It will also ensure that potential solutions do not negatively impact the streetscape and character of the Village.



Funding for a CAP Study is available through the GTC Transportation Improvement Program (TIP) and Unified Planning Work Program (UPWP).



**Existing Hovey Street (Hilton, NY)**



**Hovey Street Enhancements**

Based upon the traffic analysis and consultation with NYSDOT, the 2008 CAP Study for the Village of Hilton identified operational, safety, and aesthetic improvements for the Village's "four corners," which is pictured above.

**Low Cost Electric Incentive**

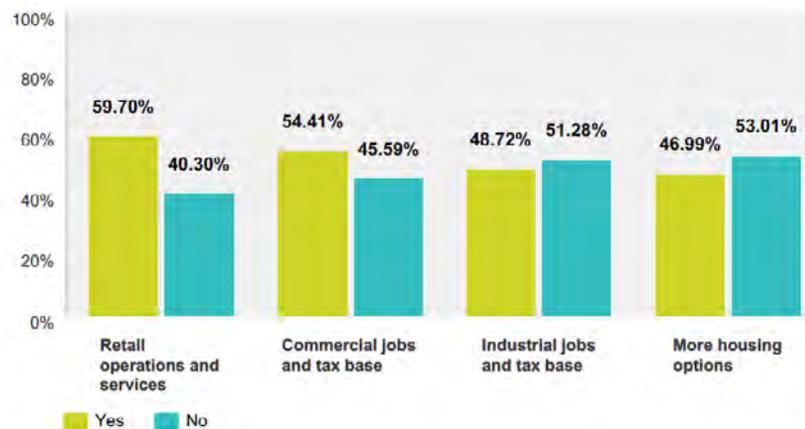
It is widely acknowledged that the Village of Penn Yan has relatively low rates for electric service. As previously stated, the Village’s electric system has no maximum capacity limits and anticipates the need for expansion for uses along the waterfront and for industrial development.

Residential uses consume a smaller share of electricity generally at a slightly higher rate than that of large nonresidential users (page 24). Currently all existing residents, businesses, and industries benefit from the relatively low cost of electric for the Village. However, as additional demand is placed on the grid with future investment, rates will need to increase.

In addition to monitoring the relationship between residential and nonresidential electric service use and revenue over the next decade, the Village may desire to actively maintain a lower electric rate for business operations.

Competitive electric rates for business operations may help attract new development and associated job creation to the Village. The additional cost to residential users would be minimal as it is dispersed among all households, while the larger nonresidential users receive the benefit of a decreased electric service cost burden.

When asked as part of the Community Survey, overall resident responses split relatively evenly in their preference to pay an increased electric rate to incentivize future development (see graphic below). In general residents were supportive of paying an increased rate for additional retail and commercial jobs and tax base, but not industrial operations or housing developments. However, at least 40% of respondents indicated they would not want to pay an increased rate regardless of the attraction of new investment.



“Would you be willing to pay an increased electric rate to attract one or more of the following?” (Community Survey)

# Priority Task Implementation

## **“Housing Tenure”**

**The financial arrangements under which someone has the right to live in a house or apartment. The most frequent forms are tenancy, such as renter- and owner-occupancy.**

## **Countywide Housing Study**

Throughout the course of this planning effort the current levels of supply and demand within the Yates County housing market have been called into question. On page 20 and 30 of this Plan the current issues and opportunities facing the Village’s housing market are discussed with respect to existing and anticipated population and lifestyle segment trends. As a result of this analysis and the input from stakeholder interviews, three overarching questions were raised about the state of housing in Yates County. These questions include:

- 1. *What is the appropriate balance of housing tenure?***
- 2. *What gaps exist in the provision of housing stock?***
- 3. *What impact do housing conditions have on the market?***

Although there are many implications for these questions at the Village level, the overall demand and supply of housing in the greater Yates County region plays a significant role in the pressures that the Village of Penn Yan and other communities face to provide diverse, quality housing. The level of analysis in a Countywide scope would provide clarity to the Yates County housing market, which is not limited to local municipal boundaries.

### ***What is the appropriate balance of housing tenure?***

In the Existing Housing Stock analysis of the Community Profile on page 17, this Plan outlines the current share of vacant and occupied housing for Yates County and the Village of Penn Yan. Penn Yan has a significantly higher rate of renter-occupied housing (41%) and lower rate of vacancy (5%) than that of Yates County as a whole (23% and 29% respectively).

Although it is typical for a denser, traditional village community to have an increased share of renter housing, it is important to find the appropriate balance

to preserve overall neighborhood desirability. High home-ownership rates are often considered an indication of community and neighborhood stability, due to residents investing in their homes. A Countywide or Regional Housing Study would be beneficial in determining the overall demand for rental housing and the most efficient and equitable way to provide for it.

### ***What gaps exist in the provision of housing stock?***

As previously stated on page 20 in the housing market implications discussion, a shortage of affordable units, middle-market single-family units, and high-end units exists within the Village. While many of the stakeholder interviews indicated that low-income and middle-income households, as well as seniors have difficulty finding housing Countywide. A Countywide scope would help to determine the overall demand for housing in the County, while also providing recommendations for the provision of a variety of housing types to meet all residents needs.

### ***What impact do housing conditions have on the market?***

One of the most visible issues with housing stock in the Village of Penn Yan and throughout Yates County is the deteriorating condition of homes and residential structures. Compounding this issue at the County level is the high share of vacant units (29%) in other towns and villages. The improvement of these structures is not only important for aesthetic reasons, but also due to the fiscal impacts to county, town, and village governments which include property tax assessments and revenues.

### Penn Yan Case Study

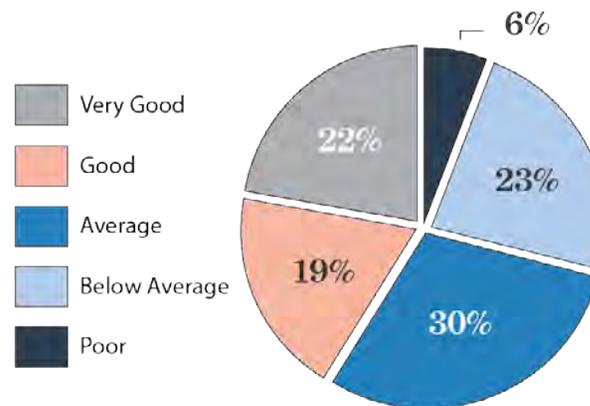
The following analysis of housing conditions for single-, two-, and three-family homes in the Village of Penn Yan indicates that there is a need for home improvement initiatives within the Village, which is likely indicative of other vacant and poor housing conditions in the County.

Tax assessment records for the assessed value and square footage of Penn Yan homes was adjusted to yield the value of units per square foot. When compared to the estimated new building cost of \$70 per square foot (reported by Buildingjournal.com) the relative condition of homes could be determined.

Figure 17 at right shows the breakdown of these units within Penn Yan by condition level (Very Good, Good, Average, Below Average, Poor). Nearly one-third of the Village's one, two, and three unit homes are below average in value, indicating a lower level of maintenance and upkeep than that of other homes in the Village. Of homes assessed at less than \$50,000; 83% were classified as "Below average" or "Poor" in condition.

It is important for the Village to keep its property in good condition as the opportunity costs of dilapidated and underutilized property can be significant. Over time the poorly maintained or vacant property can negatively impact revenues for the Village, as well as the ability of the property owner to reuse or rehabilitate the structure.

For example, reinvestment and maintenance of those properties classified as being in "Poor" condition (246 units) would result in an \$8 million increase to the value of the Village's housing stock. Ultimately this would create an additional \$127,000 in annual property tax collected. Since there is a limited demand for new renovated housing, setting a goal of 75 units (30% of



**Figure 17: Housing Condition of Single-, Two-, and Three-family Units in the Village (2015)**  
Source: Property Tax Assessment Data

the "Poor" condition units, and 50% of housing demand) would yield a tax benefit of \$38,000 annually for the Village. This could be incentivized through a Residential Improvement Program that provides tax abatements or defers property tax reassessments.

### Demand for Housing

In this analysis the location and market demand for housing, which also affects housing values, has been excluded. The intent of this was to compare only building values, as opposed to lot values for a better indication of the relative condition and maintenance of homes in Penn Yan.



**YCRR**

The Yates Cultural and Recreational Resources (YCRR) center provides a place where residents of all ages can exercise and engage in social activity. In 2015, YCRR began the construction of a separate gymnasium facility.

**Community Programming**

Throughout this Comprehensive Plan process, the residents of the Village of Penn Yan have expressed their desire for additional recreational, educational, and social programming for all ages. The graphic below shows the level of satisfaction residents have with recreational opportunities by age group according to the Community Survey.

Overall Village residents indicated that recreational opportunities for children under 19 years of age was adequate with 48% and 38% in agreement with 0 to 11 Years and 12 to 18 Years respectively. However, there still were a significant number of residents (approximately 1 in 4) who disagreed with the adequacy of children’s recreation programming.

By comparison, over 40% responded that they were dissatisfied with recreational opportunities for adults over the age of 19, with nearly 50% strongly disagreeing with the adequacy of recreation options for seniors. Based upon the survey results and community input provided throughout the first phase of the planning process, it appears that recreational programs and facilities for adults and seniors are currently insufficient.

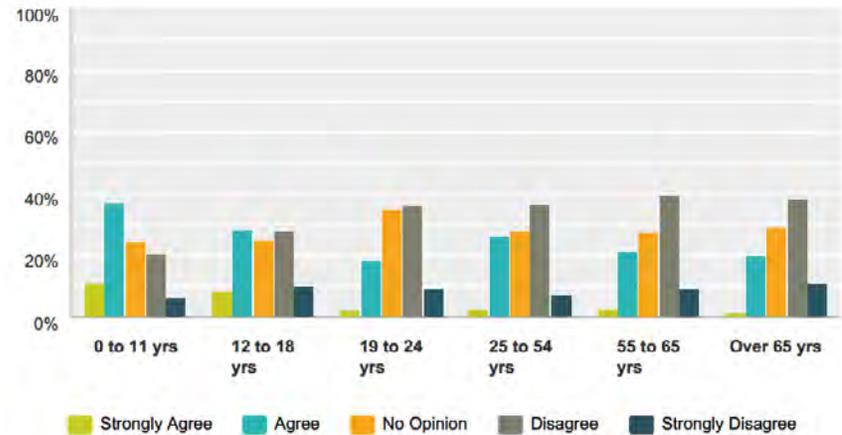
One way that the Village may wish to improve recreational, social, and educational programming for residents without taking on the financial burden of providing comprehensive community programming, would be to step into a facilitator role between the existing organizations and institutions providing programming. By becoming a central point of contact for various program information, the task of researching local recreation, education, and social opportunities is significantly reduced.

One way to achieve this would be to create a Community Programming page on the Village website that links to available recreational and educational programming within the area. Or, the Village could consider creating and maintaining a community-wide calendar for ease of reference by residents and stakeholders.

Currently there are many groups providing programming, these include, but are not limited to:

- Yates Cultural and Recreational Resources;
- Penn Yan Public Library;
- Penn Yan Central School District;
- Keuka College; and
- Yates County Youth Soccer League.

This Village may wish to consider the implementation of a Village parks rental fee for larger organizations wishing to utilize Village facilities for recreational programming, such as local sports leagues. This may help to recoup the cost of park maintenance over time.



“Local recreational opportunities are adequate for the following age groups.” (Community Survey)



# Future Development Strategy

## Vision 2020 Highlight

The waterfront development areas of the Vision 2020 Plan show a number of infill and new development opportunities in the Village. The approximate square footage of the waterfront area developments is shown in the table below.

Proposed Use Category	Total Square Feet
Commercial	242,000
Office	79,600
Residential	369,900
Residential Units	174+

There are over 174 multi-story townhomes proposed in the Vision 2020 Plan, as well as second-story apartments and single-family residential infill opportunities identified throughout the Village.

## Introduction

The following retail and single-family development strategies are based on the results of the Village Market Study and Development Strategy provided by Urban Advisors. The complete results of the Market Study and Development Strategy can be found in the Appendix. This section has been included as a preface to the Future Land Use Summary because of the direct correlation it has for future infill or new commercial and residential investment within the Village. It is important to keep these analyses in mind when considering the capacity for investment for Penn Yan.

## Retail Strategy

Previously in this Plan, the existing trends of Retail Leakage and Retail Gaps were outlined for the Village of Penn Yan and Yates County (pages 32-33). While there is only a slight leakage of spending from the Village of Penn Yan to other places, there are larger categories of leakage out of Yates County (see Figure 14 on page 32). As shown in Figure 18, Penn Yan accounts for 68% of retail sales in the County. If Penn Yan were able to recapture the County leakage by its relative percent of sales within the County, it could support an additional 83,000 square feet of retail uses.

Retail Category	Yates County Sales	Penn Yan Sales	Penn Yan % of Sales	Yates County Leakage	Penn Yan Share of Leakage	Potential Penn Yan Space (SF)
Furniture & Home Furnishings Stores	\$1,327,147	\$99,600	8%	\$3,570,019	\$267,924	1,000
Electronics & Appliance Stores	\$1,361,523	\$284,333	21%	\$5,489,642	\$1,146,427	2,000
Bldg Materials, Garden Equip. & Supply Stores	\$6,113,173	\$2,379,289	39%	\$1,530,785	\$595,792	2,000
Food & Beverage Stores	\$19,951,567	\$10,782,599	54%	\$23,438,306	\$12,666,968	21,000
Health & Personal Care Stores	\$58,677,281	\$53,794,664	92%	\$0	\$0	0
Clothing & Clothing Accessories Stores	\$2,064,257	\$1,338,545	65%	\$12,284,067	\$7,965,470	20,000
Sporting Goods, Hobby, Book & Music Stores	\$1,129,236	\$241,979	21%	\$3,824,103	\$819,450	2,000
General Merchandise Stores	\$3,194,119	\$1,801,995	56%	\$21,187,372	\$11,953,073	30,000
Miscellaneous Store Retailers	\$7,019,103	\$1,549,007	22%	\$435,457	\$96,099	0
Food Services & Drinking Places	\$17,231,058	\$8,463,301	49%	\$4,532,580	\$2,226,247	5,000
<b>Total Retail</b>	<b>\$118,068,464</b>	<b>\$80,735,312</b>	<b>68%</b>	<b>\$76,292,331</b>	<b>\$37,737,449</b>	<b>83,000</b>

Figure 18: Retail Development Opportunity by Category  
Source: ESRI BAO & Urban Advisors Ltd

Some of the leakage may be from County residents who live closer to other places outside the County, such as Geneva, so recapturing the entirety of this leakage may not be a realistic goal. Still, this demonstrates the depth of market in the County to support a small amount of new retail uses in Penn Yan. This matches the perspectives heard from the community and stakeholders that local residents lack opportunities to shop locally for clothing and general merchandise. This analysis suggests that County spending patterns could support up to 50,000 square feet of new clothing and general merchandise space in Penn Yan.

While the new retail space projection is still relatively small in the context of major developers (Wegman’s, for example, is investing in stores larger than 100,000 square feet) it could have a significant impact on the Village. According to local tax assessment data, Penn Yan only has about 270,000 square feet of retail uses as of 2015. Consequently, the location and type of development should be carefully planned and considered in accordance with this Comprehensive Plan Update and the Vision 2020 Plan. New developments in the Village have an opportunity to be an important tool in implementing these Plans and could be leveraged to extend Main Street services through Water Street or on Lake Street.

### Single-Family Residential Strategy

Translating the anticipated net growth of households earning \$50,000 or more (see page 19) into unit values suggests there will be a demand for single-family units priced at \$125,000 and up. This estimation matches the feedback received during the stakeholder interviews and public input process. There is a market for quality, working class housing in the \$100,000 to \$200,000 range, but there is very little supply on the market within the Village. As with many small towns, Penn Yan is missing opportunities to attract and retain middle income households due to this housing stock shortage.

Average Value	New Single-Family Unit Demand
\$100,000 - \$150,000	70
\$150,000 - \$200,000	32
\$200,000- \$250,000	31
\$250,000 - \$300,000	7
\$300,000 +	6
<b>Total</b>	<b>146</b>

**Figure 19: Single-Family Unit Demand by Value**  
Source: ESRI BAO & Urban Advisors Ltd

Figure 19 shows the approximate breakdown of single-family housing demand that is lacking from the Village today. The greatest opportunity is within the \$100,000 to \$150,000 value range, where the market shows demand for another 70 single-family units. There may be opportunities to renovate deteriorating housing or infill vacant lots for new users. The most recent tax assessment data suggests that there are 120 vacant lots that may be able to accommodate new homes.

Besides single-family houses, this projection does not reflect the demonstrated market for waterfront or second story units. These are important new segments that are currently not available in the existing marketplace, and will also have a positive impact by providing housing for a diversity of new income and lifestyle segments.

At the writing of this Plan there are many proposed housing developments being considered for the Village of Penn Yan, including an affordable housing development and additional high-end housing along the waterfront.



### Implementing Vision 2020

It is important to note that a full build-out of the Vision 2020 Plan will take many decades, whereas, this Comprehensive Plan has focused on investment potential over the next ten years. As a result, the capacity for commercial and residential development over the course of this Plan’s horizon is significantly less than that of Vision 2020.

The recommendations of this Plan and market study should be utilized to temper the Vision 2020 Plan and adjust for the realities that the Village of Penn Yan faces in their commercial and residential development phasing. This is not intended to dilute the recommendations of the Vision 2020 Plan, rather provide support from current market conditions and local context for their implementation over the next decade.

# Future Land Use Summary

**“Planning is bringing the future into the present so that you can do something about it now.”  
- Alan Lakein**

## Why is Land Use Important?

The land use patterns of a community shape the way people experience their environment, travel to destinations, and interact with each other, while also telling a story about the community’s past and present strengths and opportunities. The history of the Village of Penn Yan is ever-present in its central downtown core and historic tree-lined neighborhoods, while its evolution into a Finger Lakes waterfront destination can be seen in the addition of recreational and residential uses along Keuka Lake and the Outlet. Like many communities in New York, the wide-spread use of and increasing dependence on the automobile post-WWII brought change to the character of many Village commercial corridors. However, the traditional integrity of the Village has remained and can be seen in its well preserved historic architecture, traditional village neighborhoods, and walkable downtown.

In order to ensure that future development and investment in the Village contributes to the desired character and land use patterns of Penn Yan, a Future Land Use Plan is necessary. This Plan is intended to serve as a guide for decision-makers when reviewing land use proposals. This Plan should be considered an instrument of Village policy, but it should not foreclose decisions that may not align precisely with the stated vision and policies contained herein. However, actions or decisions that deviate from this Plan should be presented with sound argument and rationale that is as well-considered as what is presented in this document. Such deviations should be supported only after careful consideration of the benefit to the overall community.

## Penn Yan’s Future Land Use Plan

The Village’s Future Land Use Plan is shown in the map on the following page. The purpose of this map is to provide a graphical representation of the desired future development pattern within Penn Yan. Unlike that of a parcel based map or zoning map, the Future Land Use Plan does not follow clear regulatory boundaries. The exact size of the proposed land uses may change over time, while still remaining consistent with the overall vision of this Plan. As land use decisions are made, the Village should continue to refer to this document as a tool for the implementation of favorable land use policies.

Based on the input received and analysis completed as part of this planning update process, Penn Yan’s Future Land Use Plan contains ten distinct land use categories:

- Industrial
- Low Intensity/Industrial/Commercial Mixed-Use
- General Commercial
- Central Business District
- Waterfront Mixed-Use Commercial
- High Density Residential/Professional Business
- Medium-High Density Residential
- Low Density Residential
- Parks and Open Space
- Public Services

The following summaries are intended to provide support for the future vision and character of each land use area using both existing land use patterns and regulatory tools. Some areas refer to the rated images of the Community Preference Survey (CPS), the full results of which can be found in the Appendix.

# Future Land Use Map

**WORKING  
DRAFT**

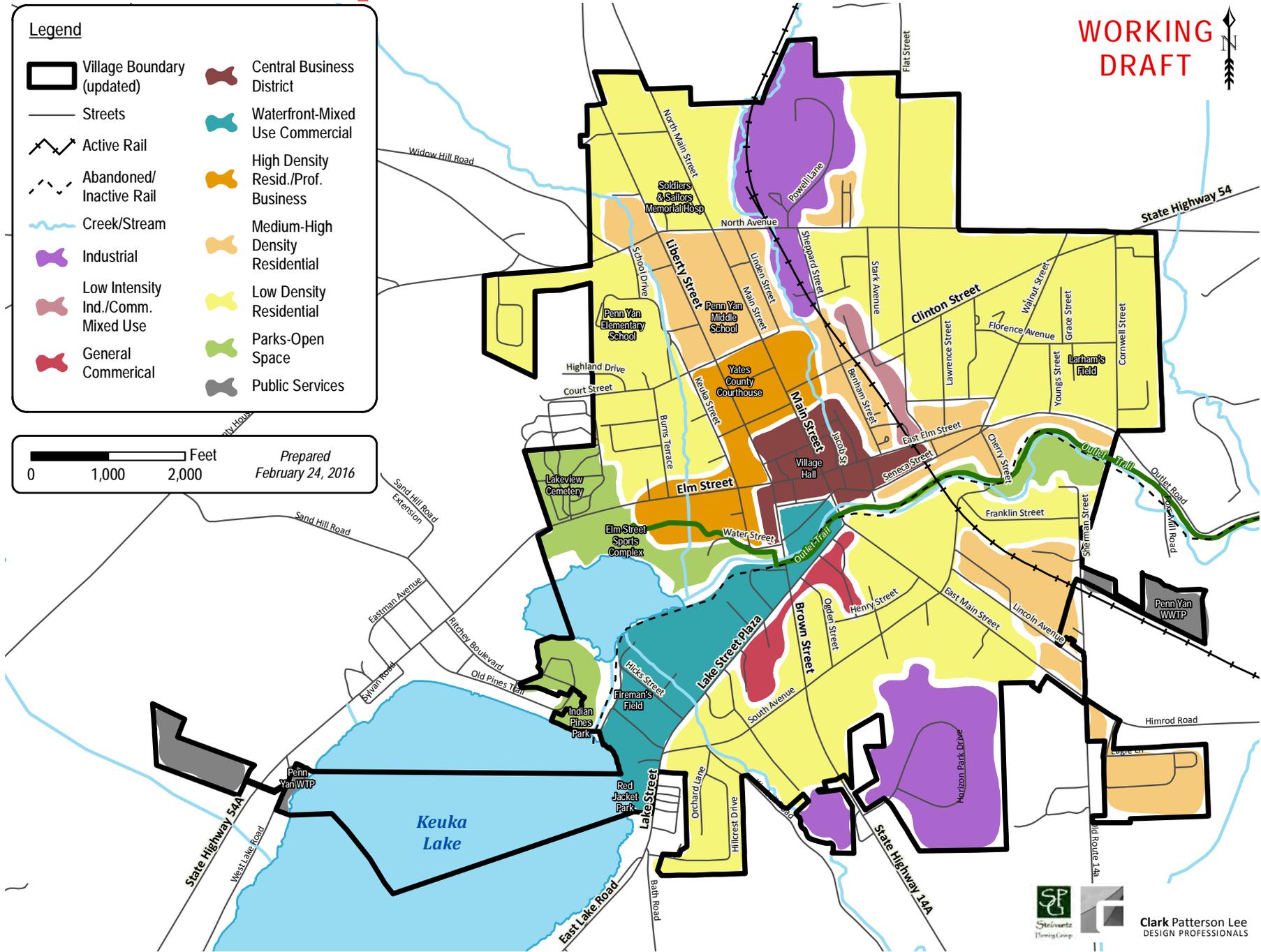


**Legend**

	Village Boundary (updated)		Central Business District
	Streets		Waterfront-Mixed Use Commercial
	Active Rail		High Density Resid./Prof. Business
	Abandoned/Inactive Rail		Medium-High Density Residential
	Creek/Stream		Low Density Residential
	Industrial		Parks-Open Space
	Low Intensity Ind./Comm. Mixed Use		Public Services
	General Commerical		

0 1,000 2,000 Feet

Prepared February 24, 2016



Clark Patterson Lee  
DESIGN PROFESSIONALS

# Future Land Use Summary



**KanPak Plant**  
**The Emmi Roth Plant on Horizon Park**  
**Drive was sold to KanPak in December**  
**of 2014.**

## Industrial

The areas of industrial land uses are indicated by the color purple on the Future Land Use Map. Currently these areas include large enclosed industrial facilities and enterprises and a limited number of commercial operations. As of the writing of this Plan businesses located in these areas include but are not limited to Silgan Plastics Corporation, Castner's Performance Systems, Coach and Equipment, KanPak, Penn Yan Plumbing and Heating, and Polmanteer Auto Service Center.

The industrial area that encompasses Powell Lane is very well established and blends into the character of the Village. It accomplishes this through a campus-like entrance on North Avenue, generous lawn areas, and effective landscaping and screening. The screening serves to protect the quality of life for the residential neighborhoods located along North Avenue and Flat Street. As future growth occurs in this area, it is reasonable to assume that some of the existing lawn areas may be used for building expansions or parking lots. The Village should ensure that any increase in industrial activity that occurs along Powell Lane does not negatively impact the surrounding residences and that the existing landscaped buffers are maintained.

The Horizon Business Park is situated on the outskirts of the traditional Village core and has no residential neighbors that are directly impacted by its appearance and operating characteristics. As a result, the level of screening and buffering required is less than the industrial area located along Powell Lane. One of the concerns that have been raised by the community during this process and the Vision 2020 process is the loss of the scenic corridor to the north of the Village along Route 14A due to unplanned and poorly designed commercial establishments in the Town of Benton. The Village should work with the Town of Milo to create more dense landscaping and buffering elements along Route 14A in the vicinity of the Horizon Business Park to enhance the southern gateway into the community.

The purple areas are currently zoned Industrial. It is recommended that the Village continue to target these areas for industrial development and adjust the Industrial District zoning to restrict high vehicle and pedestrian traffic generating uses, such as schools or restaurants, and incorporate more business non-retail uses such as office buildings. Additional design regulations may also be desirable for landscaping, screening, and building design in areas that may impact residential uses or are visible from the right of way.

## Low Intensity Industrial & Commercial Mixed-Use

The Low Intensity Industrial and Commercial Mixed-Use Future Land Use classification is denoted by the color pink on the map. This land use area begins at the rail crossing at East Elm Street, extends north along the east side of the rail line, and terminates at the end of Bush Park. This area of the Village has historically been occupied by rail dependent and rail enhanced businesses that abut residential neighborhoods with little or no transitional uses or buffering. Non-residential uses in this area include but are not limited to Morgan's Grocery, Lakeview Organic Grain, Cutting Edge Hair Salon, Carquest Auto Parts, U-Haul Rental, Polishing Touches Nail Salon, VR Food Equipment, and storage facilities for The Birkett Mills.

The existing array of industrial, retail, and personal service land uses make the classification of this area as either industrial or commercial inappropriate. It is recommended that this area be viewed as a mixed use area that accommodates limited commercial and industrial uses.

Much of this future land use area is currently zoned General Commercial, which permits a wide range of retail and business uses. It is recommended that this future land use area be rezoned to prohibit auto-oriented uses, and include limited commercial uses to reduce vehicular traffic impacts and retail competition with the downtown core. Additionally, given the proximity to existing residential areas, the Low Intensity Industrial and Commercial Mixed-Use area should include regulations that provide for increased buffering and screening from adjacent residential areas, and limit the scale of buildings in both height and square footage.

17

### RETAIL

**Railway Style Architecture**

The depot at the Strasburg Railroad is a historic structure. Originally designed by architect Frank Furness, the depot was constructed by the Philadelphia and Reading Railroad in East Petersburg. The structure was moved to Strasburg in the early 1960's.



As an iconic structure, the depot demonstrates the elements of railway style architecture. Small combination depots—which combined a passenger waiting room, ticket sales office, and a freight receiving platform and room—were built in towns across America. Typically, these depots had gabled or hipped roofs with large overhangs to provide rain protection for passengers, baggage and freight. The ticket sales office was normally at the center of the structure and often featured a bay window for outside ticket sales and to improve the agent or telegraph operators view of the tracks.



The East Strasburg Depot contains details that are characteristic of the eclectic architectural style of Frank Furness. Furness designed many facilities for both the Pennsylvania Railroad and the Philadelphia and Reading Railroad and for major institutions such as the University of Pennsylvania. A Frank Furness Historic Zone has been created in Wilmington, Delaware to preserve and interpret the Furness-designed railroad structures. Opportunities may exist for further interpretation at Strasburg.

17

**The Village should consider developing Design Guidelines for the Low Intensity Industrial/Commercial Mixed-Use Area that highlight the area's rail heritage. Pictured above is an excerpt from the Strasburg Township Railroad Heritage Zone Design Guidelines.**

### Strasburg Township Railroad Heritage Zone DESIGN GUIDELINES



Strasburg Township Planning Commission  
April, 2011

**Railway Design Guidelines**  
The Strasburg Township developed a set of design guidelines for development adjacent to their historic rail corridor in April of 2011.

# Future Land Use Summary



**Brown Street & Lake Street**  
Due to the close proximity of the Lake Street GC Area to Brown Street, the Village may wish to consider rezoning a portion of Brown Street from R-1 to R-2 Residential.

## General Commercial

The General Commercial Future Land Use area is shown in red on the Future Land Use Map. This area is limited to the southeastern side of Lake Street, west of Main Street. This area is currently home to the more vehicular intensive uses of the Village, including fast food drive-through restaurants, and the Lake Street Plaza. Much of this area has been criticized by residents over the years for its lack of character and walkability.

In order to address these concerns, it is recommended that this area (currently zoned General Commercial) begin specially permitting auto-oriented commercial uses such as drive-throughs, vehicle sales and repair, or gas stations, to increase the Village's review capabilities for potential traffic conflicts and site design.

Additionally, the Village should consider restricting or prohibiting front yard parking along this commercial corridor and promoting increased landscaping and access management provisions to reduce the number of curb cuts and vehicular points of conflict for pedestrians along the streetscape.

Although this area is intended to accommodate the more intensive auto-related uses of the Village, it should be pursued in a way that protects and enhances a desirable community aesthetic and the pedestrian realm. Design standards or guidelines for this corridor are recommended to improve the visual quality of the corridor. These guidelines or standards would also serve to notify applicants and property owners of the building and site design expectations for future developments.

### Public Streetscape Design



### Commercial Franchise Development

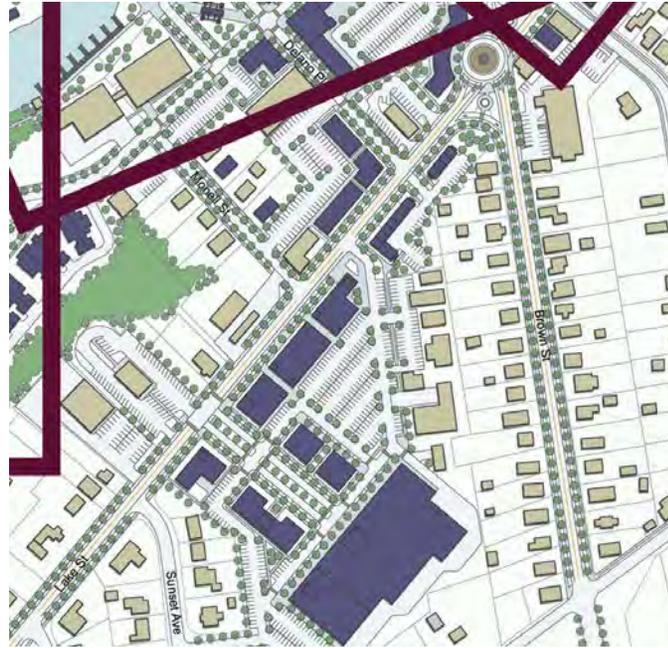


## Vision 2020 Plan for Lake Street

The Vision 2020 Plan completely re-imagines the Lake Street Corridor. The Plan recommends the conversion of road side property from parking to multi-story residential and mixed-use buildings. According to the Vision Plan...

*The existing shopping mall location on Lake Street presents an opportunity for Penn Yan to rethink how it may want to plan for its future commercial and residential development. The current suburban style design of this site is not in context with the cohesive village feel that Penn Yan envisions. In its current form, its design does not encourage pedestrian use and does not contribute in a positive attractive way to the quality of Lake Street and surrounding properties.*

*The proposed development for this site features two and three story mixed use buildings along Lake Street and dedicated residential buildings, designed around large public greens, deeper into the site. Existing large scale retail buildings and a cinema would be retained at the back of the site. Together these buildings would form a self-contained, walkable community with strong connections to the village as well as the outlet. The design of the buildings and of the public realm will be attractive to pedestrians as well as visitors arriving by vehicles.*



**The image above is a snapshot of the Vision 2020 Plan for Lake Street. The purple building footprints represent the commercial and residential infill opportunities identified by the Plan.**

As previously stated on page 57, the Village acknowledges that the land use pattern illustrated in the Vision 2020 Plan may take decades to occur, while this Comprehensive Plan is focused on guiding investment over the next decade. It is recommended that the Village focus its efforts on enhancing the streetscape, improving pedestrian network, upgrading the appearance of the commercial properties within the Lake Street corridor, and fostering some mixing of land uses. This approach will provide the starting point necessary to achieve the ideas presented in Vision 2020 at some point in the future while allowing the Village to accommodate auto oriented establishments in the short term.

# Future Land Use Summary

**Vision 2020 Plan & The CBD**  
According to the Vision Plan, new buildings in the downtown area should be, “at least two or three stories with retail space or office space located on the first floor and residential or office space occupying the upper floors. The exterior of the buildings should feature materials that are consistent with the quality and style of the surrounding buildings.”



## Central Business District

At the heart of the Village of Penn Yan is its Central Business District (CBD), indicated by the dark red color on the Future Land Use Map. Also known as the historic core of the Village, the Central Business District is defined by multi-story traditional buildings in a dense and walkable development pattern. The original buildings in this area help to frame the street wall with little to no street setback and ornate, transparent facades through which the history and character of the Village center lives on. The traditional development pattern can still be seen along much of Main Street, Elm

Street, and the smaller scale side streets. Residents and visitors alike value the charm and pedestrian-friendly atmosphere of the CBD.

However, over the years some of the original structures have been destroyed and the streetscape has lost some of its connectivity and character to visual gaps created by vacant lots, parking spaces, and single-story infill structures. In order to prevent future erosion to the Central Business District’s character, it is recommended that the Village Center (VC) Zoning District be amended to better promote the history and character of Penn Yan for this area.

### Appropriate Infill Development



To be avoided



To be encouraged

Based upon a review of the existing zoning requirements, the following changes are recommended to the VC Zoning District:

- Extending the boundary of the VC District to include East Elm Street.
- Prohibiting high-intensity auto uses (car wash, drive-ins or drive-throughs, gas stations, and vehicle sales, etc.).
- Specially permitting uses that may require further review (garage service and repair, funeral homes, etc.).
- Increasing the minimum lot coverage requirement to better match that of existing historic lots (ex. 80%).
- Implementing a two-story minimum and maximum front setback requirement of zero to five feet for infill structures.
- Removing the building separation requirement of 25 feet.

These code changes, in conjunction with the creation of design guidelines or standards for the VC District will serve to preserve the character of the CBD.

## Basic Downtown Design Principles

The scoring of the Community Preference Survey indicated a desire for the following late 19th and early 20th century design principles within the CBD and throughout the Village.

### Building Scale & Location

- Buildings should front the sidewalk with little to no setback area.
- Buildings should be at least two (2) stories in height. One-story structures should have the scale of a two-story structure.
- Structures with 50 foot frontage or more shall be broken up into smaller visual increments.

### Parking

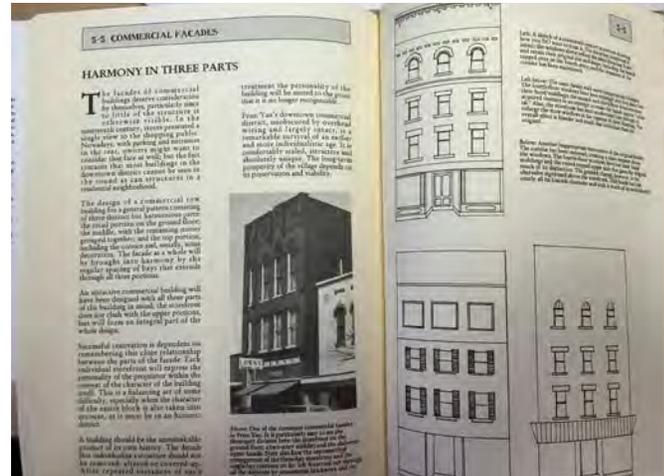
- Parking should always be screened from view.
- Front yard parking should be prohibited throughout the Village.

### Facades

- First floors should be mostly transparent (windows & doors).
- Upper floors should have a lesser amount of transparency, but should remain consistent with the rhythm of fenestration of the first floor.
- Where transparency is not appropriate, architectural features or other visual elements must be used.
- Facades shall be tripartite in design, defining a bottom, middle, and top to structures.
- Awnings are encouraged, but they should match the shape of the window opening. Multiple awnings should be used over more than one opening.
- Wood, brick, or other traditional materials are preferred.

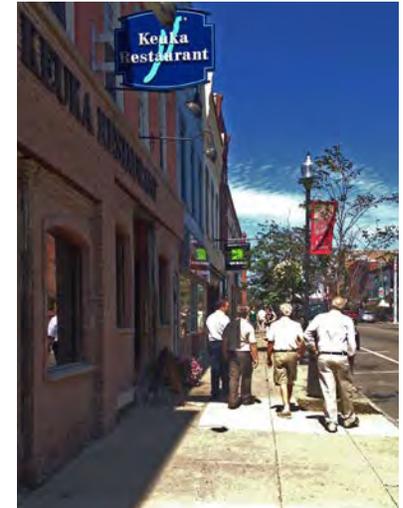
### Signage

- Flush-mounted wall signs and projecting signs are preferred.
- Flat sign faces are to be avoided. Recessed or raised lettering and graphics are to be encouraged.
- Signage should not interfere with visual access into the building (i.e. windows, doors).
- Signs should be sized and placed in a manner that is consistent with the architectural features of the building.



An excerpt of Commercial Facade Guidelines from “An Inheritance of Time” drafted and adopted by the Village.

“An Inheritance of Time,” the Guidelines for the Village of Penn Yan’s Historic Preservation District elaborates on these design principles and many more by providing local historical context, illustrations, and photographic examples of their implementation. The use of and reference to “An Inheritance of Time” should continue over the next decade as a tool for not only the Historic Preservation Commission, but also the Planning Board and Village Board in the pursuit of appropriate downtown investment and infill.



Our Pedestrian Environment Downtown Penn Yan already has a strong pedestrian environment, which is defined by buildings near to the street, wide sidewalks, street trees and plantings, and on-street parking that acts as a buffer from vehicular traffic.



# Future Land Use Summary

**Vision 2020 & the Waterfront**  
The Plan re-imagined the industrial buildings along the south side of the Outlet as a waterfront district with shopping and dining (pictured below).

Before



After



## Waterfront Mixed-Use Commercial

This area is indicated by the darker blue color on the Future Land Use Map. It is situated on the northwestern side of Lake Street and extends from Liberty Street to Red Jacket Park. The property within the Waterfront Mixed-Use Commercial area holds great potential for redevelopment in the Village. Its proximity to Keuka Lake, the Outlet, and Lake Street makes it ripe for re-investment that could re-define the character of this portion of the Village. This area may have the widest range of land uses of all the Future Land Use classifications. Existing land uses include but are not limited to single family homes, retail and service establishments (retail stores, restaurants, offices), semi-industrial uses (lumber yard), and community uses (Fireman's Field, Red Jacket Park).

Properties within the Waterfront Mixed Use Commercial Area are currently regulated by two zoning districts. The properties along Lake Street are zoned General Commercial (GC). The land along the Outlet and the Lake is zoned Waterfront Development and Conservation (WDC). The intent of this future land use area is closely aligned with that of the Waterfront Development and Conservation (WDC) Zoning District under which it is regulated. Some of the objectives of the WDC District are listed below:

- To preserve and enhance the waterfront areas as reflected in the Waterfront Revitalization Plan (2008);
- To provide opportunity for permanent public access through pedestrian connections and permanent open space;
- To provide for a compatible mixture of waterfront-related uses;
- To recognize the sensitivity of the unique waterfront environment in this area;
- To preserve valuable wetlands;
- To protect scenic views and the natural character of the outlet and lakefront areas; and

- To provide for a mix of land uses and recreational areas that take advantage of the waterfront area.

As stated in the Vision 2020 Plan, there are a number of uses that do not contribute to the Village's waterfront vision, with large expanses of parking areas fronting Lake Street and many auto-dependent uses such as drive-through restaurants. This can be attributed to the combination of the GC Zoning and lack of building and site design requirements. As such, the character of existing uses and the current development pattern do not provide a positive contribution to the public realm along Lake Street, do not foster walkability along the corridor, and do not provide a visual or physical connection to the waterfront.

Although the Village cannot predict the future of development proposals for the Waterfront Mixed-Use Commercial area, it can ensure that changes overtime are done so in accordance with the purpose and objectives of the WDC District and the Vision 2020 Plan by rezoning the entire area as WDC. It should be noted, however, that front yard requirements for parcels fronting the waterfront versus Lake Street will need to be addressed in the WDC District definitions.

### Current Development Activity

**Within this area there are two major redevelopment proposals that were initiated in 2015. They include the construction of a marina and 36 residential condominiums on the former Penn Yan Boatworks Site, and the construction of a 52,400 square foot Hampton Inn Hotel on the shore of Keuka Lake and the south side of the Outlet.**

## High Density Residential & Professional Business

The High Density Residential and Professional Business future land use classification area is shown by the color orange on the Map. This area abuts the northern and western boundaries of the Central Business District and acts as a transitional zone between the commercial and business uses within the CBD and lower density residential neighborhoods of the Village. The purpose of this area is to permit a higher density development pattern than that of the other residential land use areas, by allowing smaller lot sizes and a variety of housing options; while also permitting the inclusion of limited commercial uses.

The intent is to allow for the economic reuse of some existing structures in this area for local businesses while also preserving the residential, walkable, and in many places, historical character of the neighborhoods. Furthermore, there are some existing large scale historic sites in this area, such as the Yates County Courthouse Park District, which should actively be preserved and enhanced.



**The image above is an example of a home that has been converted into an auto-oriented facility. This type of conversion should not be permitted within this future land use area as it may have undesirable impacts on the character of the neighborhood.**

Currently most of this area is zoned Residential Transition (RT). The existing zoning requirements of the RT District generally align with the desired uses for the High Density Residential and Professional Business land use area. However, it is recommended that some changes be made to ensure future development and investment opportunities respect the existing character of the neighborhoods. These include amendments to:

- Specially permit and regulate the conversion of single-family residential units to multi-family or commercial uses;
- Specially permit boutique shops, artist shops and galleries, repair shops, and personal service shops;
- Specially permit any use that may require additional review by the Planning Board to determine its appropriateness as related to the surrounding neighborhood (i.e. funeral homes, grocery stores, etc.);
- Increase landscaping, screening, and buffering requirements for commercial or business uses adjacent to residential uses; and
- Restrict any required parking to the rear yard.

These changes will provide a better balance between preserving the residential nature of this area while accommodating some limited commercial activity.



### **Multi-Family Development**

**The image above is one of the high-scoring multi-family CPS images. As the Village reviews two-family and multi-family development applications the Planning Board and Village Board should refer to the results of the CPS for guidance in terms of multi-family community character preferences.**

# Future Land Use Summary



## Historic Homes

The Village has a number of beautiful homes and structures included in its historic district areas. A map of these districts can be found on page 23.

## Medium-High Density Residential

Indicated by the light orange color on the future land use map, the Medium-High Density Residential areas are those that include smaller lot sizes and a greater mix of residential uses than that of the Low Density Residential area. The Medium-High Density Residential land use areas generally follow the boundaries of the General Residential (R- 2) Zoning District. One notable exception is the properties in the southeastern corner of the Village along E. Main Street and Lincoln Avenue, which are zoned General Commercial. E Main Street and Lincoln Avenue are characterized by well-maintained single family homes. The sole commercial operation is Wager's Cider Mill. As a result, the Village should consider rezoning this area from GC to R-2 (example photo at right). The Cider Mill would be grandfathered in as a nonconforming use.

Many of the homes within the Medium-High Density Residential District are well-maintained, particularly those in the Village's Historic Preservation District (see page 23 for map of historic district boundaries). However, there are many properties in need of repair and upkeep throughout the Medium-High Density Residential area. For example, the condition of some homes along Liberty Street has declined over the years. As a result, the Village may wish to implement a residential improvement program to incentivize home maintenance and owner-occupancy.



The Village should consider re-zoning the properties along the north side of E Main Street from GC to R-2.

## Low Density Residential

The yellow area on the future land use map is designated Low Density Residential. This mapped area is generally consistent with the application of the Village's Single-Family Residential District. Much of this area consists of established single-family homes on larger lots than that of the denser residential areas found near to the center of the Village. It is not anticipated that the Low Density Residential areas are likely to change dramatically over the next decade. However, new residential or residentially compatible developments may be accommodated by the densities and uses permitted in the existing Single-Family Residential (R-1) District.

However, the R-1 District does also permit some larger scale institutional uses such as hospitals and schools. Currently the Penn Yan Elementary School and High School are located in this area, as well as the Soldiers and Sailors Memorial Hospital. Although it may not be desirable to discourage these uses, it is recommended that they become specially permitted to allow the Planning Board and Village the opportunity to review future developments that may potentially be incompatible with the existing low-density residential development pattern.

## Parks & Open Space

Shown by the color green on the Future Land Use Map, areas of parks and open space are designated for their existing and future utility as public recreational and environmental assets. Much of this area follows the Keuka Lake Outlet and stream flowing across the Village. Along this stream runs the popular Keuka Lake Outlet Trail, which many residents and visitors have indicated they would like to see extended.

Also located in this area is the Crooked Lake Historic District which runs along the creek from Main Street eastward to the Village boundary (see page 23 for map). The abandoned rail line acts as a great trail amenity for both residents and visitors.

The vision for these areas, as summarized from the public input received as part of this planning process, is to increase public access to the waterfront and provide additional opportunities for both active and passive recreation.

### Proposed Plan for the Outlet Wildlife Area



**Pictured above is a future development proposal for the Outlet Wildlife Area from the Vision 2020 Plan.**



**The DPW site on Elm Street will require some level of remediation prior to utilization as new parkland.**

## Public Services

The public service areas within the Village are shown by the color gray on the Map. Over the next decade, the Village will continue to locate its municipal services to its facility located on Elmwood Drive. This will eventually result in the Department of Public Works being moved from its current location on Elm Street, making this waterfront site open for redevelopment. One potential use for the DPW site is the relocation of one or both ball fields currently situated at Larham's Fields. It is recommended that the Village should investigate the community benefits of moving the athletic fields to the DPW site. Some potential benefits may include:

- The fields abut singled family homes and are surrounded by residential streets. Eliminating the activity and noise that the fields generate would provide local residents with a greater level of peace and quiet during the summer months.
- The land that the fields currently occupy could be re-used for other recreation needs or redeveloped as a residential project such as townhomes. The exact use or mix of uses would need to be determined in consultation with adjacent property owners and Village residents.

**Keuka Lake Outlet Trail**  
In 2015, the Village was awarded \$502,800 to complete improvements to the Outlet Trail.



**Waterfront Recreation Space**  
Among the highest rated images in the CPS were those that showed improved waterfront access for residents, such as trails and boardwalks.

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**Village of Penn Yan**



**2016 Comprehensive Plan**