

Village of Penn Yan, New York
Comprehensive Master Plan

January 2000

Prepared for:

Village of Penn Yan
3 Maiden Lane
Penn Yan, New York 14527

Prepared by

THE SARATOGA ASSOCIATES

■
Landscape Architects, Architects, Engineers, and Planners, P.C.

VILLAGE OF PENN VAN, NEW YORK
COMPREHENSIVE PLAN UPDATE

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1.0 INTRODUCTION

1.1 COMPREHENSIVE PLANNING PROCESS

This Comprehensive Plan Update is an update of the 1989 Village of Penn Yan Master Plan. It is important for the Village to maintain an up-to-date comprehensive plan which reflects the current needs of the community. Comprehensive planning activities play an important role in the continued development of a community. The comprehensive planning function is an organized manner by which a community can identify its needs and establish goals and objectives for future development and preservation. Development and implementation of a comprehensive plan is an effective and efficient means to achieve meaningful and desired change in a steady, incremental manner and to identify those resources the community wishes to preserve and enhance.

Furthermore, the comprehensive plan serves to identify changes or trends that are desirable or undesirable in the community. In addition, the comprehensive plan forms the basis for many of the community's land development regulations, including zoning.

The Comprehensive Plan Update is divided into five sections: Inventory and Analysis, a gathering of relevant information on existing conditions and trends; an identification of Goals and Objectives; an Action Plan which includes various planning concepts to address specified goals and objectives; Plan Implementation, which specifies responsible agencies and potential funding sources for identified actions; and an analysis of the Fiscal Implications of the build out of remaining vacant lands in the Village.

1.2 ISSUES FACING THE COMMUNITY

The Comprehensive Plan Update process has identified a number of opportunities and constraints for the Village of Penn Yan. Figure 1-1 provides an illustration of the range of important issues currently facing the Village of Penn Yan.

1.2.1 Opportunities

The Village has many assets, which offer significant opportunities. These include the following:

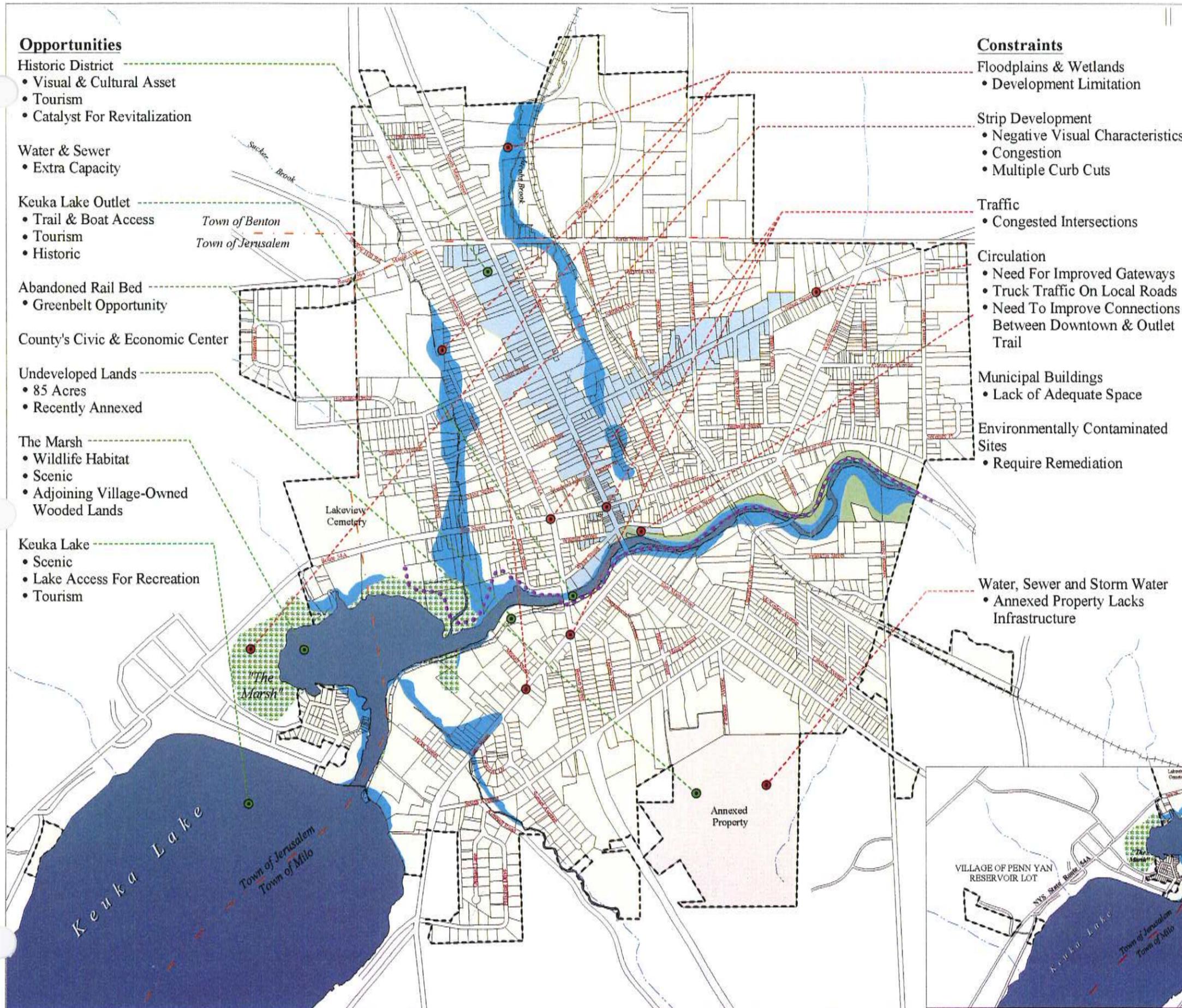
Historic District: The Village of Penn Yan Historic District is a visual amenity and cultural resource, especially in continuing to market the interesting local history as a tourism attraction and as a catalyst for continued revitalization.

Keuka Lake Outlet: The Outlet traverses the center of the Village. It is a recreational asset and offers further opportunities for developing tourism and boating opportunities. Redevelopment of historic structures and enhanced identification of historic resources are also possible.

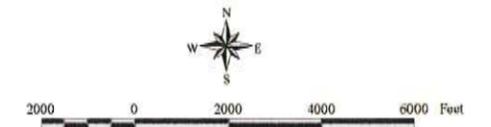
VILLAGE OF PENN YAN

COMPREHENSIVE PLAN UPDATE

FIGURE 1-1
Issues Plan



- NYS DEC Delineated Wetlands
- 100 Year Floodplain
- Crooked Lake Historic District
- Penn Yan Historic District
- Lakes, Ponds
- Town Boundaries
- Village Boundary
- Rivers, Streams
- Abandoned Rail Lines
- Operating Rail Lines
- Keuka Outlet Trail



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The Marsh: The New York State Department of Environmental Conservation regulated Class I wetland can provide aesthetic and recreational opportunities, in addition to its important ecological functions. There is also the opportunity to develop a nature preserve on adjoining Village lands.

Keuka Lake: The Village possesses approximately 1000 feet of shoreline, a tremendous recreational and scenic asset. The lake is the most important natural asset within the region.

Undeveloped Lands: The Village contains approximately 85 acres of undeveloped lands which present economic development opportunities.

Utilities: In general, the water and sewer systems of the Village of Penn Yan contain excess capacity for expansion. The Municipal Utilities Board also offers and operates a municipal electric system. The Village's utility system is one of the major assets of the community.

County Civic and Economic Center: The Village is the Yates County seat and serves as the major population and employment center and central place for the County.

Abandoned Rail Bed: The unused rail bed on the south side of the Outlet presents an additional greenbelt opportunity.

1.2.2 Constraints

There are also a number of constraints, or potential limitations/needs, affecting the Village. These include the following:

Traffic and Circulation: Easily identified and attractive "gateways" are needed to announce entry into the Village and the downtown area. There is also a need to enhance connections between the Outlet and the downtown. The major State Route 54 through the center of the Village also serves as a truck route which produces traffic congestion and residential conflict, particularly at certain intersections.

Floodplains and Wetlands: Development in these areas must comply with strict standards to avoid adverse impacts of flooding.

Strip Development: The Lake Street area commercial strip development produces traffic congestion and needs visual enhancement.

Municipal Buildings: There is a lack of adequate space for several community facilities and services.

Environmentally Contaminated Sites: These sites require testing and remediation.

Lack of Infrastructure: The annexed property in the south end of the Village lacks water, sewer, and other utilities. This could impede development in the short-term.

Village Boundary: In addition, the Village corporate boundary is a constraint to development of Penn Yan. Growth of the Village would require expanding the corporate boundary in a manner so as to provide mutual benefit to both town and village residents.

2.0 INVENTORY AND ANALYSIS

2.1 EXISTING PHYSICAL CHARACTERISTICS

2.1.1 Land Use and Land Use Regulations

2.1.1.1 Land Use

The manner in which property is used is one of the primary concerns in development of a master plan. As would be expected of a largely built community, there have not been dramatic changes in land use in the Village since the 1989 Master Plan was prepared. Since 1989, there has been infill residential development, limited commercial development/redevelopment, and the near build out of the Penn Yan Industrial Park.

The Village of Penn Yan has a total land area of approximately 1,330 acres, or roughly two square miles. The vast majority of the acreage is developed land, defined as land developed for residential, commercial, industrial, or institutional uses. The Village of Penn Yan contains a wide variety of land uses¹. Approximately 51 percent of the area, or about 683 acres, is estimated to be in residential use (see Table 2.1.1-1). Commercial office, retail, and service uses that serve the residential areas cover about 111 acres, 8.5 percent of the total acreage. Industrial uses, make up an estimated 5 percent of the village land area. Community service uses -- such as hospitals, schools, churches, and nursing homes -- and cemeteries make up about 8 percent of the acreage. An estimated 50 acres, or 4 percent of the village's total land area, is parks and open space areas. An estimated 171 acres, or 13 percent of the land area, is vacant land.

Residential buildings are the most prevalent land use throughout the village. Residential development in the areas further away from commercial areas is generally of a lower density than downtown neighborhoods. Commercial uses are focused in the downtown central business district and the Lake Street corridor, with residential uses radiating outward to the Village borders (see Figures 2-1 and 2-2). Other areas where residential use does not predominate include the land bordering Keuka Lake, which primarily consists of designated open space; the lands bordering the Keuka Lake Outlet, which contains industrial and commercial uses, open space, and vacant land or buildings; the industrial park on North Avenue; and the recently-annexed and largely-vacant Horizon Business Park property east of Route 14A.

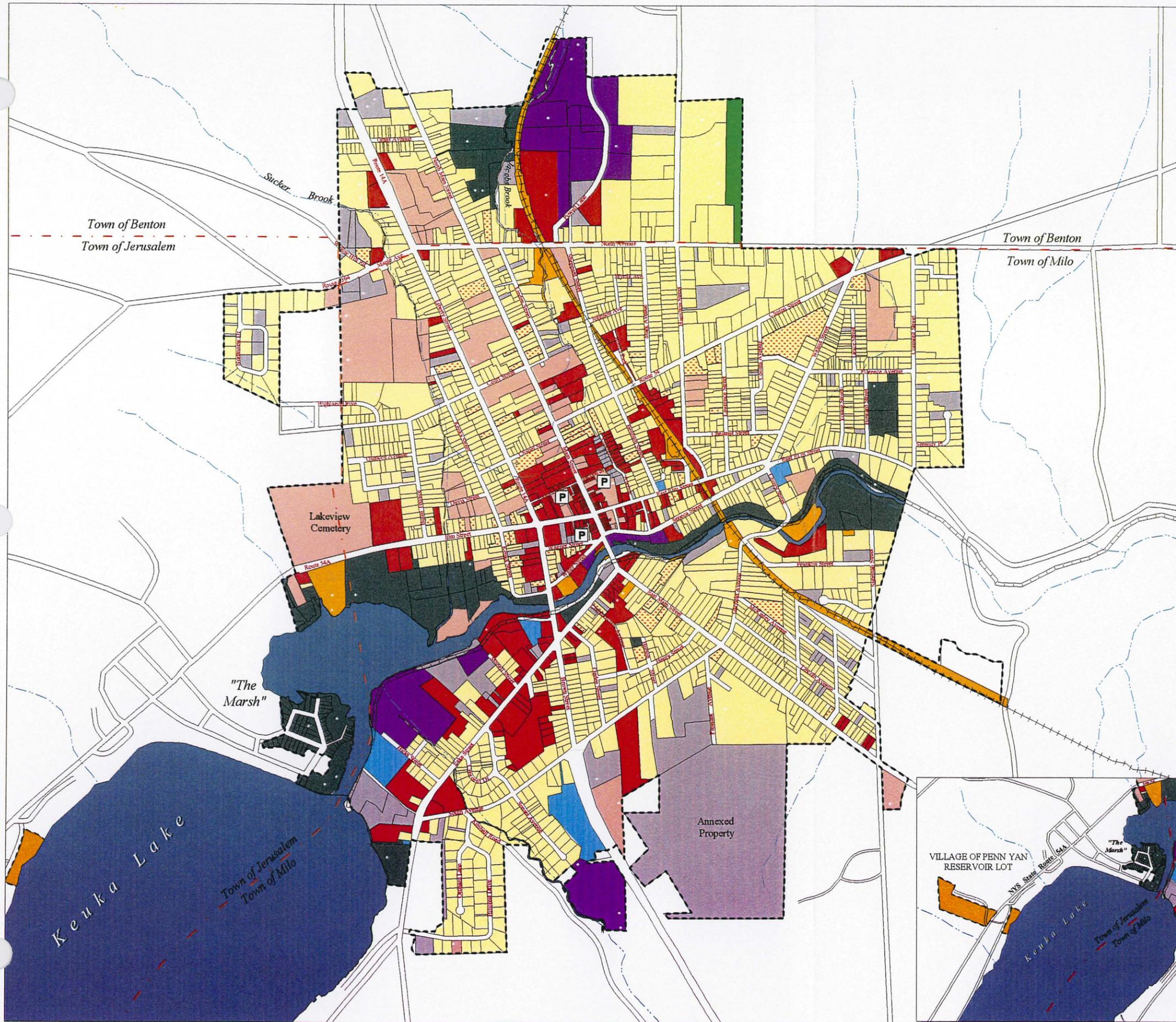
Nestled among the single-family residential and commercial sections are pockets of institutional uses such as schools, government facilities, medical facilities and churches. A majority of the

¹Geographic Information System data provided by the New York State Office of Real Property Services data was then compared to the inventory of existing land uses that was conducted for the 1989 Master Plan.

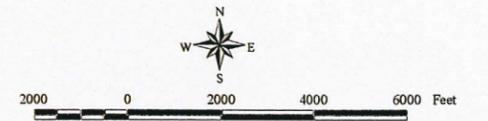
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COMPREHENSIVE PLAN UPDATE

FIGURE 2-1
Generalized Land Use



- Agriculture
- Residential
- Multi-Family Residential
- Vacant *
- Commercial
- Private Recreation and Social Organizations
- Community Services and Cultural Facilities
- Industrial
- Public Utility Services
- Parks and Forests
- Lakes, Ponds
- Town Boundaries
- Village Boundary
- Rivers, Streams
- Abandoned Rail Lines
- Operating Rail Lines



Land Use Categories are Based on New York State Property Type Classification Codes

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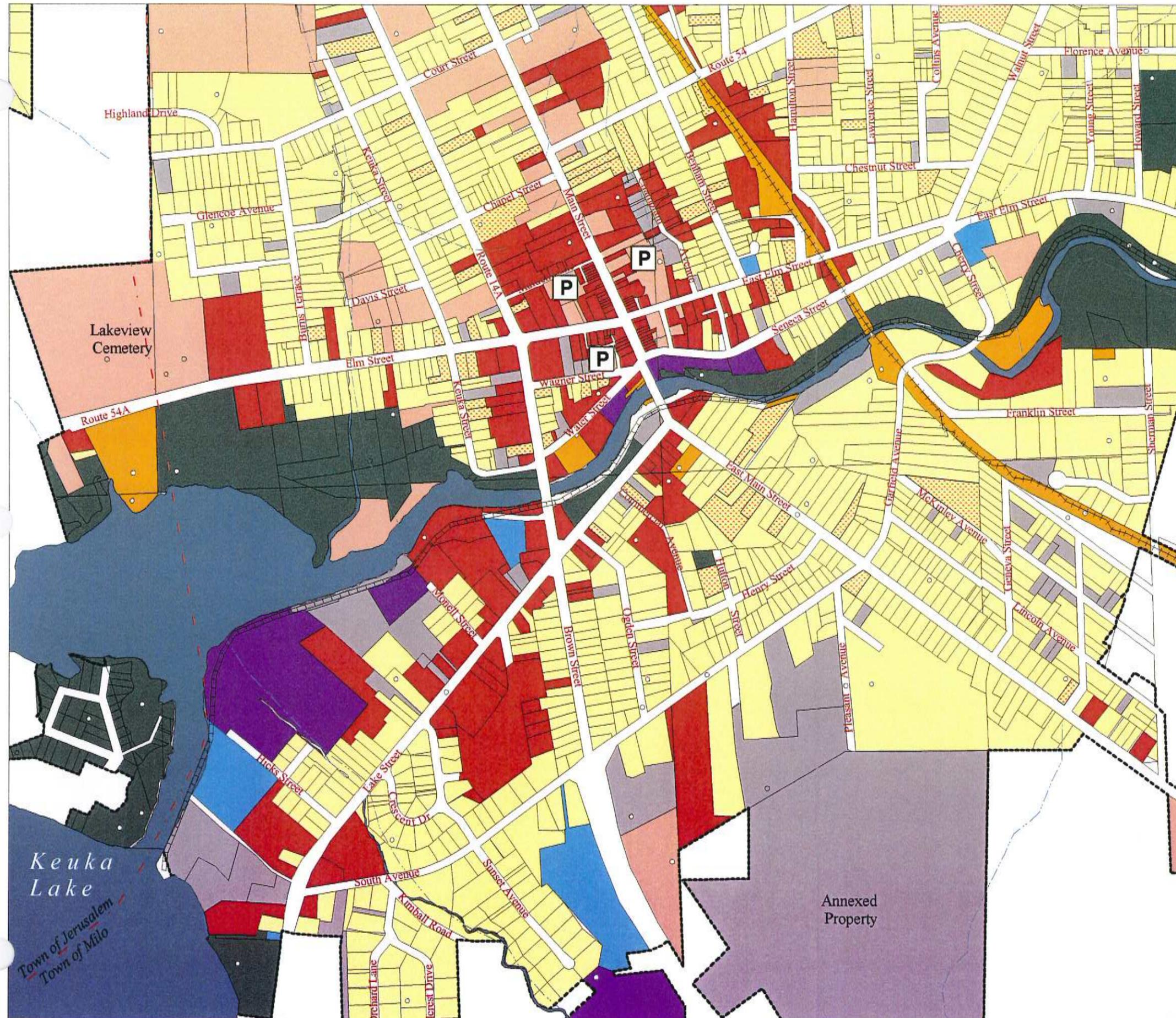
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* Note: Some Vacant Lots May be Used for Parking

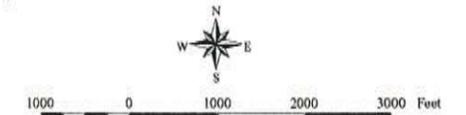
VILLAGE OF PENN YAN

COMPREHENSIVE PLAN UPDATE

FIGURE 2-2
Generalized Land Use - Downtown



- Agriculture
- Residential
- Multi-Family Residential
- Vacant *
- Commercial
- Private Recreation and Social Organizations
- Community Services and Cultural Facilities
- Industrial
- Public Utility Services
- Parks and Forests
- Lakes, Ponds
- Town Boundaries
- Village Boundary
- Rivers, Streams
- Abandoned Rail Lines
- Operating Rail Lines



Land Use Categories are Based on New York State Property Type Classification Codes

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* Note: Some Vacant Lots May be Used for Parking

institutional uses are located on or west of Main Street including Village and Town offices and some churches. Other notable institutional uses in the downtown area include the Yates County office complex on Court Street and the St. Michael's School and Church located on Keuka and Liberty Streets. The vast majority of the remaining institutional uses are located on the outskirts of the Village, including Soldiers and Sailors Hospital, Lakeview Cemetery, Penn Yan Central Schools, and the United States Army Reserve Center). Public utility uses include railroad, electric, and sewage facilities as well as the water treatment plant and the reservoir lot off Route 54, two annexed Village lots that do not adjoin other Village lands.

Table 2.1.1-1
Village of Penn Yan
Generalized Land Use, 1998

Type	Acres	Percent of Total Acreage (%)
Residential	683	51%
Commercial	111	8.5%
Industrial	64	5%
Community Service	104	8%
Recreational Facilities/Open Space	50	4%
Public Service	56	4%
Agriculture	7	0.5%
Cemetery	30	2%
Wetlands, Forested	54	4%
Vacant	171	13%
Total Acreage	1,330	100%
Note: All areas estimated based on available data and rounded to the nearest whole acre.		
Source: New York State Office of Real Property Services GIS files, 1998.		

Major open space areas are concentrated in the southwestern portion of the village bordering Keuka Lake and Keuka Lake Outlet. Recreational uses can also be found at various sites throughout the Village. Major recreational areas and open spaces include Indian Pines Park,

Red Jacket Park, the Elm Street Sports Complex, the Penn Yan Boat Launch, Florence Avenue Field, and the Keuka Outlet Trail (see section 2.1.2, "Parks and Recreation").

Industrial uses are primarily focused in the northern section of the Village at the Industrial Park site on North Avenue with a number of scattered sites throughout the Village. Scattered sites include the Penn Yan Marine complex located off Lake Street adjacent to Keuka Lake Outlet. The Penn Central rail right-of-way is an identified industrial use traversing the Village of Penn Yan.

Lastly, there are some existing vacant parcels in the Village which present development opportunities for industrial, commercial, housing, and recreational uses. The amount of vacant land in the Village of Penn Yan is estimated at roughly 171 acres. Based on available data, the largest vacant parcel is the 85-acre Horizon Business Park property east of Route 14A, annexed by the Village in October 1998. As seen in Figure 2-1, other vacant parcels include the former Tartary Commons proposal site along the lake, land along the abandoned rail bed on the south side of the Outlet and scattered vacant properties throughout the Village. The existing Industrial Park located on North Avenue, which was largely vacant at the time of the 1989 Master Plan, is nearly fully developed. except for a 5-acre parcel.

2.1.1.2 Land Use Regulations

Zoning

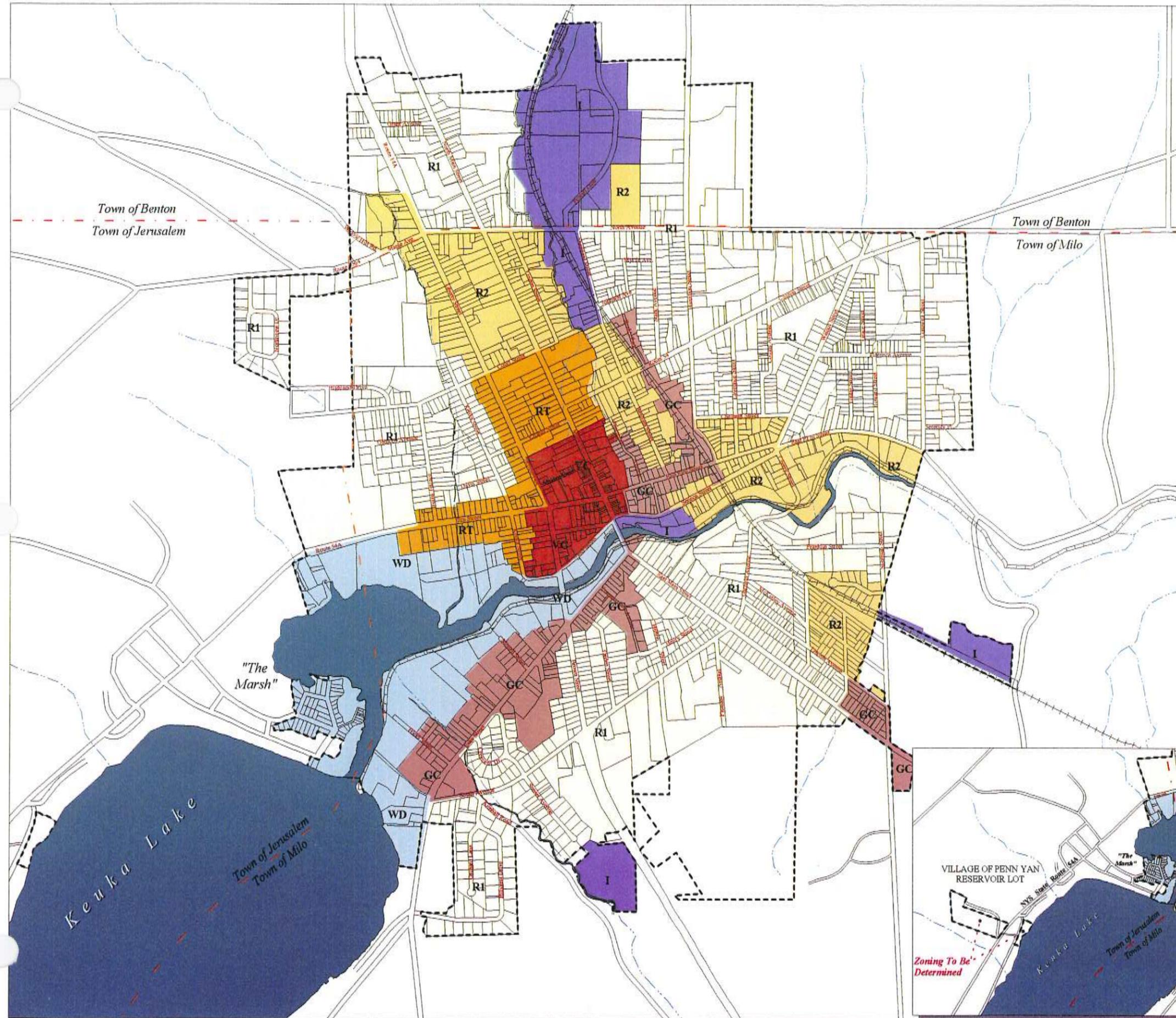
A comprehensive zoning plan for the Village of Penn Yan was originally established with the village's first zoning law in 1925. A new zoning law was adopted in 1962 and was updated periodically since that time. In 1991, a new zoning law was adopted. This new law (Chapter 202 of the Code of the Village of Penn Yan) replaced the former zoning law (Chapter 80 of the Code of the Village of Penn Yan). Many of the changes in the new law were based on recommendations made in the 1989 Master Plan. The purposes of the zoning law are to promote the public health, safety, and general welfare and to prescribe the most desirable use for which the land in each district may be adapted and those uses to be subjected to special regulations, while conserving the value of land throughout the village.

Zoning regulates the uses allowed in the various districts, as well as the intensity of those uses. Current zoning provides for the development of the village as a predominantly residential community with a limited amount of supporting commercial and industrial facilities. There are 7 zoning districts, including 3 residential districts, a mixed-use village center district, a commercial district, and an industrial district, and a waterfront district (see Figure 2-3 and Table 2.1.1-2). The Village zoning also includes development guidelines and provisions, including regulations for signage and landscaping.

VILLAGE OF PENN YAN

COMPREHENSIVE PLAN UPDATE

FIGURE 2-3
Zoning



- GC General Commercial
- I Industrial
- R1 Single-Family Residential
- R2 General Residential
- RT Residential Transition
- VC Village Center
- WD Waterfront Development and Conservation
- Town Boundaries
- Village Boundary
- Rivers, Streams
- Abandoned Rail Lines
- Operating Rail Lines



2000 0 2000 4000 6000 Feet

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The Village is divided into the following districts:

Residence Districts

The mapped residential districts include the R1 (Single-Family Residential), R2 (General Residential) and RT (Residential Transition) districts. In addition, there is the currently unmapped PR (Planned Residential District). The residential districts delineate minimum lot size requirements for dwelling units. Reflecting the fact that Penn Yan is a village (as opposed to a suburban/rural area with larger lots), the largest mapped lot size is approximately ¼-acre. Residential densities range from R1, which permits new single-family homes on a minimum lot size of 10,500 square feet, to RT, which requires a minimum lot size of 7,800 square feet. In addition to single-family housing, the R2 and RT zones permit two- and multi-family dwellings, townhouses, and senior citizen housing developments. The RT zone, which as its name implies is mapped in areas adjacent to the central commercial districts, also permits limited business uses including bars, funeral homes, business and professional offices, and personal service establishments. Other uses allowed in all residential districts are religious, educational, recreational, community, and government facilities.

The unmapped PR zone allows all types of residential uses on a minimum lot area of 20,000 square feet. The district was established to provide for lower density residential single-family development for hillside and other environmentally sensitive areas which may be added to the village through annexation.

R1 zoning predominates in the outlying portions of the town furthest from commercial centers. The RT zone is mapped just north of the central business district; a notable use in this zone is St. Mark's Terrace affordable senior housing. The R2 district is mapped generally to the north and east of the downtown commercial district between commercial and R1 zones.

All residential districts also contain density controls for minimum lot width; front, side, and rear yards; minimum lot coverage; and maximum building height.

Commercial and Mixed-Use Districts

The Village Center (VC) district delineates the downtown area centered along Main and Elm Streets, and permits a full range of central business uses at densities appropriate for Penn Yan's village scale. The district allows retail, business and personal service, financial, institutional, office, cultural and entertainment, recreational, government, and multi-family residential uses on a minimum lot size of 2,000 feet.

The General Commercial (GC) district provides for larger scale commercial and business uses and is mapped along Lake Street, Commercial Avenue, along Elm Street just east of the village center, along a portion of the Penn Central railroad tracks, and along the southernmost section of East Main Street. The GC district requires a minimum lot size of 6,000 square feet and permits a

wide variety of business, industrial, and community facility uses. The GC district also permits higher density residential uses (multi-family and clustered housing, townhouses, and dwellings above ground-floor businesses). The VC and GC districts also include dimensional criteria regulating lot width, yard requirements, lot coverage, and building height. The VC district also regulates building separation.

Table 2.1.1-2

Village of Penn Yan, New York

Summary of Zoning Designations

District	Title/General Use	Minimum Lot Size (Square Feet)	
		Minimum Lot Size	Maximum Lot Coverage (%)
R1	One-Family Residential	10,500	40
R2	General Residential	7,800	30
RT	Residential Transitional	7,800	30
VC	Village Center/Mixed Use	2,000	40
GC	General Commercial	6,000	40
WDC	Waterfront Development and Conservation	--	40
I	Industrial	N/A	70
PR	Planned Residential	20,000	40
PB	Planned Business	N/A	N/A

Note: There are no PR or PB zones on the current zoning map.

Source: Code of the Village of Penn Yan, Chapter 202, Zoning (adopted 1991).

The Waterfront Development and Conservation district (WDC) was created to provide for compatible mixed land uses adjacent to Keuka Lake and Keuka Outlet that are sensitive to the unique waterfront environment and the area's scenic and historic character. The district is also intended to encourage recreational and open space uses, public access to the waterfront, and water-dependent and water-enhanced uses. The WDC also requires a minimum of 30 percent of the land area to be devoted to open space and permits the development of no new buildings

within 30 feet of the shoreline. The WDC permits a very wide range of uses including all types of housing, community facility uses; manufacturing, research, and warehousing uses; and virtually all business uses allowed in the zoning law (except fast food restaurants, funeral homes, and self-service laundries).

Similar to the PR district, the unmapped Planned Business (PB) zone was established to provide for planned business park development in areas which may be added to the village through annexation. The district allows for a mix of business, industrial, and community facility uses. Residential use is not permitted in the PB zone. No specific dimensional criteria have been established for the district: it is intended that any development proposed as a PB zone respect the character and density of surrounding areas. The PB designation requires rezoning approval by the Village Board and site plan approval.

Industrial District

There are several Industrial (I) districts in the village. The largest of these is mapped on the site of the Penn Yan Industrial Park on the north side of North Avenue. Other I zones are located along the Penn Central railroad corridor and on the outskirts of the town on the western side of Route 14A. Principal industrial uses allowed in the I district include contractor yards; manufacturing, extraction, and assembly; research laboratories; trucking terminals; and warehousing and wholesale uses. Also allowed are parks, public utilities, transportation facilities, and a wide variety of business uses. No residential uses are permitted in the I district. The only dimensional criteria in the I district are maximum lot coverage and building height. There are no criteria regarding minimum lot area or width; yard requirements, or building separation.

Other Land Use Regulations

Subdivision Regulations

The Village Board adopted the Subdivision of Land Law in 1990. The law empowers the Village Planning Board to review and approve or disapprove proposed subdivisions in the village. The law has separate provisions for minor (less than 5-acre) subdivisions and major (5 or more acres) subdivisions. It also provides for different procedures related to sketch, preliminary, and final plat review. The subdivision law also stipulates required improvements and requires the preservation of natural features to the extent practicable. Separate regulations set forth density and site design standards for land to be subdivided for clustered projects.

Site Plan Review

In 1989, the Village Board initially adopted the Site Plan Review Law. This law authorizes the Village Planning Board to review, approve or disapprove site plans for land uses within the village. All new land use activities affecting the exterior of buildings must go through site plan review except construction related to one-family dwellings, landscaping, and ordinary repair or

maintenance, exterior alterations or additions that would not increase the square footage by more than 30 percent, nonstructural agricultural or gardening uses, and temporary sales activities.

Historic Preservation District Regulations

As discussed in section 2.1.6, “Historic and Archaeological Resources,” the Village Board adopted a Historic Preservation Law in 1989. All properties within the Penn Yan Historic District are subject to an extra layer of regulation. Before any such structure can be demolished, moved, or altered, a permit called a Certificate of Appropriateness must be issued by the Penn Yan Historic Preservation Commission.

2.1.1.3 Land Use and Zoning Analysis

Incompatible Land Uses

Even though land uses throughout the Village generally conform to the Village’s zoning law, there are a number of areas where adjoining land uses are incompatible. Several of the incompatible land uses are located near or adjacent to Keuka Lake and the marsh.

The first area of incompatibility with surrounding uses is the Village Department of Public Works complex located on Elm Street. The Village barns and offices for the DPW are located immediately adjacent to the marsh and the Little League fields in the Elm Street Sports Complex. The DPW complex occupies one of the most scenic sites in the village, and its proximity to recreational uses and the environmentally sensitive marsh area creates a potential conflict. The age and layout of the DPW complex render it a candidate for relocation.

Second, selected areas adjacent to the Keuka Lake Outlet presently classified and/or utilized as either an industrial, commercial, manufacturing, or warehouse use and located near the Keuka Outlet Trail, may conflict with recreational and pedestrian oriented use of the Outlet shore.

Non-Conforming Uses

Comparison of zoning and actual land use patterns in the village reveal the existence of uses located in zoning districts in which they are not permitted. Many non-conforming uses were established prior to the adoption of the village’s first zoning law; they are permitted to remain, although they are prohibited from being enlarged.

Non-conforming contractors’ yards exist in commercial zoning districts. Conflicts have arisen with neighboring residents. Along East Main Street between Lake Street and Himrod Road, a number of non-conforming multi-family dwellings are located in the R1 single-family zone. In addition, non-conforming single-family homes are located in the GC zone along Lake Street.

Special Permits and Other Specialized Zoning Techniques

Notably, the Village zoning code does not contain any provisions for special permit, or conditional uses. It is appropriate to designate special permit uses when there is need for the use to meet additional criteria to ensure compatibility between the special permit use and principal permitted uses in the district. Special permit uses, as a result of special characteristics (e.g., smoke, dust, noise, heavy truck traffic, negative visual characteristics) related to their operation or installation, have a greater potential to create adverse environmental impacts that could affect the use of nearby properties. The special permit conditions are designed to mitigate potential adverse impacts. Special permit uses can be allowed in all or specified zoning districts and can be permanent or require periodic renewal. Other alternative zoning techniques, such as overlay zoning to encourage the preservation of certain features (e.g., shoreline areas) and incentive zoning to encourage desirable development or public amenities, are also not included in the current zoning law.

Unzoned Lands

Three areas of land annexed to the Village of Penn Yan are currently unzoned. These unzoned lands include the Horizon Business Park and the water treatment plant and reservoir lots off Route 54.

2.1.1.4 Vacant Lands and Build Out Analysis

An estimated 171 acres of the Village of Penn Yan is vacant land, including the 85-acre Horizon Business Park property annexed in 1998. The development potential of this vacant land has been calculated to indicate the maximum build out that could occur under the existing zoning (and an assumed zoning density for the currently-unzoned Horizon Business Park property). It is not a projection of the amount of development that will actually occur. Maximum development potential for commercial and industrial uses was estimated by establishing a Floor-Area Ratio (FAR) equal to the maximum allowable building coverage multiplied by the allowable number of floors. For residential uses, the total area was divided by the minimum lot area per unit to yield a maximum number of units.

For all types of development, it was assumed that the practical developable density would be between 50 and 65 percent of the maximum theoretical density allowable under the existing zoning, depending on the slopes, wetlands, other environmental constraints, and design inefficiencies of specific parcels. This range was determined based on characteristics shown on the environmental features map and experience in similar communities.

**Table 2.1.1-3
Estimate of Maximum Development Potential**

	R1	R2	RT	GC	VC	WDC ¹	I	Horizon ²
Acres	43	16	1	6	2	13	5	85
Square Feet	1,873,000	697,000	44,000	261,000	87,000	566,000	218,000	3,703,000
Maximum Building Coverage	--	--	--	40%	40%	40%	70%	50%
Number of Allowable Floors	--	--	--	3	5	3	3	3
Floor Area Ratio (FAR)	--	--	--	1.2	2.0	1.2	2.1	1.5
Minimum Lot Area per Unit	10,500	7,800	7,800	--	--	--	--	--
Maximum Theoretical Density	178 units	89 units	6 units	313,000 sf	174,000 sf	679,000 sf	458,000 sf	5,555,000 sf
Maximum Developable Density ³	89-116 units	45-58 units	3-4 units	157,000-203,000 sf	87,000 - 113,000 sf	340,000 - 441,000 sf	229,000 - 298,000 sf	2,778,000 - 3,611,000 sf

¹No bulk regulations are specified for the WDC. For purposes of analysis, the same requirements as the GC zone were assumed.
²No zoning currently applies to this property. Bulk requirements were assumed for purposes of analysis.
³Assumes that developable density will be 50 to 65 percent of theoretical density as a result of environmental constraints and site design inefficiencies.

As shown in Table 2.1.1-3, if vacant land is developed to its full potential under the existing zoning, the 60 acres of residentially zoned vacant land would generate between 137 and 178 new housing units. Similarly, the 21 acres of vacant land in commercial districts (including the VC, WDC, and GC districts) could generate between roughly 584,000 and 757,000 square feet of office and/or retail space. An estimated 5 acres of vacant land is industrially-zoned. If fully developed, this could generate 229,000 to 298,000 square feet of additional industrial space.

As stated above, the Horizon Business Park property is currently not zoned, and it is not possible to estimate development under the current zoning. For purposes of analysis, a maximum lot coverage of 50 percent (between that allowed in the I and GC districts) and a maximum height of 3 stories (as in the GC and I zones) is assumed for the 85-acre site. The total development which could occur under this scenario would range from 2.8 to 3.6 million square feet of space. This could represent either commercial or industrial space or a combination of both.

It is noted that industrial and commercial development in the Village has been considerably less intense than the maximum amount of development allowable under the zoning law.

2.1.2 Parks and Recreational Facilities

2.1.2.1 Introduction

Residents, workers, tourists, and other visitors to the Village of Penn Yan are served by a variety of parks and recreational facilities. The following analysis provides a village-wide inventory of existing parks and recreational facilities and assesses the adequacy of existing facilities to serve the population.

The evaluation of Penn Yan's park and recreational facilities included the following elements:

- a summary of the type and quantity of existing parkland;
- a discussion of national park planning standards;
- an estimate of recreational demands;
- a summary of the condition of the facilities available to the community; and
- a general identification of deficiencies and possible enhancements to the park system.

Definition of Publicly Accessible Open Space

"Public open space" is land that has been specifically dedicated or reserved for active or passive recreational use, or for conservation purposes. No such restrictions have been placed on "undeveloped" or "vacant" land, and it can be assumed that all or part of this land will eventually be developed for some other use.

Designated open space in Penn Yan falls into the following categories: village parks and recreational facilities, conservation/trail lands owned by a not-for-profit land trust, and recreational facilities on school property. There are no state or county parks within the Village of Penn Yan.

Functions of Open Space

Open space serves many different purposes in the village. It provides recreational opportunities for village residents, protects wildlife habitat, preserves important scenic features and a visually pleasing landscape, and serves to maintain critical environmental resources, such as groundwater.

Recreational resources in Penn Yan include such active use facilities as ball fields, tennis courts, and playgrounds; and such passive use facilities as picnic and seating areas. Unlike the larger townships, the Village of Penn Yan does not contain larger regional open space areas such as

Keuka Lake State Park approximately six miles west of the village, which provides a wide variety of recreational opportunities throughout the year. These regional facilities supplement the facilities available within the village.

Open space is an integral component of maintaining the character of the Village of Penn Yan. Magnificent scenic vistas along Keuka Lake are important resources that contribute significantly to village character, visual quality, and quality of life. As remaining undeveloped land becomes scarcer, it is important to assess the village's current and future open space needs and plan now for the preservation and enhancement of essential open space areas.

2.1.2.2 Inventory of Existing Resources

An inventory of existing public and private recreational facilities within the village was conducted. Existing facilities included:

- all parks and open spaces which are currently owned and operated by the Village;
- privately-owned open spaces maintained, leased or programmed for public use;
- publicly-owned facilities that are not owned or leased by the Village but are used by residents either free of charge or on a fee basis.

Site visits were conducted by The Saratoga Associates in September, October, and November 1998, including joint visits with members of the Village Board. These field visits provided two types of information about the existing park system. First, the visits identified the current mix of community recreational facilities. Second, the visits provided insight to the overall physical condition and an understanding of the type and quantity of functional activities that occur at each recreational facility.

The location of the public and private recreational facilities are illustrated in Figure 2-4. A listing and description of the type of activity within each park facility and the acreage are presented in Table 2.1.2-1. A total of 14 different facilities are included in the inventory.

Village-Owned Facilities

The village has about 31 acres of municipally owned, developed parkland which provide a mix of passive and active recreational activities (see Figure 2-4). The Village's recreational facilities are well-varied, including football/soccer fields, tennis courts, basketball courts, playground facilities, softball/baseball fields, picnic areas, fishing spots, and boat access. All village-owned parks are open to visitors from outside the Village of Penn Yan.

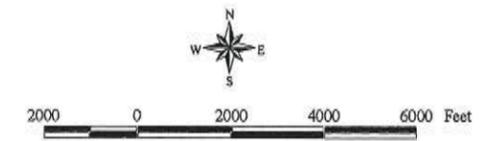
VILLAGE OF PENN YAN

COMPREHENSIVE PLAN UPDATE

FIGURE 2-4
Parks and Recreation



- Existing Parks and Recreation Areas
- Lake, River
- Town Boundaries
- Village Boundary
- Rivers, Streams
- Abandoned Rail Lines
- Operating Rail Lines



THE SARATOGA ASSOCIATES
 LANDSCAPE ARCHITECTS, ARCHITECTS, ENGINEERS, AND PLANNERS P.C.
 SARATOGA SPRINGS NEW YORK CITY BUFFALO BOSTON

January 2000



Table 2.1.2-1
Open Space Resources In and Around Penn Yan

Name/Ownership	Acreage	Type	Features
Village of Penn Yan			
<i>Designated Parklands</i>			
Elm Street Sports Complex	9.9	Community	Baseball, softball, T-ball, junior football, box lacrosse, food concession, picnic tables, lighting, Marsh views
Keuka Street Boat Launch	6.5	Community	Boat launch and docks (6), tennis courts (3), basketball court, playground, ice skating, picnic tables/pavilion, passive recreation, Outlet views
Larham's Field	5.4	Community	Two fields (softball and soccer), playground, food concession, picnic tables
Indian Pines Park	3.1	Community	Swimming, picnic tables/pavilion, grills, volleyball, passive recreation, lake views, playground, concession, rest rooms, changing facilities
Softball Field	1.9	Community	One field for both softball and soccer
Red Jacket Park	3.7	Neighborhood	Swimming, picnic tables/pavilion, grills, horseshoes/ring toss, playground, volleyball, bath/changing house, passive recreation
Hutton Street Playground	0.2	Neighborhood	Playground equipment
Main Street Mini-Park	0.1	Neighborhood	Benches, gazebo
Subtotal	30.8		
<i>Other Open Spaces</i>			
Firemen's Field	4.3	N/A ¹	Available for special events, pavilions, lake views
Wooded Lands	11.5	N/A ¹	Hiking (no trails), nature study
Keuka Lake Outlet Trail	3.5	Regional	Hiking, biking, cross-country skiing, nature study, snowmobiling, rollerblading, exercise stations
Subtotal	19.3		
School Facilities-Village Use Permitted			
Liberty Street School Field	2.0	Community ²	Football field (high school use only)
St. Michael's Playground	1.1	Community ²	Basketball court (1), leased by Village for recreational programs (Little League, soccer), playground
Keuka College (outside village)	8.1	Regional	Swimming pool (open to members)
Subtotal	11.2		
TOTAL	61.3		
Notes:			
¹ Not included in totals for calculating needs assessment because not designated parkland.			
² Not included in totals because not village-owned or controlled.			
Sources: Geographic Information System data, New York State Office of Real Property Services, November 1998; fields surveys by the Saratoga Associates, September, October, November 1998.			

The largest municipally owned open space resource is the Elm Street Sports Complex, a 10-acre area just north of the Marsh and the Keuka Outlet that offers opportunities for a wide array of sports. The park has one field used for baseball, softball, T-ball, and junior football. In addition, the park offers a box lacrosse area; spectator seating and picnic tables; and a seasonal concession stand. The Elm Street Complex is also the western terminus of the Keuka Outlet Trail. In the waterfront area, Indian Pines Park located off Old Pines Trail (mouth of Keuka Lake) and Red Jacket Park provide picnic areas, playgrounds, benches,

volleyball, and swimming. The boat launch off Keuka Street is a varied facility providing boat access to the Outlet/Keuka Lake, as well as active recreational facilities. Other major village-owned open spaces include Larham's Field, with two fields used for both softball leagues and soccer practice. The women's softball field near Indian Pines Park is also used for soccer.

Smaller village-owned parks include the Hutton Street Playground between Commercial Avenue and Hutton Street and the Main Street Mini-Park, located on the west side of Main Street between Elm Street and Maiden Lane. The Mini-Park contains only benches and has no playground or other recreational facilities.

Firemen's Field, between Hicks and Mace Streets off Lake Street (owned by the Village and used by the Penn Yan Fire Department) is not a designated public park, but is used by the community for special events. In addition, the Village-owned wooded lands on the south side of the Marsh just north of Indian Pines Park are currently undeveloped and offer no formal trail network, but provide wildlife habitat and opportunities for nature study.

The Village Recreation Commission offers a full range of organized recreational activities throughout the year at the village parks and school facilities such as Little League, T-ball, soccer, etc. The Owl's Nest Community Center is an indoor recreational facility at Seneca and Basin Streets. The Center is currently under renovation.

The village does not maintain attendance records by facility; however, conversations with Village officials indicate a high level of participation. The Elm Street Sports Complex was cited as the most heavily utilized park on a year-round basis. In addition, the Keuka Street Boat Launch is very heavily used in the summer, with long lines forming on weekends.

Keuka Outlet and Outlet Trail

One of Penn Yan's major natural and recreational resources is the Keuka Lake Outlet, which flows eight miles from Keuka Lake to Seneca Lake, passing through the center of the village. The Outlet provides boating and fishing opportunities to residents and visitors. In 1981 Yates County purchased approximately six miles of abandoned rail right-of-way along the Outlet from the easterly side of Penn Yan to Dresden, on Seneca Lake. In 1984 the village acquired additional right-of-way through the center of the village in order to link the Outlet Trail with Keuka Lake. The village was awarded a grant under the New York State Environmental Quality Bond Act to improve the Outlet Trail, thereby ensuring its development as an important recreational and historic resource to be enjoyed by all residents of the Village and the County, as well as area visitors and tourists.

The scenic and historic Outlet Trail is a linear park that provides hiking, biking, horseback riding, and other active recreational opportunities. An approximately two-mile segment of

the Keuka Outlet Trail runs through the Village of Penn Yan. The trail is paved for its length in the village, it also offers exercise stations along the trail near the boat launch. The trail is a multi-purpose facility which combines recreation and land drainage functions along the Outlet. In addition to conserving the natural drainage of the area and providing for storm drainage, it provides passive recreation and serves as an inter-connecting link between recreation areas and points of interest.

School District and Parochial School Facilities

School facilities, such as ball fields, basketball courts, and playgrounds, are also extensively utilized by village residents on a limited basis when not in use for school activities. The village has long-standing agreements with the school district and St. Michael's School for use of these facilities. In the past, the Village made improvements and maintained the St. Michael's playground. It is important to note that although the school district facilities are relied on for village recreational programs, these facilities are not controlled by the village and are available only on a limited basis. As a result, they are not included in the municipal parkland acreage utilized in the needs assessment below.

Nearby Regional Facilities and Other Open Space Areas

Regional facilities offer many recreational opportunities to village residents and supplement the facilities available in the village. Keuka Lake State Park in Bluff Point is the closest state park, just six miles from Penn Yan, and provides a particularly wide range of active and passive recreational opportunities, such as hiking and nature study, fishing, cross-country skiing, camping, ice skating, and picnicking. Keuka College also makes memberships to its indoor pool available to village residents. These facilities are neither controlled by nor located in the village, and are considered supplemental facilities for the purposes of the recreational needs analysis. Lakeview Cemetery, a historic property listed on the State and National Registers of Historic Places, is another form of open lands totaling about 30 acres.

2.1.2.3 Park Planning Standards

Planning organizations have formulated open space standards to guide decision-makers in determining how much open space is needed or desirable in an area. The standards are based on the type of open space provided (i.e., community or neighborhood, active or passive), the size of the population to be served, and distance from the open space. A standard measure of access to open space is provided by the ratio of available open space acreage per 1,000 residents. As discussed above, open space serves many different purposes. These standards apply to the amount of open space for recreational purposes. Passive open space or preservation of site-specific features or natural resources cannot be similarly quantified and

these decisions must be based on a site-specific evaluation. In order to evaluate the existing park and recreational facilities, national standards were used to project the probable demand for park facilities. For the purposes of this study, the National Recreation and Parks Association (NRPA) general parkland acreage standards were used. This study addresses the adequacy of neighborhood parks and community parks.

The factors provided by NRPA which help to define each type of parkland and include typical site criteria for each type of parkland are listed below. This information was used to help examine the adequacy of the supply of Penn Yan's public recreational facilities. In addition, the study used NRPA population-based standards to determine the amount of neighborhood and community parkland potentially required in Penn Yan.

General Parkland Criteria

Neighborhood Park

- Generally 2-20 acres in size.
- Serves people most desirably within a one-half mile radius, with 1.7 acres minimum available per 1,000 persons.
- Preferably located near an elementary school or near the center of a population concentration.
- Usual facilities are for unsupervised sports, play equipment, multi-use playing areas, turf area, tree plantings, some passive area, and minimal allocations for auto parking. With a summer playground program, a small shelter is desirable.
- May include the following types of facilities:

Ballfields

- Examples include softball or little league field only; bleachers, team benches, backstop and fences.

Tot Lots

- Generally less than one acre in size.
- Usual facilities include play apparatus for small children only; benches, sand area, small wading or spray pool, landscaped areas, and shaded areas for supervising parents.
- May include alternate facilities such as quiet game areas, multipurpose court,

or other features.

School Recreational Facilities

- May be considered a neighborhood park, yet serves most of the people within the community through normal school activities.
- Usual facilities include children's playground areas, multi-purpose courts, school athletic playing fields, off street parking and related uses.

Community Park

- Generally 50-100 acres, or more, in size.
- Serves the whole community, but most desirably located within a three mile radius, with seven acres minimum available per 1,000 persons.
- Location depends on availability of appropriate sites. However, community parks should be located as close to the population centers as possible.
- Usual facilities include active athletic areas similar to playing fields, with at least half of the area left more natural in character, with picnicking, hiking, camping, archery, golf, fishing, boating, ice skating and water sports, if appropriate, included.
- Interior roadways with area parking are required.
- Shelters, swimming pools and quiet areas are desirable.

Facility Planning Standards

In addition to the general parklands acreage standards, the NRPA, the New York Statewide Comprehensive Recreation Plan (SCRCP) standards, and specific sport federation standards were used to establish the number of units of functional activity (i.e., baseball fields and tennis courts), which on average, should be provided within the Village's park system.

The types of activities include a broad range of facility types, including baseball, softball, volleyball, skiing, nature trails, areas for picnicking, tennis courts, playground equipment, ice skating, swimming pools, fishing, basketball, football, soccer fields, archery, golf, and horseshoes. The recommended standards for each activity are listed in Table 2.1.2-2. The planning standard identified in the column "Average /1,000" represents the average ratio per 1,000 Village residents; these ratios were selected as the basis for this analysis. It is noted that the Village of Penn Yan provides recreational facilities for residents throughout Yates County, particularly for organized team sports such as baseball and soccer. As a result, Table 2.1.2-2 provides a conservatively low estimate of recreational needs by facility.

Table 2.1.2-2

Facility/Activity Planning Standards

Facility	NRPA Standard/ 1,000	NYS Comprehensive Recreation Plan/1,000	Average/1,000
Tennis	.5 courts	.5 courts	.5 courts
Volleyball	.2 courts		.2 courts
Basketball	.2 courts	1 court	.2 courts
Baseball	.2 fields		.2 field
Softball	.2 fields		.2 field
Football	.05 fields	3 acre	.05 field
Soccer	.1 fields		.1 field
Ice Skating/Hockey	.01 rink	.4 rink	.05 rink
Field Hockey	.05 field		.05 field
400 M. Track	.05 track		.05 track
Archery Range	.02 range		.02 range
Swimming Pool	.05 pool		.05 pool
Trails (biking, walking, x-country, equestrian)	.25-.5 mile		.4 mile
Picnic Shelters	.5 shelters		.5 shelters
Picnic Tables	8 tables		8 tables
Horseshoes	.5 pits		.5 pits
Rollerblading/skating	.05 rink		.05 rink
Tot lots	.1 acres	1.0 acre	.5 acre

2.1.2.4 Adequacy of Open Space Resources

Quantitative Analysis

General Parkland Criteria

This section addresses the adequacy of general types of parkland—neighborhood parks and community parks. There are approximately 26.8 acres of existing community parkland and 4 acres of existing neighborhood parks within the village. This total acreage includes only village-owned, exterior recreational facilities. The extent of these facilities is shown in Table 2.1.2-1, above.

Total Acreage

According to the National Recreation and Parks Association standards, the Village of Penn Yan should have between 36 and 55 acres of total park land based on its projected population in the year 2000 of approximately 5,500 residents. (Population projections past the year 2000 forecast a slight decrease in the number of village residents.) Based on the NRPA standards, the Village should have about 38 acres of community parkland and about 9 acres of neighborhood (see Table 2.1.2.-3).

Table 2.1.2-3

Recommended Acres of Parkland Relative to the Village Population

Park Type	National Standard (Acres/1,000 Persons)*	National Standard Applied to Village Population in 2000**	Existing in Village
Neighborhood Park or Playground	1.7	9.3	4
Community Park	7.0	38.4	26.8
TOTAL	6.5-10.0	35.7-55.0	30.8

Notes:
 * National Recreation and Parks Association standards.
 ** Genesee Finger Lakes Regional Planning Council population projection of 5,492 persons in 2000; after 2000, slight decreases in population are projected through 2030.

Application of the standards indicates that the Village has insufficient neighborhood parkland. These parks are defined as being 20 acres or less in size and typically the active-use facilities in or near residential neighborhoods such as playgrounds and basketball courts, which are heavily used by children. Included in the inventory of neighborhood parks was Red Jacket Park, Hutton Street Playground, and the Main Street Mini-Park. It is important to note that 3.7-acre Red Jacket Park, despite its relatively small size, really serves a community park function because of its location on Keuka Lake and the special waterfront facilities it offers, including swimming. However, Red Jacket Park is located opposite a residential neighborhood and does serve these residents, so it was counted as a neighborhood park. Although it technically meets the NRPA definition of a neighborhood park, the Softball Field is located on the Village border and is not adjacent to any residential neighborhoods in Penn Yan. As a result, it was included instead in the inventory of community parkland, below.

Compared to the NRPA standards, the Village also has inadequate community parkland in terms of total acreage. The recommended standard for community parkland is approximately 38 acres, and the Village possesses about 27 acres. It is important to note that tourists, workers, residents of neighboring communities, and other visitors not included in these ratios place substantial additional demands on the Village's open space facilities. This is particularly true in Penn Yan, which is located in the heart of the Finger Lakes tourist region, and which

makes all of its facilities open to the larger public. The additional demand is apparent particularly in the summer months and most marked at the Keuka Street Boat Launch, the waterfront parks, and the Outlet Trail. All of the Village's neighborhood parks are used frequently by residents and are a key part of the Village's character.

Linear parks or greenways are a popular form of parkland. The Keuka Outlet Trail is a major regional recreational resource which goes through the center of Penn Yan. Although there is not a specific NRPA standard for total acreage for this type of parkland, it serves many important functions in the Village by providing a trail way for walking, biking, cross-country skiing, and other activities; access to the Keuka Lake Outlet; and protection of natural resources. The acreage of the trail supplements the Village's other park resources and provides for alternate forms of recreation.

Park Distribution

The distribution of the Village's park system is another major planning consideration. The location of the Village's facilities were examined to determine whether there are areas of the Village that are not adequately served by the existing neighborhood parklands or playgrounds. The NRPA recommends that each neighborhood park serve a surrounding area of approximately 0.5 mile radius. For purposes of this study, given the generally low-rise scale (i.e., relatively low density) and higher auto ownership rates of the Village compared to many more urbanized areas included in the national standards, the recommended service area for neighborhood parks was extended to a 1.0 mile radius.

As discussed above, Red Jacket Park serves as a neighborhood park for residents in the southern portion of the Village just east of Keuka Lake. The Hutton Street playground serves residents in the south-central portion of the Village. Although located centrally in the heart of the central business district, the Main Street Mini-Park contains no playground or other active recreational facilities. Additional neighborhood parkland is needed in the northern half of the Village (i.e., north of the Keuka Lake Outlet). These needs are addressed in Chapter 4.0, "Action Plan". St. Michael's playground alleviates some of the neighborhood playground demand in the west-central portion of the Village, but is available to the general public only after school hours and when not in use for other Village recreational programs.

Facility Standards

Table 2.1.2-4 compares the facilities recommended by the park planning standards (based on Village population and the standards described in Section 2.1.2.3, above) and the actual facilities currently provided by the Village. As the table indicates, based solely on the

quantitative park standards, Penn Yan is well served in most recreational activities.

**Table 2.1.2-4
Facility Needs Assessment**

Activity	Existing Village-Owned Facilities	Facilities Needed
Tennis	3 Courts	3 Courts
Volleyball	2 Informal Courts	1 Court
Basketball (Outdoor)	1 Court (plus 1 at St. Michael's)	1 Court
Baseball (Little League, T-Ball, Minor League)	No dedicated field; utilizes multi-use field	1 Field
Softball	1 Field	1 Field
Soccer	No dedicated field; utilizes multi-use field	1 Field
Multi-Use Field	3 Fields	Included in other field stds.
Football	0 (1 school district field for HS team use only)	Less than one field (0.3)
Field Hockey	0 Fields	Less than one field (0.3)
400 Meter Running Track	0 Tracks	Less than one track (0.3)
Archery Range	0 Ranges	Less than one range (0.1)
Swimming Pool	0 Pools (seasonal swimming in Keuka Lake)	Less than one pool (0.3)
Trails (biking, walking, x-country skiing, etc.)	Approximately 2 Miles	1-3 Miles
Horseshoes/Ring Toss	1 Pit	3 Pits
Toddler Playground	5 Playgrounds	5 Playgrounds
Rollerblading/skating	0 Rinks	Less than one rink (0.3)
Ice Skating Rink	0 Rinks (Lake and Boat Launch area)	Less than one rink (0.3)
Picnic Shelters	3 Shelters	3 Shelters
Fishing	Lake, Outlet	No applicable standard
Boating	1 Boat Launch, 6 Docks	No applicable standard
Box Lacrosse	1 Field	No applicable standard

Qualitative Analysis

Adequacy by Type of Activity

The Village provides a well-balanced set of recreational facilities that includes tennis courts, athletic fields for a variety of sports, a basketball court, a multi-purpose trail way, and playgrounds for the young. However, there are some deficiencies in how the recreation facilities meet needs for specific sports activities. As noted above, demand on facilities for team sports is higher than indicated for standards for the Village alone because the Village serves residents throughout Yates County.

The analysis below was prepared with information gathered from both site investigations and information from Village officials. An analysis by facility follows:

Tennis: There are an adequate number of courts. Courts have been recently

resurfaced and in very good condition.

- Volleyball:* One grass court at Indian Pines Park and one at Red Jacket Park meet informal needs. The Village should consider providing one regulation court within one of the parks for organized league play.
- Basketball:* The quantity of basketball courts available for use by the Village meets current standards. The court at the Boat Launch park is in very good condition. In addition, a court at St. Michael's School is available for Village recreational programs.
- Baseball:* No field is dedicated for baseball, but three multi-use fields at the Elm Street and Larham's Field parks are used for baseball. The fields used are not regulation size and baseball competes at times with other conflicting sports schedules.
- Soccer:* No field dedicated to the needs of soccer is currently available. Soccer leagues use Larham's Field and the women's softball field. The fields used are not regulation size and soccer competes at times with other conflicting sports schedules. .
- Football:* The football field is available only to high school team on district property. Junior football at Elm Street multi-use field. The school district has plans to develop an artificial surface, all weather football field.
- Ice Rink:* The Village does not have a formal ice skating rink, either indoor or outdoor. Ice skating has been available on an intermittent basis at the Boat Launch basketball court. There is also skating on Keuka Lake when conditions permit. However, no rink is available for formal figure skating training or hockey games.
- Field Hockey:* Based on the standards applied to the Village population only, there is some unmet demand for a formal field hockey field. A field could be warranted if it served a broader population base (including one or more townships) or if the recreation commission receives an indication of strong demand from residents.
- Track:* Quantitative standards indicate some unmet demand for a competitive running track. However, informal running is well-accommodated by the Outlet Trail.
- Swimming:* Village residents and officials have indicated that there is unmet demand for

an indoor swimming pool. Application of the quantitative standards indicates that for the facility to be well utilized, it should be an inter-municipal facility serving a broader population base (including one or more townships). Swimming at the two lakefront parks meets some swimming demand in the summer (including lessons). Demand for lap swimming and swimming facilities in the remaining nine months of the year is not accommodated. The indoor pool at Keuka College, located some four miles from the Village, is available on a fee basis to Village residents

Trails: The Keuka Outlet Trail extends approximately two miles in length through the village and an additional approximately four miles from the village boundary to Dresden. The trail is in excellent condition and more than meets the minimum quantitative standards for trail ways.

Boat Access: Public boat access to the Outlet is available at the Keuka Street Boat Launch. The facility is very heavily utilized by residents and other visitors in the summer months, when long lines form. Dredging of Outlet is frequently required to keep it navigable. Water levels do not allow for kayaking on the Outlet.

Playgrounds: Attractive, newer equipment is available at Red Jacket Park and at the boat launch area. The equipment at Indian Pines Park, Larham's Field, and Hutton Street Playground is in fair condition and outdated. The Hutton Street and Larham's Field facilities lack fencing to provide separation from adjacent residences.

Shelters: There are an adequate number of picnic shelters, based on the standards. The size of the picnic pavilions at Red Jacket and Indian Pines Park are large enough to allow group functions to occur. The pavilion at Indian Pines Park is badly deteriorated. In addition, there are two open pavilions at Firemen's Field which are used for special events.

Picnic Tables: A large number of picnic tables exist at many of the Village's parks. Replacement of old, worn-out picnic tables should occur on an as-needed basis. New tables should be added if seasonal demand indicates a need.

Condition of Parks

Elm Street Sports Complex

The facility is in generally good condition, with adequate lighting. Children and teens show

a high preference for this park. However, there is a need to address parking shortages and traffic problems which often occur when the facility is being heavily used. Village Department of Public Works barns and storage piles are visible from the park. The Elm Street complex contains a large amount of advertising signage.

Keuka Street Boat Launch

This is an attractive, well-utilized (heavily utilized by boaters), and well-maintained park. Signage directing visitors to the downtown area is somewhat confusing. There is a shortage of parking at the Boat Launch in the summer. In addition, the asphalt sidewalk next to the tennis courts is buckling and becomes flooded.

Larham's Field

The overall condition of the sports facilities is fair, with poor roadway and parking area condition. The park lacks adequate fencing and its playground is outdated. Despite its central location in a residential neighborhood, the park is generally underutilized compared to the Elm Street complex.

Indian Pines Park

As discussed above, the picnic pavilion and the playground are in poor and fair condition, respectively. The unattractive, concrete block changing facility is located in the center of the park and partially blocks views of the lake. As a result of its location on the opposite side of the Marsh, the park is physically separated from the remainder of the village and is not accessible by pedestrians from Village neighborhoods.

Softball Field

The well-utilized field is in generally good condition. This park has the same accessibility problem as Indian Pines Park.

Red Jacket Park

The park is in good to very good condition. Concrete benches, although in generally good repair, are unattractive. There is a problem with beach erosion. The Lions Club funded the development of the attractive and up-to-date community playground. The centrally-located bath/changing house partially blocks views of the lake from the roadway.

Hutton Street Playground

The park lacks adequate fencing and its playground is outdated, in fair condition, and underutilized despite its central location in a residential neighborhood.

Main Street Mini-Park

This small, 30-foot-wide space serves as a connector between Main Street and the municipal parking lot. The park is a teenage loitering spot, which is of concern to residents and officials.

Keuka Lake Outlet Trail

The trail is well-maintained and paved up to Cherry Street. There is a lack of interpretative and directional signage along and to the trail. The Friends of the Outlet Trail, the owner of the trail, has plans to enhance signage. Potential conflicts exist between hunters and other users in season, although this is less of an issue in the Village than along the eastern portion of the trail. According to the Friends of the Outlet, vandalism is a problem along portions of the trail. The Outlet Trail ends at the Elm Street Sports Complex; it has the potential to be extended to link other park lands.

Public Access to the Waterfront

In total, residents of Penn Yan currently enjoy public access to about 0.5 linear mile of the Keuka Lake waterfront, approximately two miles of the Keuka Outlet shoreline along the Outlet Trail, and about 2.8 miles of waterfront opposite the Marsh at the Elm Street Sports Complex and along the Outlet-side of Indian Pines Park (including the adjacent undeveloped Village-owned land). While village residents and visitors enjoy extensive public access to the Keuka Lake Outlet shoreline, there are a number of areas where access remains limited. On the south side of the Outlet, industrial uses abut the shoreline, thereby precluding public access to the waterfront. Access to the Keuka Lake waterfront is more limited, in large part because only about one linear mile of lake front land is located within the boundaries of the Village of Penn Yan.

2.1.3 Infrastructure

2.1.3.1 Transportation System

Roadways

State Roadways

Inventory

The Village of Penn Yan is located at the juncture of three New York State roadways; Routes 54, 54A and 14A. In addition, New York State Route 364 terminates at the northwest corner of the village. Figure 2-5, "Transportation," shows the location of State highways in Penn Yan. Routes 14, 14A, and 54A are fully under the jurisdiction of New York State for maintenance and capital improvements. As described below, Route 54 within the Village of Penn Yan is partially under State and partially under Village jurisdiction.

Route 54 runs southwesterly from Dresden to Bath. From the eastern border of Penn Yan, Route 54 runs southwest along Clinton Street, turns south onto Main Street, turns west onto Elm Street, turns south onto Liberty Street, then progresses in a southwesterly direction along Lake Street and out of the Village along the eastern shore of Keuka Lake. The section of Route 54 which runs along Liberty Street overlaps with Route 14A. At its western terminus at Bath, Route 54 connects with Interstate 390.

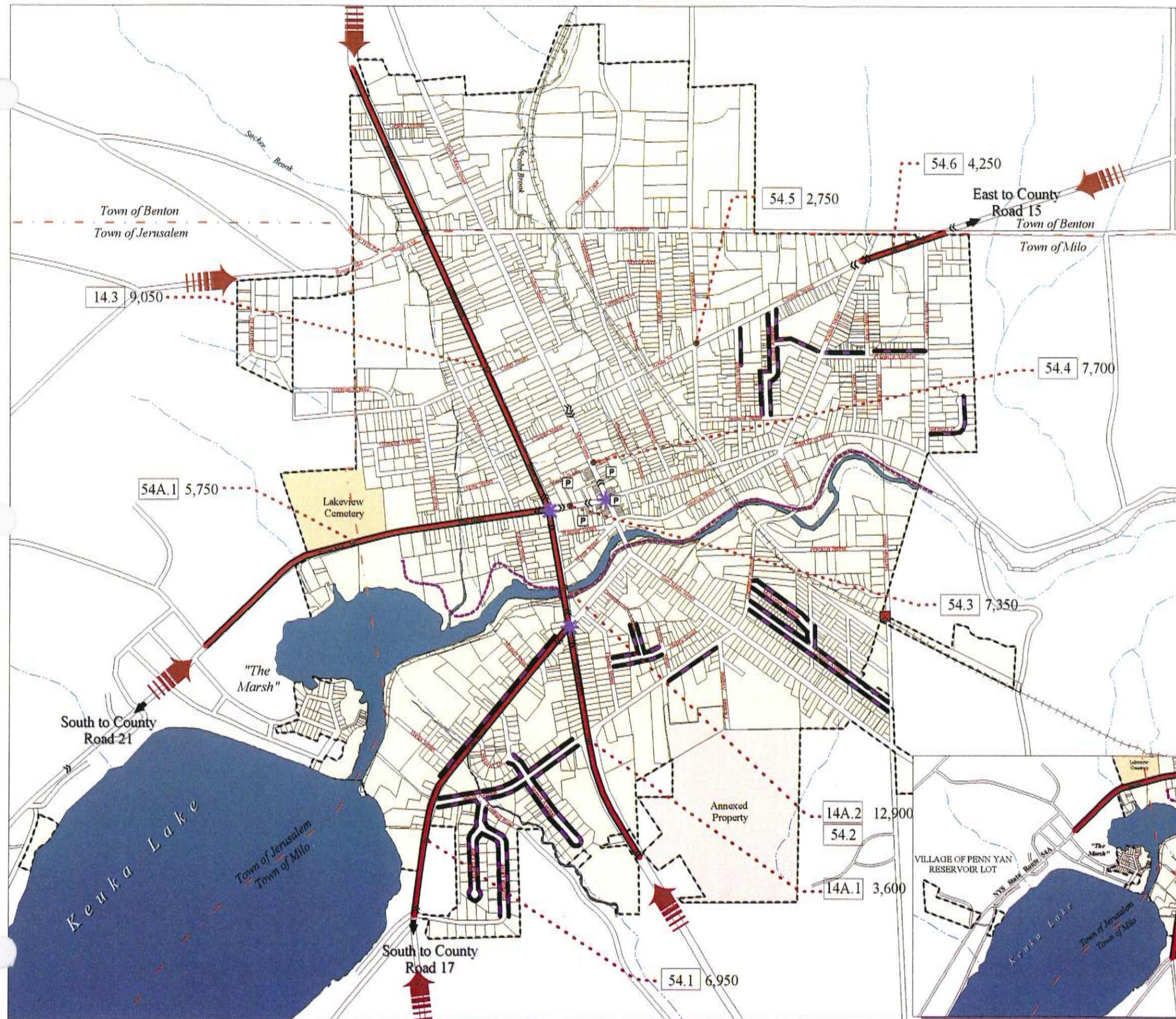
The jurisdiction of Route 54 changes within the Village of Penn Yan. From the intersection of Clinton and Walnut Streets to the corner of Liberty and Elm Streets, the Village of Penn Yan has complete jurisdiction over Route 54 for both capital improvements and ongoing maintenance. New York State has jurisdiction over the easterly and westerly portions of Route 54 within the village boundaries. Route 54 is classified as a "touring route" in the federal system, making it eligible for federal aid. There is a ten ton restriction on vehicles utilizing Route 54 within the Village of Penn Yan. In addition, the intersection at Main and Elm Streets is too tight for large trucks, resulting in truck detours.

Route 54A runs from Penn Yan to Hammondsport. From its eastern terminus at the intersection of Liberty and Elm Streets, Route 54A runs in a southwesterly direction along the western side of the East Branch of Keuka Lake. Route 14A is a north-south roadway that runs south from New York State Routes 5 and 20 near Geneva until it meets up with Route 14 near Watkins Glen. Route 14A runs along Liberty and Brown Streets in the Village of Penn Yan. New York State has jurisdiction over the entire length of Routes 54A and 14A in Penn Yan.

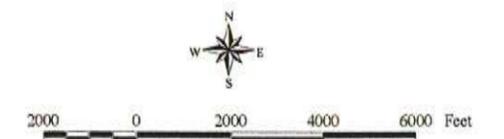
VILLAGE OF PENN YAN

COMPREHENSIVE PLAN UPDATE

FIGURE 2-5
Transportation



- | | | | |
|--|---|--|----------------------|
| | Village Gateways | | Town Boundaries |
| | No Existing Sidewalks | | Village Boundary |
| | Roadway Under New York State Jurisdiction | | Rivers, Streams |
| | Keuka Outlet Trail | | Abandoned Rail Lines |
| | Congested Intersection | | Operating Rail Lines |
| | Bridge Closed | | Lake, River |
| | Municipal Parking | | |
| | Segment Demarcation | | |
- Reference Number AADT Volume - 54.3 7,350
(See Table 2.1.3-1 For Reference Numbers)



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New York State Route 364 terminates approximately at the village boundary at the northwest corner of Penn Yan. From the Village of Penn Yan, Route 364 runs in a westerly and northerly direction to Routes 5 and 20 near Canandaigua.

Traffic Volumes

The NYSDOT collects traffic volume data and summarizes the information into an average annual daily traffic (AADT) estimate for State roads that represent the total two-way volume passing a point or portion of state roadway. Table 2.1.3-1 and Figure 2-5 show AADT volumes on selected segments of Routes 14A, 54 and 54A for various years. As is shown, by far the busiest section of state roadway in the Village of Penn Yan is the short segment of Route 54/14A which runs along Liberty Street between Lake and Elm Streets, which has an AADT of 12,900 vehicles. Other busy segments include Route 54 from Liberty and Elm Streets to the jog at Main Street (AADT of 7,350 vehicles); the length of Route 54 along Main Street (AADT of 7,700 vehicles); and Route 14A from the intersection of Route 54A north to the intersection with Route 364. Traffic speeds have been an issue along Route 14A south of where the 30 mile per hour (mph) speed limit ends, particularly around Brown Street.

**Table 2.1.3-1
Average Annual Daily Traffic Volumes, New York State Roadways**

Map Reference Number	Roadway	Segment (From South to North)	AADT	Year
14A.1	14A	From old 14 A to Lake Street	3,600	1995
14A.2	14A	From Lake Street to Elm Street (Route 54A)	12,900	1997
14A.3	14A	From Route 54A to Route 364	9,050	1996
54.1	54	From County Road 17 to 14A overlap (Liberty Street)	6,950	1996
54.2	54	Liberty Street between Lake and Elm Streets	12,900	1996
54.3	54	Elm Street between Liberty and Main Streets	7,350	1996
54.4	54	Main Street between Elm and Clinton Streets	7,700	1995
54.5	54	Clinton Street between Main and Walnut Streets	2,750	1996
54.6	54	From Walnut Street to County Road 15	4,250	1996
54A.1	54A	From County Road 21 to Route 14A	5,750	1996

Source: New York State Department of Transportation

Accident Data

Accidents at the intersection of Elm (Route 54) and Liberty (Route 14A) Streets are more frequent than at any other location in the village. Based on data from the NYSDOT from 1988 to 1997, the five intersections with the most accidents during the period were: Elm and Liberty Streets (77 motor vehicle accidents, or MVA's); Main and Elm Streets (73 MVA's); Lake and Liberty Streets (67

MVA's); Liberty and Court Streets (56 MVA's); and Lake Street and the Plaza/McDonald's/Kwik Fill site.

Recent and Planned Improvements

In 1993, the New York State Department of Transportation (NYSDOT) completed the rehabilitation of the historic Main Street Bridge over the Keuka Lake Outlet. According to the NYSDOT regional office at Hornell, as of December 1998, no capital improvements of State roadways within the Village of Penn Yan are included in the agency's current five-year capital plan. Prior to State funding cuts, the NYSDOT had planned approximately \$1.1 million of capital improvements along Lake Avenue and its intersection with Liberty Street. These improvements would have included reconstructing the roadway and related drainage work. The NYSDOT plans to have its new five-year capital plan prepared by April 1999. The project is currently one of many former projects throughout the State that are being re-evaluated and re-prioritized based on available funding. According to the NYSDOT regional office, it is most likely that the Lake Avenue work will be addressed as a maintenance job involving repaving the roadway. Although the project is not included in the agency's three-year maintenance program, it may be completed in 2001-02. The project would involve milling and repaving the roadway and related curb and storm sewer work.

At the time the 1989 Master Plan was prepared, the village had initiated discussions with the New York State Department of Transportation (NYSDOT) regarding the possible rerouting of Route 54 to lessen the amount of heavy truck traffic through the Main Street area. Given the lack of current funding, the State is not considering the rerouting of Route 54 at this time.

Local Roadways

The Village of Penn Yan highway department is responsible for 26 miles of local roadways. The local roads throughout the village serve as feeders and collectors for the major State roadways that provide regional access. The village roadway system is generally in good condition. The Village has a pavement management program which inventories all Village streets and identifies the condition and composition of streets and recommended improvements. Most recently, North Main Street between Clinton Street and North Avenue and a portion of Elm Street were resurfaced in 1997.

The bridge over the railroad tracks at Sherman Street is closed and in need of repair. Although the bridge is located outside the Village boundary in the Town of Milo, Sherman Street connects sections of the Village of Penn Yan. Coordination between the Town of Milo, Yates County, and the railroad is required to get the bridge repaired.

A number of streets in the Village lack curbing. Curbing acts as a barrier between vehicular and pedestrian traffic and controls the movement of vehicles to and within the paved roadway. Parking in front yards and planting strips is unsightly and is a problem in some areas of the Village. This

practice could be discouraged by curbing non-curbed streets. A lack of curbing in areas where stormwater drainage is conveyed by open culverts can also be unattractive.

Sidewalks

Sidewalks serve to aesthetically improve neighborhoods and provide pedestrian connections to other parts of the neighborhood or community. A downtown streetscape plan accepted by the Village Board found that while sidewalks were in good condition on Main Street, several of the side streets in the downtown area need new sidewalks, particularly Maiden Lane and East Elm Street¹. Sidewalks along Water Street are also in poor condition. Most areas of the Village of Penn Yan possess sidewalks. As shown in Figure 2-5, certain sections of roadways in the village lack sidewalks. Typically these sections are located in more recently-developed portions of the village. These include Lake Street from East Main Street to Mace Street, South Avenue from Brown Street Extension to Lake Street, and from East Main Street to Hutton Street, Orchard Lane, Hillcrest Drive, Henry Street from Hutton Street to Ogden Street, portions of McKinley and Lincoln Avenue, Smalley Place, Florence Avenue, Collins Avenue, and Lawrence Street near the intersection with Clinton Street.

Many of the newer housing developments in the village lack sidewalk systems. The current Village subdivision regulations include a provision which encourages that developers provide sidewalks (among other required improvements) in new subdivision projects.

The village has a local sidewalk law, adopted in 1988, designed to improve the upkeep of Village sidewalks. The law sets forth that the Village will pay 50 percent of the cost of a new or replacement sidewalk and the owner will pay the remaining 50 percent. The Village Streets Department will also remove the old sidewalk from the property. According to Village officials, the law has been well utilized for replacement sidewalks.

Parking and Amenities

As shown in Figure 2-5, there are three municipal lots in the downtown area, as well as privately maintained parking areas. Street parking is also allowed on both sides of Main and Elm Streets and adjoining side streets. There are approximately 233 spaces in the municipal parking areas and about 91 on-street spaces in the downtown area². However, the management of parking could be improved to address perceived need. The Maiden Lane parking area is over-utilized, while the Jacob Street and Basin Street lots are often under-utilized. The streetscape plan also found a need for public restrooms

¹*Village of Penn Yan Commercial District Streetscape Development Plan*, The Saratoga Associates, July 1998.

²*Village of Penn Yan Commercial District Streetscape Development Plan*, The Saratoga Associates, July 1998.

in the downtown area.

There is a public perception that parking availability is lacking. In the summer, parking becomes more difficult on Main Street and in the municipal lots due to the seasonal residents and visitor influx into the village for shopping and services. No recent parking surveys have been completed in the downtown area.

Rail

The Finger Lakes Railway is currently reconstructing the rail line that runs from the southeast quadrant of the village north to the Penn Yan Industrial Park. The Village is assisting the railway in the repair of railroad crossings. The rail line will connect to the Conrail tracks at Himrod. Current tenants at the industrial park and other industries in Penn Yan plan to utilize the tracks for freight shipments.

The closest passenger rail station is the Amtrak station in Rochester. The Genesee Finger Lakes Regional Planning Council (GFLRPC) is currently evaluating the potential for a passenger line along the western shore of Seneca Lake between Geneva and Watkins Glen. The possibility of connecting Penn Yan to this potential passenger line is being considered. There is also an abandoned rail line that runs along the Keuka Lake Outlet.

Air Transportation

The Penn Yan Airport, located just south of the village off Route 14A, has evolved from a solely private operation to a public facility operated largely by the private sector. Corporations in Penn Yan and throughout the region utilize the recently-expanded airport for both passenger and freight service. The airport has a new 4,500-foot-long runway to accommodate larger aircraft. A 1997 study prepared by the GFLRPC found that the visitor/tourism market has been largely untapped by the airport to date.

2.1.3.2 Sewage Disposal

Sewer System

Existing Facilities

The Village of Penn Yan wastewater treatment facility was constructed in 1983. The plant has an average flow of approximately 800,000 gallons per day, with a capacity to treat approximately 1.8 million gallons per day. The present system maintains a substantial amount of excess capacity, which is a major factor for the growth of the village. The system is a regionalized sewer district which serves Penn Yan and portions of the Town of Jerusalem. Virtually all areas of the village are adequately serviced (refer to Figure 8, "Sanitary Sewer System," in the 1989 Master Plan). A major exception

is the Horizon Business Park property, including 85 acres annexed by the Village in October 1998. This property is currently not serviced by the municipal sewer system and will require an extension of the sewer line prior to development.

The existing wastewater treatment system has a recurring problem with infiltration and/or infill. Infiltration is the transmission of groundwater into the sanitary sewer system through leaks in the pipes, joints and other structures. During periods of high groundwater flow, the additional water that infiltrates the sewer system causes added demand (and cost) to the operation of the treatment system. During storm events, flows can be as high as 6 mgd. Joseph Lu, Engineers is currently retained by the Village to study the problem. Ten locations are currently outfitted with a flow monitor in order to pinpoint the origin of infiltration/infill problems. The Village has also conducted some dye testing to locate problem spots. A number of previously identified problem areas have been fixed, including an area near the Middle School, but the infill/infiltration problem remains. Part of the problem appears to stem from illegal inflow into the wastewater treatment plant from catch basins, roof leaders, and sump pumps.

Possible solutions to this infiltration problem include slip lining and internal grouting of the problem sewer lines. Also, use of the abandoned filter beds has been suggested as a holding basin to retain infiltration overflow. This overflow volume would be treated at the plant after the infiltration flow receded to acceptable levels. Another suggestion has been construction of a holding tank at the wastewater treatment plant in order to handle excess flow during storms. The holding tank would store the excess flow which the pumps could not handle until it could be injected to the treatment plant.

Sewer Extensions

Property owners are responsible for the expenses associated with the extension of sewer lines to service new developments in the village. This is a change from the previous Village practice, discussed in the 1989 Master Plan, of the Village financing such infrastructure improvements at no cost to the developer.

Planned Capital Improvements

Penn Yan Municipal Utilities plans a number of improvements to the existing sewage collection and treatment system. It is anticipated that a \$1.5 million loan from the New York State Environmental Facilities Corporation's Revolving Loan Fund program will be available to help finance these improvements and planning studies related to the infill and infiltration problem.

The first project would result in an upgrade to the existing wastewater treatment facility involving a replacement program for the high maintenance rotating biological contactors. Second, improvements to the existing septage receiving station and/or a new septage receiving station are

planned. Private septage haulers currently are permitted to dump at the plant, but the quantity of materials disposed of is not well known and shocks to the system occur as a result. The improvements would give the Village better control over who is dumping and the volume of materials received. This will enable the Village to better incorporate this activity into the overall system to avoid shocks to the plant. In addition, alternate sludge processing systems are being evaluated.

A third project involves the Cherry Street pumping station, where the Village plans to upgrade pumps to better regulate flow. Currently, the station operates with a variable frequency drive which results in much “cycling” (i.e., stop and start) activity. The planned improvements will involve either newer drives to slow down the pumps or possibly the purchase of a fourth pump. In addition, a pressurized sewer line is planned from Cherry Street to Sherman Street to prevent backups.

Septic Systems

There are approximately 7 to 10 individual septic systems remaining in operation in the Village of Penn Yan, including septic systems along Elm Street and at Lakeview Cemetery. According to village officials, there have been no known septic failures in the village in recent years. It is the intent of the Village to connect the properties utilizing individual septic systems to the municipal system.

2.1.3.3 Water Supply System

Existing Facilities

The Penn Yan water system is owned and operated by the Village of Penn Yan. In addition to providing water to the village, inter-municipal agreements are in effect for the district to sell water to the Towns of Dresden, Jerusalem, and Milo. The Town of Benton is also currently negotiating to reserve a percentage of the system’s capacity and Jerusalem is negotiating to expand its coverage. Keuka Lake is the sole source of drinking water for the Penn Yan water district. The lake has a Class “AA” rating—the best water classification given by the New York State Department of Environmental Conservation (NYSDEC)—indicating that the water is suitable for drinking. The Penn Yan water district has enjoyed consistently excellent water quality. There are no known private wells providing drinking water in the village.

The Penn Yan water system’s new filtration and treatment plant, located at the corner of West Lake Road and Route 54A on the west branch of Keuka Lake, was completed in 1997. The plant has an existing design capacity of 1.77 million gallons per day (gpd). The ultimate design capacity of the plant, assuming the addition of a fourth filter unit, is 3 million gpd. On average, the water district currently provides approximately 800,000-900,000 gpd to the Village of Penn Yan and the Towns of Jerusalem and Dresden (although an agreement is in place, the Town of Milo has not yet tapped in to the system).

Recent and Planned Improvements

Many of the water mains in the village are 4-inch diameter mains (refer to Figure 9, "Water Supply System," in the 1989 Master Plan). Due to required capacity for fire protection, 4-inch lines are usually inadequate. Ideally for overall capacity improvement, all 4-inch lines should ultimately be replaced with six or eight inch mains. The Village has recently replaced 500 feet of the 4-inch main on the north end of Collins Avenue with a 6-inch main.

An additive (sequesterant) is currently being tested which is designed to gradually reduce the mineral deposits which coat the pipes and cause flow problems. The Village is conducting a hydrant flushing program in conjunction with the use of the additive to determine whether it is effective. Recommendations for other water mains include cleaning and relining to improve the C factor (flow efficiency). The need for cleaning and relining is being evaluated for other water mains, although this is not under consideration for any 4-inch mains.

Finally, it will be necessary to extend the water lines prior to development of the Horizon Business Park property. A 16-inch water main leading from East Main Street to Garfield Street and up Pleasant Avenue is planned to serve the development.

Water Line Extensions

As with sewer service, private property owners are responsible for the expenses associated with the extension of water lines to service new developments in the village.

2.1.3.4 Stormwater System

The Village of Penn Yan contains an extensive stormwater drainage system. Many areas of the Village are covered by an underground storm sewer system. Those areas not covered usually contain catch drains at the end of the street to collect stormwater that is conveyed via open culverts. A comprehensive inventory of the overall condition of the system has never been undertaken. For a generalized depiction of Village stormwater drainage capacities, refer to Figure 10, "Stormwater Sewer System," in the 1989 Master Plan. Recent improvements to the stormwater system include the repair of catch basins along North Main Street from Clinton Street to North Avenue and the installation of storm sewers along Ogden and Keuka Streets and Main Street from North Avenue north to the Village line.

2.1.3.5 Electricity and Cable

Electricity

The Village's electrical system is an important and relatively unique asset to the community. The Village of Penn Yan supplies electricity to customers in the village. The Village Municipal Utilities

Board is responsible for maintaining all electric lines, substations and two inverter transmission feeds in the village as a municipal electric system regulated by the New York State Public Service Commission. The system is a 13 megawatt system. Another important feature of the Penn Yan electric system is the very low rates enjoyed by electric customers.

Current plans call for the Village of Penn Yan to construct a new substation on the site of the present substation, to upgrade circuits, and to strengthen ties between substations,

For new developments in the village, the current policy of the Municipal Utilities Board is that the Village places and installs all electric system improvements. However, the developer is responsible for digging the trench from the building to the main line. The Village then places the electric service cable in the trench. After the wire is in place, the developer is responsible for covering the installed cable with proper fill material.

Cable

The Village is in the process of re-franchising and upgrading the cable. Adelphia Cable currently has a franchise to operate the cable system serving the Village of Penn Yan through 2001. The Village is also evaluating the possibility of purchasing the cable system itself and operating a municipal system.

2.1.4 Community Services and Facilities

2.1.4.1 Educational Facilities

Penn Yan Central School District

Facilities and Enrollments

Penn Yan residents are served by the Penn Yan School District, which encompasses 174 square miles and includes the towns of Barrington, Benton, Jerusalem, Potter, Milo, and Torrey. Seneca Lake forms the eastern boundary of the district and the highlands beyond Keuka Lake's West Branch provide the opposite line. The district provides educational service to approximately 2,200 students in grades pre-kindergarten through 12. Also residing in the district are 235 students attending Mennonite Schools, 235 attending other non-public schools (including St. Michael's Catholic School on Keuka Street, with about 140 students) and 70 students on home instruction.

Since the 1989 Master Plan was prepared, overall enrollment in the Penn Yan School District has increased from 2,003 pupils in the 1987-88 school year to 2,217 in the 1997-98 school year. Student enrollment is expected to decrease to 1,974 students by the 2007-08 school year¹.

As shown in Figure 2-6, the district has four buildings including an elementary school, the middle school and the high school located in Penn Yan and an elementary school located in Branchport. The Penn Yan Elementary School (K-5) has curriculum emphasis on basic reading, math and writing. The facility includes a computer lab, library-media center, science program and special area facilities for its 813 pupils. The Branchport Elementary School also focuses on basic reading, math, and writing skills and has an enrollment of 813 students in pre-Kindergarten through 2nd grade. Kindergarten through 2nd grade students are split between the two schools depending on place of residence and staff (including the principal) is shared between the two schools.

The Penn Yan Middle School (6-8) uses an interdisciplinary team approach for its 572 pupils. Full curriculum opportunities are provided in classrooms, computer lab, media center and other traditional middle grade activities. The Middle School underwent a major renovation in 1994.

The Penn Yan Academy (9-12) is a departmentalized, accredited high school, housing approximately 686 pupils. The teaching staff offers expertise in academic areas from agriculture to zoology. New York State Regents, general academic and corrective remedial programs reach all student levels. Industrial arts, home economics and stage crafts are also a part of the academic

¹*Comprehensive Long-Range Facilities Plan, Penn Yan Central School District, July 1998.*

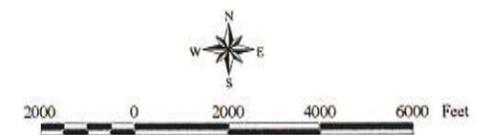
VILLAGE OF PENN YAN

COMPREHENSIVE PLAN UPDATE

FIGURE 2-6
Community Facilities



- | | |
|-------------------|-----------------------|
| Fire Station | Town Boundaries |
| Library | Village Boundary |
| Hospital | Rivers, Streams |
| High School | Abandoned Rail Lines |
| Middle School | Operating Rail Lines |
| Elementary School | County Office Complex |
| Police Station | Lake, River |
| Village Court | |
| Village Hall | |



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continuum. Advanced placement, computer sciences and honors sections present added challenge to students.

According to the school district's comprehensive plan, all existing school buildings are fully utilized, with some programs operating in space not designed for the instruction involved. Both the Penn Yan Elementary and the Middle School have a shortage of adequate parking and traffic flow problems during arrival and dismissal times. The district's comprehensive plan also found that existing athletic facilities and fields are inadequate, requiring the district to use Village and Keuka College facilities to accommodate its athletic program.

Community Programs and Outreach

The Penn Yan Central School District offers a continuing education program to village and other school district residents. The district offers eight to nine courses each semester, including programs in the new state-of-the-art computer labs installed in 1998. In addition, community-organized sports leagues use school facilities and the district's tennis courts and track are open for public use see section 2.1.2, "Parks and Recreation). The school buildings are also used by community groups for meetings and special events.

Proposed Capital Plan

The school district has prepared a capital plan to address existing and future facilities needs for the elementary and high schools. It is anticipated that the capital plan will be voted on by school district residents in February 1999. The plan is designed to include integrated technology and create adequate and appropriate space for all instructional and supportive programs and services. Components of the proposed plan include the transfer of the approximately 110 kindergarten through 2nd grade students at the Branchport School to the Penn Yan Elementary School. The Branchport School would be utilized as a community-wide Pre-School Early Childhood School Readiness Center in a collaborative venture between the school district and other area organizations. The plan also envisions the development of additional space at the Penn Yan Elementary School and the High School and upgraded athletic facilities.

2.1.4.2 Fire and Emergency Services

Penn Yan Fire Department

Staff and Facilities

The Penn Yan Fire Department is responsible for providing fire protection services to residents and property owners in the village. The Village Fire Department also services fire protection

districts established in the Towns of Barrington, Benton, Jerusalem, and Milo as part of its “mutual aid” commitment. The Penn Yan Fire Department includes the following companies: Ellsworth Hose Company, Hunter Hook and Ladder Company, Hydrant Hose Company No. 1 and Sheldon Hose Company.

The general firefighting staff is all-volunteer and currently has about 80 members. The Fire Department operates out of a centrally located facility in the Village of Penn Yan on Elm Street. The fire department responds to approximately 300 calls per year, with an average response time of three minutes.

The department is equipped with three Class “A” pumpers, a tanker, a 100-foot ladder, and an emergency truck. This includes two Pierce Arrow pumpers, each with a capacity of 1,250 gallons per minute (gpm) and 1,000 gallon storage tanks. The department also has a 1989 Pierce Lane pumper with a capacity of 1,250 gpm. A new Kenworth tanker (1996) has a 500 gpm pump and can hold 2,500 gallons of water. The department’s 100-foot Pierce Arrow aerial ladder truck (1992) can reach the village’s tallest building, the 7-story St. Mark’s Terrace. Other equipment includes a trailer with a generator and a trailer with an all-terrain-vehicle.

Hydrants are spaced approximately 400 feet apart along streets in the village. Generally, water supply and pressure are good. The department is currently testing a new 5-inch diameter hose to see if it can be used all over the village. The Keuka Lake Outlet serves an alternative source of water for the downtown area in the event of a water main breakage. The Fire Department drafts water from the channel via suction. The Village also maintains a Village-wide Gamewell alarm system tied into the schools, the hospital, the Penn Yan Industrial Park and other locations in the village.

Identified Needs

According to the Fire Chief, there is a need to install dry hydrants along the portions of the Keuka Lake Outlet adjacent to industrial or downtown areas, particularly if new development activity occurs. Ideally, hydrants would be spaced every 400 feet in every strategic area along the Outlet. Currently, the department drafts water from two sites along the Outlet—the dam by the Main Street Bridge and Water Street behind the Carey’s rental building—but problems could arise at certain locations if the department is unable to clear a suitable area along the Outlet for the fire trucks.

The 4-inch water mains discussed above in Section 2.1.2, “Infrastructure,” present some problems for the fire department. There is a need to improve these mains, particularly in the

outskirts of the village, to provide better water flow for fire-fighting.

According to the Fire Chief, and as identified in the 1989 Master Plan, space within the central fire station is at a premium. The growing need for specialized equipment has resulted in a lack of storage space. The Village is currently contemplating several options, including constructing a new firehouse, building an addition to the existing facility, or consolidating fire and police services in a new public safety building.

In terms of equipment, needs identified by the Fire Department include a replacement for the 1981 rescue truck and a new pickup truck for bush fires. The Fire Chief also hopes to get the three pumpers—currently each 10 years old—on a 5-year replacement plan.

Finally, the Fire Department has experienced a decline in the number of volunteer members in recent years, particularly in the 25- to 30-year age group. Currently, more than half the department is over 40 years of age. Membership is about one-third less in 1998 (at 70 members) than it was at the time of the 1989 Master Plan (over 100 members).

Emergency Services

The Penn Yan Area Volunteer Ambulance Corps is a separate, all-volunteer ambulance service located at the corner of North Main Street and North Avenue. The service answers approximately 1,000 calls per year.

2.1.4.3 Police Protection

Staff and Facilities

Police protection in the village is provided by the Penn Yan Police Department, which has a staff of 11 full-time sworn police officers, five part-time sworn police officers, one full-time clerk/typist, and one part-time parking officer. The police department maintains a fleet of four marked patrol cars and one unmarked car. In addition, the department has two police mountain bikes that are used seasonally for patrol work and Outlet Trail patrol as staffing allows.

The Village of Penn Yan Police Station is located at 1 Basin Street, a 1,900-square-foot structure built in about 1936 and was remodeled in 1982. There are no lock-up facilities at the Village police station. The Village has an agreement with the Yates County Sheriff's Department to maintain four holding cells for the Village at the Yates County Jail and designate them as the "Village Lockup". Current procedure is for the Village police to transport their prisoners to and from the Yates County Jail. Pre-arraignment arrestees with special needs, such as suicidal persons or persons with a high risk of alcohol poisoning are placed under constant watch by Yates County

Corrections Officers. The Village of Penn Yan reimburses the County for all costs incurred as a result of special needs prisoners. The Penn Yan Village Court, formerly located at the Police Station, moved to 127 Main Street in 1992 because of space requirements.

Since the 1989 Master Plan was prepared, police department arrests have increased substantially. In 1989, 319 arrests were made. The 1997 total was 566 arrests; and a record high of 622 arrests were made in 1996. The police department responded to about 4,000 complaints in 1997, also a considerable increase over conditions 10 years ago.

There are no alarm services at the Village Police Department. Most businesses are tied into the County Sheriff's Office. Some businesses have private alarm services. In these instances, calls for assistance are diverted to central processing centers in Rochester and Elmira. Upon receipt of this notification, the processing center calls the alarm back to the Penn Yan Police Department. This system can present problems if the phone lines are busy.

If requested by the Penn Yan Police Department, backup police services are provided within the village by the Yates County Sheriff Office, with headquarters at the County Public Safety Building at 227 Main Street in Penn Yan. Backup services are also available from the New York State Police in Dundee.

The Medic Alert program provides a 60-second response time for police to the emergency room of Soldiers and Sailors Hospital. This service is used by the hospital about 10 times per year. The Police Department has a pro-active approach, with patrols in the downtown area and other neighborhoods.

Identified Needs

The police department has determined that the 1,900-square-foot station can not adequately meet the department's growing demands for service and has identified a need for a larger, more appropriate facility. In addition, the Village Court's location on Main Street has been problematic in a number of ways including security issues resulting from prisoner transports to and from the site and a shortage of available parking. In addition, large groups of people congregate on the Main Street sidewalk outside the building when court is in session, which is incompatible with efforts to promote tourism and shopping in the downtown and intimidating to some residents. As discussed above, one possible option for the Village is to consolidate its public safety operations in a new building.

2.1.4.4 Health Care Facilities

Soldiers & Sailors Memorial Hospital

The Village of Penn Yan is served by Soldiers and Sailors Hospital, located on Main Street just north of North Avenue. In 1998, the hospital became a partner in the Finger Lakes Regional Health System. Soldiers & Sailors is a 217-bed comprehensive community hospital with more than 500 staff members providing 43 patient services to Yates County and the surrounding area.

A new emergency department and main entrance, enhanced ambulatory surgery capabilities, an expanded intensive care unit, and renovated facilities for patient services were part of a major hospital construction program completed in 1991. The building program also included the installation of an inpatient psychiatric unit with 12 beds and expansion of the capabilities of the Family Health Center.

In 1996, the hospital completed the John D. Kelly Behavioral Health Center. The center houses the outpatient mental health clinic and continuing treatment program, as well as the senior outreach program.

Long-Term Care Facilities

The Homestead is a 152-bed long-term nursing care facility affiliated with Soldiers & Sailors Hospital and located on the hospital campus. The facility was expanded in 1994, a project which added 72 beds and included a wing for the Adult Day Health Services Program, "Home Away From Home". Also located in Penn Yan is the Penn Yan Manor Nursing Home on North Liberty.

2.1.4.5 Library Facilities

The Penn Yan Public Library is located at 214 Main Street in the downtown area. It has approximately 9,630 square feet of floor area, contains a collection of about 49,695 books, 1,300 magazines, and 3,500 audio recordings. The library is heavily utilized—currently approximately 7,000 people hold library cards. There are an estimated 110,000 library visits annually. The legal service area for the Penn Yan Public Library extends beyond the Village border to encompass the boundaries of the Penn Yan Central School District, which includes a total population of approximately 14,100 persons. The library is funded by local taxation of persons living within its legal service area.

In 1998, the library conducted focus group meetings and distributed questionnaires to determine the level of satisfaction of library users and service organizations with current services and their desires for increased services. The meetings and questionnaire results indicated that while library

users were happy with the quality of the services available, there was also demand for additional programs and volumes and for additional space.

The additional space required since the 1980's for computer work stations, video and compact disk storage, and other new technologies has reduced the seating and table space available for people. According to the library director, there is often a shortage of seating space on school day afternoons. The library contains one small, non-handicapped-accessible meeting room in the downstairs of the building. Library children's programming can draw up to 100 children at a time (with an annual total of 4,000 attendees), requiring the library to rent space in local churches to accommodate its own programming needs. In addition, according to the library director the library space is in high demand by community service organizations. As a result, there appears to be a need for an accessible and larger general meeting space to serve the needs of community groups.

2.1.5 Visual Character

2.1.5.1 Positive Visual Features

Keuka Lake

The Village of Penn Yan possesses several natural scenic features, including Keuka Lake, Keuka Lake Outlet, the marsh area, and the Sucker Brook and Jacobs Brook stream corridors. Travelers on the major transportation routes into the village (New York State Routes 54, 54A, 14A, and 364) enjoy views of the gently rolling rural countryside scattered with vineyards sloping gently toward the sparkling waters of Keuka Lake. Spectacular views of Keuka Lake are available within the Village of Penn Yan at Indian Pines Park, Red Jacket Park and the adjacent lakeside restaurant, Firemen's Field, and scattered hillside locations throughout the village. The village's key scenic features are presented in Figure 2-7.

Keuka Lake Outlet and Outlet Trail

The Keuka Outlet and the Outlet Trail are an outstanding visual resource for the community. The trail provides a wide variety of scenic views as well as excellent opportunities for historic interpretation, passive and active recreation, and nature study for village residents and visitors. The portion of the Outlet Trail near Birkett Mills offers views of the historic Main Street stone arched bridge. The arches present the viewer with a powerful statement of the unique architectural finesse of a by-gone era. The Boat Launch offers interesting views of picturesque old industrial buildings on the opposite bank. Other impressive visual features along the Outlet Trail include the curved footbridge between the Elm Street Sports Complex and the Boat Launch area and the pedestrian bridge which crosses the Outlet west of Liberty Street. The Keuka Lake Outlet and mill sites were identified as an important scenic resource in a 1990 planning document prepared for the Yates County Office of Economic Development and Planning¹.

The Marsh

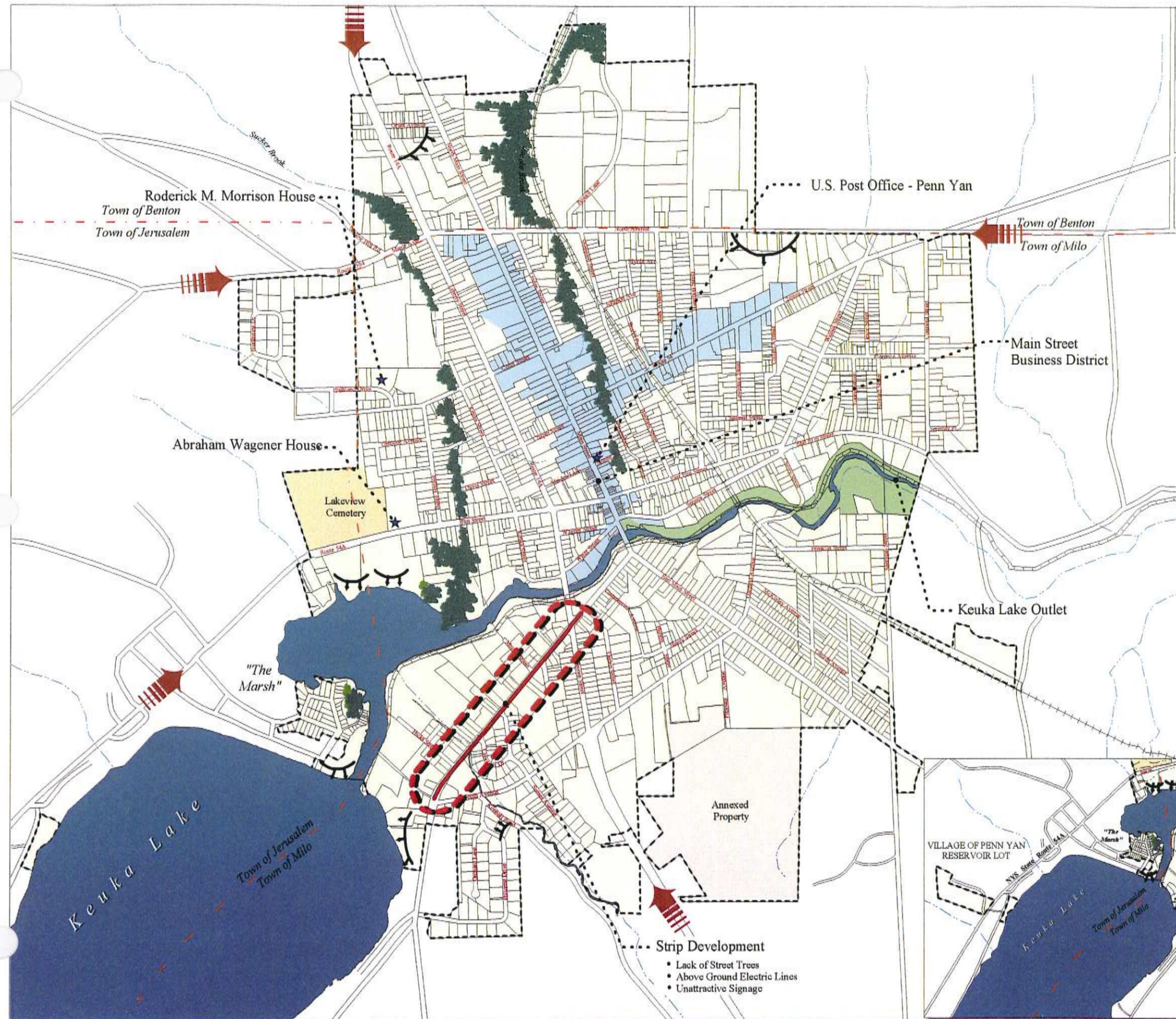
"The Marsh" located in the southwest corner of the village is a beautiful visual and environmental resource; its scenic elements include the water itself, wetland vegetation, waterfowl, and adjoining wooded lands. An excellent panorama of the marsh area is available looking southwest towards from the Little League fields at the Elm Street Sports Complex. Views of the marsh are also available from the Village-owned undeveloped wooded lands north of Indian Pines Park,

¹*Yates County Looking Ahead: A Planning and Design Guide*, Roger Trancik, FASLA, September 1990.

VILLAGE OF PENN YAN

COMPREHENSIVE PLAN UPDATE

FIGURE 2-7
Visual, Historic, and Archaeological Features

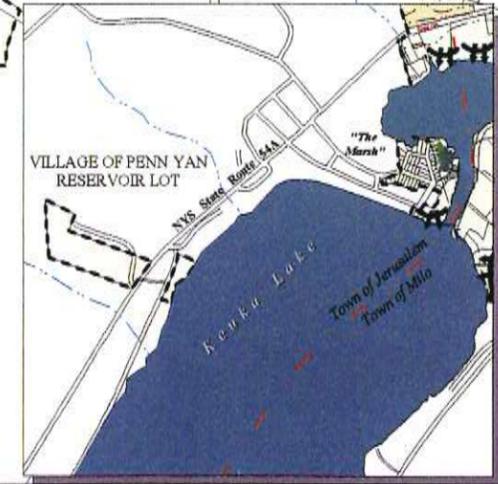


- Lake, River
- Penn Yan Historic District (S/NR)
- Crooked Lake Historic District
- Individual Property Listed on S/NR
- Village Gateway
- Views
- Notable Vegetation / Woods
- Town Boundaries
- Village Boundary
- Rivers, Streams
- Abandoned Rail Lines
- Operating Rail Lines

S/NR = Listed on the State and National Registers
Of Historic Places



2000 0 2000 4000 6000 Feet



THE SARATOGA ASSOCIATES
 LANDSCAPE ARCHITECTS, ARCHITECTS, ENGINEERS, AND PLANNERS P.C.
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 January 2000

from viewpoints along Route 54, from Firemen's Field, and from the abandoned rail line on the south side of the Outlet.

Sucker Brook and Jacobs Brook Corridors

Jacobs Brook and Sucker Brook run in a north-south direction traversing the Village of Penn Yan and empty into the Outlet and Marsh. The picturesque tree-lined waterways and the adjoining areas of vegetation provide a striking visual amenity winding through the developed streetscape.

Historic Downtown Penn Yan

The Village of Penn Yan possesses a past rich in history and can capitalize on its historic roots to maintain and enhance its own unique cultural and visual identity. To this end, the Village has designated a downtown historic district and provided it with necessary protective regulations and guidelines. The Penn Yan Historical District comprises, in its entirety, the most notable visual resource in the village's downtown area. The Penn Yan Historic District is a place where people live and conduct business and where industry and government function. The designated district defines a special area within the village that exhibits characteristics and amenities important to the village's historical past. "The area not only contains a variety of structures possessing a high quality styling and workmanship, it represents a sense of time and place that continues to serve as a foundation for growth and change in the Village of Penn Yan" (Village of Penn Yan Planning Board, 1988).

As discussed in Section 2.1.6, "Historic and Archaeological Resources," the Village has a Historic Preservation Law, which provides the Village with substantive control over most external architectural changes to buildings within the district. The law serves to protect the unique historic and visual character of the village's downtown area.

2.1.5.2 Negative Visual Features

Commercial Areas

A number of existing village entryways do not adequately announce the arrival to the village for the incoming visitor. Lake Street (New York State Route 54) is a heavily traveled commercial thoroughfare and major entryway to the village which offers the first views of the Village of Penn Yan for many travelers coming from points south. The area is not welcoming to the incoming visitor, nor does it provide an accurate representation of the unique character which characterizes most of the remainder of the village. The Lake Street shopping district is a typical commercial strip. Negative visual elements include large, un-landscaped parking lots fronting on the street; a

lack of street amenities such as trees, landscaping, sidewalks, and benches; numerous overhead utility lines and poles; many curb cuts; undistinguished fast food and franchise-type architecture; and loud, duplicative signage.

A second area where visual improvements could be of benefit is Kimball Avenue, which is located off Lake Street, near Brown Street. Kimball Avenue can be characterized as a light industrial area. At 113 Kimball Avenue, the thoroughfare becomes privately owned and the physical condition of the street is poor.

Liberty Street (New York State Route 14A) is a major roadway running north-south through the village which brings travelers from locations north up to Geneva and south nearly to Watkins Glen. Liberty Street, particularly at the Elm Street and Lake Street intersections, lacks adequate streetscape amenities such as landscaping, trees, benches and lighting. In addition, the gateway signage directing visitors to the downtown area is too small.

Although overall a positive visual feature for the community, the central business district in and around Main Street could be visually improved to make the downtown area more appealing. Many of the building facades have been tastefully restored and the street and sidewalk construction quality is good. A 1998 Streetscape Development Plan² for the downtown area adopted by the Village Board identified a number of negative visual characteristics which require improvement, including: lack of adequate signage at downtown “gateways”; lack of adequate screening for parking areas; the need for more benches and lighting; and deteriorating sidewalks on certain side streets, including Maiden Lane, East Elm Street, and Water Street.

Residential Areas

Since 1989, residential neighborhoods throughout the village identified in the 1989 Master Plan as being in need of major rehabilitation activity have been substantially restored. Currently, there are no major areas in residential neighborhoods which are in need of widespread rehabilitation. As in any community, there are scattered homes throughout the village which are in need of repair. A number of these dwellings are in various locations adjoining the railroad tracks.

Other Areas

The Elm Street Sports Complex, which represents the western terminus of the Outlet Trail, is immediately adjacent to the Village Department of Public Works (DPW) building and outdoor

²*Village of Penn Yan Commercial District Streetscape Development Plan*, The Saratoga Associates, July 1998.

storage area. As discussed above, the DPW barns and outdoor storage areas are a negative visual feature adjoining the Outlet and Marsh. Piles of roadway and other materials and large expanses of unvegetated land characterize the site. The visual character of the adjoining recreational area is compromised by the large, uninterrupted expanse of parking along the street frontage, the many large advertising signs along the fences of the Little League fields, and the unattractive views of the DPW outdoor storage areas. In addition, the bath house at Red Jacket Park blocks views from the roadway.

The municipal park on Florence Avenue is in fair condition and would benefit from restoration. Currently, the roadway and parking lot are rutted, there are piles of dirt next to a playing field, there is an abandoned trailer on the site, and there is a lack of fencing to separate the park from adjoining residential areas.

Although it provides stunning views directly down the center of Keuka Lake, Indian Pines Park does contain a number of elements which could be improved to enhance the park's appearance. These include the picnic pavilion, which is in a state of disrepair, and the concrete block rest room which obstructs views from the center of the park towards the lake.

2.1.6 Historic and Archaeological Resources

2.1.6.1 Introduction

Historic preservation has become a substantial force of social, economic and aesthetic benefit to communities in New York State and across the nation. Many communities have recognized the importance of preserving the historic character of their communities and have made efforts to preserve and protect individual structures and the historically or architecturally significant neighborhoods in which they exist. The Village of Penn Yan is included in the long list of communities that have taken a concerted effort to protect their historic roots and preserve them for future generations.

As part of the Master Plan Update, a listing and description of the village's designated historic and archaeological resources was prepared. Becoming knowledgeable about its historic and archaeological resources helps a community to identify and understand the economic, geographic, environmental, social, and cultural forces that shaped its development. This section describes the wide range of buildings, landscapes, and archaeological sites in the village that are listed on the State or National Register of Historic Places (S/NR). This information can be used should demolition, alteration, or adjacent new construction be proposed in these areas and for projects using state or federal funds. State and National Register properties affected would require review by the State Historic Preservation Officer (SHPO). In addition, listed properties could be eligible for funding from the State Environment Quality Bond Act or for federal Rehabilitation Tax Credits. Other uses for this information could include identification of educational, community identity, aesthetic regulations, tourism, and recreational opportunities.

2.1.6.2 Designated Historic and Archaeological Resources

The Village of Penn Yan contains a large historic district as well as several individual properties that are listed on the State and National Register of Historic Places (see Figure 2-7).

Penn Yan Historic District

The village established the Penn Yan Historic District in 1989 and has adopted a local Historic Preservation Law (Chapter 110 of the Code of the Village of Penn Yan). The district is also listed on the State and National Registers of Historic Places and contains more than 230 properties (the S/NR designation in 1985 pre-dated the local historic district). The village created the district to protect and enhance historic resources; to promote the economic, cultural, educational and general welfare of the public; to foster civic pride; and to enhance the attractiveness and ensure the orderly development of the community.

The boundaries of the Penn Yan Historic District were determined by a detailed inventory of existing buildings and areas within the village. The area identified “not only contains a variety of structures possessing a high quality styling and workmanship, it represents a sense of time and place that continues to serve as a foundation for growth and change in the village” (Village of Penn Yan Planning Board 1987). The district contains structures with a wide variety of architectural styles representing nearly every time period over the almost 200 years of settlement of the community.

Table 2.1.6-1
Designated Historic and Archaeological Resources

Map Reference Number*/Address	Name	Use	Status**/Notes
1. Downtown Area, primarily along Main and Clinton Streets	Penn Yan Historic District	Mixed Uses	Local historic district; S/NR
2. 351 Elm Street	Charles Wagener House	Residence	SR
3. 105 Highland Drive	Roderick M. Morrison House	Residence	SR
4. Elm Street	Lakeview Cemetery	Cemetery	S/NR
5. Partial block bounded by Liberty, Main, and Court Streets	Yates County Courthouse Park District	Government Office/Baptist Church	Part of local Penn Yan Historic District; listed as separate district on S/NR
6. 159 Main Street	Penn Yan Post Office	U.S. Post Office	Part of local historic district; individually listed on S/NR
7. Both sides of Keuka Outlet	Crooked Lake Outlet Historic District***	Recreational, Transportation, Industrial	S/NR
Notes: * Refer to Figure 2-7. ** S/NR—Site is listed on the State and National Registers of Historic Places SR—Site is listed on the State Register of Historic Places *** Contains both historic and archaeological resources.			

The Penn Yan Historic District includes all the properties encompassed within the following boundaries, as shown in Figure 2-7 and Table 2.1.6-1:

- both sides of Main Street from the Main Street Bridge to North Avenue, excluding the southeast corner;
- the south side of Water Street, including the former Penn Yan Wine Company;
- the south side of Wagner Street to the parking lot;
- the south side of Elm Street west of the four corners to the alley;
- both sides of East Elm Street to the parking lot on the north side and the Penn Yan Diner on the other side;
- both sides of Court Street between Main and Liberty Streets and the north side of Court

Street Extension;

- both sides of Clinton Street, as far as Collins Avenue on the south side, and as far as 330 Clinton on the north side; and
- the south side of North Avenue west of Main Street, excluding the Liberty Street corner.

Located within the historic district at 200 Main Street is the Oliver House Museum, which operates as a period house (c. 1852) and local history museum. The Oliver House is also the home of the Yates County Genealogical and Historical Society Inc. The museum provides residents and visitors to the village with a keen insight into the county's and village's past.

Crooked Lake Outlet Historic District

The Crooked Lake Outlet was listed on the State and National Registers of Historic Places in 1995 and 1996, respectively. The district include portions of the Villages of Penn Yan and Dresden and the Towns of Milo and Torrey that are located along the approximately seven-mile-long Keuka Lake Outlet Trail.

The district contains a combination of historic buildings and structures as well as a wealth of subsurface archaeological remains. A total of 50 contributing historic buildings, sites, structures, and objects are contributing elements in the historic district. The cultural resources contained with the district are associated with the Crooked Lake Canal, the Fall Brook Railroad, and the mills that were built along the Keuka Lake Outlet. The cultural resources found in the district—including mills sites, locks, dams, bridges, railroad turntables and whistle stops—characterize it as an industrial district connected by a single transportation corridor.

The Main Street Bridge in Penn Yan provides the western boundary of the Crooked Lake district. Contributing elements within the Village of Penn Yan include the Main Street Bridge built in 1884; Birkett's Mill, originally built in 1801 by Abraham Wagener; the remains of the foundations of Whites's Mill opposite Birkett's Mill; the vacant Yates County Malthouse built in 1834; the foundation of the railroad passenger station and the remains of the railroad turntable of the Fall Brook Railroad; High Bridge; the stone abutments remaining of the circa 1801 Plympton's Bridge; and the foundation remains, partial stone walls, and other remaining elements of the St. John's Mill Complex.

Other Historic Properties/Listings

Other properties in the Village of Penn Yan which are individually listed on the State and National Registers of Historic Properties but are not part of a local historic district include the Roderick M. Morrison House at 105 Highland Drive (SR listed in 1994); the Charles Wagener House at 351 Elm Street (SR listed in 1994); and Lakeview Cemetery on Elm Street (S/NR listed

in 1995).

The United States Post Office on Main Street was built in 1912. It is individually listed on the State and National Registers, but is also part of the Penn Yan Historic District. The Yates County Courthouse Park District is a S/NR district that comprises a portion of the local Penn Yan Historic District. The Yates County Courthouse District was listed by the State Historic Preservation Office in 1980, before the local district was created. (According to the State Historic Preservation Office, generally the most important resources in an area are listed first and followed by the creation of larger historic districts).

2.1.6.3 Other Potential Historic and Archaeological Resources

Potential Historic Resources

Other notable historic structures in the Village of Penn Yan include the Kimball House, 278 Lake Street; the Stephen B. Ayres House at 600 Liberty Street; the Ephriam Wheeler House, 602 Liberty Street; and St. Michael's Convent and Parochial School at 214 Keuka Street.

At the time of the 1989 Master Plan, the Lake Street Historic District was to encompass the Seneca Foods Building (formerly the ice house), the American Legion Building (formerly Empire State Winery) and the Wells House (307 Lake Street). Since 1989, the Seneca Foods and American Legion buildings have been demolished.

Potential Archaeologically Sensitive Sites

The New York State Museum's Prehistoric Site File indicates that the Village of Penn Yan possesses two prehistoric archaeological sites of potential significance. The first is located between Red Jacket Park and the Outlet. There is no information available as to the site type. The second site is located off Lake Street in the vicinity of the Penn Yan Boat Company, near Hicks and Wadell Streets. The latter site was reported as a potential native Indian burial site. Additional documentation is unavailable. The above-mentioned sites possess a higher than average probability of producing prehistoric archaeological data and could be impacted by construction activities.

2.1.6.4 Recent Proposals Potentially Affecting Historic Resources

Residences and businesses in the Penn Yan Historic District take great pride in the historic designation and many properties have been renovated and upgraded in recent years. As a result, the Village of Penn Yan Historic Preservation District Commission is currently contemplating the preparation of an historic resources survey of an area contiguous to the existing Penn Yan Historic District. The survey area under consideration would begin at the Main Street Bridge and run along the East Main Street frontage to approximately Garfield Street; it may also include

portions of South Avenue and Henry Street. Public meetings have been held by the Commission to determine the extent of public support for the survey.

Yates County is currently in the process of preparing a master plan for the expansion of the County office complex located at Liberty, Court, and Main Streets. Current plans would involve the demolition of two historic structures (one county building and one residence) and the demolition of four buildings immediately adjacent to the historic district. As discussed above, the existing complex is listed on the State and National Registers of Historic Places and is part of the locally-designated Penn Yan Historic District. The project would involve state funding; as a result, review by the State Historic Preservation Office will be required.

2.2 Socioeconomic Conditions

2.2.1 Population Characteristics and Trends

Total Population

According to the United States Department of Commerce Census, the village's population in 1990 was 5,248 persons, virtually unchanged from the 1980 population of 5,242 persons. The population of the village has decreased since 1960, when it stood at 5,770 persons.

In contrast to the village, the population of the county as a whole has consistently increased since 1960, when it had a population of 18,614 persons. In 1990, the Village of Penn Yan represented 23 percent of the total population of Yates County of 22,810 persons. The village's proportion of the county's population has steadily decreased since 1960, when the village comprised 31 percent of the county population. In 1980, the village comprised 24.4 percent of the county's population of 21,549 persons. In addition to permanent residents, the county also has a significant seasonal population.

According to projections prepared by the Genesee-Finger Lakes Regional Planning Council (GFLRPC), population in Yates County is expected to increase to 24,362 persons in 2000, 24,711 in 2010, 24,997 in 2020, and 25,240 in 2030. By 2030, this represents an overall growth of 9.6 percent over the 1990 county population. This level of growth is significant in Yates County, the least populated county in the nine-county Genesee-Finger Lakes region.

The GFLRPC projects more modest population change in Penn Yan. Compared to the 1990 village population of 5,248, the GFLRPC forecasts modest population growth of 4.7 percent between 1990 and 2000 to 5,492 persons. This level is projected to decrease slightly each decade after 2000 to 5,440 persons in 2030.

Age and Race

The 35- to 39-year-old age group represents the median age group in the Village of Penn Yan, slightly higher than the median age grouping in Yates County as a whole (30 to 34 years). The population of the village and the county is nearly all white (98.1 percent in Penn Yan and 98.7 percent in Yates County).

Income and Poverty Status

The median household income in 1989 was \$20,025, lower than the Yates County median income of \$24,874. This represents a shift from 1980, when the village's median household

income was 14 percent higher than the median for the county. This change may reflect the construction of higher priced housing subdivisions in the townships during the period.

In 1989, 867 persons in the Village of Penn Yan—16.5 percent of the total village population—had incomes below the poverty level. In comparison, Yates County had a lower proportion (13.0 percent) of persons with incomes below the poverty level in 1989.

Worker Characteristics

In 1990, 2,138 persons 16 years and older residing in the Village of Penn Yan were employed. Professional and related services (health, educational, other) represented 29.5 percent of the workers, the largest percentage among the industry sectors in the 1990 U.S. Census. An additional 5.8 percent of the workers residing in Penn Yan were employed in public administration. The large combined proportion (35.3 percent) of professional and public administrative workers reflects Penn Yan's role as the county seat and center of professional and business activity. (Nearly 57 percent of workers living in Penn Yan also work in the village). High proportions of village residents were also employed in retail trade (20.3 percent) and manufacturing (15 percent).

Major industry sectors for employed Yates County residents in 1990 included: professional and related services and public administration (30.7 percent); manufacturing (17.1 percent); retail trade (15 percent); and agriculture (10.2 percent). In 1990, approximately 28 percent of workers 16 years and older commuted to work outside of Yates County, an increase since 1980, when 26 percent worked outside the county. In Yates County as a whole, a much higher proportion of workers residing in the county as a whole (40 percent) commuted to jobs outside of the county in 1990 than did workers residing in Penn Yan.

According to the New York State Department of Labor, Yates County enjoys a very low unemployment rate; in August 1998 the unemployment rate among Yates County residents was only 2.8 percent. This compares to a statewide unemployment rate of 5.1 percent for the same period.

2.2.2 Housing Characteristics

1990 Census Characteristics

Penn Yan has a more diverse housing stock than Yates County as a whole. While the majority of the 2,271 housing units in the village are one-family homes (58.8 percent in 1990), the county has a substantially higher proportion of one-family homes (73.0 percent). In addition to one-family

homes, the village offers townhouses and duplexes, apartment buildings, and other multi-family housing opportunities. According to the 1990 U.S. Census, approximately 79 percent of the village's housing stock was constructed in 1959 or earlier, with 1939 representing the median year of construction. The village's housing stock is older than that of the county as a whole, with 1951 being the median year of construction in the county. This reflects the large number of homes in the village's historic district and environs as well as the newer subdivisions being built in the townships.

In 1990, the percentage of owner-occupied units in the village was 56.2 percent. In 1989, the median value of an owner-occupied home in the village was \$51,800 and the median contract rent was \$261 per month. Penn Yan is a year-round community with a tight housing market. Only 95 or 4.2 percent of the housing was vacant in 1990, of which 8 units were for seasonal or occasional use. In comparison, in the county as a whole a very large number— 2,330 units or 20 percent—of the total housing units were for seasonal or occasional use in 1990. A total of 38 percent of the county's housing units (including those for seasonal use) were vacant in 1990.

The housing stock in the Village of Penn Yan is generally in good condition, with scattered structures requiring major rehabilitation. There has been notable upgrading of properties since the 1989 Master Plan was completed, particularly in the Penn Yan Historic District and the Seneca Street and surrounding area. Based on a November 1998 windshield survey of the village, there are no longer concentrated areas which require intensive housing rehabilitation efforts.

Housing Activity Since 1990

Since 1990, the only residential development that has occurred in the village was the Spruce Acres leased housing development on North Avenue. The Village's conditional approval in February 1994 of the proposed Tartary Commons Subdivision, which had included 27 townhouses on the lakefront, expired in August 1998.

2.2.3 Economic Conditions

Economic Activity in Yates County

As shown in Table 2.2.1-1, below, Yates County experienced a growth in economic activity between 1989 and 1996 both in the number of firms and employees. All sectors except construction and wholesale and retail trade experienced employment growth during the period, with a total increase of 933 jobs. The 1989 and 1996 data, supplied by the New York State Department of Labor, represents non-farm jobs. Agriculture is also a major employer in Yates County, with 617 farms according to the 1987 Census of Agriculture. Furthermore, because of

the importance of tourism in the region, total employment is higher during the summer months; the figures in Table 2.2-1 represent seasonally adjusted averages for the year.

Of the 1996 non-farm employment, services comprised the largest share of jobs (30.3 percent), followed by wholesale and retail trade (22.2 percent), and the public sector (19.1 percent). Manufacturing accounted for roughly 12.7 percent of the jobs, a decrease from 14.0 percent in 1989.

Table 2.2.1-1
Yates County Employment Trends, 1989 to 1996

Sector	1989		1996	
	Firms	Employees	Firms	Employees
Manufacturing	23	617	29	681
Construction	52	183	56	176
Transportation and Public Utilities	18	273	25	303
Wholesale and Retail Trade	146	1,122	165	1,187
Finance, Insurance, and Real Estate	29	155	32	163
Services	130	1,033	150	1,621
Other Private Industries	30	172	37	196
Public Sector	31	862	36	1,023
Total	459	4,417	530	5,350

Source: New York State Department of Labor, *Covered Employment*, 1989 and 1996 averages.

Major Employers

The top three employers in Yates County are service oriented activities (see Table 2.2-2, below). These include the recently-expanded Soldiers & Sailors Memorial Hospital, the Penn Yan Central School District, and Yates County, all of which are located in the Village of Penn Yan. In total, seven of the county's top ten employers are located in the village. The remaining top employers are in the service and educational organizations and light industries.

Two of the top 10 employers in the county are new additions to the Penn Yan Industrial Park on North Avenue, operated by the Yates County Industrial Development Agency (IDA). Clearglass Containers, a manufacturer of plastic containers, opened in 1992 and subsequently expanded in 1997. Iron Age Corporation, a safety shoe distributor, moved to the Industrial Park in 1994 and also expanded in 1997. The Industrial Park has been very successful, employing approximately 335 workers. The Industrial Park is currently operating nearly at capacity, with only one 2-acre parcel remaining in the developed portion of the site and approximately five acres which

currently has no infrastructure at the north end of the property. According to the Director of the IDA, there is currently unmet demand for light industrial and commercial space in the village.

Table 2.2.1-2
Top Ten Employers in Yates County, 1998

Rank	Name	Number of Employees
1	Soldiers & Sailors Memorial Hospital*	500
2	Penn Yan Central School District*	365
3	Yates County*	273
4	Transelco Division of Ferro Corp.	190
5	Yates County Chapter of NYS Association of Retarded Citizens*	165, plus 90 client employees
6	Dundee Central School District	160
7	Advacom Technology Inc./Badger Interconnect Corp.*	20/135
8	Clearpass Containers Inc.*	130
9	Seneca Foods Inc.	110
10	Iron Age Corporation*	105
Source: 1998 Yates County Fact Book *Employers location in Penn Yan.		

Economic Development Opportunities

Horizon Business Park Property

To help to meet the continuing demand for industrial and business development opportunities in Penn Yan, the Village annexed 76.5 acres of the former Pulver Farm just south of Pleasant Avenue from the Town of Milo. The Village is currently considering zoning the property for light industrial and business uses. Including the area of the farm that was already within the village, the Horizon Business Park property totals approximately 85 acres.

Yates County Airport

The Yates County Airport offers growth opportunities for the region, including the Village of Penn Yan. A report by the Genesee Finger Lakes Regional Planning Council found that the airport generates a total of \$20 million in economic activity annually¹. Of this total, an estimated \$6.3 million represents expenditures in the community and surrounding area; the remaining \$13.7 million is economic activity generated on the airport site itself. The recently expanded airport is a public facility that is operated largely by the private sector. The airport serves corporations such as Clearpass, Transelco, and Corning Glass. The airport offers equipment and maintenance

¹*Economic Impact Analysis: Penn Yan Airport*, December 1997, Genesee Finger Lakes Regional Planning Council.

services. The report noted that the airport's potential to be a major access point for tourists to the Finger Lakes region has been largely untapped.

Tourism

The Village of Penn Yan is located in the heart of the Finger Lakes region, one of the major tourist areas of New York State. While the village and local merchants, restaurateurs, and others benefit considerably from tourism, there are opportunities to expand the village's tourism market. Listed below are some of the many strengths Penn Yan enjoys related to tourism:

- its location at the northern tip of Keuka Lake, and the scenic views and water access for private boats this provides;
- the extensive Penn Yan Historic District, which includes the downtown shopping district;
- the Keuka Outlet Trail and the Crooked Lake Historic District;
- charming bed and breakfast establishments;
- proximity to Yates County airport;
- state roadways through the village;
- the programs of the Yates County Chamber of Commerce—a very active and supportive Chamber—including the large number of special events for residents and tourists it sponsors throughout the year; and
- locally-sponsored special events, including the Buckwheat Festival and the Triathlon.

Based in part on interviews with local and regional economic development officials, some of the village's disadvantages or areas in which the village could improve its services for tourists include:

- the absence of a full-service tourist hotel;
- inadequate signage and linkages between Keuka Lake, Keuka Lake Outlet, and the downtown shopping district, both on streets and on waterways;
- shortage of full-service restaurants which cater to tourists in the downtown;
- the lack of adequate docking facilities;
- siltation problems in the Outlet which can impede boat traffic;
- insufficient linkages between the Village of Penn Yan and regional tourist activities, facilities, and events;

- the need for more bed and breakfasts, which are often fully occupied;
- the lack of space in the downtown to expand facilities for tourists, including hotels, restaurants, and shops which cater to tourists;
- unattractive signage along Lake Street and parts of Liberty Street, major gateways to the village; and
- the lack of lighting along the Outlet for boats.

Future economic growth and employment opportunities in Yates County will also be related to regional spill-over growth, particularly from the Cities of Rochester and Canandaigua.

Railroad

As discussed above in section 2.1.3.1, “Transportation Systems,” the Finger Lakes Railroad is currently renovating track through the Village of Penn Yan to provide freight service to industrial users such as Clearpass and Birkett Mills. In addition, the Genesee Finger Lakes Regional Planning Council is evaluating the feasibility of initiating passenger rail service between Penn Yan and other Finger Lakes tourist destinations, including Watkins Glen and Geneva.

Retail Market Definition

Location and Access

Analysis of site location decisions universally ranks location as a key ingredient of economic desirability. The establishment and growth of virtually all major urban centers can be explained by reference to their location. The Village of Penn Yan owes its early beginnings to its location on Keuka Lake and the Keuka Lake Outlet, which offered a cheap and easy means to transport of goods to market and a source of energy for local mills. Railroads provided the next major impetus for the growth and development of the Village.

The automobile ushered in a new era of mobility. The interstate highway system, and the deregulation of surface transportation firmly established trucking as the successor to rail transport. As discussed in section 2.1.3, “Infrastructure,” Penn Yan is located at the juncture of three New York State roadways. The Village does not have direct access to an interstate highway or limited access State highway; the nearest connections are to Interstate 390 at Bath and to the New York State Thruway north of Geneva. Lacking a nearby highway connection, the Village does not have the ready access to markets that such connections provide, a limiting factor in the Village’s economic development potential. As described above, private and industrial air transportation is available at the Penn Yan Airport, which serves as a connecting link to major airports.

Penn Yan is Yates County's major population center and the Yates County government seat. The Village's position as a population and civic center is an asset to the Corridor's future economic development potential. Other economic development assets for the Village of Penn Yan, as discussed above, include proximity to major tourist destinations in the Finger Lakes.

Market Position and Function

Downtown Central Business District

Based on the type and scale of the retail, commercial, and service uses located in the Village of Penn Yan Central Business District (CBD), the Village serves a local and specialized market. The CBD offers limited shoppers goods, convenience goods, personal services, eating and drinking establishments, and other small-scale retail and commercial services to the local market.

Once the major center of commerce for the region, the Penn Yan CBD's function has changed in recent decades as larger-scale, highway-oriented commercial development on the western end of the Village have taken advantage of the demands and needs of today's consumers and high volume retailers. The existing market position and function of the Village's commercial center is expected to continue into the future. With limited available land for new development and parking, an existing building stock that does not meet the needs of high volume retailers, and a historic Village character that is predominantly residential, the CBD is expected to continue to serve a more specialized market composed of residents and tourists, complementing and not competing with regional retail draws in the Lake Street corridor.

Lake Street Corridor

The retail sector is dominant in the Lake Street corridor, which serves as a regional shopping draw for Penn Yan and surrounding portions of Yates County. The highway commercial district contains medium-scale retailers which serve as the major retail draws, fast food restaurants, a multiplex cinema, and a variety of smaller retail and commercial establishments. The market position and function of this commercial area is expected to continue and expand in the future to the extent possible based on available developable land, zoning, and infrastructure conditions.

2.3 Environmental Features

Natural resources are affected by development activities through the loss of critical conservation areas such as wetlands and wildlife habitat. Development can also lead to such adverse effects as the on- and off-site pollution of natural resources, including groundwater or soils, or erosion of steep slope/loose soils areas. Typical sources of pollution in the village include runoff from roads and other impervious surfaces containing salts, oils, and gasoline, toxic household wastes, and in limited instances, industrial wastes. Natural resources and features—including topography, soils, water, and native plants and animals—need to be identified so that planning for future growth ensures their protection. Development must be planned in a way that the village maintains its water quality, keeps soils free from contamination, preserves the important groundwater recharge and flood mitigation functions of wetlands, and continues to provide a habitat for native wildlife, particularly rare and endangered species.

2.3.1 Geology

Geology encompasses the bedrock geology of the region as well as the surficial geology, composed of soils and glacial deposits. The bedrock geology beneath the village is primarily comprised of the Genesee group shales. Indeed, most of the area surrounding Keuka Lake is composed of shales and sandstones. In general, bedrock in this area of New York State is not a limiting factor for development. Most of the bedrock is blanketed with several feet of stratified and unstratified glacial sediments.

2.3.2 Topography

The Village of Penn Yan is located at the northern end of the eastern branch of Keuka Lake in a relatively flat depression geologically associated with the lake. This location was once part of the pre-glacial lake bed. The hills surrounding the village are remnants of past glacial activity that shaped the rolling character of the hills. The topography to the west of the village is very steep, which will limit land development and village expansion/annexation opportunities in this direction. Slopes to the east and south are much less steep with the exception of the Keuka Lake Outlet area which drains Keuka Lake and is a tributary to Seneca Lake.

2.3.3 Soils

Soils are formed by the interaction of time, climate, parent materials, topography, and plant and animal life. The influence of each factor varies from place to place, but the combination of all five factors normally determines the kind of soil that develops in an area. The formation of soils is a continuing process, and it generally takes several thousand years for significant changes to occur

under natural conditions. However, human intervention through clearing land or filling can cause noticeable changes in soil characteristics within a span of years.

The most common characteristics used in describing soils are depth, permeability, drainage, and available water capacity. Descriptions of depth such as deep and very deep refer to the distance from the ground surface to other soil types or rock which would restrict or change water movement. Depth is important to water- and nutrient-supply capacity, downward movement of water, and root penetration. The depth and kind of material have an important effect on how a soil behaves when used for roads and structures. Permeability is the ease at which water passes through a soil. Drainage classes reflect the hydraulic conductivity and water holding capacity of soils. In a high permeability well-drained soil, the water moves quickly and can act as a recharge for groundwater. In low permeability poorly drained soils, the water moves slowly and can cause flooding and increased runoff. Available water capacity is the amount of water that a soil can hold within the zone accessible to the roots of trees and vegetation. See Table 2.3.3-1 for a description of soil limitations.

Table 2.3.3-1
Soil Limitations

Constraints	Characteristics	Concerns
Critical limitation	Slopes greater than 25 percent Soil less than six inches Soils very poorly drained	Erosion Septic Foundation failure
Severe limitation	Slopes 15 to 23 percent Soils less than 24 inches Soils poorly drained Low permeability Boulders and rocks	Erosion Septic
Moderate limitation	Slopes 8 to 15 percent Soils moderately well drained Soils greater than 24 inches	Erosion
Slight limitations	Slopes 0 to 8 percent Soils well drained	No unusual concerns
Others	Standing or intermittent water	See Wetlands section

Another important factor that affects the engineering properties of soils is slope. Steep slopes are generally those with slopes of 25 percent or more. Slope influences the retention and movement of water, transfer of heat, movement of soil material, rate and amount of runoff, potential for soil slippage and accelerated erosion, ease with which machinery can be used, soil-water state, and other functions. Together, slope and soil characteristics affect development capacity. For example, severe

limitations are associated with steep, rocky, and shallow depth to bedrock soils. These lands are generally unsuitable for development because of the high potential for structural failures and erosion and drainage problems. Moderate limitations involve shallow depth to bedrock on rolling land where soils are stony and permeability is slow, indicating limitations on septic development. The best slope and soil conditions to support density are soils that are deep to very deep and moderately well drained to well drained and slopes of 0 to 8 percent.

While soils conditions can be a constraint to development, depending on factors such as wetness, frost action, stones, etc., there are also many engineering/construction techniques to overcome these constraints. The village and surrounding area is composed chiefly of three soil groups: the Arkport Series, the Fulton Series, and the Honeoye Series. The Fulton Series comprises most of the soils in the village. Fulton Series soils are imperfectly to poorly drained soils generally developed in calcareous, grey, lake-laid silts and clays. Fulton Series soils occur in local depressions where temporary glacial lakes existed during the recession of ice. Both the Arkport and Honeoye Series are well-drained soils derived from glacial material.

Soil permeability and steep slope areas in the village are shown in Figure 2-8. As shown in the map, most steep slope areas are found along the eastern portion of the Keuka Outlet and in the northern portion of the village. Very poorly drained areas are found in the Department of Public Works property and the Elm Street Sports Complex and in the McKinley and Geneva Streets area.

2.3.4 Water Resources

Groundwater

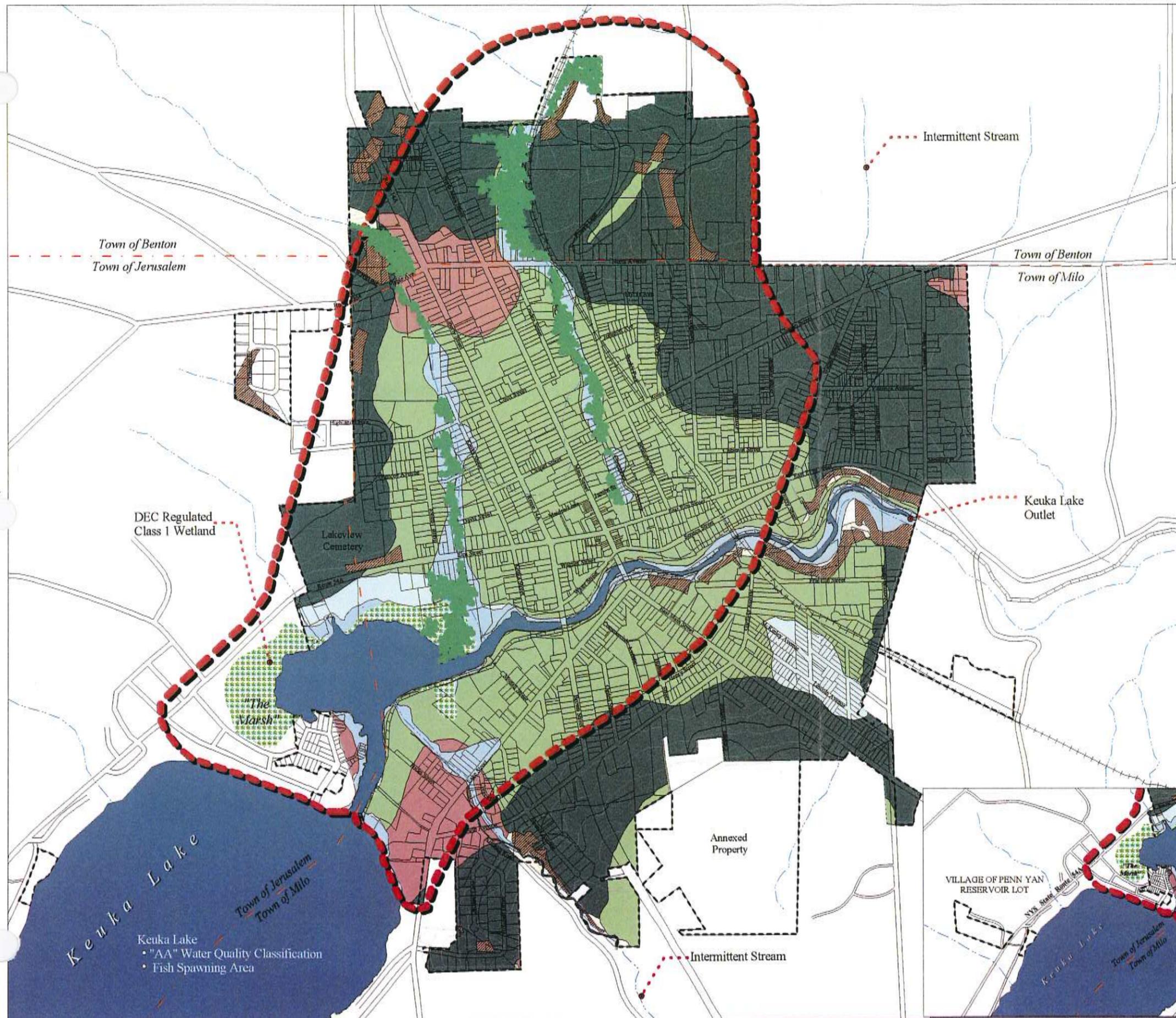
Groundwater is a valuable source of drinking water. Groundwater is a moving stream that flows following the contours of the land. Most groundwater originates as rainwater which seeps downward through soils until it reaches the saturation zone from which wells and springs are fed. In Yates County as a whole, nearly 60 percent of the people rely on private or municipal groundwater wells or springs to supply their various water needs. As discussed above in section 2.1.3, "Infrastructure," virtually all properties in the village are served by the Village of Penn Yan public water system.

Groundwater aquifers are porous water-bearing geologic formations capable of yielding an appreciable supply of water. The geologic formations generally consist of unconsolidated deposits such as sand and gravel or bedrock, which in Yates County consists of shale, siltstone or sandstone. Aquifers are similar to lake basins and river channels that contain surface water. The most productive groundwater aquifers in Yates County are found in the sand and gravel deposits of major stream valleys such as Flint Creek and the Guyanoga Valley, and deltas formed by tributaries depositing their sediment loads where they enter the larger lakes. Much of the Village of Penn Yan is underlain by an aquifer associated with the surficial geology and drainage structure of the area valley

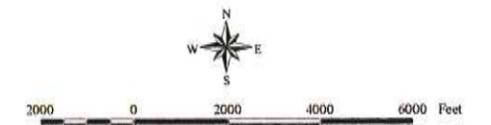
VILLAGE OF PENN YAN

COMPREHENSIVE PLAN UPDATE

FIGURE 2-8
Environmental Features



- | | |
|-----------------------------|------------------------------|
| Notable Vegetation | Soil Characteristics |
| High-Yield Aquifer | Moderately-Well Drained |
| Contour Lines | Somewhat Excessively Drained |
| Town Boundaries | Somewhat Poorly Drained |
| Village Boundary | Very Poorly Drained |
| Rivers, Streams | Well Drained |
| Abandoned Rail Lines | |
| Operating Rail Lines | |
| Steep Slopes | |
| 100 Year Floodplain | |
| NYS DEC Delineated Wetlands | |
| Lakes, Ponds | |



THE SARATOGA ASSOCIATES

LANDSCAPE ARCHITECTS, ARCHITECTS, ENGINEERS, AND PLANNERS P.C.
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January 2000

formation. Figure 2-8 shows the location of the high yield aquifer in the vicinity of the village.

Surface Water

There are a variety of surface water resources encompassed within and surrounding the environs of the Village of Penn Yan. There are four major surface water features. These include Keuka Lake, streams (the Outlet and smaller tributaries to the Outlet) and their associated floodplains, and a Class I wetland.

All of the waterbodies have been assigned classifications for best uses and standards of quality and purity by the NYSDEC Water Pollution Control Board. Classifications are based on water quality at the time of sampling, as well as recommended best usage, which is determined by natural conditions and past, current, and desired uses of the water-bordering lands. Class A and AA are suitable for drinking water; Class B is suitable for primary contact recreation, such as swimming; Class C is suitable for fish propagation; and Class D is suitable for secondary contact recreation, such as boating. A Class D designation does not necessarily imply that the waters are polluted. These are waters that may not have been sampled or are extremely small or intermittent and, therefore, unsuitable for fish propagation.

Keuka Lake

The Village of Penn Yan is located on Keuka Lake. Keuka Lake is the only branched Finger Lake. From south to north, it extends from Hammondsport in Steuben County to Penn Yan in Yates County, a distance of approximately 24 miles. The lake is approximately three-quarters of a mile wide. Lake depths are predominantly greater than 100 feet in most, with a maximum depth of 200 feet.

Keuka Lake is 50 feet higher than Canandaigua Lake, 271 feet higher than Seneca Lake, 331 feet higher than Cayuga Lake, 343 feet higher than Oneida Lake, 487 feet higher than Lake Ontario, and 718 feet higher than ocean level. Keuka Lake drains into Seneca Lake via the Outlet. This difference in hydraulic head (i.e., water levels) was harnessed to power mills during the early industrial years of the region. All the lands in the Village of Penn Yan drain into the Outlet, which in turn drains into Seneca Lake.

Keuka Lake is shaped like a "Y," and is the only Finger Lake in which the water flows in one of its branches in one direction then around a bluff and in the opposite direction. The branches, East and West, are divided by Bluff Point, which has an elevation of 812 feet high. At one point in its history, Bluff Point was an island, but receding lake elevations rendered it into its current peninsular form.

Keuka Lake possesses a Class "AA" water quality rating from the New York State Department of Environmental Conservation (NYSDEC), and is protected by NYSDEC up to the mean high water

line of 715.15 feet elevation. Class "AA" is very high quality and can be utilized for drinking and food processing purposes. The lake is also classified as a trout spawning area.

Streams

A variety of streams exist in and around the Village of Penn Yan, with the most notable being the Keuka Lake Outlet. The outlet flows east from Keuka Lake to Seneca Lake. It is classified as Class "C" stream, pursuant to New York State regulations (6 NYCRR 608), from Keuka Lake to the vicinity of Cherry Street. From Cherry Street to Seneca Lake, the Outlet is classified as a Class "C" stream. Furthermore, the Outlet is classified as a navigable waterway to Main Street and is currently functionally navigable to the railroad spur crossing just south of the Main Street Bridge. Any disturbance to the stream or bank would require a permit from the NYSDEC.

A number of smaller tributaries to the Outlet traverse through the Village, including Jacobs Brook, Sucker Brook, and Kimball Creek. These tributaries are classified as Class "D" streams (non-regulated). Sucker Brook flows southeasterly into the Village of Penn Yan from the Town of Benton, then generally flows south parallel to Liberty Street to its entry point into the marsh area of Keuka Lake. Jacobs Brook generally flows south, paralleling the Penn Central Rail right-of-way, to its entry point into the Outlet at Basin Street. Siltation is a problem in both Jacobs Brook and Kimball Creek. The siltation at Sucker Brook has decreased substantially since it was rerouted to empty into the marsh.

Flood Zones

Under the National Flood Insurance Program (NFIP), the Federal Emergency Management Agency (FEMA) is required to develop flood risk data to use in both insurance rating and floodplain management necessary to purchase federally backed flood insurance. The data are developed through Flood Insurance Studies for individual municipalities. From the Flood Insurance Study completed for Penn Yan, FEMA prepared a Flood Insurance Rate Map that depicts special flood hazard areas in the village. Special flood hazard areas are subject to inundation by the 100-year flood, which is a flood having a 1 percent or greater probability of being equaled or exceeded during any given year. The 100-year flood is the national standard on which the floodplain management and insurance requirements of the NFIP are used. The floodplains in the Village of Penn Yan primarily surround and follow the major water bodies, including the marsh area, Keuka Outlet, Jacobs Brook and Sucker Brook.

The Village's local floodplain protection law was enacted to prevent unnecessary damage due to flooding. According to the Code of the Village of Penn Yan, Local Law Number 3, Chapter 27, Flood Damage Protection, Section 27-1, "The Board of Trustees of the Village of Penn Yan finds that the potential and/or actual damages from flooding and erosion may be a problem to the residents of the

Village of Penn Yan and that such damages may include the destruction or loss of private and public housing, damage to public facilities, both publicly and privately owned, and injury to and loss of human life.”

The law, in Section 27-2, further states that “it is the purpose of this local law to promote the public health, safety and general welfare and to minimize public and private losses due to flood conditions in specific areas.

Potential Sources of Water Pollution

Surface water and groundwater are subject to contamination from specific point sources and non-point sources of pollution. A point source is defined as a discharge from a discrete identifiable location, such as a pipe. Point sources of water pollution are controlled by the government through permitting programs, such as the National Pollutant Discharge and Elimination System (NPDES) and its state counterpart, the SPDES.

Non-point source pollution originates from diffuse sources and enters water at non-specific locations through precipitation, runoff, and shallow subsurface flow. Sediment from erosion, pesticides, fertilizers, oil, grease, and de-icing salts from roadways; septic systems; animal waste; dumped motor oil and household chemicals; storm water runoff; and discharges from boats and marinas are examples of non-point source pollution. Polluted water bodies can be easily identified by offensive odors, an abundance of aquatic vegetation, and fish kills.

Sediments released into waterbodies through erosion threatens both plant and animal life by reducing the amount of light and by smothering. They can also decrease the capacity of reservoirs. Sedimentation is a particular problem near construction sites. Nutrients, such as phosphates and nitrates from wastewater and fertilizers, promote the growth of algae, which crowds out other aquatic plants preferred by wildlife. Decaying sewage and aquatic plants use up oxygen, depriving fish and other animals of oxygen. The accelerated decay causes lakes to fill in much more rapidly than they would under natural conditions and results in an unpleasant odor. Another water contaminant, salt, enters waterbodies through the runoff of salts used to treat icy roadways in winter. High concentrations of salt make a waterbody unsuitable to be an emergency water supply. Pathogens, disease-producing contaminants such as bacteria, viruses, and parasites, enter waterbodies from septic systems and animal manure from farms. Neither of these sources is prevalent in Penn Yan.

In Penn Yan, the Yates County Soil and Water Conservation District has identified the uncovered salt storage piles at the Department of Public Works lot as a potential source of contamination of the Keuka Lake Outlet. In addition, the New York State Electric & Gas property on Water Street and adjoining portions of Keuka Outlet are potentially contaminated with coal tar deposits. According to the Soil and Water Conservation District, two to three industries in Penn Yan hold SPDES

discharge permits. Other sources of water pollution in Penn Yan are non-point sources such as roadway runoff, erosion, pesticides and fertilizers.

Water Protection Organizations

The Finger Lakes-Lake Ontario Watershed Protection Alliance (FL-LOWPA) is a regional, intergovernmental organization dedicated to the protection and enhancement of water resources in New York's Lake Ontario Basin. FL-LOWPA is funded by New York State and its membership includes 24 counties wholly or partially in the Lake Ontario watershed. The organization promotes information sharing, fosters collaborative watershed management programs, and emphasizes an ecosystem-based approach to water quality improvement and protection. FL-LOWPA's headquarters is located in Penn Yan. The Yates County Soil and Water Conservation District represents Yates County on the FL-LOWPA board. FL-LOWPA's current program focus in Yates County is to preserve the high quality water of Keuka, Seneca, and Canandaigua Lakes and two groundwater supplies by identifying and reducing pollution threats and monitoring water quality of the lakes and their tributaries. Watershed management plans for the three lakes will be developed and/or implemented. Road bank and stream bank erosion and agricultural non-point source pollution have been identified as critical issues in the watersheds.

The Keuka Watershed Improvement Cooperative is an intergovernmental body which conducts septic system inspections in the watershed. The Keuka Lake Association is a not-for-profit organization dedicated to the protection, preservation, and improvement of Keuka Lake and its watershed. The group, comprised predominantly of homeowners, is involved in a wide range of issues concerning the lake including land use, navigation and safety, recreation and fisheries, and watershed evaluation and education. Friends of Keuka Lake is another citizens group active in issues related to the protection of water resources in the area.

2.3.5 Wetlands

Wetlands are transition areas between uplands and aquatic environments. Freshwater wetlands are a valuable natural resource for the village. The important functions of wetlands include flood mitigation, groundwater recharge (the movement of surface water down through the soil to the underlying groundwater system or aquifer), wildlife habitat, biospheric stability (the biosphere is the thin layer of air, water, and soil that encircles the globe and supports all life), erosion control, pollution filtration, open space, and areas for recreation and education.

Wetlands are protected by state and federal laws, which require any person wishing to conduct an activity in a wetland or regulated adjacent area to obtain a permit from the issuing authority.

Wetlands are categorized as lacustrine (lakes), palustrine (marshes, swamps, and bogs), or riverine (rivers and streams). Where the water table is near or at the surface of the land or where the land is

covered with shallow water, there is a predominance of wetland vegetation, and the substrate is predominantly saturated wetland hydric soils. Characteristic soils, vegetation, and hydrology distinguish wetlands from upland areas.

Soils that are poorly and very poorly drained are considered to be hydric (wetland) soils. These are divided into three types: alluvial, organic, and upland wetlands. Alluvial soils are deposited by stream sedimentation and flooded on a regular basis. The soils are wet by virtue of their low-lying positions along streams. Organic soils are created by decayed plant material, usually found in wetlands that were former lakes and ponds, which have become filled as a result of eutrophication, the excessive growth of vegetation as a result of nutrient overloading, and succession, the change in plant communities over time. Upland wetlands are soils subject to flooding and ponding because of their low-lying position in the landscape. In general, the soils are nearly level (0 to 2 percent slopes), very deep, poorly drained, and have a high water capacity.

Wetland plants, or hydrophytes, have morphological and physiological adaptations that enable them to survive inundation and/or saturated soil conditions. In New York State, a wetland is specifically identified by the presence of hydrophytic vegetation. The method used by the Federal government is based on the presence of hydrophytes, hydrology, and hydric soils.

There is one NYSDEC-regulated wetland in the Village of Penn Yan, which is commonly known as "The Marsh". A portion of this freshwater wetland is also located in the Town of Jerusalem. NYSDEC has classified this wetland as Class I, the most sensitive of the agency's classifications. Any disturbance to a Class I protected wetland or an area within 100 feet from its boundary would require a permit from the NYSDEC. Class I wetlands provide the most critical of the State's wetland benefits, the reduction of which is acceptable only in unusual circumstances. A permit is issued only if the NYSDEC determines that "the proposed activity satisfies a compelling economic or social need that clearly and substantially outweighs the loss of or detriment to the benefit(s) of the Class I wetland" (6 NYCRR Part 663).

2.3.6 Climate and Air Resources

Climate

The climate of Yates County is classified as Continental. Typical of continental climates are cold winters and hot summers. Rainfall is quite light and often occurs as thunderstorms. The summers are generally quite warm. Days are sunny, and nights are cool. Winters are moderately cold and are accompanied by relatively light snowfall. The fall season offers sunny, moderate temperatures and dry weather. Springs are wet, cool, and cloudy.

The average daily temperature at Penn Yan is approximately 48 degrees Fahrenheit. The average yearly precipitation at Penn Yan is less than 30 inches. Rainfall is evenly distributed throughout the

growing season, but periods of dry weather during the summer are enough to cause leaf-burn of crops almost every summer. The prevailing wind direction is from the southwest through August to November, and from the northwest through December to July. Penn Yan has a frost-free growing season of about 153 days.

Air Quality

The Village of Penn Yan and Yates County are generally within attainment levels for all criteria pollutants as identified in the New York State Air Quality Report, Ambient Air Monitoring System (NYSDEC Region 8, Division of Air, 1998).

2.3.7 Terrestrial and Aquatic Ecology

Aquatic Ecology

As discussed above, there is an identified NYSDEC-regulated Class I wetland located in the marsh area at the mouth of the Keuka Lake Outlet. A wetland is classified as Class I if it possesses any of the following characteristics (NYCRR 664.5):

- it is classic kettlehole bog;
- it is resident habitat of an endangered or threatened plant species;
- it supports an animal species in abundance or diversity unusual for the state or for the major region of the state in which it is found.
- it is tributary to a body of water which could subject a substantially-developed area to significant damage from flooding or from additional flooding should the wetland be modified, filled or drained; and
- it is adjacent or contiguous to a reservoir or other body of water that is used primarily for public water supply, or it is hydraulically connected to an aquifer which is used for public water supply.

Vegetation

Rare and Significant Vegetation

The Natural Heritage Program of the New York State Department of Environmental Conservation has listed rare or significant vegetation throughout most areas of New York State. Five listed plants have been recorded species of plants have been identified in Penn Yan by the Natural Heritage Program. According to New York State, rare plant species have 20 to 35 extant sites or 3,000 to 5,000 individuals stateside. Threatened species have six or fewer extant sites or between 1,000 and 3,000 individuals in the state. Endangered species, of which none were identified in the NYSDEC files for Penn Yan, have five or fewer extant sites or fewer than 1,00 individuals stateside. Unprotected plants

may be taken at any time; however, a permit may be required.

The following is a listing of rare and threatened plant species that have been collected or observed in the Village of Penn Yan and some notes on their degree of rarity (NYSDEC, 1998), all are vascular plants:

- Northern Wild Comfrey (*Cynoglossum virginianum* var *boreale*): Threatened. Very few remaining individuals and/or habitat, making it especially vulnerable in New York State.
- Handsome Sedge (*Carex formosa*): Rare. Very vulnerable in New York State because of limited occurrences (6 to 20) or habitat.
- False Hop Sedge (*Carex lupuliformis*): Rare. Vulnerable in New York State because of limited occurrences (21 to 100) or habitat.
- Blue Hearts (*Buchnera americana*): Unprotected. Historically known, but not seen in the past 15 years.
- Mead's Sedge (*Carex meadii*): Unprotected. Historically known, but not seen in the past 15 years.

Penn Yan Tree Inventory

A comprehensive inventory of trees on the Village of Penn Yan street right-of-ways was prepared in 1998. The inventory was conducted by the Environmental Science class of the Penn Yan Academy, with the training and supervision of qualified community foresters from the NYSDEC. The inventory counted 903 trees, which were identified by species, size, condition, and location. The most common species identified were Norway and Sugar Maple. Other species listed include Cherry Birch, Crimson, Locust, Silver Maple, Hard Maple, Crab Apple, Shag Bark, Red Maple, Poplar, and Black Walnut. The inventory will be used by the Village to prioritize needs for its street tree removal and replanting program.

Wildlife

The management of terrestrial and aquatic habitats for vegetation and wildlife is necessary to provide mitigation from the direct adverse impacts of development. As wildlife populations increase and habitat areas decrease, wildlife management becomes increasingly difficult and of the utmost importance.

The DEC practices wildlife management throughout the state. DEC regulates the various hunting seasons, stocks waterbodies with fish, and monitors fish populations. The state stocks trout in Keuka Lake. Until recently, NYSDEC also stocked trout in the Keuka Lake Outlet, but has since determined that the Outlet is not suitable for trout habitat.

Keuka Lake, the Marsh, the Outlet, and the stream corridors and adjacent lands provide habitat for a large number of wildlife species. Birds, insects, reptiles, amphibians, fish, and mammals are included in the wildlife community. The NYSDEC has identified Keuka Lake as a "waterfowl concentration area," a significant habitat area. Birds are present at any time of the year, but are most diverse and abundant during the spring, summer, and fall, when migration and breeding take place. The forests and wetlands have two distinct bird communities: permanent residents and seasonal visitors. Mammals that inhabit in and around Penn Yan range in size from tiny rodents to larger animals including white-tailed deer. Most species are nocturnal and are thus rarely observed.

New York State defines endangered animals as native species in imminent danger of extirpation or extinction in New York or any species listed as endangered by the U.S. Department of the Interior. Unprotected species, according to the State may be taken at any time without a limit, although a license to take may be required. The presence of rare or endangered wildlife has not been identified in the Village of Penn Yan by the NYSDEC. However, the NYSDEC data relate only to known occurrences of rare animals or significant wildlife habitats based on data assembled in its files. A comprehensive survey for plant and animal occurrences in the village has not been conducted by the NYSDEC.

3.0 COMMUNITY GOALS AND OBJECTIVES

3.1 Introduction

The statement of goals and objectives serves as a framework for determining the policy intentions of the master plan. This statement of goals and objectives was formulated in a participatory process over a two-year period. A series of three public meetings was conducted by the Master Plan Committee in 1997 to review the 1989 plan and explore the issues that should be addressed in an update of the 1989 Master Plan. The meetings were held on March 25, 1997, April 22, 1997, and May 22, 1997, with each meeting focusing on a specific set of issues of concern. Subsequently, in the fall of 1998 a series of meetings and interviews with the Master Plan Committee, other Village officials, and other community leaders was held to further discuss and develop the framework of goals of objectives for the updated master plan. This material was then distilled into a more organized draft presentation of goals and objectives.

A public forum was held on May 27, 1999 to describe the comprehensive planning process and present the draft goals. An issue session followed in which the public were encouraged to discuss issues and goals they believed should be considered in the plan. The comments received at that meeting have been incorporated into the document and are summarized in Appendix A. No written comments were received after the public forum.

The product of the review process described above is presented in the following document, which is organized by headings that correspond generally to the inventory outline and policy areas of the master plan. Each area is presented with statements of goals and then a listing of possible objectives that support achievement of the stated goal.

In responding to the goals and objectives, it is important to recognize that they represent consensus guide posts, not rigid dictates for determining policy. More importantly, while representing an expression of general opinion, their application to specific cases may result in inconsistencies and conflicts. It is not necessary to reconcile each of these conflicts within the overall statement of goals and objectives. However, it is important to be cognizant of the need to balance competing objectives and to recognize that on a case-by-case basis, decisions will have to be made regarding which policy takes precedence in a particular situation, or whether there is a solution that balances objectives through compromise.

While decision making will be influenced by the balancing of the competing interests discussed above, it will also be constrained by the financial implications of various goals. That is, a number of potential measures such as village acquisition of property carry with them financial costs that will have to be weighed against the village's fiscal and budgetary capabilities. However, the balancing of interests is not necessarily a roadblock. Rather it is another factor that gets added into the decision-making process. Thus, fiscal constraints may restrict or eliminate an objective at certain times in the future.

As fiscal constraints will affect policy making, so will the action of agencies and communities beyond the authority of the Village of Penn Yan. So, while the goals and objectives urge pursuing the state funds, there is no assurance that the state can be successfully persuaded to serve local needs (they too are under the constraint of competing constituencies and fiscal limitations). Similarly, while objectives are put forward that require cooperation and coordination with other local or regional government authorities, obtaining these shared objectives will be subject to the vagaries of institutional cooperation.

In this light, it can be seen that the policy and decision making that flows from the goals and objectives is a dynamic process. The goals and objectives serve as guides for the land use policy review to follow. Because of the complexity of the decision making, in many cases a balancing of equities will be necessary to reach a decision.

Thus, while the following community goals and objectives were developed to guide policy making for the Village of Penn Yan over the next 10 to 20 years and are designed to assist in evaluating land use and development proposals, they are not meant to “bind the hands” of the village leadership. Each individual case must be evaluated on its merits. It is suggested, however, that the goals and objectives statements be re-evaluated if community planning decisions are in conflict with these statements. The goals and objectives statements could be confirmed or modified as soon as the conflict arises. If either a project or activity affects more than one area of concern as expressed in these goals and objectives statements, a “balancing test” is required so that the merits of each objective can be addressed so as to maximize the beneficial effects of the project or activity.

3.2 Land Use Goals

GOAL 1: Promote and direct land use activities so as to minimize conflicts between competing land uses in the village.

Objectives

- Protect the residential neighborhoods from intensive land uses.
- Enhance training and awareness of State Environmental Quality Review Act (SEQRA) procedures for municipal officials to ensure that project review minimizes and mitigates land use impacts.
- Relocate the Department of Public Works operations to a location away from the waterfront and recreational uses.
- Consider encouraging the relocation of non-water-dependent industrial uses adjacent to the Outlet to alternative sites.
- Consider the use of special permits to ensure compatibility among uses.

GOAL 2: Encourage land use patterns that protect and enhance the unique character of the village.

Objectives

- Encourage village-scale, pedestrian-friendly development patterns.
- Discourage large-scale, auto-oriented sprawl patterns in and around the village center.

GOAL 3: Provide for and encourage a diverse range of land uses and activities throughout the village.

Objectives

- Continue to direct the scale and uses of commercial development permitted along the principal highway corridors of the Village, in particular, Lake, Liberty, Elm, and Main Streets.
- Allow sufficient opportunity for industrial land uses in designated areas of the village, with primary emphasis placed on the existing industrial park off North Avenue and the recently annexed Horizon Business Park property.
- Manage development of commercial land uses at the perimeter of the village in ways that are in the best interest of the Village of Penn Yan.
- Provide land and density for residential uses to meet the housing needs of residents and employers on annexation sites.
- Encourage planned expansion of the village that meets Master Plan goals through annexation procedures in cooperative ventures with the Towns of Benton, Milo and Jerusalem.

GOAL 4: Encourage the protection of important community land resources.

Objectives

- Promote appropriate land uses along the Lake and Outlet shoreline.
- Consider rezoning designated municipal parks as parkland.

GOAL 5: Maintain an effective, efficient, and up to date planning and land use development process.

Objectives

- Review and revise as needed zoning, site plan, subdivision, design and construction standards for development of land, and other land use regulations on a regular basis.
- Continue a high level of enforcement of environmental, building code, and other

regulatory compliance.

- Conduct a review of the Master Plan on a regular basis (every 5 years).
- Place a full time employee of the Village in charge of administering and coordinating Planning, Zoning (as it relates to Site Plan and Subdivision Review), and Historic Preservation Codes.

3.3 Open Space and Recreation Goals

GOAL 1: Improve and expand recreational facilities in the Village of Penn Yan and ensure that they are accessible and meet the diverse recreational needs of all residents.

Objectives

- Budget (through a Capital Improvement Program, or CIP), prioritize, and implement a comprehensive recreation plan which identifies specific needs and opportunities for passive and active recreational facilities.
- Make needed improvements to existing village parks.
- Support an “all ages” recreation/social center in Penn Yan to meet the social and recreational needs of all the residents in the village.
- Increase the use of all the village’s recreational facilities through promotion of multi-use and multi-seasonal activities, including winter sports such as ice skating and cross-country skiing.
- Address specific deficiencies in the recreational facilities available to residents (e.g., an indoor pool).

GOAL 2: Develop linkages among the village’s recreational and open space resources, the downtown area, and residential neighborhoods.

Objectives

- Develop a plan for a Keuka Lake and Outlet “greenway,” which would provide a continuous system of parks, trails, and bridges along the length of the village’s shoreline.
- Work to extend the Outlet Trail to Indian Pines Park via a footbridge across the Marsh.
- Develop a connection between the Outlet Trail and downtown via a stairway at the Main Street Bridge.
- Encourage the conversion of the unused rail bed on the south side of the Outlet to a trailway linking Red Jacket Park to the Outlet Trail and the downtown area.
- Improve signage to better direct visitors from the Outlet Trail to the downtown area and vice versa.
- Consider zoning changes along the waterfront which would specifically provide

- incentives for the development of a publicly-accessible waterfront esplanade.
- Support the concept of a passenger rail line for tourists connecting Penn Yan and other Finger Lakes attractions.
- Where lacking, add easements, trails, and/or sidewalks to connect residential neighborhoods with recreational facilities.
- Develop signage along the Outlet to direct boaters to the downtown area.

GOAL 3: Promote water-dependent and water-enhanced recreational uses along the Keuka Lake and Keuka Outlet waterfronts. Capitalize on recreational use of the lake and Outlet as a tourist destination, while protecting these sensitive environments.

Objectives

- Encourage the location of new recreational facilities and parkland in areas fronting on, or with views to, the Lake, Marsh and Outlet, where they will contribute to the preservation of open space, historic sites or unique natural resources.
- Consider zoning revisions which would provide incentives for any new private development along the Lake and Outlet shoreline to provide public access to these important resources.
- Encourage the extension of the Outlet Trail, nature trails, designated fishing areas, and enhanced boating access points and linkages between them.
- Support village acquisition of critical public access points along the waterfront.
- Take advantage of state funding for planning and construction of waterfront recreational facilities available through the Local Waterfront Revitalization Program (LWRP).
- Investigate channel improvement opportunities and navigation potential of the Keuka Outlet.
- Consider waterfront zoning changes that would favor water-dependent and water-enhanced uses including recreational facilities.
- Restore the beach area at Red Jacket Park.
- Promote the development of a public dock for tourist boats and a pedestrian way linking the dock, the downtown, and the parks.
- Support measures to increase boat and personal watercraft safety on the lake.

GOAL 4: Preserve and enhance permanent open space that protects significant cultural, scenic and natural features and helps to maintain the village's small town character.

- The village should investigate, develop, and utilize innovative land use controls such as incentive and special permit zoning, parkland and/or recreation fee dedication and easement arrangements, cluster development, and transfer of development rights as a way to increase open space and recreation opportunities,

- particularly as the village grows through annexation.
- Establish relationships, when appropriate, with not-for-profit land trusts for open space parcels and stewardship of conservation.
- Review supply of village-owned land for potential open space/recreational value. Investigate opportunities, if available, for the exchange of village-owned developable land for open space or recreational lands, particularly on the waterfront.
- Designate the Marsh and adjoining forested park lands as a nature sanctuary for passive recreation and nature study and develop a limited self-guided trail system.

GOAL 5: Promote partnerships with neighboring municipalities, public schools, religious and philanthropic groups, the county, and regional and environmental organizations to enhance recreational opportunities for the residents of the Village of Penn Yan.

Objectives

- Consider cooperating on the development of regional recreational facilities that may be too expensive for the village to develop on its own (e.g., an indoor public pool or skating rink).
- Encourage cooperative or reciprocal agreements with Keuka College, local religious organizations, and the school district for joint use of recreational facilities.
- Work with the Friends of the Outlet Trail on plans to extend the trail and enhance connections to the downtown.
- Work in consultation with local environmental organizations to develop the Marsh and surrounding area as a nature sanctuary.

3.4 Transportation Goals

GOAL 1: Maintain and enhance the existing roadway network and improve traffic flows and safety in the village. Recognize the interrelationship between transportation systems and land use, and ensure that future improvements to this network are a beneficial force in shaping the physical, social and economic environments in the Village.

Objectives

- Implement an overall roadway improvement plan (through a village-wide Capital Improvement Program, or CIP) which identifies and prioritizes streets needing repair and/or replacement.
- Identify and make recommendations to the New York State Department of Transportation (NYSDOT) for assistance in improving traffic flow and safety on State roads in the village through such means as changes in signal timing,

- dedicated turning lanes, etc.
- Work closely with NYSDOT when the state plans improvements to state roadways, in order to gain needed improvements to Village infrastructure and amenities.
- Limit multiple entrances and exits and curb cuts in commercial zones, especially at or near busy intersections.
- Improve intersections experiencing inadequate levels of service or high accident rates.
- Examine alternative routing schemes for New York State Route 54 which will serve to alleviate traffic congestion on Main Street in the village, typically during the summer tourist season. This will also lessen truck traffic from Main Street, promoting pedestrian safety in the Central Business District.
- Improve the flow of traffic on Main Street by prohibiting left hand turns onto Elm, Seneca, and Water Streets.

GOAL 2: Maintain, enhance, and extend the sidewalk and trail network in the village.

- Encourage the maintenance and enhancement of the Outlet Trail System.
- As discussed under “Open Space and Recreation Goals,” promote the extension of the Outlet Trail.
- Develop a comprehensive plan to improve linkages between the Outlet Trail, downtown Penn Yan, and other open space resources including Red Jacket and Indian Pines Parks to improve pedestrian and bicycle circulation flow in the village (see also “Open Space and Recreation Goals”).
- Address pedestrian needs and safety concerns on Main Street by continued strong enforcement of pedestrian safety law and by continuing to add physical improvements to the walkways.
- Continue to improve the pedestrian crosswalks on Main Street that are in need of curb cuts for pedestrians. Continue this pedestrian curb-cut program as funds permit to Lake, Liberty and other major thoroughfares.
- Develop a sidewalk plan which will identify priority areas for sidewalk construction and rehabilitation, and create methods for their construction.
- Provide incentives for the development of sidewalks in new subdivisions and commercial developments.
- Where appropriate, require provision of sidewalks in new developments to promote pedestrian use and safety.

GOAL 3: Promote access to and use of mass transit facilities.

Objectives

- Promote freight rail service to the village to improve transportation access to

- industrial sites and reduce transportation costs for industry.
- Promote passenger rail service to the village to enhance tourism.
- Provide for suitable public dockage for tour boats on the Penn Yan lakefront.
- Encourage high occupancy commuting by providing for Park and Ride lots.
- Promote bus/van service between lakefront resorts, recreational facilities, and downtown Penn Yan.

GOAL 4: Enhance the appearance of the roadways in the village.

Objectives

- Roadway improvements, especially on the New York State highway corridors entering the village, should include street trees, landscaping, and “gateway” signage where appropriate to enhance the visual characteristics of the roadway.
- Reduce unnecessary or duplicative roadway signage.
- Develop a Highway Improvement District for the Lake Street commercial corridor.
- Implement a street tree replacement program.
- Underground utilities along commercial corridors.
- Ensure that “Design and Construction Standards for Development of Land” standards are met, and consider enhancing the standards.

GOAL 5: Ensure that adequate and attractive public parking is available in the downtown area.

Objectives

- Implement *Commercial District Streetscape Development Plan* (1998) design recommendations related to improving the appearance and function of municipal parking facilities.
- Provide adequate signage directing visitors to municipal parking lots.

3.5 Municipal Utilities and Community Services Goals

GOAL 1: Promote the maintenance, enhancement and development of municipal utilities that meet the needs of as many people as practicable in the most cost-effective manner.

Objectives

- Implement a Capital Improvement Program (CIP) to identify, prioritize, and schedule necessary capital improvements and have a set amount of the village budget reserved for capital improvements.
- Continue the village’s practice of exploring ways to coordinate municipal utilities

with neighboring communities.

- Continue current village policy of providing village municipal electric, drainage, water and sewer services to new developments only when the cost of such expansion is borne by the proponents of the development.
- Provide for utility services to new developments and projects outside the village only if annexation of these properties occurs or if an intermunicipal agreement is in place.
- Maintain and enhance the village's electric, water and sewer systems. Develop a specific plan that identifies the age and structural adequacy of various parts of the systems. Record any improvements, replacements or additions to the systems that will be necessary and include in the CIP.
- Maintain and enhance the village's storm sewer system. Develop a specific plan that identifies the age and structural adequacy of various parts of the system. Record any improvements, replacements or additions to the system that will be necessary and include in the CIP.
- Study and, if appropriate, implement, capital reserve funds, joint funding efforts with the Yates County Industrial Development Agency, and/or other appropriate mechanisms to enhance or replace capital facilities where required in the village.
- Structure the utility rate system to be self-supporting with regard to operating and capital costs.
- As discussed above under "Transportation Goals," where resources and opportunities permit (e.g., during roadway improvements), relocate aboveground electric lines underground along the principal highway corridors through the village, with priority placed on the Lake Street corridor.
- Require all new developments to provide underground electric service.
- Utilize the site plan and SEQRA review processes to ensure that adequate infrastructure will be available to service proposed new developments and require mitigation of any potential adverse impacts, where appropriate.
- Consider the option of creating a municipally-owned cable company

GOAL 2: Provide adequate municipal services and facilities that meet the needs of all residents in an efficient and cost-effective manner. Facilitate the provision of social and community services by private and not-for-profit organizations.

Objectives

- Encourage the joint use of community facilities, including school, park, recreation, and public safety systems, to promote efficiency in use, avoiding duplication and overbuilding of services.
- Coordinate, consolidate and centralize village governmental facilities and services and functions where possible.
- Ensure that adequate space is available for all necessary municipal facilities.

- When constructing new government buildings, a location in the Central Business District in the heart of the village is encouraged in order to strengthen community identity and responsiveness.
- Utilize the site plan and SEQRA review processes to ensure that adequate municipal services will be available to service proposed new developments and require mitigation of any potential adverse impacts, where appropriate.
- Take advantage of federal, state, and county funding and shared staffing available to offset village costs for municipal services.
- Consider implementing measures to attract more volunteers for the fire department and ambulance corps.
- Review the village code to ensure that important social services such as child and elder care facilities are permitted by zoning and other local land use regulations.
- Appoint a Village Trustee to be liaison with the Penn Yan School District and vice versa.
- Relocate the Village Court.
- Publicize Village code and services via a Village of Penn Yan Internet web site.

3.6 Visual Character Goals

GOAL 1: Maintain and enhance the visual character of historic downtown Penn Yan.

Objectives

- Promote and support the improvement of the visual quality of the roadway corridors entering the village. Create a standard entryway design with “gateway” signage and landscaping, as recommended in the *Commercial District Streetscape Development Plan*.
- Visually enhance village municipal parking areas through a comprehensive program including landscaping, screening walls and fencing, and signage, as recommended in the *Commercial District Streetscape Development Plan*.
- Implement *Commercial District Streetscape Development Plan* recommendations for visually enhancing the downtown business district with street trees, planters, benches, street lights, special pavers, and other streetscape elements.
- Implement *Commercial District Streetscape Development Plan* recommendations for improvements to Maiden Lane and the Mini-Park.

GOAL 2: Maintain and enhance important scenic resources in the Village of Penn Yan, including scenic corridors along the Outlet, scenic vistas to the Lake, lakefront parks, and other scenic areas.

- Initiate, cooperate with, and coordinate efforts with surrounding communities,

regional planning and environmental organizations, and the county to preserve and maintain the scenic qualities of Keuka Lake, which is the primary tourist attraction.

- Enhance and maintain scenic vistas to the lake, along the Outlet Trail and other significant scenic areas in and around the village through land use regulations, site plan review, and facilities planning for municipal parks.
- Encourage uses along the Lake and Outlet shoreline are enhanced by and yet protect important vistas and landscapes.

GOAL 3: Improve the appearance of existing commercial strips and other areas outside the downtown.

- Consider developing design guidelines for the Lake Street corridor and portions of Liberty Street near Lake Street to be utilized in the site plan review of any new construction or major renovation projects.
- Consider zoning revisions that would limit the building footprint of new development along Lake Street to a scale compatible with the village.
- Evaluate the concept of a self-assessing Highway Improvement District on Lake Street to fund needed streetscape improvements.
- Fully utilize the site plan review and SEQR processes to improve the quality of design for proposed new commercial, industrial, and large-scale residential developments.
- Implement a street tree replacement program based on the results of the recent tree survey.

3.7 Cultural Goals

GOAL 1: Promote the historic and cultural heritage of the village of Penn Yan through the preservation of historically significant structures, sites, landscapes, artifacts, and records.

Objectives

- Encourage and support, where appropriate, the preservation and adaptive reuse of historic properties throughout the Village of Penn Yan, especially in the downtown business district.
- Maintain and enhance the village's designated historic district(s) in order to instill a sense of pride in the community's heritage and to protect the community investment in tourism and related activities.
- Conduct cultural resource surveys of potential historic and archaeological resources to determine if they meet State and National Register (S/NR) criteria. Nominate eligible resources to the S/NR program and include properties in an expanded or new local historic district, if appropriate.
- Develop an interpretive program for the Crooked Lake archaeological site. Where

- appropriate, include signage along the Outlet Trail.
- Utilize the SEQR process and work with the State Historic Preservation Officer (SHPO) to fully review and mitigate any adverse impacts resulting from any proposed developments that occur within or substantially contiguous to any historic site or district.
 - Develop a coordinated plan for the reuse/development of important historically significant vacant or underutilized buildings in the village, particularly along the Outlet and downtown.
 - Support the activities of the Yates County Historical Museum.
 - Encourage educational programs to promote awareness of local historic and cultural resources and conduct these programs (e.g., public seminars or information meetings) at various notable historic buildings in the village.

GOAL 2: Increase the amount and types of cultural activities available to the village residents and tourists.

Objectives

- Facilitate the siting of a permanent home for the Finger Lakes Boating Museum in the vicinity of downtown Penn Yan.
- Support the development and expansion of local and regional cultural special events in Penn Yan.
- Encourage the development of appropriately-scaled entertainment uses such as theaters, cafes and restaurants, art galleries, and hotels in and around the downtown area.
- Promote the establishment of a series of walking tours of the downtown historic district.
- Explore ways of attracting tourists to downtown Penn Yan from nearby resorts and attractions (such as the Windmill Farm & Craft Market) through increased advertising and promotion, special tours, van service, etc.
- Consider enacting zoning revisions to permit artist live/work lofts in vacant or underutilized former industrial buildings, particularly along the Outlet.
- Maintain and enhance village-sponsored programming of cultural activities.
- Consider encouraging an artists' or antiques district in the downtown vicinity.
- Promote connections to agricultural tourism in the region.

3.8 Business And Employment Goals

GOAL 1: Preserve and strengthen the economy of the Village of Penn Yan and encourage a growing and diversified economic base.

Objectives

- Identify specific business/industry types that the Village would like to attract.
- Continue to cooperate and coordinate its economic development activities with area and regional agencies and organizations, including the Finger Lakes Regional Planning Council, the Yates County Industrial Development Agency (IDA) and Chamber of Commerce, and the Towns of Benton, Milo and Jerusalem.
- Continue to ensure that adequate infrastructure/municipal services are available to meet business/industry needs.
- Promote the extension of rail service to Penn Yan to serve industrial users.
- Work with New York State and private owners to promote the clean up and reuse of “brownfield” properties, as discussed below under “Environmental Resources Goals”.
- Recognize the importance of the food and agriculture industry in the region and strengthen Penn Yan’s historic role as a business/processing center for surrounding agricultural businesses.
- Capitalize on the proximity of the Yates County Airport as an economic development tool.

GOAL 2: Encourage positive economic investment in the community in the form of new construction, restoration and improvement of existing structures, and in the protection of important community land resources.

Objectives

- Continue to attract new industries to the village’s existing industrial park in order to provide employment opportunities for local residents and examine possible alternative sites for the development of subsequent industrial park areas.
- Continue to promote the central business district on Main Street as the primary retail and commercial center of the Village of Penn Yan by sponsoring special events, implementing streetscape and signage improvements (see Visual Character Goals), providing adequate municipal parking, providing timely review of development/redevelopment proposals, coordinating efforts to improve pedestrian and traffic safety, and other appropriate measures.
- Consider encouraging the establishment of a self-assessing Business Improvement

District (BID) in the downtown.

- Identify potential annexation sites appropriate for large-scale light industrial, office, and research and development uses. Annex them, zone them appropriately, and provide municipal services to attract desired industries/businesses. Uses on such sites should not compete with the village's existing commercial districts (i.e., downtown and Lake Street).
- Encourage the adaptive reuse of unused or underutilized commercial and industrial buildings in the downtown area and along the Outlet to attract smaller industries and businesses.
- Undertake an aggressive role in enhancing the business climate by purchasing important property for development where village intervention is appropriate; pursuing state and federal funding sources to assist business development; and directing development activities to meet master plan goals and objectives.

GOAL 3: Recognize and promote tourism as one of the Village's and region's key economic development strengths.

- Promote and accommodate increases in visitors to the village by attracting businesses such as full-service restaurants, cafes, galleries, theaters, overnight accommodations, and antique/specialty shops.
- Work to develop a dock for tourist boats on the Penn Yan lakefront and a trail/shuttle service connection to downtown.
- Develop a visitor information center in the downtown area, possibly in conjunction with the Finger Lakes Boating Museum.
- Implement recommendations in the *Commercial District Streetscape Development Plan* to enhance the attractiveness of the downtown area for tourists and residents see "Visual Character Goals").
- Continue to protect the architectural integrity of the Penn Yan historic district (see "Historic Resources Goals").
- Promote walking/bus tours of the Penn Yan historic district.
- Strengthen connections between the Outlet Trail, the lakefront, and the downtown (see "Transportation Goals").
- Appoint a Village Board subcommittee on tourism.
- Promote special events along the Outlet Trail and downtown.

3.9 Housing Goals

GOAL 1: Promote housing opportunities for all residents of the Village of Penn Yan which is of quality construction, variety, affordability and accessibility.

Objectives

- Conduct a housing survey to identify any areas of substandard housing and affordable and other unmet housing needs.
- Increase the availability and quality of housing for low- and moderate-income senior and handicapped persons, such as congregate care housing, rent-subsidized housing, assisted living centers, shared housing, or independent home care facilities.
- Encourage rehabilitation of existing housing. Pursue state or federal grants and loan programs to improve areas of substandard housing within the Village and to renovate suitable vacant structures into senior housing facilities.
- Encourage use of federal and state housing programs for the provision of affordable rental and home ownership units for village residents.
- Review the design of new housing developments to ensure visual compatibility with the architectural character of the village and to blend with the human scale of the village's residential neighborhoods.
- Through the zoning law, encourage where appropriate infill housing, accessory units, apartments above commercial uses, artist's live/work lofts, two- or multi-family housing, and other privately-built, moderately-priced housing options for seniors who are downsizing and want to remain in the community, young families, and other residents.
- Consider annexation of appropriate lands to zone as a village-density residential district to meet unmet housing needs.

3.10 Environmental Resources Goals

GOAL 1: Preserve and maintain the quality of the Village's environmental features, especially surface and groundwater resources, Keuka Lake and the Outlet, its feeder streams, the trees and other vegetation in the Village.

Objectives

- Increase public knowledge of water resource characteristics, problems and management alternatives in cooperation with Yates and Steuben Counties and surrounding townships within the Keuka Lake watershed, in order to conserve water resources and maintain the water quality of Keuka Lake, the village's sole

source of drinking water.

- Review the village code to determine the need for additional regulations to protect water quality.
- Initiate and support efforts to familiarize local officials and the general public with wetland protection measures and programs associated with the NYSDEC-regulated Class I wetland known as “The Marsh.” Work with the NYSDEC and local environmental groups to identify wildlife species utilizing the Marsh and support the designation of the Marsh and adjoining village-owned wooded lands as a nature sanctuary.
- Encourage the preservation of greenbelt corridors which support wildlife throughout the village, especially along the Keuka Lake Outlet and accompanying Class I wetland, Jacobs Brook, Sucker Brook and other streams.
- Encourage local officials and the general public to understand and utilize the procedures outlined in the New York State Environmental Quality Review Act (SEQRA) in order to evaluate and address the impacts of activities on the environment.
- Consider adopting a list of village “Type I” actions under SEQRA which require a more complete review of environmental impacts.
- Control and protect the village’s natural resources from adverse environmental impacts resulting from development activities through proper zoning, environmental regulations, thorough SEQRA review, and requiring best management practices. As discussed under “Land Use Goals” and “Transportation Goals,” above, the Village’s design and construction standards for land development should be reviewed.
- To encourage and, where appropriate, require dedication of parkland and/or open space in new developments in the village.
- As discussed above under “Municipal Utilities,” maintain and enhance storm and sanitary sewer infrastructure.

GOAL 2: Work toward the remediation of environmentally contaminated sites and the reuse of these “brownfields”.

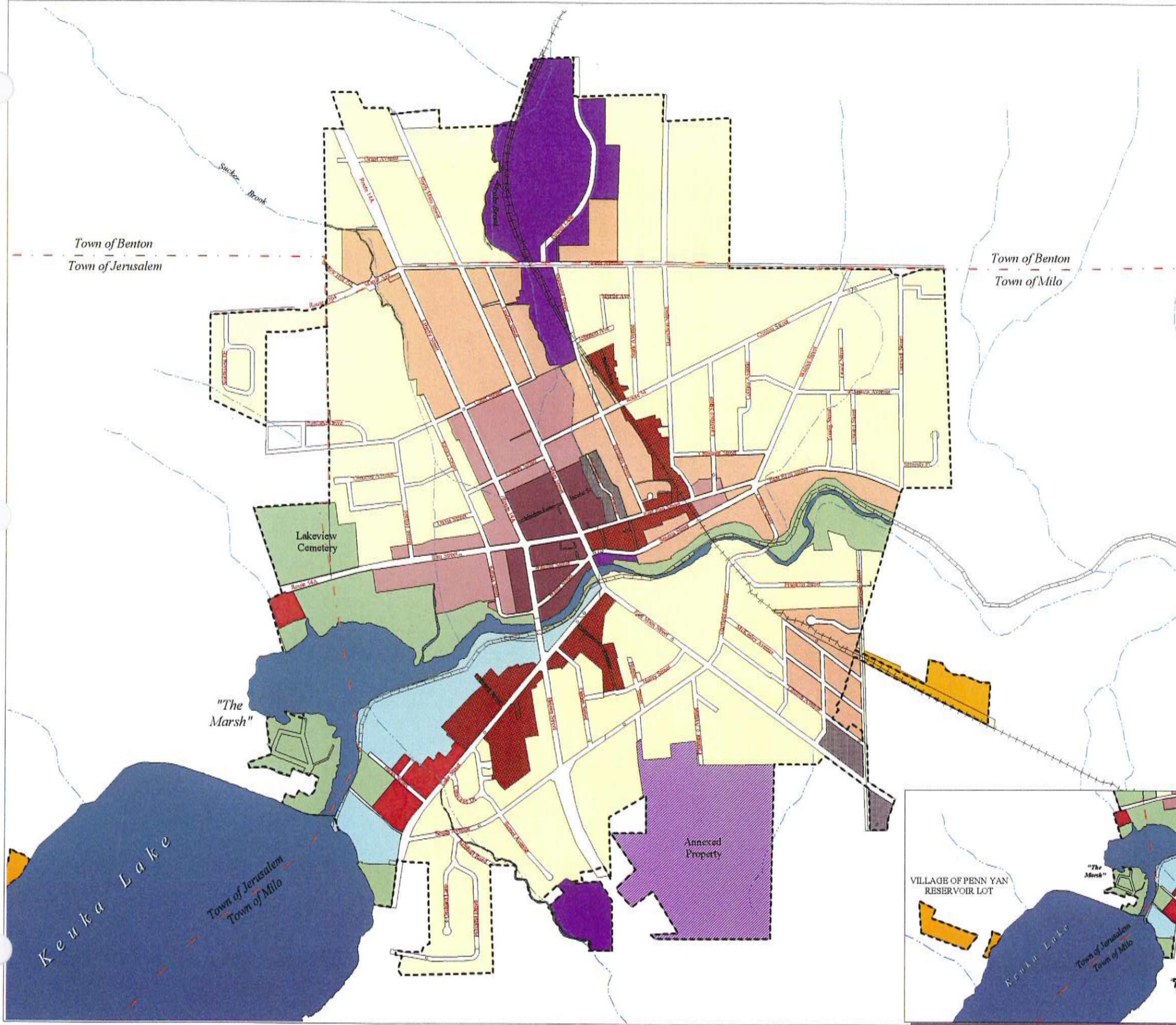
Objectives

- Coordinate and participate in discussions with New York State and private owners to encourage the clean up of “brownfields”.
- Review municipally-owned properties for potential contamination and apply for State funds for environmental audits and remediation, if applicable.

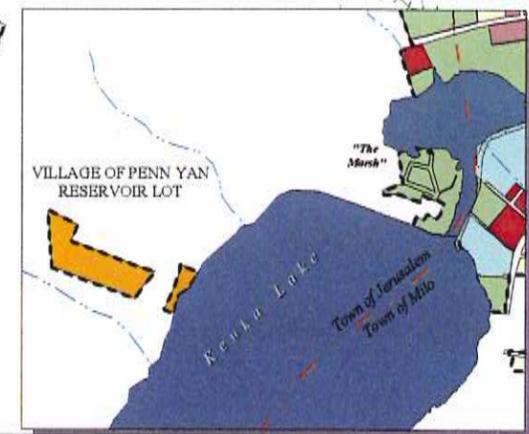
VILLAGE OF PENN YAN

COMPREHENSIVE PLAN UPDATE

FIGURE 4-1
Land Use Plan



- Low Density Residential
- Medium Density Residential
- High Density Residential / Professional Offices and Services
- Commercial
- Commercial / High Density Residential
- Mixed - Use
- Central Business District (Mixed-Use)
- Industrial
- Industrial / Office / Research and Development
- Public Services
- Parks and Open Space
- Water-Related and Water-Enhanced Uses
- Town Boundaries
- Village Boundary
- Rivers, Streams
- Abandoned Rail Lines
- Operating Rail Lines
- Lake, River



THE SARATOGA ASSOCIATES
 LANDSCAPE ARCHITECTS, ARCHITECTS, ENGINEERS, AND PLANNERS P.C.
 SARATOGA SPRINGS NEW YORK CITY BUFFALO BOSTON

January 2000

4.0 ACTION PLAN

4.1 Introduction

The following action plan recommendations are the heart of the Comprehensive Plan Update and provide the Village with a set of guidelines and ideas that, if pursued, will help the community manage growth and change and provide direction in the future. Action plan formulation began by examining the results of the inventory in light of the goals and objectives identified initially and assessing the planning techniques available to the Village. The action plan recommendations represent a comprehensive guide from which the Village can make reasoned and consistent decisions regarding land use controls and other planning initiatives.

The Village of Penn Yan should adopt this Comprehensive Plan Update to guide future development and preservation in the community. The Village should also update its Zoning Law and Zoning Map, and Site Plan, Subdivision, and Design and Construction Standards for the Development of Land Regulations to reflect the changes outlined in the Comprehensive Plan Update. An update of land use regulations is important to ensure all future land use decisions are made in conformance with this plan. The Comprehensive Plan should be reviewed on a regular basis, such as every five years, to ensure that it continues to reflect current conditions. The Village should continue and enhance enforcement of land use, environmental, building code, and other regulations.

4.2 Land Use Plan

The 1989 Master Plan recommended general land use districts to more effectively guide growth in the Village. In 1992, the Village of Penn Yan adopted a new zoning law which implemented many of the Master Plan recommendations. This Comprehensive Plan Update does not recommend a Village-wide rezoning program, but instead builds upon and fine-tunes the existing zoning to meet current needs (see Figure 4-1)

4.2.1 Recommendations to Minimize Land Use Conflicts

Action 4.2.1.1: Utilize Special Permits

It is appropriate to designate special permit uses when there is need for the use to meet additional criteria to ensure compatibility between the special permit use and principal permitted uses in the district. Special permit uses, as a result of special characteristics (e.g., smoke, dust, noise, heavy truck traffic, negative visual characteristics) related to their operation or installation, have a greater potential to create adverse environmental impacts that could affect the use of nearby properties.

In addition, special permit uses may include uses that do not meet Comprehensive Plan Update goals to the extent that principal uses do. The special permit conditions are designed to mitigate potential adverse impacts. As its name implies, a special permit use is a use that is expressly permitted by the zoning law. If the property owner meets the special permit conditions, the Village Board is obligated to approve the special permit application.

Waterfront Area

The waterfront is a unique and limited resource in the Village that merits careful planning in terms of permitted uses and additional standards for new development. It is recommended that the Village foster a balance of land uses, the beneficial use of limited coastal resources, and increase public activity, and reduce the isolation of the area (particularly along the southern side of the Outlet). This is also intended to strengthen the economic viability of the waterfront area.

Principal land uses in the waterfront area should fall into one or more of the following categories:

1. They are water-dependent (e.g., marine trade businesses, recreation facilities requiring a waterfront location);
2. They are water-enhanced, water-related, and/or tourist-related (e.g., boat sales and rental, hotels, restaurants and cafes); and
3. They are facilities which serve the community (e.g., schools, places of worship, theaters).

Principal uses, whether privately or publicly owned, are open to the public and therefore encourage public activity in the waterfront area. The fact that the principal uses are largely in the public realm helps to ensure that the waterfront area would invite the public and not become a “private enclave”. Public use of the waterfront area is one of the major goals of the Comprehensive Plan Update.

The WDC should also allow the development of land uses which require a special permit from the Village Board. Special permit uses fall into one or more of the following categories:

1. There is need for the use to meet additional criteria to ensure compatibility between uses.
2. The use is not water-dependent, water-related or water-enhanced.
3. The use does not benefit from or encourage public activity in the waterfront area.

Based on these factors, the following uses should be special permit uses in the WDC: residential uses and non-water-dependent industrial uses. While residential use would generally not create

negative environmental impacts on adjoining uses, stand-alone residential could create a private, closed community along the waterfront. This would conflict with goals to provide public access to the shoreline. As a result, residential use could be allowed under an incentive zoning arrangement that would allow the additional use subject to the condition that public access to and along the waterfront is provided. Special permit uses would be reviewed by the Village Board to ensure that they comply with the criteria to ensure compatibility with other uses in the waterfront area.

Other Areas

It is recommended that trucking terminals and contractors' yards be made special permit uses in all districts where they are currently permitted, except the Industrial (I) District. These uses have the potential to create adverse environmental impacts affecting adjoining neighborhoods and should have special conditions met before they are allowed.

As discussed below, a highway overlay zone is recommended along the Lake Street commercial corridor to promote orderly retail and commercial development in the area. As part of the overlay zone regulations, the Village should consider making one- and two-family residential homes special permit uses along the Lake Street corridor frontage (or alternatively, remove them from the list of permitted uses altogether in the mapped overlay zone). Single-family development results in narrow lots and multiple curb cuts along the commercial corridor, which results in many traffic conflict points. In addition, the ability to use commercially-zoned land along Lake Street for new residential development should be limited. This will reserve the land for new commercial "rateables".

In the Village Center (VC) district, it is recommended that all drive-in uses, fast food restaurants, and auto-related uses (car wash, garage service, gas station, gasoline/service mart, non-accessory parking structure or commercial parking lot) be designated special permit uses. These uses are generally not consistent with the pedestrian character of the downtown area, affect the visual character by creating breaks in the "street wall", create traffic and pedestrian conflicts with multiple curb cuts, and have operational characteristics that can be incompatible with adjoining retail and residential uses. As a result, the Village should create special permit conditions which must be met before these uses are allowed to locate in the VC zone, these could include restrictions on the size of canopies, requirements for landscaping and size/number of curb cuts, and restrictions on the concentration of such uses at one intersection.

Action 4.2.1.2: Relocate Incompatible Municipal Uses

The Village of Penn Yan Department of Public Works (DPW) barns and outdoor storage piles are visually and environmentally incompatible with the current waterfront location along the Marsh. The facility should be relocated to an inland site, preferably on a major street and adjoining compatible uses. As discussed below in Section 4.10, "Protection of Natural Resources," outdoor salt storage piles should be enclosed to reduce runoff and improve visual character.

The Village Court is incompatible with adjoining retail uses along Main Street. The Village should consider either selling the property for retail use or redeveloping the site for a more appropriate community use. The Village Court should be relocated to an appropriate site off Main Street, preferably in a joint public safety facility (see Section 4.5.3, "Municipal Facilities and Services Plan").

Action 4.2.1.3: Provide Relocation Incentives for Private Industry

Non-water-dependent industry currently located on the south side of the Outlet should be given incentives to relocate to inland sites. This would free up valuable and limited shoreline land for more appropriate uses that are dependent or enhanced by a waterfront location. One possibility is for the Village to work with property owners and the Yates County Industrial Development Agency to find suitable locations for these industries on the Horizon Business Park property. Incentives could include financial assistance for relocation costs, deferred taxes, and newer and improved facilities, circulation, and access.

Action 4.2.1.4: Enhance Land Use Training for Local Officials

The Village should send one representative each year on a rotating basis to State Environmental Quality Review Act (SEQRA), Site Plan Review, Subdivision Review, and other land use training courses given by groups such as the New York Planning Federation, the New York Council of Mayors, and State agencies. Priority should be given to new board members and staff. Enhanced training and awareness of land use and environmental regulations will help to ensure that project review minimizes and mitigates land use impacts.

4.2.2 Recommendations to Protect Village Character

Action 4.2.2.1: Maintain Mixed Use, Village Density Development Pattern

Uses which primarily meet the needs of Village and Town residents, employees, and students are

encouraged. Development which promote pedestrian activities are encouraged on the street level of buildings in the CBD. Most land uses currently permitted along Main Street in the CBD by the Village of Penn Yan zoning code are appropriate. Specific recommendations include the following:

- Village-scale retail uses should be retained, enhanced, and expanded.
- Active first floor retail or restaurant use is encouraged along Main Street in the CBD.
- Cultural and recreational activities which draw people to the CBD during the day, evenings, and weekends (e.g., cafes, restaurants, community centers) are encouraged.
- Multi-family residential and professional offices should serve as transitional uses between single-family neighborhoods and the traditional business core.
- Efforts should be made to retain public uses, such as schools, the post office, library, municipal offices, and community centers and semi-public uses (e.g., places of worship) in the CBD.

Dimensional requirements for the Village Center (VC) district, which covers the downtown, should be developed that prohibit large-scale structures of any land use type. Maximum front yard setbacks should be established to maintain a strong street wall. Parking in front should be prohibited in the VC district.

Action 4.2.2.2: Restrict Drive-In and Auto-Related Uses

Pedestrian safety is a critical issue in the CBD and zoning for appropriate land uses that cater to pedestrians is one of the most important solutions. Additional drive-in commercial and auto-related uses (e.g., gas stations, car washes, auto repair shops, and car dealers) should be prohibited along Main Street in downtown Penn Yan. These uses require curb cuts which decrease pedestrian safety and break the continuity of the otherwise strong “street wall” or building setback line along Main Street.

Auto-oriented uses also contain negative visual elements—such as parking areas in front, canopies, bright lights, and large, internally lit signs—which weaken the Village’s traditional downtown development style and negatively affect its visual character. This has already occurred, particularly at the Liberty Street gateway to the Village, and should not be allowed to continue. Land is very limited in the CBD and there is adequate space to accommodate auto-related and drive-in uses along the highway-oriented Lake Street corridor.

For existing auto-related uses, regulations limiting lighting and canopies should be added. Curb cuts for these uses should be limited and definable driveways required. These measures will help to protect community character and pedestrian safety in the CBD.

4.2.3 Recommendations to Encourage Diverse Land Uses

Action 4.2.3.1: Steer Large-Scale Retail Development to Existing Retail Hub

New moderate- and large-scale commercial development should be located within the existing retail hub along Lake Street. This area, including Liberty Street near the Lake Street intersection, should remain the Village's most intensive commercial area. The continued sustainability of this commercial district is important to the overall economic health of the Village. A coordinated plan is needed to promote retail development and revitalization and enhance the appearance and function of the corridor. Since the Lake Street area is already highly developed, improvement will be incremental and will involve site redevelopment as well as completely new projects.

The current zoning of the area should be revised to be more consistent with existing and probable future commercial development patterns. The recommended zoning changes would:

- Make shopping centers, supermarkets, and other large-scale and auto-oriented retail uses principal uses, thereby acknowledging and promoting the area as a retail center;
- Require special permit for new low density residential uses;
- Consider removing some small-scale commercial uses from the list of permitted uses;
- Increase minimum commercial lot size (it is currently only 6,000 square feet);
- Increase minimum lot width;
- Establish maximum building setbacks from the right-of-way;
- Increase side and rear setbacks for properties abutting a residential district; and
- Add provisions regulating parking, access, site layout, landscaping, and other features, as discussed below in Section 4.6, "Urban Design Plan".

These recommendations will serve to encourage and strengthen the development of regional retail uses in this portion of the Village. They will foster an orderly development pattern that promotes traffic safety and compatibility with adjoining uses.

The zoning changes can be accomplished through the use of a overlay zone regulations in the

mapped overlay area without affecting the underlying base General Commercial (GC) zoning elsewhere. The overlay zone would establish additional zoning requirements for properties within the mapped overlay area. Within the overlay district, the additional requirements supersede those of the underlying district, without changing the requirements of the base zoning district in other sections of the Village. The overlay zone can change, add to, or limit permitted uses, dimensional requirements, landscaping and design guidelines, and other zoning controls. Alternatively, a new zoning district (e.g., a Highway Commercial or HC zone) could be created to replace the GC district along Lake Street.

Action 4.2.3.2: Designate Areas for Industrial Development

Two areas of the Village should encourage industrial development: the existing Penn Yan Industrial Park and the Horizon Business Park property off Route 14A which was annexed to the Village in the fall of 1998. The existing Penn Yan Industrial Park is currently zoned Industrial (I), this zone is nearly fully developed, and it is recommended that this zoning designation remain.

For the Horizon Business Park property, a newly-created Industrial-Office Campus district is recommended. It would allow for a combination of principal uses that are as-of-right and special permit uses that must meet specified conditions. Principal uses could include light manufacturing and other light industry, laboratories, office buildings, business and trade schools, hotels, indoor recreational uses (e.g., health and tennis clubs), and warehouses and wholesalers. Special permit uses could include retail stores (limited to a maximum percentage, such as 10 to 20 percent, of the total land area, and/or restricted to retail uses that are accessory to a principal use in the zone) and multi-family residential apartment buildings (also limited to a maximum percentage of the total zone). Strip retail-commercial zoning along the Route 14A frontage is not recommended. Retail uses should be limited in the district to reduce the potential for competition with downtown Penn Yan and the Lake Street retail corridor and the creation of a commercial strip and sprawl patterns along Route 14A. Special dimensional, site layout, design, and landscaping regulations are recommended for all uses in the Campus Industrial-Office district to ensure compatibility between uses and attractive and efficient site development patterns.

Action 4.2.3.3: Annex Additional Land

The Village of Penn Yan possesses a great deal of growth potential, due to the excess capacity in its water and sewer systems and the availability of open space surrounding the Village. Because of this potential, a comprehensive annexation opportunities plan was developed in the 1989 Master Plan (refer to 1989 Master Plan Figure 16 A, “Annexation Potential North,” and 1989 Master Plan Figure 16 B, “Annexation Potential South,” for a graphic representation of select

annexable areas. Areas proposed for annexation are divided into two categories, short-term and long-term. It is noted that the Horizon Business Park property, annexed by the Village in the fall of 1998, was identified as a potential annexation site in the 1989 Master Plan. This Update continues to recommend for consideration the other annexation opportunities identified in the 1989 Master Plan.

Annexation is the process by which a unit of local government can expand its jurisdictional boundaries by obtaining the territory of another municipality. The consent of the affected people and of each involved local governing body must be obtained before annexation can occur. Where consent of one of the local governing bodies is not obtained, the State Supreme Court must review the action, determine the overall public interest, and then rule on the case. (For a full description of the annexation process see Section 4.1.2.4, "Growth Potential/Annexation Opportunities" and Figure 17, "Annexation Process," in the 1989 Master Plan.

While annexation proposals can be developed in several possible configurations, the suggested annexation areas are presented to encourage discussion between the communities, residents and property owners. Infrastructure planning facilitates the annexation process and allows the community to plan ahead for zoning and other potential land use matters.

4.2.4 Recommendations to Protect Land Resources

Action 4.2.4.1: Create a "Parks, Recreation, and Open Space" District

Most of the designated open space land in the Village is currently in the Waterfront Development and Conservation (WDC) district, which allows for a wide variety of commercial, residential, recreational, and other uses. Thus, if the status of the open space changes these lands could be developed as-of-right by new property owners. This would reduce the amount of open space for use by Village residents. A new "Parks, Recreation, and Open Space (PROS) zoning district should be created. All Village-owned land (e.g., of five acres or more) used for parks and recreation purposes should be redesignated as PROS districts. This designation reflects the existing use of the land and because a rezoning would be required for any new development, it would give the Village control should the ownership status of public open space lands unexpectedly change. Criteria should be established in the zoning law for the mapping of additional lands in the PROS districts in the future.

Action 4.2.4.2: Revise Zoning along the Waterfront

The Lake and Outlet shoreline is a precious and limited land resource for the community. It is recommended that zoning along the waterfront be revised to better protect this important

resource and encourage its use for water-dependent and water-enhanced activities that allow public access. As discussed above in Section 4.2.1, it is recommended that current principal residential uses and non-water-dependent industrial uses be designated special permit uses in the WDC.

In addition, non-accessory parking structures and commercial parking lots should not be permitted uses (whether special permit or principal uses) in any case. Utilization of prime waterfront land for parking is not an appropriate use of this limited resource. Similarly, it is recommended that car sales lots and dealerships be removed from the list of permitted uses in the WDC. Any type of automobile storage consumes large amounts of limited waterfront land, has a negative effect on visual character, is not pedestrian-friendly, and generates contaminated runoff into the water.

The Village should add appropriate water-dependent uses as principal uses in the WDC. These could include, for example, charter boat or commercial ferry operations; marinas, yacht clubs, and boat clubs; and marine businesses.

As described above, it is also recommended that Village-owned land used for recreational purposes and the undeveloped Village lands adjoining the Marsh be rezoned in a newly-created Parks, Recreation, and Open Space (PROS) district.

Finally, as described in Section 4.10, shoreland overlay zoning is recommended on top of base zoning districts along the full extent of Lake, Outlet, and Marsh shoreline to protect sensitive natural resources along the waterfront.

4.3 Open Space and Recreation Plan

The provision of adequate recreational facilities is a major component of the Comprehensive Plan Update (see Figure 4-2). The Update recommends enhancement and expansion of existing facilities. In addition, extension of the existing trail system and creation of a nature preserve at The Marsh and adjoining wooded lands is also recommended.

4.3.1 Recommended Open Space Linkages

The Village should develop linkages among the Village's recreational and open space resources, the downtown area, and residential neighborhoods. The recommended trail system would develop a plan for a Keuka Lake and Outlet "greenway," which would provide a continuous system of parks, trails, and bridges along the length of the Village's shoreline (see Figure 4-2). In addition, the shoreline trail system would be linked via stream corridors and sidewalks to inland

VILLAGE OF PENN YAN

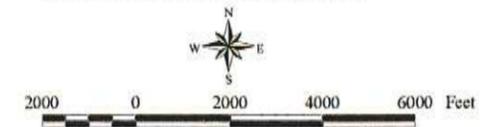
COMPREHENSIVE PLAN UPDATE

FIGURE 4-2
Parks and Recreation Plan

- Town Boundaries
- Village Boundary
- Rivers, Streams
- Abandoned Rail Lines
- Operating Rail Lines
- Potential Open Space Greenway/Trail
- Keuka Outlet Trail
- Existing Parks and Recreation Areas
- Proposed Parks and Recreation Areas
- Lake, River

Village-Wide Recommendations :

- Add / Reconfigure 1 - 2 Soccer Fields
- Add / Reconfigure 1 - 2 Baseball Fields
- Add One Football Field
- Add One Basketball Court
- Add a Playground in the North Part of the Village
- Provide Active Facilities for Seniors



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 LANDSCAPE ARCHITECTS, ARCHITECTS, ENGINEERS, AND PLANNERS P.C.
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locations including the downtown, schools, and the Penn Yan industrial park. Specific components of the plan include:

- Extend the Outlet Trail from the Elm Street Sports Complex to Indian Pines Park via a trail and footbridge across The Marsh.
- Convert the unused rail bed on the south side of the Outlet into a multi-use trail linking Red Jacket Park to the Outlet Trail and the downtown area.
- Develop a stairway at the Main Street Bridge to connect the Outlet Trail to the downtown and (assuming the former rail road bed is converted to a trail) to the lake
- Improve signage to better direct visitors from the Outlet Trail to the downtown area and vice versa.
- Create a greenway trail along Sucker Brook and Jacobs Brook to connect inland sites such as schools, residential neighborhoods, and the Penn Yan Industrial Park to the shoreline trail system.
- Revise zoning along the waterfront to specifically provide incentives for the development of a publicly-accessible waterfront walkway north of Red Jacket Park (see Section 4.2, “Land Use Plan”).
- Build sidewalks connecting public parks, schools, municipal facilities, shopping districts, and residential areas. Where lacking, add easements, trails, and/or sidewalks to connect residential neighborhoods and the downtown area with recreational facilities.
- Develop signage along the Outlet to direct boaters to the downtown area.
- Create a coordinated bikeway system along roadway shoulders and designated trails. Establish a bike path connecting major recreational, municipal, shopping, and school facilities with residential areas. The Village should provide bicycle parking at public parks, historic sites, in central business districts, and at other appropriate locations. The Village should lobby the State to include bikeways and bicycle parking when improvements are made to State routes and apply for State and Federal grants to enhance bicycle access.
- Provide linkages with waterfront resources in neighboring communities. An example of this would be the creation of a linked bikeway system along shoreline and scenic roadways that connects the major attractions in and around Keuka Lake.
- Work with the rail road companies and the Genesee Finger Lakes Regional Planning

Council to actively pursue development of a passenger rail line for tourists connecting Penn Yan and other Finger Lakes attractions.

4.3.2 Recommendations for Public Access to the Waterfront

The Village of Penn Yan's location on Keuka Lake and Keuka Lake Outlet presents a tremendous opportunity. The waterfront is an exceptional scenic and recreational resource. The Village should work to provide additional public access to the Keuka Lake and Outlet waterfront and promote water-oriented recreational activities.

Only a small portion of the Village actually borders the lake. Therefore, access to the lake from the downtown has been difficult as a result of industrial, commercial and residential uses near the lakefront. There is virtually no way by which villagers or tourists can easily access the lakefront by foot from the downtown area. Because much of the land along the Outlet and the lakefront is privately owned, achieving greater public access will be an incremental process.

State funds to increase public access to waterfront areas may be available to municipalities who participate in the State's coastal resources program. The Village should apply for these funds in conjunction with the recommended public access strategies outlined below.

Action 4.3.2.1: Connect the Outlet Trail and the Lake

- Extend the Outlet Trail from its terminus at the Elm Street Sports Complex via a trail and a bridge or boardwalk across The Marsh to connect with Indian Pines Park and the proposed Nature Preserve on the undeveloped, wooded lands adjoining The Marsh.
- Develop an Outlet Trail extension following the abandoned rail bed on the south side of the Outlet from the Liberty Street Bridge to Keuka Lake. Extend the trail to Red Jacket Park. This will connect the Lake with the downtown area. The Village in coordination with the Friends of Keuka Outlet, the State, and other interested parties should initiate a negotiation process for improved public access with the private owners of the rail bed and other lands necessary to connect to the park. Alternatively, as discussed under Section 4.3.2.5, the Village should seek to directly acquire public access along the rail bed.

Action 4.3.2.2: Develop a Lake-Downtown Linkage

A major component of the Comprehensive Plan Update, as in the 1989 Plan, is the development of a Lake-Downtown Linkage concept which connects the lake with the downtown.

A component of the overall lake-downtown linkage is the Keuka Outlet Development Concept

Plan. Refer to Figure 19 in the 1989 Master Plan, “Keuka Outlet Complex Concept Development,” for a graphic representation of proposed activities. Activities include development of passive recreational facilities such as promenades, picnic areas, café/restaurant, docking facilities and shops. Visual and functional connection of the Outlet development area and the downtown is vitally important. This area is also an ideal site to locate a boat museum, Crooked Lake interpretative exhibit (see Section 4.7.1, “Historic Preservation Plan”), and a Penn Yan visitors center.

Action 4.3.2.3: Develop Trails along Stream Corridors

- The Plan recommends the development of trails/bikeways along Sucker and Jacobs Brook connecting with the Outlet Trail, thereby providing a unique pedestrian linkage from the school and more northern sections of the village to the lake.

Action 4.3.2.4: Promote Land Uses Which Provide Public Access

The Village should promote water-dependent and water-enhanced recreational uses along the Keuka Lake and Keuka Outlet waterfronts, using the tools discussed in Section 4.2, “Land Use Plan”.

- The Village should consider zoning revisions which would provide incentives for any new private residential development along the Lake and Outlet shoreline to provide public access to these important resources.
- The Village should attach specific requirements for public access to any approvals for proposed rezonings, special permits, or variances along the waterfront.
- Consider waterfront zoning changes that would favor water-dependent and water-enhanced uses, including recreational facilities.
- Promote special activities held by and for Village residents and visitors at Red Jacket and Indian Pines Parks and along the Outlet (see Section 4.7.2, “Cultural Activities Plan”).

Action 4.3.2.5: Acquire Critical Public Access

In cases when public access is critical, such as from the Outlet Trail to the Lake, the Village should take direct action to acquire such rights of access. This could include Village acquisition of conservation easements along the waterfront to provide public access and preserve views or facilitating the efforts of land trusts to acquire such easements. Alternatively, it could include outright acquisition by the Village of critical public access points along the waterfront. To

accomplish these objectives, the Village should take advantage of State funding for planning and construction of waterfront recreational facilities available through the Local Waterfront Revitalization Program (LWRP), described in Section 4.10, “Natural Resource Protection Plan”.

Action 4.3.2.6: Waterside Recommendations

- Investigate channel improvement opportunities and navigation potential of the Keuka Outlet. Consider installing a sediment basin in Kimball Gully to reduce the frequency of dredging needed to maintain a navigable waterway.
- Restore the beach area at Red Jacket Park.
- Promote the development of a public dock with adequate parking for tourist boats and a pedestrian way linking the dock, the downtown, and the parks.
- Encourage the development of boat slips along the Outlet where it joins Village property.
- Support measures to increase boat and personal water craft safety on the lake.
- Continue to work with various agencies to facilitate fishing and boating. Water levels in the Outlet are often too low or too high for boating activities. Work with Federal, State, and County agencies and interested residents, fishing and boating associations, white water rafting and other water sports enthusiasts, and others to develop and implement a controlled water release program that achieves water levels in the Outlet that can accommodate boating and fishing activities and preserve the aquatic ecology of the Outlet. Enhanced recreational use of the Outlet and the Lake attracts visitors and tourism to the Village of Penn Yan.
- Improve lighting for boats along the Outlet.

4.3.3 Open Space Preservation Recommendations

The Village should actively pursue the preservation of critical open spaces to preserve the Village’s important environmental features such as its waterfront, stream corridors, wetlands, and forested lands. Preservation can occur through a variety of tools from outright acquisition to conservation easements.

Action 4.3.3.1: Use Innovative Land Use Tools

The Village should investigate, develop, and utilize innovative land use controls such as incentive and special permit zoning, parkland and/or recreation fee dedication and easement arrangements,

cluster development, and transfer of development rights as a way to increase open space and recreation opportunities, particularly as the Village grows through annexation. Specifically, the Village should consider enacting a Village open space protection easement law, as was done in the Town of Pittsford, New York.

Action 4.3.3.2: Utilize Publicly-Owned Lands

The Village should try to meet current and future recreational needs through dedication of existing municipal land as park land. Review supply of Village-owned land for potential open space/recreational value. Investigate opportunities, if available, for the exchange of Village-owned developable land for open space or recreational lands, particularly on the waterfront. One example of existing Village-owned lands with tremendous potential as a recreational resource is the forested park lands adjoining The Marsh. As discussed above, this land should be designated as a nature sanctuary for passive recreation and nature study and develop a limited self-guided trail system. The Firemen's Field is another Village-owned site with excellent potential for land to be made available for the development of recreational facilities.

Action 4.3.3.3: Establish Working Relationships with Land Trusts.

The Village should invite the participation of land trusts to help obtain the preservation of valuable land. Land trusts may also play an important role in the acquisition of public access along stream corridors or conservation easements to protect other sensitive environmental or aesthetic features. Land trusts could also play the role of facilitator in negotiations with developers, as in the recent preservation of farmland in the Town of Amherst, New York.

Action 4.3.3.4: Encourage Quality Open Space in Subdivisions

Integrate new residential subdivisions into the overall open space system. Require or provide incentives to developers to develop trails linking recreational facilities in residential subdivisions with the larger trail system and/or to provide easements allowing the public to walk on trails through the property to access municipal. Require or provide incentives to developers of residential subdivisions to develop shared, on-site active recreational facilities such as pools, playgrounds, and ball fields. Revise cluster housing regulations to contain guidelines ensuring the recreational value and accessibility of open spaces to be located on the site. This recommendation will be particularly relevant if additional lands are annexed by the Village in the future for residential development.

When funds are contributed by developers in lieu of recreation facilities, the Village should use the funds solely for recreation land acquisition and/or the development of new or expanded

recreation facilities. These funds should be placed in a segregated capital account and not used for the maintenance of existing facilities. In addition, the payment in lieu of recreation fee should be reexamined on a periodic basis to ensure that they reflect the actual costs of acquiring and/or developing land for recreation purposes.

Action 4.3.3.5: Plan for Recreational Needs in the CIP

Funding needs for municipal parks should be included in the Village's Capital Improvement Plan (CIP). Funding for upgrading of municipal park equipment and landscaping should be earmarked in the CIP. In addition, monies needed for the acquisition or development of new municipal parks should be included in the CIP.

Action 4.3.3.6: Annex Recreational Lands

The Village should consider annexing land adjacent to Penn Yan that is suitable for meeting the recreational needs identified in Section 4.3.4, below. Potential recreational uses that could be located on annexed lands is a major (i.e., NCAA) baseball stadium or a public golf course.

4.3.4 Recommendations for Recreational Facilities

Based on the results of the inventory and the identified goals and objectives for recreational facilities, the Comprehensive Plan Update identifies needed recreational improvements as well as options for expanding and upgrading existing facilities. Proposed facility improvements at the Village parks include additional active recreational facilities, improved parking facilities and accessibility, new or renovated structures, and new playground equipment.

Action 4.3.4.1: Recommended Improvements by Facility

Elm Street Sports Complex

The entire facility needs to be redesigned with a new site to better meet the needs of sports leagues and other users of the facility, to improve traffic circulation and safety, to permit access to the shoreline, and to improve the visual character of the site. Specific recommendations include:

- Relocate the Village Department of Public Works (DPW) facility, as discussed in Section 4.2, "Land Use Plan". Utilize this site for an extension of the Elm Street Sports Complex. The actions below assume the relocation of the DPW.
- Conduct a survey and engineering studies to determine the usable land area available for the development of active recreational facilities in the expanded Elm Street Sports

Complex (including the DPW site).

- Provide adequate parking to meet future projected needs based on facilities included in the revised site plan.
- Improve traffic circulation within the parking area and to and from the street.
- Realign ball fields to meet regulation dimensional requirements of specific sports.
- Relocate and expand the box lacrosse area, possibly to the DPW site. Its current location is not regulation size, too close to the road, and presents safety concerns.
- Work with the school district to investigate the possibility of relocating junior football to the planned new field at the high school.
- Extend fences and improve lighting to meet the needs of specific sports.
- Develop a playground.
- As discussed above, an extension of the Outlet Trail is recommended through the Elm Street Complex to meet with a footbridge/boardwalk over The Marsh and connecting with Indian Pines Park. The revised site plan should accommodate the needs of this extended trail system.
- To take advantage of the long shoreline of the sports complex, which is currently inaccessible, the feasibility of creating a waterfront walkway or boardwalk should be evaluated.
- Provide a landscaped buffer, possibly with a grassed berm, to improve views of the site (i.e., the parking area) from the street.
- Do not allow advertising signage to overpower the views of the park and towards The Marsh.

Keuka Street Boat Launch

- Improve signage directing visitors to the downtown area.
- Consider relocating the playground to the grassy area adjacent to the Outlet shoreline. This would improve the utilization of the shoreline and the playground area, which is currently located upland in a relatively isolated spot behind the large parking lot. The playground area should be separated from the boat launch by attractive, yet effective

fencing.

- Consider developing the Village-owned vacant land behind the playground for additional recreational and/or parking facilities. If the playground is relocated, consider moving a portion of the parking lot upland and reserving more of the lands adjacent to the grassy shoreline area as additional grassed area, with picnic tables and the playground.
- Improve the efficiency and circulation pattern of the parking area.
- Redevelop (and possibly relocate) the sidewalk next to the tennis courts to correct buckling and flooding problems.
- Improve the separation between the Outlet Trail and the boat launch parking area to reduce vehicular/pedestrian conflicts.
- Improve lighting.
- Maintain the current Village policy of permitting non-residents to use the boat launch. To limit access to residents would conflict with Comprehensive Plan goals to increase tourism. In addition, the Outlet and the Lake are regional assets that should be accessible to the broader public. To cover costs of maintaining the regional facility, the Village should investigate the possibility of establishing a fee structure.

Larham's Field

- Improve the condition of the ballfield and soccer field and redevelop to meet league regulations.
- Improve the condition of the driveway and parking area.
- Provide adequate and attractive fencing.
- Provide the playground with new equipment that meets the needs of neighborhood residents.
- Provide attractive identification signage at the entrance to the park.
- Add landscaping and plantings at park entrance and to buffer driveway and parking areas.

Indian Pines Park

- Replace the picnic pavilion.

- Replace or substantially update the playground area.
- Relocate the concrete block changing facility, currently located in the center of the park, to a location that does not block views of the lake, perhaps adjacent to the parking lot.
- Connect the park with the remainder of the Village via a footbridge across The Marsh from the Elm Street Sports Complex.
- Add landscaping and plantings to buffer park from and parking areas.

Softball Field

- Consider enhancing lighting at the field.
- Determine whether the field meets regulation standards and reconfigure, if necessary.
- The field would also benefit from the footbridge connection to the rest of the Village, as discussed above.

Red Jacket Park

- Relocate the centrally-located bath/changing house to an unobtrusive location which does not blocks views of the lake from the roadway.
- Replace unattractive concrete benches with wood and/or iron benches similar to those recommended for the downtown.
- Evaluate the feasibility of constructing a breakwall to reduce beach erosion.

Hutton Street Playground

- Provide attractive fencing to delineate park and residential areas.
- Replace and update playground with equipment that meets the needs of the surrounding neighborhood.
- Add shade trees and enhance landscaping and plantings.

Main Street Mini-Park

The Village should implement the 1998 *Commercial District Streetscape Development Plan* design recommendations for the Mini-Park including directional pavers, plantings, lighting, and fencing.

Firemen's Field

Although not currently a designated park, this Village-owned facility is underutilized and contains wide grassy areas that could be developed with a ball field to meet specific recreational needs identified in Section 4.3.4.2, below. A site plan should be developed for the property that incorporates at least one athletic field (e.g., soccer), landscaping, and adequate parking.

Action 4.3.4.2: Develop Additional Facilities to Meet Needs

Community Parks

Based on parks and recreation planning standards, there is a deficiency of larger community-sized parks serving the region, with a shortfall of about 13 acres. Developing the approximately 10-12 acre wooded lands adjacent to The Marsh as a public nature preserve, the DPW site as an extension of the Elm Street Sports Complex, and a portion of Firemen's Field as an athletic field would more than meet the shortfall in designated and accessible community open space.

Neighborhood Parks

Based on parks and recreation planning standards, there is an existing deficiency of smaller, neighborhood parks of approximately 3.5 acres. This type of facility typically includes playgrounds and single athletic fields. Particular needs for neighborhood parks were identified in the northern half of the Village (i.e., north of the Outlet). These areas should be given priority in earmarking future sites for neighborhood park development.

Active Recreational Facilities

Park facility planning standards show a deficiency in active recreational facilities indicating the need for additional facilities as follows:

- 1-2 regulation soccer fields (including reconfigured fields, as discussed below)
- 1-2 regulation baseball fields (including reconfigured fields)
- Combined use ballfields should be reconfigured into separate baseball and softball fields. Similarly, combined use soccer and football fields should be redesigned and/or separated to better accommodate the needs of each sport
- One regulation football field
- One regulation volleyball court

- One basketball court
- An inter-municipal indoor swimming pool to serve Penn Yan and surrounding towns
- An inter-municipal ice skating and/or rollerblading rink to serve Penn Yan and surrounding towns

Based on the additional land made available in the future for active recreational facilities—such as the DPW site and Firemen’s Field—the Village should evaluate which locations best meet the needs of specific sports and leagues to determine siting.

Improve Accessibility

- Develop a plan to ensure compliance of all parks with the Americans with Disabilities Act (ADA). The Village should apply for State or County funding to bring facilities into ADA compliance.

Other Enhancements

- Hire a year-round Director of Parks and Recreation to oversee programming, plan for development and renovation (including preparation of the CIP), and maintenance of Village parks.
- Support an “all ages” recreation/social center in Penn Yan to meet the social and recreational needs of all the residents in the Village.
- Provide outdoor recreational facilities appropriate to meet the needs of senior citizens (e.g., shuffleboard, bocce ball, golf, outdoor chess/checker tables)..
- Increase the use of all the Village’s recreational facilities through promotion of multi-use and multi-seasonal activities, including winter sports such as ice skating and cross-country skiing.

4.3.5 Recommendations to Promote Open Space/Recreational Partnerships

The Village should promote partnerships with neighboring municipalities, Keuka College, public schools, religious and philanthropic groups, the County, the State, and regional planning and environmental organizations to enhance recreational opportunities for the residents and visitors. Specifically, the Village should:

- Continue to work cooperatively with the Friends of the Outlet Trail to maintain and extend the trail and enhance connections to the downtown.

- Establish a Recreational Consortium consisting of the Village of Penn Yan; the Towns of Jerusalem, Milo, and Benton; Yates County; Keuka College; and the Penn Yan School District. Members of the Consortium would cooperate on the development of regional recreational facilities to serve residents of the larger surrounding area (e.g., an indoor public pool). This would result in a sharing of costs and possibly the development of facilities that no single community could afford to develop on its own. In addition, the Consortium would coordinate joint use of recreational facilities. Members of the Consortium would share costs of maintaining facilities which serve regional needs.
- Encourage cooperative or reciprocal agreements with Keuka College, local religious organizations, and the school district for joint use of recreational facilities.
- Work in consultation with local and national environmental organizations—such as the Isaac Walton League and the local chapter of the National Audubon Society—to develop the Marsh and surrounding area as a nature sanctuary.
- Continue to support the high level of cooperation between the municipalities, schools, and places of worship to provide recreational opportunities for youth. Consider cooperative efforts with private recreational facilities such as golf clubs and skating rinks to expand recreational opportunities for residents.
- As described above, actively work with land trusts to secure public access to and along the Lake and Outlet and to obtain conservation easements to protect sensitive environmental or aesthetic features.
- Work with County and regional planning agencies to develop a connected bikeway system, as discussed above.

4.4 Transportation Plan

Transportation improvements proposed in the Comprehensive Plan Update are designed to alleviate traffic congestion on Main Street, make areas along the Outlet more accessible for recreational pursuits, visually enhance major thoroughfares in the village (especially Lake Street), and ensure pedestrian safety by identifying streets lacking sidewalks.

4.4.1 Vehicular System Recommendations

Action 4.4.1.1: Create an Alternate Truck Route for NYS 54/Main Street

To increase pedestrian safety and alleviate traffic congestion in the downtown, it is recommended

that the existing truck route which follows NYS Route 54 be rerouted around Main Street (trucks only). One option is for Route 54 to be rerouted along North Avenue to Liberty Street, then run down Liberty Street out of the village.

Action 4.4.1.2: Locate and Time Traffic Signals to Facilitate Traffic Movement

Work with the New York State Department of Transportation (NYSDOT) to determine potential locations where traffic volumes and physical characteristics meet requirements for a new traffic signal. Given the relatively high accident rate at the Lake Street and the Plaza/McDonald's/Kwik Fill site, this location should be investigated. Adequate spacing between signals (i.e., at least one-half mile) is recommended.

The Village should also work with NYSDOT to evaluate the possibility of signal timing and phasing changes to improve traffic flow at existing signals.

Action 4.4.1.3: Site Access and Circulation Recommendations for Highway Commercial Areas

Restrict the Number of Driveways per Lot

In general, restrict each lot to a single point of access to State routes, particularly Lake Street/Route 54A. Establish special conditions for additional driveways.

Connect Parking Lots and Consolidate Driveways

Connections between adjacent properties on the same side of the commercial strip permit vehicles to circulate between uses without having to turn on and off the roadway unnecessarily. They improve highway safety, convenience to shoppers, and access to emergency and delivery vehicles. Shared driveways are encouraged, where feasible. "Outparcels" are separate lots along a major roadway which are located in front of the primary retail draw, which is often set far back from the street. Access to all outparcels should be provided through the access and circulation system of the principal retail center and not via separate driveways to the State roadway. Development sites under the same ownership or those consolidated for development should be treated as a single site and should provide a coordinated access management and circulation plan.

Regulate the Spacing, Location, and Design of Driveways

Place individual driveways along State routes as far apart as possible to reduce the potential for vehicular collisions by limiting and separating conflict points. Adequate driveway spacing also creates a more pedestrian-friendly environment. Locate driveways to ensure adequate "sight

distance,” to enable drivers exiting the site to see oncoming traffic and to give drivers on the roadway enough time to react to vehicles leaving the site.

Provide entrance driveways with adequate depth or “throat length” to prevent vehicles from backing onto the roadway while waiting to proceed further into the site. This will diminish the possibility of rear-end collisions from through-traffic.

Require definable driveways for all new and re-developed sites. Where excessive access already exists, install curbing to limit access to one or two locations when applications for expansion, redevelopment, or change of use are made.

Encourage Access Retrofits

Existing developments should be required to retrofit driveways and make other improvements when applying for expansion or change of use. Required access improvements may include closing multiple driveways and constructing a driveway to an access road.

Corner Lot Access

Accidents at intersections are typically about three times more frequent than between intersections. For lots located intersections with State routes, driveways and connections should be set back from the intersection to reduce the number of conflicts and provide more time and space for vehicles to turn or merge safely. Access to corner lots should be from the adjacent local road, and not from the State route. Access to corner parcels should be far enough from the intersection that vehicles using the driveway do not interfere with the function of the intersection. Driveways should be prohibited within the boundaries of intersection turn or merge lanes. For existing developed properties that do not follow these recommendations, consider limiting turns to and from the roadway to right turns in and/or out only.

Action 4.4.1.4: Improve the Appearance of Commercial Strips

The Village should implement the recommendations for improving the visual character of Lake Street, as described in Section 4.6, “Urban Design Plan,” below.

Action 4.4.1.5: Initiate Capital Improvement Programming (CIP)

As part of the Village-wide Capital Improvement Program, or CIP described in Section 4.5, “Municipal Utilities and Community Services Plan,” the Village should implement an overall roadway improvement plan which identifies and prioritizes Village streets needing repair and/or replacement.

Action 4.4.1.6: Improve Coordination with NYSDOT

The Village should work more closely with NYSDOT at all times, particularly when the State plans improvements to state roadways, in order to gain needed improvements to Village infrastructure and amenities. The Village should actively identify and make recommendations on a regular annual basis to the NYSDOT for assistance in improving traffic flow and safety on State roads in the village through such means as changes in signal timing, dedicated turning lanes, etc.

4.4.2 Pedestrian and Bicycle System Recommendations

Convenient and safe pedestrian access between different land uses (e.g., commercial, residential, recreational, community facilities) is essential for the well-being of the community. This is especially true when connecting the downtown, the Outlet and the lakefront, and residential neighborhoods. The absence of an adequate and continuous sidewalk/walkway system discourages pedestrian traffic, creates dangerous conditions for pedestrians, and deprives communities of places for people to casually interact with other people. It is recognized that in the downtown, the needs of pedestrians are as important as the needs of motorists. Specific recommendations include:

Action 4.4.2.1: Extend the Trail System

Provide pedestrian and bicycle connections between downtown; the Outlet, the lakefront, and other recreation areas; commercial businesses; parking areas; residential neighborhoods; community facilities such as schools and municipal offices; and other uses. This includes:

- Extending the Outlet Trail west with a boardwalk over the Marsh to connect with Indian Pines Park and the Women's Softball Field.
- Another component of the plan is to develop a public trail along the abandoned rail bed on the south side of the Outlet to connect the existing Outlet Trail (and the downtown) with Red Jacket Park.
- An improved, more direct pedestrian connection is also recommended between the Outlet Trail and the downtown.
- The Village should continue and enhance its efforts to provide maintenance and security along the Outlet Trail.

Action 4.4.2.2: Improve the Sidewalk System

- Develop a sidewalk plan which will identify priority areas for sidewalk construction and

rehabilitation, and create methods for their construction.

- Sidewalks along both sides of the street are strongly encouraged along both sides of Lake Street.
- New developments should be fully linked to the pedestrian system. Within new and retrofitted commercial development sites, pedestrian walkways should be provided directly from building entrances to the sidewalks along roadways. All new residential subdivisions should be required to have sidewalks and tie them in with the existing pedestrian system.
- Address pedestrian needs and safety concerns on Main Street by continued strong enforcement of the pedestrian safety law.
- Continue to improve the pedestrian crosswalks on Main Street that are in need of curb cuts for pedestrians. Continue this pedestrian curb-cut program as funds permit to Lake, Liberty and other major thoroughfares.
- Incorporate barrier-free circulation into walkway systems provide handicapped access.

Action 4.4.2.3: Improve the Bicycle System

- Encourage separate bicycle lanes along the State routes, where adequate right-of-way exists. Bicycle lanes should conform to applicable NYSDOT guidelines. Appropriate and adequate signage and markings should be provided to alert drivers and cyclists to the presence of the bicycle lane.
- Many communities are beginning to require a minimum amount of bicycle parking in addition to automobile parking. This is particularly relevant in Penn Yan because of the presence of the Outlet Trail and its location in the Finger Lakes tourist region. A priority should be placed on providing adequate bicycle parking in the downtown and in recreation areas. The number of bicycle parking spaces should be decided based on the type of land use and activity proposed and the probability that bicycle activity will occur at a given location. Bicycle parking should be provided in a secure location, preferably visible from the street. Post signs indicating the location of bicycle parking facilities.

4.4.3 Mass Transit System Recommendations

The Village should work with the rail companies, the Yates County IDA, and the Genesee Finger Lakes Regional Planning Council (RPC) to promote freight rail service to the village to improve

transportation access to industrial sites and reduce transportation costs for industry. Similarly, the Village should coordinate with these groups to promote passenger rail service to the village to enhance tourism. For example, the Village could identify and possibly provide a location for a passenger depot, preferably near the downtown. The Village should also encourage the rail companies to provide safer rail crossings. The Village should also work with State and Federal transportation agencies to seek funding to improve rail crossing safety.

The Village should conduct a feasibility study to study the potential for developing suitable public dockage for tour boats on the Penn Yan lakefront. Planning grants may be available through the State's Coastal Management Program, if the Village decides to participate and develop a Local Waterfront Revitalization Program (LWRP), as described under Section 4.10, "Protection of Natural Resources," below. The Village should also work with business owners and the Chamber of Commerce to promote bus/van service between lakefront resorts in the surrounding area and downtown Penn Yan and Outlet and lakefront recreational facilities, particularly on special event/festival days.

4.4.4 Parking Recommendations

The primary concepts in parking facility design are to minimize interference with traffic flow on the major road and to preserve the visual character of the roadway. Vehicles should be able to perform all necessary circulation within the parking area and not have to exit onto the State route or an adjoining street and re-enter the parking lot. In addition, parking solutions in the downtown area are recommended.

Action 4.4.4.1: Recommendations for Downtown Public Parking

Visual upgrading of the Village's parking lots is proposed in order to improve the visual quality of the parking lots. The Village should implement the 1998 *Commercial District Streetscape Development Plan* design recommendations related to improving the appearance and function of municipal parking facilities. The Village should provide coordinated, historically appropriate, easily readable, and effectively placed signage directing visitors to municipal parking lots.

Action 4.4.4.2: Recommendations for Commercial Parking Lots

Encourage Unified Parking Plans

Require development sites under single ownership or those consolidated for development to be treated as a single site. Require a coordinated access management and circulation plan for the entire group of sites unless it can be shown that separate access is required due to safety

concerns.

Provide Interconnection of Parking

Interconnected commercial sites permit shoppers and workers to move between adjoining sites without entering and exiting the roadway. Interconnected parking minimizes disruption of highway traffic flow, reduces potential points of conflict between through and turning traffic, and facilitates the control and separation of vehicles and pedestrian movement.

It is recommended that development along Lake Street provide, when possible, cross-access between properties and parking lots at the rear of lots. Shared access is recommended when two or more similar projects are proposed for adjacent parcels. The Village should require individual developers, to develop a site layout which facilitates future joint access in anticipation of future adjacent development. For example, commercial driveways should be located along a side yard property line rather than at the center of the front yard property line. Reductions in required parking area should be allowed where two or more facilities share parking and the applicant can show that the total parking needs are less than if the facilities were separate.

Parking Lot Location

Parking should be subservient to the buildings and pedestrian system. It is recommended that commercial buildings be sited close to the right-of-way, with parking areas located to the rear and/or sides of the building. This creates a more attractive streetscape for passing traffic and shoppers alike. Building entrances and lighting should be arranged so as to make side and rear parking lots attractive to customers.

4.5 Municipal Utilities and Community Services Plan

4.5.1 General Recommendations

Action 4.5.1.1: Implement a Capital Improvement Program (CIP)

This action calls for a systematic approach to Village capital spending, including a prioritization of various capital projects. The Village of Penn Yan faces many difficult decisions on a wide variety of worthy projects, including new and renovated recreational facilities, Village Court, fire station, and police station; a new site for the Department of Public Works; and highway and streetscape improvements. It is clear that capital needs are fragmented and originate from a wide variety of departments and committees and serve a variety of potentially competing constituents. However, capital needs can be organized into five general areas for consideration: planning, design, and construction supervision; land acquisition; site improvements; construction; and

furniture and equipment.

A CIP can provide a centralized and public process for systematically identifying all the capital projects needed by a community. Section 99-g of New York State General Municipal Law defines the initial and annual tasks associated in preparing and adopting a municipal CIP, which is defined as a plan of capital projects planned over a six-year period. The Mayor is given responsibility for CIP preparation under Section 99-g. To the extent possible, elements identified in the Comprehensive Plan should be incorporated into the CIP (e.g., community facilities, utilities, roads, etc.). The cost of each capital project should be estimated.

A CIP Advisory Committee could be established to assist in preparation of the CIP. The potential funding sources for each project would then be analyzed. At this point, the timing and sequencing of capital projects would be identified. The State regulations also require an estimate of the potential effect of proposed capital projects on the Village's operating budget. The logical composition of the CIP Advisory Committee would include representatives from the Village and Planning Boards, the Director of Public Works, and departments with capital needs.

The CIP would be reviewed and adopted by the Village Board, with the effect that the first year's identified program becomes the Village's actual capital budget. After the CIP is established, an annual review would reexamine, update, and readopt the CIP. Each year, the first year of the revised plan would become the current capital budget for the Village.

Implementation of the CIP is intended to avoid unexpected costs and will help the Village to structure the utility and tax rate systems so that the municipal utilities are self-supporting with regard to operating and capital costs.

Action 4.5.1.2: Retain a Grant Writer

The Village should continue to retain the services of a grant writer on a part-time basis, possibly under a retainer arrangement. The grant writer would be responsible for tracking Federal, State, County, and private sources of funds for a variety of municipal projects (e.g., municipal utilities, community facility buildings, parks, streetscape and highway improvements, etc.) and submitting proposals on behalf of the Village. It is virtually impossible for volunteer boards to keep track of the wide array of funding sources and deadlines and have the time and expertise to prepare grant applications. Hiring a professional grant writer generally more than pays for itself, with the grant writer bringing many more dollars into the community over a period of years than the cost of his or her compensation.

Action 4.5.1.3: Evaluate Impacts of New Development

Under the State Environmental Quality Review Act (SEQRA), municipalities are required to review the potential impacts of proposed projects on municipal utilities and community facilities and services. Impacts on community services are most likely in the case of large-scale residential development. All types of development can add demand for municipal utilities. Identification of potential impacts can help the Village and the school district better plan for future needs. SEQRA also requires that when an adverse impact is identified, appropriate mitigation measures be developed. Because the Village and the school district serve residents provide services (e.g., water and sewer, recreational and educational) well beyond the Village boundaries, the Towns of Milo, Jerusalem, and Benton should advise the Village of Penn Yan and the school district of major proposed developments in the early stages of the planning and environmental review processes.

As is current Village practice, the site plan review process should be used to insure that on-site infrastructure improvements are adequate to meet the needs of the proposed development and do not adversely affect neighboring properties (e.g., stormwater drainage).

Action 4.5.1.4: Hire a Village Manager

The Village should consider establishing a Village Manager/Administrator position. The Village Manager would be responsible for day-to-day operations as well as longer-term projects including coordinating preparation of the operating and capital budgets, including the Capital Improvement Program (CIP).

Action 4.5.1.5: Retain a Planning Professional

As recommended in the 1989 Master Plan, the Village should retain the services of a professional planner to assist in the implementation of Comprehensive Plan Update recommendations and ongoing site plan, subdivision, historic district, zoning, and State Environmental Quality Review Act (SEQRA) coordination and review.

Action 4.5.1.6: Encourage Inter-Governmental Cooperation

This is a general policy which encourages the sharing of services (e.g., a professional planner) and facilities (e.g., recreational facilities) among government and institutional agencies. Costs should also be shared among participating municipalities and other groups. Potential partners include the Towns of Milo, Benton, and Jerusalem; Yates County; the Penn Yan School District; and Keuka College.

4.5.2 Municipal Utilities Recommendations

Action 4.5.2.1: Expand the Service Area for Sewer and Water

The Village of Penn Yan's sewage and water systems are operating substantially under capacity. As is current Village practice, inter-municipal agreements should be in place before service is extended to properties in the surrounding Towns. Another option is to annex property into the Village of Penn Yan as a prerequisite for municipal utility service. Public water and sewer should be extended to the Horizon Business Park property. The demands on municipal utilities projected for development of the Horizon property and any other potential annexation sites (see Section 4.2.3) should be considered prior to granting additional inter-municipal agreements.

Action 4.5.2.2: Place Utility Lines Underground

All new and expanded projects are encouraged to install underground utility service systems. When economically feasible, existing aboveground electrical and other utility lines should be placed underground to enhance safety and improve the visual appearance of the commercial corridor. Price quotations for undergrounding should be developed by the Municipal Utilities Board. Coordination between the Municipal Utilities Board and NYSDOT early in the process is recommended. The Village should seek State or Federal grants available for enhancements to arterial roadways.

Opportunities to place aboveground utility lines underground should be explored when improvements to the roadway are planned by NYSDOT, with priority placed on the Lake and Liberty Street corridors, where visual improvements are particularly desirable. Doing this work concurrently will minimize the overall costs of the project; inconvenience to residents, businesses, and shoppers; and the environmental impacts of construction.

Action 4.5.2.3: Sewer System Recommendations

The Village's sewer system is generally adequate and as discussed above, maintains excess capacity, thereby allowing for future growth in and around the Village. Of course, capacities of specific sewer laterals and mains to support additional loading should be confirmed during specific project reviews.

Infiltration and/or infill throughout the system has been a major concern of the village. It is noted that infiltration is a common problem experienced by virtually all northeastern urban sewer systems. Possible capital improvements and maintenance solutions have been recommended and are being pursued, as discussed in Section 2.1.3.2, "Sewage Disposal". Continued coordination

with the New York State Department of Environmental Conservation is suggested in developing a plan for addressing the infiltration overflow problem. As is current Village practice, the Village should apply for grant or loan monies available for infrastructure improvements through the New York State Environmental Facilities Corporation, the U.S. Economic Development Agency (EDA), and the Community Development Block Grant (CDBG) program of the U.S. Department of Housing and Urban Development.

The installation of a new sewer main leading to the Horizon Business Park property is recommended to serve future development at the site. In addition, the few remaining individual septic systems within the Village of Penn Yan that do not currently have public sewers should be connected to the Village system. These include septic systems along Elm Street and at Lakeview Cemetery. All capital costs for the sewage system should be included in the CIP.

Action 4.5.2.4: Water Supply System Recommendations

The water supply system is generally adequate and an excess capacity exists in the system, thereby accommodating future expansion of the Village in the future.

To increase capacity for fire protection purposes, all four-inch mains should be replaced with six- to eight-inch mains. The Village should establish a phased schedule and cost estimates for these replacements based on an analysis of existing conditions. The scheduled water main replacements should be included in the appropriate year in the CIP.

Action 4.5.2.5: Storm Water System Recommendations

Generally, the Village of Penn Yan is adequately serviced with storm water sewers. However, some streets lack storm sewer capacity and are serviced by street-end catch basins only. Some general improvements include connecting "dead-end" storm sewer lines with continuous flow lines, where possible.

Action 4.5.2.6: Prepare a Feasibility Study for Municipally-Owned Telecommunications Services

The Village of Penn Yan Municipal Utilities Board has an excellent track record and experience in operating its own electrical system. Given that the Municipal Utilities Board structure is already in place, an opportunity exists for the Village to operate a municipal telecommunications system, including cable, fiber optics, and related services. This could generate substantial new revenues for the Village. A feasibility study should be conducted that evaluates the cost implications in terms of projected revenues and expenses (both operating and capital), management issues, and

experience of other municipalities which have owned their own systems.

4.5.3 Municipal Services and Facilities Recommendations

Action 4.5.3.1: Keep Community Facilities in the Downtown Area

Strengthening and preserving the identity of Penn Yan through a commitment to the existing downtown center is a goal identified in many areas of the Comprehensive Plan Update. The planning for public facility development should be focused on the downtown area. Strong identification with public buildings is a critical component of community identity.

Action 4.5.3.2: Facilitate Construction of New Facilities

The Village should respond to the service needs of various departments by facilitating construction of new facilities. As described in the inventory, the need for additional and/or renovated space has been identified for the Police and Fire Departments, the Village Court, and the Village Hall. In addition, the Penn Yan Library has identified space constraints at its facility.

Consolidate Space

Community facility space needs should be reviewed as a whole to identify possible opportunities for consolidation. A new Municipal Complex in the downtown area, with shared building and parking areas, is recommended. Consolidation of police, fire, court, and administrative services into one complex would save engineering and construction project costs and would

Establish a Facilities Committee

The Village Board should appoint a Facilities Committee to study the public facility needs of Penn Yan residents. The Facilities Committee should be composed of a Steering Committee and Subcommittees formed around the facility areas in question (i.e., police, fire, court, administrative offices, library, other). The subcommittees would analyze existing space and future space needs and prepare draft recommendations to the Steering Committee. Each subcommittee would be chaired by a member of the Steering Committee and would also include other interested residents. The Steering Committee would analyze and synthesize the draft recommendations into one recommended plan for community facilities which would be presented to the Village Board.

Prepare a Community Facilities Plan

The Facilities Committee should prepare a Community Facilities Plan for the Village Board. The plan should include an analysis of current facilities and current and future space needs. It should incorporate input from the public, as well as agency heads and employees and other stakeholders.

Possible sites should be evaluated, with the assistance of engineering professionals when appropriate. The following site evaluation guidelines are recommended:

- The site must accommodate the necessary structure with a minimal amount of site preparation work.
- The site should provide for expansion.
- The site should be in or adjacent to the downtown area, easily accessed, and provide ample parking.
- The facility should be compatible with the surrounding neighborhood in terms of use and activity.
- If possible, Village-owned lands should be considered so as not to remove property from the tax rolls.

The Community Facility Plan should recommend specific sites for facilities and provide cost estimates. It should identify project financing such as municipal bonds, State and Federal grants, and joint funding efforts with the Yates County Industrial Development Agency and other agencies. A public referendum may be necessary depending on the financing mechanism.

Action 4.5.3.3: Implement Incentives for Volunteers

Throughout the State, as the population continues to grow, housing prices rise, and the demographics of where and how people work changes, many volunteer fire departments and EMS units face a problem attracting volunteers. Penn Yan has also experienced a decline in the number of Fire Department and Ambulance Corps volunteers in recent years. The Village should consider providing amenities as incentives, including affordable housing opportunities for volunteers, property tax abatements, and waivers of recreation and other municipal fees. These measures, which have been implemented in other communities, could be combined with an outreach and education program designed to attract volunteers. The Village should continue to implement the Length of Service Award program for fire volunteers.

Action 4.5.3.4: Improve Village-School District Communication

The Village and the Penn Yan Central School District share many concerns regarding recreational facilities, safety, tax revenues, and other issues. Communication and sharing of information should be enhanced between the school district and the Village. To accomplish this end, the Village Board should appoint one board member to serve as the official liaison with the school

district. As part of a reciprocal agreement, the school district should appoint one school board member to be the official liaison with the Village Board. Each liaison would be responsible for attending meetings of the other board on a regular basis and routinely making reports to his or her own board concerning issues of mutual concern.

Action 4.5.3.6: Encourage Neighborhood Watch Programs

Neighborhood based programs should be encouraged to increase security in neighborhoods. Neighborhood watch programs develop close relationships with police departments, include a signage program as a crime deterrent, and help to increase the profile of the police department in the community.

Action 4.5.3.7: Consider a Regionalized Solid Waste Disposal System

The Village should conduct a study to determine the feasibility of de-privatization and municipal consolidation of solid waste services, including trash, recycling, and yard waste. Considerable cost saving for Penn Yan and adjoining townships could be realized in the short and long term with a regionalized disposal system.

4.6 Urban Design Plan

4.6.1 Recommendations for Downtown Penn Yan

Action 4.6.1.1: Implement the “Commercial District Streetscape Development Plan”.

- Promote and support the improvement of the visual quality of the roadway corridors entering the Village. Create recommended standard entryway design with “gateway” signage and landscaping.
- Visually enhance village municipal parking areas through the recommended comprehensive program for landscaping, screening walls and fencing, and signage.
- Implement recommendations for visually enhancing the downtown business district with street trees, planters, benches, street lights, special pavers, and other streetscape elements.
- Implement recommendations for improvements to Maiden Lane and the Mini-Park.

4.6.2 Recommendations for the Protection of Scenic Resources

Important scenic resources in the Village of Penn Yan include scenic corridors along the Outlet, scenic vistas to the Lake, lakefront parks, and other scenic areas. The following measures are

recommended to preserve and enhance these visual resources for future generations.

Action 4.6.21: Strengthen the Waterfront Development and Conservation District

Strengthen regulations for the Waterfront Development and Conservation (WDC) zone, which is mapped along Keuka Lake and portions of Keuka Lake Outlet. Revisions should include:

- Restrictions on the removal of natural vegetation (e.g., within 30 feet of the shoreline)
- Regulations requiring the preservation of view corridors to the Lake and/or Outlet (e.g., a minimum opening of 30 feet between buildings for every 100 feet of shoreline). This will prohibit a continuous “wall” of buildings to block views from public roadways or other public view points to the shore.
- The prohibition of driveways, roads, and parking areas in front of buildings along the shore.
- For residential larger proposals, mandatory clustering combined with open space preservation should be required. It must be ensured that the number of units developed under a cluster subdivision does not exceed the number that could be built with a traditional subdivision. The cluster must be sensitively designed and the open space must be permanently secured through conservation easements. The siting of the open space is also a critical determinant of a successful cluster. The open space should be sited to protect scenic vista, features or characteristic landscapes. Moreover, the areas should be accessible to residents and, where appropriate, to the general public. The location of the open space should be carefully determined in the site review process. Homes should be screened as much as possible from major roadways by trees and vegetation.
- Establish incentive zoning to encourage developers to provide pedestrian access to and along the shoreline. First, the maximum lot coverage, height, and permitted uses should be restricted from what is currently permitted by the base WDC zoning. Second, density and use bonuses would be provided to allow additional floor area or uses to be built. In order to receive the bonuses, developers would be required to provide meaningful, permanent public access to and along the shore. Residential use should be made a special permit use subject to incentive zoning conditions.
- Require architectural form and materials to be compatible with traditional downtown Penn Yan development patterns.

Action 4.6.2.2: Establish a Local Waterfront Revitalization Program (LWRP)

The State's Coastal Management Program, described in Section 4.10, "Protection of Natural Resources," below, contains detailed policies designed to protect scenic quality. The Village of Penn Yan can build on these policies and give them enforce ability through an adopted Local Waterfront Revitalization Program (LWRP).

Action 4.6.2.4: Require Assessment of Visual Impacts under SEQRA

Under the State Environmental Quality Review Act (SEQRA), municipalities are required to thoroughly review projects that may adversely affect scenic features. It also provides municipalities with a tool to require developers to look at alternative design and other mitigative measures that can lessen the visual impact of the development. For sites within 100 feet of the waterfront, it is recommended that all development proposals be required to complete a SEQRA Full Environmental Assessment Form (EAF), including the Visual Assessment Addendum. The Visual Assessment Addendum is a tool which helps decision-makers identify the nature and extent of visual impacts.

Action 4.6.2.5: Develop Special Waterfront Siting and Design Guidelines

The Village should include special waterfront siting and design considerations in site plan and subdivision review. Work with developers to encourage the incorporation of special waterfront siting considerations. To preserve important public views the following siting and design techniques can be used:

- Orienting structures so that the longest dimension is not in full sight of important public views.
- Scattering buildings rather than massing buildings in a row along the waterfront.
- Angling buildings rather than placing them flush with the shoreline.
- Locating structures back from the shoreline.
- Avoiding large rectangular structures.
- Breaking up large structures into smaller structures with view corridors to the shore.
- Retaining existing trees and vegetation.
- Providing landscaping to screen buildings and parking areas and to provide separation between public and private spaces.

4.6.3: Recommendations for Commercial Strips

Action 4.6.3.1: Develop Commercial District Design Guidelines

Site Organization

Relationship of Building to Site

New or expanded developments should blend with adjoining properties, provide a transition between the project and pedestrian uses, and provide appropriate landscaping. Parking and service areas should blend with the street frontage or be screened from public view. The height and scale of each building should be compatible with nearby development. Building materials, colors, textures, lines, and masses should harmonize with adjoining structures. Site grading work for new construction should blend with surrounding site grades.

Building Setbacks and Mass

Consistent setbacks from the roadway are strongly encouraged. New buildings should conform to the dominant setback, if any. In the absence of a dominant setback, small setbacks are encouraged in all commercial districts, to make storefronts more pedestrian friendly and visually appealing to travelers. New buildings should also be scaled down into smaller masses of varied size and orientation. This will help to create more human-scaled and attractive environments. Long, uninterrupted building walls are discouraged; openings should be provided between buildings or portions of buildings. Clusters of smaller buildings are encouraged, instead of vast single buildings.

Architecture

New architecture should relate to the surrounding environment with regard to texture, scale, massing, proportion, and color. A strong visual relationship between the building, the site, and adjacent development is vital for overall design compatibility.

Architectural Form

Emphasis should be placed on creating an interesting visual impression, particularly from public rights-of-way and adjacent lands. The use of different textures, complementary colors, shadow lines, detailing, and contrasting shapes to create an appealing facade is strongly encouraged. The use of single colors and/or blank walls is discouraged.

- Avoiding contrast of color, height, materials, and facade of new development with the predominant style of existing buildings.

- Providing strong, clear boundaries between neighborhoods, different land uses, and land use intensity.
- Constructing buildings to achieve a human scale and interest.
- The buildings shall be congruent with their perceived function.
- The buildings shall not overbear the surrounding uses and landscape.
- Care shall be given to the character of all sides of the building, not just the “front”.
- “Franchise-style” architecture is strongly discouraged. These structures often look the same nationwide and the buildings themselves (through their color schemes, lines, and other features) function as advertising signs.
- Long, uninterrupted blank walls are discouraged.
- Window and door openings should be maximized along the front of buildings.
- Window displays are encouraged.

Building Height and Roof Design

The scale of new development should not overpower neighboring buildings. Two-story buildings are encouraged, particularly at corner lots. A variety of roof types, heights, and gable styles in proportion to building size are recommended. Extensive use of flat, very low, or very steeply pitched roofs should generally be avoided.

Facade Treatment

Alignment of the horizontal and vertical architectural features on building fronts is desirable so as to enhance the visual continuity of the streetscape. Facade elements, such as windows and doors, should be arranged in a consistent pattern. Where there are adjacent structures, the facade of new or renovated or expanded structures should be in keeping with the rhythm of existing structures. In general, the pattern should be simple although interested details can be added to enrich the design.

The development of the first floor level should provide visual interest to and interaction with pedestrians through the use of such features as windows, doors, and lighting. Recessed windows, doors, and bays and textured materials or decoration are encouraged to provide interest. The ground floor of the building should provide the greatest amount of facade opening to make it inviting to pedestrians. Blank stretches of walls on the ground floor are discouraged. Architectural

detailing is encouraged to create variety and interest on new and renovated buildings.

Building Materials

High standards of construction and materials should be incorporated into each new development, expansion, or major renovation. Keep the quality of exterior materials sufficiently durable to guarantee low maintenance, stability, and a reasonable life span. It is recommended that facade materials include common red brick, natural stone, and wood. Undesired facade materials include beige brick, vinyl siding, metal siding, and imitation stone.

Trim should consist of finished grade painted or stained wood rather than bare, lumber grade wood. Windows should have anodized aluminum or wood frame and not bare aluminum frame. Externally lit canvas awnings are recommended rather than internally lit plastic awnings.

Utilities and Mechanical Equipment

Utility lines should be placed underground. The Village should work closely with NYSDOT when the State plans improvements to roadways, in order to facilitate and reduce costs of “undergrounding” existing utility lines.

Rooftop mechanical equipment should be screened from public view by the use of architecturally compatible materials. Ground level mechanical and service equipment (such as air conditioning units and utility boxes and meters) should be screened from public view by the use landscaping, walls, fencing or other design treatment compatible with the finishes of the principal structure. Garbage dumpsters and receptacles should be placed out of view from adjacent properties, pedestrian ways, and streets.

Lighting and Glare

Exterior lighting and fixtures for building illumination should blend with the architectural design. They should provide adequate illumination for security purposes without excess glare.

Adequate, but not excessive, lighting should be provided for parking areas. Excessive lighting for promotional and visibility purposes is discouraged. Position all lighting for parking areas to minimize glare and illumination. This is particularly important in areas where large-scale commercial uses abut residential properties.

Action 4.6.3.2: Revise Dimensional Requirements

Increase Minimum Lot Width

Narrow lots fronting on busy commercial roadways create problems because they result in closely-spaced driveways. Outside the Village CBD, lots in commercial areas on State routes (particularly Lake Street) need to be wider to increase separation between driveway access points and to allow flexibility in site design. .

Minimum lot width standards could be accomplished through a highway overlay zone mapped along Lake Street. In this way, the change in lot width and other standards would apply only to mapped overlay locations and not all GC district locations throughout the Village. Variances could be provided when warranted by site conditions.

Encourage Human Scale Building Size

Zoning revisions are recommended that would limit the building footprint of new development along Lake Street to a scale compatible with the Village. Total square footage allowed would not be reduced, but the scale of individual buildings on the site would be limited. Alternatively, larger structures could be broken into smaller visual components.

Action 4.6.3.3: Provide Landscaping Guidelines in the Site Plan Regulations

Landscaping adds visual interest, seasonal variety, and a softer texture to development. Well-maintained landscaping along the entire length of the commercial corridor improves the perception of the community's economic health, stability, and pride to visitors doing business in Penn Yan or traveling through. A Landscape Plan should be required as part of the site plan review of any new development proposal in a commercial or industrial district. Developers should provide adequate landscaping to screen views of parking, mechanical equipment, and other negative site features and to provide an amenity to the new development. The plan should identify all existing vegetation to remain and the location, species, and size of all new stock. Sufficiently diverse plant types should always be used to guard against disease and visual monotony. The following guidelines are recommended:

Preserve Existing Features

Existing vegetation can provide a sense of permanence and continuity to a new development. Mature tree stock takes years to reestablish once removed from a site and replacement is difficult and expensive. Uncontrolled removal of trees and vegetation may speed up erosion, sedimentation, and storm water runoff. Sensitive site design can lead to the preservation of

mature and attractive trees.

Specific recommendations are as follows:

- Existing Vegetation. Recognize existing vegetation in the design process for all new developments. Encourage and include the preservation of mature plant species, hedgerows, and woodlots as a design element in the site's landscape plan.
- Tree Protection. When developing a site, make every effort to protect existing tree stock over 8 inches in diameter. Note trees to be saved on the site plans and outline effective measures to protect trees from damage during the construction period.

Provide Buffers

Landscape buffers between different or conflicting land uses are encouraged. Well-designed buffers reduce negative visual impacts, reduce noise, and increase privacy. Landscape buffers include preservation of existing vegetated open space, buffer plantings, berms, and opaque fences. Landscape buffers should also be provided between the public right-of-way and development sites. Buffers provide a pleasant view for travelers on State routes and protect on-site activities. Buffer plantings should include a variety of local species, heights, and widths, and require low maintenance. Their appearance should be natural, with clustering preferred over planting in rows.

Encourage Site Balance

The amount and scale of all landscaping (buffers along the right-of-way and between adjacent uses, parking lot landscaping, etc.) should correspond to the proposed land use. More landscaping is required if the proposed use is not compatible with adjacent land uses or contains site features which need to be screened from the public right-of-way.

Landscape Parking Areas

Planting buffers around parking lots screen parked vehicles and improve views to the site. Planters and curbed planting beds help control traffic movement and parking and contribute to the attractiveness of developments.

Intersperse the paved areas of large parking lots with landscaped medians containing trees and/or other natural growing materials. Planting islands should be large enough to support mature trees. Parking lot landscaping can break up large expanses of parking area and soften the appearance of paved surfaces. In addition, it can provide shade for pedestrians and vehicles.

Along Lake Street and along Liberty Street near the Lake Street intersection—it is recommended that at grade open parking lots with more than five spaces contain at least 10 percent of the interior area of the parking facility landscaped. This should not include perimeter planting provided for beautification and/or screening requirements. It is further recommended that there be at least one 3-inch diameter tree for every 10 parking spaces.

It is preferable to place off-street parking behind structures and away from the roadway. When parking lots must front a public right-of-way, screening is strongly recommended. Landscaping can be an effective way to screen parking and paved surfaces from view and to soften the appearance of parking areas. Additionally, landscaping provide protection from moving vehicles to pedestrians.

To be effective, landscaping provisions should be specific about the results to be achieved (e.g., “a continuous, unbroken, year-round visual screen within three years of planting”). Alternatives to landscaping, such as walls or opaque fences, can also be allowed where appropriate. ensure that such walls are attractive, combine them with landscaping or other design enhancements. The planting strip should be at least seven feet wide.

Design for Low Maintenance

Design all landscaping to facilitate ongoing maintenance. When appropriate, low maintenance plants are encouraged. To ensure survival and usefulness of new plant materials in the near future, minimum sizes should be specified. The selection of landscaping materials should be compatible to the Central New York climate, soil types, and water availability.

Action 4.6.3.4: Implement a Street Tree Program

Street trees should be used to enhance the entire length of all State routes in the Village. Consistently spaced street trees create a visually harmonious edge to the roadway, provide shade, and reduce heat build up within paved areas. Trees and shrubs add variety to the landscape, soften the hard lines of building and parking areas, and distinguish public from private spaces.

Preserve existing and replace dead trees that are within 20 feet of the pavement. New trees should consist of species with broad canopies and 4" minimum caliper trunks. To provide a consistent edge, trees should be planted at 30- to 40-foot intervals in developed sections. Street trees can be planted within the first 10 feet of the front yard, in the lawn area between the sidewalk and the curb. The Village’s *Design and Construction Standards for New Development* should be revised with respect to street trees to state that an inventory of trees in the public right-of-way should be conducted to identify existing trees that should be preserved.

The results of the recent tree survey can be used to establish the initial identification of needs for the street tree replacement program. In addition, an inventory of the trees in all municipal parks and Lakeview Cemetery should be conducted.

Action 4.6.3.5: Strengthen Gateways

Gateways should provide a sense of welcome and civic pride to a community. Key gateways include entrances to the Village from all State routes (14, 14A, 54, and 54A). Specific recommendations include:

- Provide visible, consistent Gateway Signage.
- Provide a sense of place with attractive landscaping and streetscape features including flower beds, street trees, and pedestrian-scale lighting.
- Remove excessive signage from the public right-of-way at gateway locations.
- As redevelopment occurs at the Liberty Street/Lake Street and Liberty Street/Em Street intersections, site design should reflect the gateway significance of these locations. Great care should be taken to ensure appropriate site layout, landscaping, and architecture. Site development should incorporate a special corner feature. This could be a landscape feature, a seasonal color planting area, sculpture, or water feature. The feature should provide a visual landmark and some amount of seating area.
- If applicable to the specific gateway location, provide proper lawn and sidewalk maintenance.

Action 4.6.3.6: Improve the Appearance of Signage

General Recommendations

Signs play a significant role in forming the character of a street corridor. Signs can either contribute to or detract from the visual quality of a public right-of-way. Signage should be managed to avoid visual blight and safety concerns, while providing a fair economic environment. Attractive, coordinated, and well-designed signs have a positive impact on both businesses and the community. Appropriate signs provide a defined identification of individual businesses, stimulate business performance, create a pleasing environment that will attract people, and enhance the image of the community. The Village of Penn Yan currently has sign regulations in its zoning law. The following additional guidelines are recommended:

- Prohibit signs that contain too much information.

- Signs should be the minimum size appropriate to the use and volume of the facility.
- Light all signs from an outside source. Internally lit box signs and signs on internally lit plastic awnings should not be allowed.
- Limit a sign to three colors. It is recommended that signs have a dark background, a contrasting color for lettering, and if desired, a third color for emphasis.
- Canvas awnings are recommended rather than plastic.

Traffic Sign Recommendations

Traffic signs are part of the total streetscape and should be designed accordingly, while still fulfilling mandated size regulations and other requirements. Street and highway signs must be clean, simple, easy to read, and appropriately located if they are to be legible for drivers. The relevant governmental agencies should strive to locate all sign poles at a consistent setback from the curb. When taken together, traffic signs should not create confusion for motorists or negative visual impacts on the surrounding community. Redundant or excessive signs should be removed. The following guidelines for public sign control are recommended:

- To minimize information overload at intersection, which are decision points for the driver, limit signs to those whose message is critical at the street corner (e.g., directional signs and street name signs).
- To keep the number of poles along streets to a minimum, mount signs on light fixture poles wherever possible.

Action 4.6.3.7: Encourage Site Amenities

In new commercial developments, attractive pedestrian-oriented open spaces, plazas, sculptures, fountains, and other amenities should be provided at key locations to enhance visual and community character and foster a “sense of place”. These amenities should be an integral component of the overall project design.

The use of art features such as sculptures, fountains, distinctive landscaping, and murals add a unique identification and style to a development and the streetscape. Art features should be appropriate to the architectural, visual, and historic character of the site.

4.7 Cultural Resources Plan

4.7.1 Historic Preservation Plan

Action 4.7.1.1: Provide Education and Incentives to Encourage Historic Rehabilitation

Financial incentives should be made available to property owner to encourage historic rehabilitation and adaptive reuse of structures. In addition, the Village should institute an educational outreach program for owners in historic districts to inform them of the financial and economic benefits and the requirements of the historic district. Educational materials such as brochures on financial assistance and design guidelines, and copies of laws and regulations could be made available at Village Hall and at the Yates County Historical Museum. The Penn Yan Historic Commission could sponsor an annual educational workshop to acquaint existing and new property owners with the requirements and benefits of the historic district. If possible, these information sessions should be conducted various notable historic buildings in the Village. Walking tours, house tours, and garden tours in the historic district are also recommended as a means of educational outreach to the larger community and visitors.

Action 4.7.1.2: Publicly Identify Historic Resources

The Penn Yan and Crooked Lake historic districts should be better identified through plaques on individual structures and signage at all district boundaries. In the downtown area, festive “Historic Penn Yan” banners could also be installed. Such identification will increase public awareness and appreciation for historic resources. Individual resources outside historic districts, such as Lakeview Cemetery, should also be identified with historic plaques.

Action 4.7.1.3: Identify Additional Resources

The Village should conduct cultural resource surveys of potential historic and archaeological resources to determine if they meet State and National Register (S/NR) criteria. The Village should coordinate these efforts with SHPO and seek possible State and Federal funding. Eligible resources should be nominated to the S/NR program and included in an expanded or new local historic district, if appropriate. Notable historic structures that are not on the S/NR include the Kimball House, 278 Lake Street; the Stephen B. Ayres House at 600 Liberty Street; the Ephriam Wheeler House, 602 Liberty Street; and St. Michael’s Convent and Parochial School at 214 Keuka Street. Also considered should be two prehistoric archaeological sites of potential significance. The first is located between Red Jacket Park and the Outlet. The second site is located off Lake Street in the vicinity of the Penn Yan Boat Company, near Hicks and Wadell

Streets.

Action 4.7.1.5: Develop Interpretative Programs

The Crooked Lake historic district is an extraordinary, but very much overlooked, resource in the community. The historic industrial district contains a total of 50 contributing historic buildings, mill sites, locks, dams, bridges, railroad turntables, whistle stops, and subsurface archaeological sites along the Keuka Lake Outlet and railroad line.

The Village should continue to work with the Friends of the Outlet to develop an interpretive program for the Crooked Lake district. Signage or plaques along the Outlet Trail should be provided at contributing elements within the Village including the Main Street Bridge, Birkett's Mill, the remains of the foundations of Whites's Mill opposite Birkett's Mill, the vacant Yates County Malthouse, the foundation of the railroad passenger station and the remains of the railroad turntable of the Fall Brook Railroad, High Bridge, the stone abutments remaining of the circa 1801 Plympton's Bridge, and the foundation remains, partial stone walls, and other remaining elements of the St. John's Mill Complex.

A permanent exhibit on the Crooked Lake Historic District is also recommended. The exhibit could be done in conjunction with the Yates County Historical Museum and the Yates County Historian. The exhibit could perhaps be located in a vacant or underutilized historic building along the Outlet, perhaps in conjunction with a home for the Finger Lakes Boating Museum and/or a Penn Yan tourist center. The exhibit could be simple or more complex: it could range from plaques, brochures, and organized walking tours to a permanent photographic installation of historic views of the Outlet and structures which once occupied the historic district.

Action 4.7.1.6: Analyze Impacts to Historic Resources

The Village should fully utilize the SEQR process and work with the State Historic Preservation Officer (SHPO) to fully review and mitigate any adverse impacts resulting from any proposed developments that occur within or substantially contiguous to any historic site or district. The Village should contact SHPO to coordinate review of the proposed Yates County complex at Main and Court Streets and assess impacts on individual resources and the historic district.

Action 4.7.1.7: Promote the Adaptive Reuse of Key Historic Properties

The Village should develop a coordinated plan for the reuse/development of important historically significant vacant or underutilized buildings in the Village, particularly along the Outlet and downtown. This could be conducted in coordination with the New York State coastal

program, described in Section 4.10, “Protection of Natural Resources,” which would make the Village eligible for potential planning and implementation grants, particularly for properties along the Outlet. For buildings and sites with potential environmental contamination, grants for environmental testing and remediation should be sought from the New York State Department of Environmental Conservation (NYSDEC) and the U.S. Environmental Protection Agency (EPA).

4.7.2 Cultural Activities Plan

The Cultural Activities Plan is intended to increase the amount and types of cultural activities available to residents and visitors.

4.7.2.1 Recommendations to Promote Cultural Activities

The Village should contribute staff and volunteer time and financial assistance to increase the number of local and regional cultural special events in downtown Penn Yan, along the Outlet Trail, and at the Village’s lakefront parks. These events should be organized in conjunction with co-sponsors such as the Yates County Chamber of Commerce, the Yates County Historical Museum, Keuka College, local or regional arts groups, and other special interest groups, when appropriate. Possible event ideas include, but are not limited to an arts festival along the Outlet Trail, a regional food and/or wine festival along Main Street, and a “Pandemonium Days” historic festival reflecting on the early industrial days of Penn Yan. As described above, the Village should also promote walking tours of the downtown and Crooked Lake historic districts. Another idea is to encourage small boat or barge tours along Keuka Lake Outlet.

To promote connections to agricultural tourism in the region, the Village should consider initiating a weekend Farmer’s Market in the downtown area. Folk singers and other entertainment can add to the festive atmosphere. A community festival featuring one or more local crops is another viable option successful in other Finger Lakes communities.

The Village should actively explore ways of attracting tourists to downtown Penn Yan from nearby resorts and attractions (such as the Windmill Farm & Craft Market) through increased advertising and promotion, special tours, van service, etc.

4.7.2.2 Recommendations to Promote Cultural and Entertainment Uses

To attract people to the downtown/Outlet area, there is a need for more restaurants and other active and public uses to be developed along the waterfront. Incentives should be provided to facilitate change and relocate existing industries south of the Liberty Street Bridge along the Outlet, as described above in Section 4.2, “Land Use Plan”.

There is a need for anchor attractions on Main Street. The Village should actively encourage the development of appropriately-scaled entertainment uses such as theaters, cafes and restaurants, art galleries, and hotels in and around the downtown area. It is also recommended that a Penn Yan visitors' center be developed in the downtown/Outlet area, perhaps in conjunction with museum uses as described above.

The Village should continue its efforts to facilitate the siting of a permanent home for the Finger Lakes Boating Museum in the vicinity of downtown Penn Yan, if possible in conjunction with a visitors' information center and/or an interpretative historic exhibit.

Consider enacting zoning revisions to permit artist live/work lofts in vacant or underutilized former industrial buildings, particularly along the Outlet. These buildings are potentially well-suited to the needs of artists and located along the picturesque Keuka Lake Outlet. The City of Peekskill, New York along the Hudson River has created a successful artists' loft program which can be used as a model.

4.8 Business And Employment Plan

4.8.1 Commercial and Industrial Development Recommendations

Action 4.8.1.1: Provide Sufficient Land for Industrial Growth

The existing Penn Yan Industrial Park is nearly fully occupied and additional land area is required to accommodate future industrial growth. The Village, in conjunction with the Yates County Industrial Development Agency, should ensure that the Penn Yan Industrial Park continues to be a competitive facility. Improvements, such as rail connections to serve industrial users and provision of a roadway and utilities on the remaining vacant 5-acre parcel, should be made.

The Horizon Business Park property should be zoned and marketed for industrial use (see Section 4.2, "Land Use Plan," for a description of the recommended Campus Industrial-Office District for the site). Ideally, an anchor tenant should be found for the site to improve the possibility of receiving State or Federal grants for infrastructure and site preparation costs. Density bonuses could be provided to developers willing to pay for the cost of extending infrastructure to the site.

As described above in Section 4.2, "Land Use Plan," the Village should continue to plan for future needs for industrial, office, and research and development uses by considering appropriate sites for annexation when opportunities and needs become apparent. Appropriate sites should be annexed, zoned appropriately (uses should not compete with the Village's existing commercial

Action 4.8.1.4: Attract New Industry

Based on its assets including its labor force, locational advantages, and land availability, the Village, in conjunction with the Yates County IDA, should target specific business/industry types that it would like to attract. The Village and Yates County IDA should capitalize on the proximity of the Yates County Airport, located near the Horizon Business Park and the Village, as an economic development tool. Businesses dependent on commercial air service should be targeted. Industry dependent on regional markets should be identified. Based on the continued importance of the food and agriculture industry in the region, reestablishing Penn Yan's historic role as a business/processing center for surrounding agricultural businesses could also be targeted. The Village and the IDA should also work to attract small businesses that employ 50 to 100 workers; these businesses employ the majority of workers nationwide and grow within the community.

Action 4.8.1.5: Foster Inter-Agency Cooperation

There is a need to promote positive and regular communication among the municipal, regional, and business organizations active in and around Penn Yan. The Village should continue to cooperate and coordinate its economic development activities with these organizations—including the Finger Lakes Regional Planning Council, the Yates County Industrial Development Agency (IDA) and Chamber of Commerce, and the Towns of Benton, Milo and Jerusalem. Regularly scheduled quarterly meetings should be held with representatives of these groups to actively coordinate economic development initiatives.

Action 4.8.1.6: Promote a Positive Business Climate

The Village should continue to ensure that adequate infrastructure and municipal services are available to meet business needs. In addition, by hiring a grant writer, as described above, the Village could actively pursue State and Federal funding sources to assist business development. The Village should also direct development activities to meet master plan goals and objectives.

The Village of Penn Yan's Local Development Corporation (LDC) should expand its Revolving Loan Fund (RLF) program from its current focus on rehabilitation projects to include loans for entrepreneurs seeking to start a business enterprise, particularly in the downtown area.

4.8.2 Recommendations to Promote Tourism

Action 4.8.2.1: Develop a Tourism Strategy

Continue to work with the Yates County Chamber of Commerce and its Tourism Committee to develop a local tourism development strategy for Penn Yan tailored to the needs of Village

districts), and provide municipal services to attract desired industries/businesses.

Action 4.8.1.2: Follow a Coordinated Downtown Revitalization Effort

In order to effectively attract new businesses to the downtown area, the Central Business District (CBD) must be promoted as a focal point of interpersonal contact and community growth. The CBD must be able to effectively accommodate increases in visitors to the village as well as satisfy the economic and social needs of permanent village residents. The Village of Penn Yan through implementation of this Comprehensive Plan Update, especially its lake-downtown linkage components, can begin to make its downtown area a focal point of personal interaction and community growth once again.

The Village should continue to promote the CBD on Main Street as the primary retail and commercial center of the Village of Penn Yan by sponsoring special events, implementing streetscape and signage improvements, providing adequate municipal parking, providing timely review of development/redevelopment proposals, coordinating efforts to improve pedestrian and traffic safety, and other appropriate measures.

The Chamber of Commerce and the Village should evaluate the feasibility of establishing a self-assessing Business Improvement District (BID) in the downtown. Part of the revenues collected by the BID could be used to hire a part-time Downtown Manager. The Village should show flexibility in the review of proposals for the adaptive reuse of unused or underutilized commercial and industrial buildings in the downtown area and along the Outlet. These buildings, including several in the historic district, can attract smaller industries and businesses.

To permit the downtown area to grow, it is recommended that the Village consider extending the area in which personal service, professional office, and limited commercial uses are allowed. Areas should be contiguous to the Central Business District.

Action 4.8.1.3: Enhance Lake Street as a Retail Hub

The Lake Street commercial district is a primary economic focal point for the Village of Penn Yan, since it is the location of the village's major strip development. It also is one of the major entryways into the village.

In order to receive maximum economic benefit it is recommended that the district be upgraded through use of street trees, relocation of above ground electrical lines under ground, provision of pedestrian improvements and implementation of proper signage control.

residents and businesses. A successful tourism delivery system contains several components:

- Attractions. These can be natural (Keuka Lake and the Outlet); cultural/historic sites and features (historic districts, theaters, museums), man-made (theme parks), or created (special events, festivals, sporting events).
- A target market.
- An information and education process.
- Access to the attractions.
- A comprehensive signage program.
- Hospitality and service.

Penn Yan is ideally situated to develop its tourism base both in terms of regional location in the heart of the Finger Lakes, a well-known and coherent destination, and local attractions including Penn Yan's historic districts, Keuka Lake, Keuka Lake Outlet, and the Outlet Trail. The Village should build on its own uniqueness, while promoting joint ventures with nearby destinations which capitalize on its position in the Finger Lakes region.

An important component of the process must be to generate community support by keeping the public informed through local media and educational outreach. The Village should advertise in the New York State official travel guides to reach the broader Finger Lakes tourist market.

Special events along the Outlet and downtown should focus on the Village's unique past (historic district tours) and its natural resources (boat or barge tours, fishing derbies). The linear quality of the Outlet Trail makes it ideal for annual sporting events such as the Triathlon and could be utilized for other sports such as a portion of a Finger Lakes marathon, a kids on wheels event, a 5K race, or fund-raising event.

The Village should work with boat operators, the New York State Department of Environmental Conservation, and regional tourism and planning officials to develop a dock for tourist boats on the Penn Yan lakefront and a trail/shuttle service connection to downtown.

Action 4.8.2.2: Create a Tourism District

As identified in the 1989 Master Plan, a tourism district is recommended which would serve to enhance the tourism environment. The objective of the district would be to increase entertainment/cultural opportunities, improve/promote visitor information services, enhance

visual amenities and integrate the industrial component into the tourism sector.

The proposed tourism district encompasses the area immediately adjacent to the lake including the marsh, Keuka Outlet and the area of Main Street between East Elm Street to just south of Court Street extending from Liberty Street to Champlain Avenue. Complementing the tourism district are the Village's downtown and Crooked Lake historic districts. Recommendations to enhance the historic districts are described in Section 4.7.1, "Historic Preservation Plan".

A critical component of the tourism district plan should be to strengthen connections between the Outlet Trail, the lakefront, and the downtown. Consistent and informative signage should be provided throughout the tourism district at critical connection points. A visitor information center should be developed in the downtown area, possibly in conjunction with museum.

In the downtown, the Village should promote and accommodate increases in visitors to the village by attracting businesses such as full-service restaurants, cafes, galleries, theaters, overnight accommodations, and antique/specialty shops. Anchor attractions for Main Street could include a single anchor such as live theater or a group of art galleries or antique stores.

The development of a full-service hotel in the vicinity of downtown Penn Yan is critically important to the ability of the Village to attract more tourists. Bed and breakfasts in the Village, which serve a different market than full-service hotels, are often fully occupied in all seasons. The immediate downtown area may not have sufficient space to accommodate a hotel. An alternate site that is recommended is the vacant site of the former "Tartary Commons" proposal along Keuka Lake. The site could be connected to the downtown by a hotel van shuttle and via a pedestrian walkway along the former rail bed on the south side of the Outlet, as described in Section 4.3, "Open Space and Recreation Plan".

The recommendations in the *Commercial District Streetscape Development Plan* to enhance the attractiveness of the downtown area for tourists and residents should be implemented (see Section 4.6, "Urban Design Plan"). The Village and the Chamber of Commerce should also encourage merchants to extend downtown business hours. In addition, the Village should continue and enhance its current policy of protecting the architectural integrity of the Penn Yan historic district. Recommendations for fostering active uses along the Outlet are discussed in Section 4.7.2, "Cultural Activities Plan".

4.9 Housing Plan

4.9.1 Recommendations to Promote Housing Opportunities

Action 4.9.1.1: Utilize Flexible Zoning Mechanisms to Enhance Housing Opportunities.

- Permit the use of density bonuses to achieve specifically-identified benefits to the community. These benefits include increasing affordable, handicapped-accessible, or senior housing opportunities; providing major infrastructure improvements of benefit to the community as a whole; providing public recreational and open space facilities; and preserving historic structures.
- Dimensional requirements (i.e., unit size, setbacks, parking requirements, etc.) in multi-family zones should be designed to ensure affordability.
- Investigate the possibility of allowing accessory housing units.
- Improve cluster housing provisions in the Village zoning and subdivision laws. The laws should be written to ensure that residential density in a cluster subdivision does not exceed the density that would be permitted with a traditional subdivision layout; is situated to minimize visual impacts; and reserved open space areas provide usable, accessible, and linked recreational land that meet the needs of residents.
- Investigate the possibility of allowing artist's live/work lofts along the Outlet and in the downtown.

Action 4.9.1.2: Establish a Task Force to Identify Specific Housing Needs in the Village.

The task force should include members of Village boards, non-profit affordable and senior housing organizations, affordable and senior housing developers, and interested citizens. The task force would be responsible for conducting a lot-by-lot housing survey to identify specific substandard housing sites. In addition, the task force would estimate affordable and other unmet housing needs in the community. The study would:

- Quantify the demand for below-market housing for municipal employees, fire department and other municipal volunteers, school district employees, and young and senior households in the three-community region. Estimate the real demand for market-rate and/or below market-rate housing among senior citizens.

- If substantial unmet demand for affordable and/or senior housing is indicated, create site criteria and evaluate potential sites for housing development. Criteria should include proximity to shopping and municipal services and facilities, parcel size and potential density, and contextual fit with the surrounding neighborhood.
- Evaluate Village- owned parcels for suitability for below-market rate housing for municipal employees and volunteers or seniors. Suitable parcels could be offered to experienced affordable housing developers.

Action 4.9.1.3: Revitalize Older Housing Stock.

- The Village, in conjunction with housing agencies, should evaluate underutilized and deteriorating older buildings for the potential re-use as affordable and/or senior housing apartments. Infill and/or adaptive reuse development would meet a specific housing needs and concentrate residential development within the Village and near services.
- The Village should work with non-profit affordable housing agencies to secure public funding and to redevelop suitable properties. These groups can supply revolving loan funds, facade improvement programs, or labor assistance in upgrading homes.
- The Village should encourage the establishment of neighborhood preservation groups to promote revitalization of specific areas.
- To encourage owners to upgrade and maintain their properties, the Village should advertise and promote housing rehabilitation programs available through Yates County and for properties in the historic district, the State and Federal governments. The Village should pursue Community Development Block Grants (CDBG) and other funding available to municipalities for housing rehabilitation.
- The Village should establish a program to encourage maintenance by absentee landlords. The Village should also develop a property maintenance code. A property maintenance code would allow the code enforcement officer to more easily enforce and issue “tickets” for violations to bring buildings up to code.

Action 4.9.1.4: Consider Allowing Accessory Housing Units.

Accessory units provide affordable housing options for elderly family members, young adult family members, and others. The Village should consider allowing the development and/or conversion of accessory housing units. An accessory housing law should specifically define accessory housing units and identify the zoning district(s) where accessory units would allowed,

occupancy (i.e., maximum occupancy of accessory unit and owner-occupancy requirements), size, exterior changes, and parking. An approval procedure should be created, including detection of illegal units, an amnesty period for property owners during which they would bring the units up to code, and enforcement and penalties.

Action 4.9.1.5: Develop Design Guidelines

Consider the use of residential development guidelines for major subdivisions to promote housing that has minimal impacts on the landscape and environmental features and is of quality design. Residential design guidelines generally discourage both “excessive dissimilarity,” or buildings that are strongly out of character with the surrounding existing neighborhood; and “excessive similarity” of architecture within the subdivision. The intention of such guidelines is not to dictate architectural style and layout, but rather to insure that the development fits in contextually with the existing community.

Action 4.9.1.6: Annex Lands for Housing

As described in Section 4.2, “Land Use Plan,” above, additional lands potentially suitable for annexation have been identified. There is a perceived need for additional land for new housing development to meet the needs of employers and workers in Penn Yan. The Village should consider annexing appropriate lands and zone them to meet the specific housing needs that are identified.

4.10 Natural Resource Protection Plan

4.10.1 Preserve Environmental Features

Action 4.10.1.1: Establish a Local Waterfront Revitalization Program (LWRP)

To establish a comprehensive strategy for the protection and improvement of its unique coastal area, the Village should prepare and adopt a Local Waterfront Revitalization Program (LWRP) pursuant to the Waterfront Revitalization and Coastal Resources Act of the State of New York.

The Village of Penn Yan’s location on the inland waterway system makes it eligible to participate in the New York State Coastal Management Program. The Village’s coastal zone includes Keuka Lake, the Keuka Lake Outlet, the Marsh, and adjoining lands.

An advantage of the Village developing an LWRP is that once an LWRP is approved by the New York State Department of State, the Consistency provisions of the State’s Coastal Management Program come into effect. Under the Consistency provisions, all governmental actions—whether

federal, state, or local—must be consistent to the maximum extent practicable with the approved local waterfront program. There is also the possibility of funding assistance for projects established in the LWRP. Key responsibilities for the Village for participation in the coastal program include preparation of the LWRP and review of future projects for consistency with the LWRP. The Comprehensive Plan Update data base, including existing and proposed waterfront land use patterns and projects, would form the basis for development of the LWRP.

Given the shared jurisdiction of the Keuka Lake waterfront, it is recommended that the Village prepare a joint LWRP with the Towns of Jerusalem and/or Milo. This will result in a broader-based plan for the Keuka Lake/Outlet waterfront and will result in shared LWRP preparation costs. The Village or its designee may apply for a federal grant to help offset the cost of preparing the LWRP through the Office of Ocean and Coastal Resource Management, which was created by the Coastal Zone Management Act of 1972. In addition, technical assistance is available from the State. Further discussions of the merits of the coastal program are recommended between Village officials and the New York State Department of State, Division of Coastal Resources.

Action 4.10.1.2: Relocate the Department of Public Works (DPW) Facility

The Yates County Soil and Water Conservation District has identified the uncovered salt storage piles at the DPW lot as a potential source of contamination of the Keuka Lake Outlet. The DPW facility, including outdoor storage piles and barns, should be relocated to an inland site. Best management practices should be followed at the new location to ensure that runoff of salts and other pollutants does not occur. A reduced roadway salting program should also be implemented to ensure that minimum salting occurs to meet safety needs.

Action 4.10.1.3: Provide Greater Protection to Shoreland Areas

As identified in the base studies, there are a number of sources of pollution in and around the Village of Penn Yan that must be managed so that they do not threaten the water quality of Keuka Lake, the Outlet, and streams. These sources include nonpoint sources such as lawn chemicals and roadway runoff, stormwater drainage, and point sources including the Department of Public Works (DPW) salt storage piles and local industry. New development on land adjacent to the lake, Outlet, Marsh, and streams should be subject to strict guidelines to ensure that it does not adversely affect water quality. The shoreland overlay sub-district would encompass land within a specified distance from the lake, the Outlet, and the Marsh.

Overlay zoning would reinforce and complement existing laws. In general, overlay zoning or "critical area zoning" is used to protect sensitive resources, in this case rivers, streams, lakes, or

ponds. Overlay zoning superimposes an additional set of requirements on the basic underlying zoning, which remains unchanged. The overlay zoning would protect critical upland border areas, which are nearly as important as the immediate wetland buffer zones in limiting the entry of contaminants into the waterbodies or water courses. The shoreland overlay zoning would apply to the area within 250 to 500 feet of the lake, wetlands, and watercourses (this is the general range of the boundary area as defined by other municipalities with similar regulations). The overlay zoning would also provide additional criteria and standards for development, as described below. The law should have separate sub-districts for undeveloped and developed areas, excluding the developed areas from building setback, vegetative thinning, and land use provisions that would not be reasonable in already built-up areas.

The overlay zone would establish protective requirements regarding permitted and prohibited uses, lot sizes, minimum building setbacks and frontages, and environmental performance standards. For example, new uses that present a high potential for pollution, such as auto-related uses, and any business which generates or uses hazardous or toxic materials should be prohibited in shoreland overlay zones. The overlay could also require "conservation density design" for subdivisions (i.e., mandatory clustering combined with design guidelines and open space preservation along the shoreline). Use of pesticides or herbicides would be restricted in the entire shoreland area to more adequately prevent the contamination of the lake, Outlet, and wetlands.

In addition, studies have shown the need for natural vegetated buffers along water bodies to filter out pollution from such sources. In general, a minimum buffer of 50 feet, where the clearing of natural vegetation is restricted, is considered necessary to filter out such contaminants. The shoreland overlay zone should contain such restrictions in undeveloped areas to protect water bodies from further contamination. In areas without pre-existing natural vegetation (i.e., if the area was previously cleared), developers could be required to re-vegetate the 50-foot buffer strip.

Action 4.10.1.4: Designate "The Marsh" and Adjoining Wooded Lands as a Nature Preserve

"The Marsh" is a freshwater wetland designated and regulated by the New York State Department of Environmental Conservation (NYSDEC). The Marsh is a Class I wetland, which provide the most critical of the State's wetland benefits including plant wildlife habitat and protection of water supply and protection from flooding. NYSDEC has also identified Keuka Lake as a waterfowl concentration area, a significant habitat area. The Village should designate The Marsh and its adjoining wooded lands as a nature preserve. This would provide an educational resource to the community and ensure preservation of critical buffer lands adjoining

The Marsh. The preserve should provide educational trails and interpretive signage, a kiosk-style information sign at the trail head, picnic area, benches at lookout points, and bird blinds. Parking is already available at the adjacent Indian Pines Park.

If it becomes a participant in the States's coastal resources program, the Village could apply for State funding for planning and construction costs for the nature preserve. In addition, the Village could consider collaborating on the project with an environmental group (e.g., the Audubon Society) or land trust (e.g., the Finger Lakes Land Trust).

Action 4.10.1.5: Coordinate Environmental Protection Measures

Neighboring communities have the potential to affect environmental resources in the Village. The water quality of Keuka Lake, the Village's sole source of drinking water, is dependent on managing activities in its watershed (which is located entirely outside of the Village). A comprehensive strategy is needed to guarantee the preservation and enhancement of the coastal area and the Keuka Lake watershed. It is recommended that the Village take the waterfront plans of neighboring municipalities into account when preparing its Local Waterfront Revitalization Plan (LWRP). In addition, the Village should support the Finger Lakes-Lake Ontario Watershed Protection Alliance (FL-LOWPA) in its efforts to protect and enhance the water resources in New York's Lake Ontario Basin. The Village should follow recommendations in watershed management plans developed by FL-LOWPA. The Village should also continue to be an active participant in the Keuka Watershed Improvement Cooperative.

Action 4.10.1.6: Adopt a Tree Protection Law

The Village should adopt a law that protects trees from clear cutting and preserves these important natural and visual resources to the maximum extent possible. The law should also require replanting when appropriate. This could either be enacted through a separate law or in coordination with a broad-based law protecting other natural features.

Action 4.10.1.7: Cross-reference Local, State and Federal Regulations

It is important that appropriate sections of the Code of the Village of Penn Yan reference all applicable local, State, and Federal pollution control or performance standards regulating the discharge of pollutants from all potential sources of contamination.

The Village should also promulgate regulations that would control the use of insecticides and pesticides. As described above, stricter performance standards for lawn chemicals may be designated in shoreland overlay zones. Successful implementation of these regulations will

require enforcement, penalties for violation, and an educational program for property owners.

Action 4.10.1.8: Adopt a Local SEQRA Type I List

Under the State Environmental Quality Review Act (SEQRA), municipalities can adopt its own list of “Type I” actions to supplement or more clearly specify those listed by the. Type I actions require a more complete review of environmental impacts, than “unlisted” actions. At a minimum, designation of a lead agency and submittal of a Full Environmental Assessment Form (EAF) is required. It is recommended that the Village make all development proposals for properties located within 500 feet of Keuka Lake, Keuka Lake Outlet, and the Marsh Type I actions under SEQRA.

Action 4.10.1.8: Utilize Conservation Easement to Protect Natural Resources

Conservation easements can substitute for the public acquisition of environmentally sensitive features. When development is proposed on a parcel that contains features such as wetlands or wetland buffer areas, steep slopes, stream valleys, flood hazard areas, significant wildlife habitat, high erosion potential areas, groundwater recharge areas, etc. the donation or purchase of conservation easements should be actively pursued by the Village. A model of a municipal open space/conservation protection easement law for the Village to consider is the law enacted by the Town of Pittsford, New York. Alternatively, the Village could work in conjunction with a local non-profit land trust, such as the Friends of the Keuka Outlet or the Finger Lakes Land Trust, to preserve conservation values with permanent easements.

4.10.1.9: Strengthen Environmental Regulations in the Density Provisions

Section 281 of Village Law can be used more effectively to protect land that is part of the Village's recommended open space system. Land reserved as open space under Section 281 should be land that has been identified by the Village as meriting preservation because of sensitive environmental features or scenic views. Whenever possible, the designated open space should be comprised of large, significant parcels instead of fragmented parcels that are simply not wanted by the developer. The intent of this Action is to ensure the protection of important environmental features when a Section 281 development is proposed by a developer; the Action is not recommending cluster development throughout the Village.

Action 4.10.1.10: Seek Rights of First Refusal

There are several large properties in Penn Yan that, if developed or redeveloped, could have a tremendous impact on sensitive environmental resources, public access to the waterfront, and

community character. These parcels include the lakefront former “Tartary Commons” proposal site and several properties located along both sides of the Outlet.

To prepare for the possibility that such property owners may decide to dispose of their lands in the future, it is recommended that the Village or a nonprofit land trust negotiate with selected owners for the initial option to purchase the property or an easement. A small amount is typically paid to acquire a right of first refusal option and the purchase price is negotiated at the time of sale. It may be possible for the Village to obtain a right of first refusal option without payment.

A right of first refusal would not obligate the Village or land trust in any way to purchase the property. However, the landowner would be required to notify the Village or land trust that the property is up for sale and give the Village or land trust a specified period of time (e.g., 10 to 90 days) to match any other offer. Although it is unlikely that the Village would have the money to actually buy any of the properties listed above, the right of first refusal would probably allow the Village to identify the prospective buyer at a very early stage and get some idea of what the buyer intends to do with the property. Thus, the Village and/or the land trust may be able to get assurances from the prospective buyer that the property would be developed in an environmentally sensitive way, with public access, etc. If the prospective buyer appears to be opposed to incorporating desired environmental protection measures, the right of first refusal can be used by the Village and/or land trust to “buy time” to either raise funds to buy the property outright (for smaller parcels) or find a more sympathetic buyer. In some municipalities, a right of first refusal has prompted the original owners or the new buyers to donate sensitive portions of the property.

Action 4.10.1.11: Encourage SEQRA Training

The Village should send Village Board and Planning Board members and other appropriate officials to SEQRA training programs sponsored by the New York State Planning Federation and other groups. The Village should pay tuition and expenses and send officials on a rotating basis. This training will promote improved understanding and utilization of SEQRA to evaluate and address the impacts of activities on the environment.

Action 4.10.1.12: Strengthen Enforcement of Environmental Regulations

As is true in many municipalities, adequate enforcement of the Village's environmental regulations (e.g., erosion control, performance standards, etc.) is problematic because of a lack of resources. The promulgation of the additional regulations recommended above will increase the enforcement workload. It is crucial that the Code Enforcement Officer be provided with the

funding necessary for adequate staffing to effectively enforce the regulations. In addition, all environmental protection regulations should include Village remedies, including monetary penalties, for violations. It is recommended that the Village establish a committee to systematically go through the Code of the Village of Penn Yan to combine the various environmental laws and regulations into one comprehensive environmental law which would cross-reference all other related laws (e.g., the zoning law). By increasing clarity and eliminating any conflicting regulations which may now exist, this effort will help to ease enforcement.

Action 4.10.1.13: Properly Design and Maintain Drainage Systems

An important element of controlling excessive runoff of sediments and contaminants is a system of catch basins and other storm control structures. Without proper maintenance, these structures often fail their intended purpose. All elements of the village's drainage system, including catch basins, oil separators, detention ponds, etc., should be designed and maintained properly. The Village should establish a specific program to maintain catch basins, silt control and other run-off devices.

Action 4.10.1.14: Revise the "Design and Construction Standards for the Development of Land Regulations"

These standards should be revised to conform with recommended Comprehensive Plan recommendations.

Action 4.10.1.15: Adopt an Aquifer Protection Law

Groundwater aquifers are porous water-bearing geologic formations capable of yielding an appreciable supply of water. As identified in the base studies, much of the Village of Penn Yan is underlain by a high yield aquifer. The Village should work with the County and the Cornell Cooperative Extension to identify and map the aquifers and aquifer recharge areas in and around the Village and evaluate their relative importance. A local Aquifer Protection Law should be adopted which includes land use and best management practices regulations to protect the aquifers or aquifer recharge areas.

Action 4.10.1.16: Preserve Wetlands

In general, wetlands should not be used for stormwater detention and the Comprehensive Plan Update supports the preservation of wetland areas in their undisturbed state whenever possible. However, the use of wetlands for detention is increasingly proposed to mitigate increased runoff generated by the developments. The full ramifications of this strategy on wetlands are not

completely understood at this time; therefore, this strategy is not supported by the Comprehensive Plan. However, the Village should be prepared for this contingency. When no alternative exists for the use of a wetland for detention, permanent upland sedimentation traps and pollution filters should be required between the stormwater discharge and wetland buffer areas. These safeguards, recommended by the Yates County Soil and Water Conservation District, should reduce potential adverse impacts on wetland systems.

4.10.2 Remediation and Reuse of Environmentally Contaminated Sites

Action 4.10.2.1: Monitor and Remediate Contaminated Sites

The New York State Electric & Gas (NYSEG) property on Water Street and adjoining portions of Keuka Outlet are potentially contaminated with coal tar deposits. The Village should consult with the NYSDEC to monitor the status and remediate this and other potentially contaminated sites. In addition, the Village should seek government grants from the NYSDEC and the U.S. Environmental Protection Agency (EPA) to fund testing programs and the preparation and implementation of remediation plans.

Action 4.10.2.2: Require Phase I Environmental Studies

During the SEQRA review process, the Village should require an environmental assessment by an engineer or other qualified professional for all properties with past industrial or auto-related use. The study should investigate the possibility of soil or groundwater contamination based on past usage and an above ground survey of current site conditions. The study will determine whether subsurface investigations are necessary prior to planned development.

5.0 PLAN IMPLEMENTATION

5.1 Introduction

This section of the Comprehensive Plan Update provides an overview of what it will take to implement the Action Plan. In addition, the actions have been prioritized in terms of the timing of implementation. The following implementation matrix (see Table 5-1) provides the framework for putting the Plan recommendations into effect in terms of the regulatory review process (e.g., zoning and other legislative actions), the capital investment plan, and regional coordination. The matrix identifies the recommendations in terms of relative priority and timing considerations, responsible agencies, and further description of required actions when appropriate.

It is important to note that some processes take longer than others. For example, while implementation of new municipal facilities is a high priority for the plan, it is recognized that this recommendation will take time to implement. Therefore, most capital improvements are seen as mid-term and long-term efforts, while most zoning amendments are designated for immediate implementation.

5.2 Monitoring Program

The Planning and Development Committee should oversee Comprehensive Plan Update implementation. The Committee should continue to include representatives from the Village Board and Planning Board, Historic Commission, Municipal Utilities Board, and other municipal agencies. In addition, representatives from Yates County, Keuka College, surrounding townships, and other involved agencies should be invited to participate in meetings when appropriate.

The Committee should establish a regular quarterly meeting schedule to review implementation of the Plan. Specific implementation responsibilities should be assigned to Committee members. The implementation matrix should be updated quarterly by adding a "status" column, in which "Completed," "In Progress," or "No Progress" is indicated. If no progress is indicated, a reason should be provided and discussed. The Committee should also coordinate inter-municipal grant applications to facilitate applications.

Table 5-1. Implementation Matrix

Plan Recommendation	Priority/ Timing	Agency Involvement	Required Action(s)
ZONING AMENDMENTS			All zoning amendments require adoption by the Village Board and must go through State Environmental Quality Review Act (SEQRA). To simplify implementation, it is recommended that all zoning changes be made concurrently.
<i>New Districts and Overlays:</i>			
Highway Overlay	short-term	Planning Board, Village Board	Draft and review law, SEQRA
Industrial-Office	short-term	Planning Board, Village Board	Draft and review law, SEQRA, coordinate with Yates County IDA
Parks, Recreation, and Open Space	short-term	Planning Board, Village Board	Draft and review law, SEQRA
Shoreland Overlay	mid-term	Planning Board, Village Board	Draft and review law, SEQRA
<i>Specific Map Changes:</i>			
Extend commercial use zones near downtown	mid-term	Planning Board, Village Board	Draft and review law, SEQRA
<i>Revised or New Standards:</i>			
VC dimensional regulations	short-term	Planning Board, Village Board	Draft and review law, SEQRA
Strengthen WDC regulations	short-term	Planning Board, Village Board	Draft and review law, SEQRA
Enhance sign regulations	short-term	Village Board, Planning Boards, Historic Commission	Draft and review law, SEQRA

Plan Recommendation	Priority/ Timing	Agency Involvement	Required Action(s)
Artists' live/work lofts	mid-term	Village Board, Planning Boards, Historic Commission	Draft and review law, SEQRA
Accessory units	mid-term	Planning Board, Village Board	Review model laws and evaluate.
<i>Special Permits:</i>			
Non-water-related uses in WDC	short-term	Planning Board, Village Board	Draft and review law, SEQRA
Residential uses along Lake Street (GC)	short-term	Planning Board, Village Board	Draft and review law, SEQRA
Contractors' yards	short-term	Planning Board, Village Board	Draft and review law, SEQRA
Drive-in uses in VC	short-term	Planning Board, Village Board	Draft and review law, SEQRA
<i>Revised Permitted Uses:</i>			
Prohibit auto-related uses in the downtown	short-term	Planning Board, Village Board	Draft and review law, SEQRA
WDC use changes	short-term	Planning Board, Village Board	Draft and review law, SEQRA
Use limitations for corner lots	short-term	Planning Board, Village Board	Draft and review law, SEQRA
<i>Density and use bonuses (for public waterfront access or infrastructure improvements)</i>	short-term	Planning Board, Village Board	Draft and review law, SEQRA
<i>Site Plan:</i>			
Driveway design, spacing, and location requirements	short-term	Planning Board, Village Board, Director of Public Works	Draft and review law, SEQRA

Plan Recommendation	Priority/ Timing	Agency Involvement	Required Action(s)
Parking lot design and location requirements	short-term	Planning Board, Village Board, Director of Public Works	Draft and review law, SEQRA
Restrict number of driveways per lot/applicant	short-term	Planning Board, Village Board, Director of Public Works	Draft and review law, SEQRA
Corner clearance standards	short-term	Planning Board, Village Board, Director of Public Works	Draft and review law, SEQRA
Require coordinated access management/circulation plans	short-term	Director of Public Works, Village Planning Board	Draft and review law, SEQRA
Require site layout to accommodate future shared access	short-term	Director of Public Works, Planning Board	Draft and review law, SEQRA
Require direct links from new or renovated buildings to pedestrian and bike ways	short-term	Planning Board	Draft and review law, SEQRA
Enhance landscaping requirements for right-of-way buffer areas, parking lots	short-term	Village Board, Planning Board	Draft and review law, SEQRA
Waterfront siting and design guidelines	short-term	Village Board, Planning Board	Draft and review law, SEQRA
Encourage provision of public spaces and amenities in private developments	ongoing	Village Board, Planning Board	Implement through site plan review process when appropriate
Encourage sensitive site design at corner and gateway locations	ongoing	Village Board, Planning Board	Implement through site plan review process when appropriate

Plan Recommendation	Priority/ Timing	Agency Involvement	Required Action(s)
Lighting and glare standards for buildings and parking areas	short-term	Village Board, Planning Board	Draft and review law, SEQRA
OTHER LEGISLATIVE ACTIONS			All legislative amendments must be adopted by the Village or Village Boards and go through SEQRA process.
<i>Subdivision Regulations:</i>			
Improve cluster housing provisions	mid-term	Village Board, Planning Board	Adopt revisions. Design specifics in subdivision review process.
Connections to adjoining parcels	mid-term	Village Board, Planning Board	Adopt revisions. Design specifics in subdivision review process.
Limited access points/shared driveways	mid-term	Village Board, Planning Board	Adopt revisions. Design specifics in subdivision review process.
Link new developments with pedestrian/bike systems	ongoing	Planning Board	Implement through subdivision review process when appropriate.
<i>Architectural Design Guidelines:</i>			
Commercial district and major subdivision design guidelines	mid-term	Village Board, Planning Board	Adopt guidelines as an appendix to the Village zoning law and/or subdivision law.
<i>Other Laws:</i>			
Open Space Easement Protection Law	mid-term	Village Board, Planning Board	Develop law, SEQRA, adopt.

Plan Recommendation	Priority/ Timing	Agency Involvement	Required Action(s)
Tree Protection Law	mid-term	Village Board, Planning Board	Complete additional inventory. Develop and fund program.
Aquifer Protection Law	mid-term	Village Board, Planning Board	Coordinate with other agencies. Develop law, SEQRA, adopt.
SEQRA Type I List	short-term	Village Board, Planning Board	Develop list and adopt.
Open space criteria in Section 281 developments	mid-term	Village Board, Planning Board	Develop criteria, SEQRA, Village Board adoption.
CAPITAL INVESTMENTS			
Capital Improvement Plan (CIP)	short-term, ongoing	Village Board, Village Departments, Clerk-Treasurer	Preparation of Plan. Adoption of Village Board.
Park improvements and new recreational facilities	short-term to mid-term	Village Board, Planning Board, Recreation Commission, Director of Public Works	Conduct land surveys. Develop site plans. Fund in CIP. Apply for grants.
Relocate Department of Public Works	short-term	Village Board, Director of Public Works, Planning Board	Identify and acquire suitable site. Develop site plan/engineering studies for relocated facility.
Develop public safety complex	short-term	Village Board, Planning Board, Police Department, Village Court, other involved agencies	Identify and acquire suitable site. Develop site plan/engineering studies for relocated or renovated facility.
Create access roads behind buildings	long-term	Director of Public Works, Village Board, Planning Board, private developers	Conduct traffic and engineering studies. Private developer cost.

Plan Recommendation	Priority/ Timing	Agency Involvement	Required Action(s)
New traffic signals	mid-term	NYSDOT, Director of Public Works, Village Board, Planning Board	Conduct traffic and engineering studies. NYSDOT budgetary appropriation and/or private developer mitigation cost.
Extend and enhance the trail system	short-term	Village Board, Village Planning Board, Recreation Commission	Identify specific routes. Acquire land or easements. Develop use and signage plans.
Extend public water and sewer to annexed properties and areas with inter-municipal agreements	mid-term	Director of Public Works, Village Board, Municipal Utilities Board	Conduct studies and develop program. Budgetary appropriation by Village Board and other agencies.
Provide street trees in public right-of-way	mid-term	Director of Public Works, Village Board, Planning Board, NYSDOT	Conduct additional tree inventory. Prepare planting program. Budgetary appropriation by Village Board. Coordinate with NYSDOT.
Provide downtown and gateway streetscape and parking improvements	short-term to mid-term	Village Board, Planning Board, Historic Commission	Prepare streetscape program. Budgetary appropriation by Village Board. Coordinate with NYSDOT.
Provide bicycle parking	mid-term	Village Board, Planning Board	Identify sites and facilities. Budgetary appropriation by Village Board.
Improve and extend sidewalks	ongoing	Director of Public Works, NYSDOT, Village Board, Planning Board	Prepare sidewalk plan. Budgetary appropriation by NYSDOT, Village Board.
Coordinate Village infrastructure improvements with State projects	short-term	NYSDOT, NYSDEC, and other State agencies, Village Board	Enhance contact with State agencies.

Plan Recommendation	Priority/ Timing	Agency Involvement	Required Action(s)
Sewer and water improvements	short-term to long-term	Director of Public Works, Village Board	Develop plans. Budgetary appropriation by Municipal Utilities Board.
Install consistent Gateway signage at all Village and downtown entrances	short-term	Village Board, Planning Board, NYSDOT	Develop signage program. Budgetary appropriation by Village Board. Coordinate with NYSDOT.
Place aboveground utility lines underground	long-term, ongoing	Director of Public Works, Village Board, Planning Board, NYSDOT	Budgetary appropriation by Village Board. Coordinate with NYSDOT.
Historic plaques	mid-term	Historic Commission, Village Board	Develop signage/plaques. Identify locations. Budgetary appropriation by Village Board.
Penn Yan Visitors' Center	long-term	Village Board, Planning Board, Chamber of Commerce	Identify site and develop plan.
Create a Nature Preserve on wooded lands adjoining "The Marsh"	mid-term	Village Board, Planning Board, Recreation Commission	Develop facility utilization and site plan.
REGIONAL AND INTER-AGENCY COORDINATION			
Recreational use of Firemen's Field	mid-term	Village Board, Planning Board, Fire Department	Initiate discussion on potential use for soccer field.
Establish Recreation Consortium	short-term	Recreation Commission, other agencies and schools (see Action Plan)	Initiate contacts with other jurisdictions.
Work with Friends of the Outlet to enhance trail	ongoing	Recreation Commission	

Plan Recommendation	Priority/ Timing	Agency Involvement	Required Action(s)
Work with environmental organizations to develop nature sanctuary	short-term to mid-term	Recreation Commission	Initiate contacts.
Work with land trusts to secure public access and preserve land	short-term	Recreation Commission	Initiate contacts.
Work regional agencies to establish bikeway system	mid-term	Recreation Commission	Initiate contacts.
Lobby and apply for fair share of State transportation funds	ongoing	Village Board, Planning Board	Coordinate with NYSDOT and local legislators.
Lobby for specified capital improvements on State roads	ongoing	Village Board, Planning Board, Municipal Utilities Board, NYSDOT	Coordinate with NYSDOT and local legislators.
Industry relocation incentives	mid-term	Village Board, Yates County IDA	
Seek government funding for infrastructure improvements	short-term	Village Board, Municipal Utilities Board, Yates County IDA, professional grantwriter	Identify sources of funding, complete grant applications, lobby agencies and legislators.
Revised traffic signal timing	mid-term	NYSDOT, Planning Board	Conduct traffic studies (possibly in conjunction with SEQRA for proposed projects).
Alternate Truck Route for NYS Route 54	long-term	Village Board, Planning Board, NYSDOT	Identify alternate. Lobby legislators.
Promote passenger and freight rail service	mid-term to long-term	Village Board, Yates County IDA, Genesee-Finger Lakes RPC	Identify passenger depot. Provide municipal assistance.

Plan Recommendation	Priority/ Timing	Agency Involvement	Required Action(s)
Promote safer rail crossings	ongoing	Village Board, Planning Board, rail companies, NYSDOT	Develop plan. Seek funding.
Encourage designated bicycle lanes	long-term	Director of Public Works, Village Board, Planning Board, NYSDOT	Coordinate plan with NYSDOT. Requires NYSDOT budgetary appropriation.
Remove excessive or duplicative traffic signs in right-of-way	short-term/ ongoing	NYSDOT, Director of Public Works, Planning Board	Identify signs to remove. Coordinate with NYSDOT.
Mount traffic signs on existing utility poles when possible	ongoing	NYSDOT, Director of Public Works, Planning Board	Coordinate the consolidation of new or existing signs with NYSDOT.
Increase downtown special events	short-term, ongoing	Village Board, Chamber of Commerce, merchants, other agencies and groups	Part of overall tourism strategy.
Attract new industry	long-term	Village Board, Yates County IDA	
Work with housing agencies	mid-term	Housing Task Force, Village Board, housing agencies	Identify and meet housing needs.
Encourage neighborhood preservation groups	ongoing	Housing Task Force, Village Board, Police Department	Public education/outreach.
Coordinate environmental protection measures	ongoing	Village Board, Planning Board, County, FL-LOWPA	
Coordinate grants for environmental clean-up	long-term	Village Board, NYSDEC, private owners	Utilize grantwriter.

Plan Recommendation	Priority/ Timing	Agency Involvement	Required Action(s)
Evaluate channel improvements and water levels	mid-term	Village Board, Planning Board, NYSDEC, Army Corps of Engineers, Director of Public Works	Conduct engineering studies. Provide funding.
Shared use of recreational and other facilities	short-term, ongoing	Village Board, Planning Board, Recreation Commission, Keuka College, Yates County, Penn Yan School District, parochial schools, Towns of Milo, Benton, Jerusalem	Establish working committees and task forces.
ADDITIONAL PLANNING EFFORTS			
Local Waterfront Revitalization Program (LWRP)	short-term	Village Board, Planning Board	Coordinate program development with NYS Department of State.
Feasibility study for public docks for tour boats	mid-term	Village Board, Planning Board, Director of Public Works, Chamber of Commerce	Develop scope of work. Provide funds. Hire consultant.
Feasibility study for municipal telecommunications system	short-term	Village Board, Municipal Utilities Board	Develop scope of work. Provide funds. Hire consultant.
Community facilities plan	mid-term	Village Board, Facilities Committee	Establish facilities committee.
Historic resource inventory	mid-term	Historic Commission	Identify areas and potential planning grants.
Historic interpretative programs	short-term	Historic Commission	Identify potential planning grants, develop program.

Plan Recommendation	Priority/ Timing	Agency Involvement	Required Action(s)
Facilitate siting of Finger Lakes Boating Museum	short-term	Village Board, Planning Board	Coordinate with museum and information center/interpretative exhibit needs.
Feasibility study for Business Improvement District (BID)	long-term	Village Board, Planning Board, Chamber of Commerce, merchants	Develop public education program, gauge interest of merchants.
Create a Tourism Strategy/District	long-term	Village Board, Planning Board, Historic Commission, Chamber of Commerce, tourism-related businesses	As specified in Action Plan.
Establish Housing Task Force	mid-term	Village Board	Identify members. Prepare housing needs study.
Land surveys for recreational areas	short-term	Planning Board, Recreation Commission	Hire surveyor.
OPERATING AND PROCEDURAL STRATEGIES			
Annex Land	mid- to long-term	Village Board, Planning Board	Steps outlined in Action Plan.
Enhance SEQRA review	short-term, ongoing	Village Board, involved departments	
Hire professional planner	short-term	Village Board, Planning Board	Develop job description. Fund position. Consider sharing with other jurisdictions.
Hire parks and recreation director	mid-term	Village Board	Develop job description. Fund position. Consider sharing with other jurisdictions.

Plan Recommendation	Priority/ Timing	Agency Involvement	Required Action(s)
Retain grantwriter	ongoing	Village Board and involved departments	Evaluate success.
Incentives for volunteers	short-term, ongoing	Village Board and involved departments	Establish and provide budget for incentives
Promote adaptive reuse of historic properties	short-term, ongoing	Historic Commission, Village Board	Develop and utilize flexible guidelines.
Expand Penn Yan LDC's Revolving Loan Program	mid-term	LDC	Establish new loan criteria
Cross-reference environmental regulations	short-term	Planning Board, Village Board	
Rights of First Refusal	short-term, ongoing	Village Board	
Strengthen enforcement of environmental regulations	short-term, ongoing	Code Enforcement Officer, Village Board	Consolidate regulations, establish fines and other remedies, provide adequate staff.
Adequate drainage and stormwater detention systems	short-term, ongoing	Planning Board, Code Enforcement Officer	Develop guidelines based on model ordinances and best management practices.
Require Phase I environmental studies	short-term, ongoing	Village Board, Planning Board	
PUBLIC EDUCATION			
Technical assistance to owners of historic properties	short-term, ongoing	Historic Commission	Develop educational outreach program

Plan Recommendation	Priority/ Timing	Agency Involvement	Required Action(s)
SEQRA and other regulatory training for local officials	ongoing	Village Board, Planning Board, Historic Commission, other agency staff and board members	

5.4 Funding Sources

Funding is critical to the successful implementation of the Comprehensive Plan Update. Table 5-2 lists a number of potential public funding resources including federal, state, local, and non-profit funding sources. The table list the programs which are particularly applicable to implementation of the Plan, as well as the purpose of and type of assistance available through the programs.

Table 5-2. Potential Funding Sources

FUNDING AGENCY	DEPARTMENT	PROGRAM	ASSISTANCE/PURPOSE
Federal	<i>Dept. of Commerce, Economic Development Agency (EDA)</i>	EDA grants for Public Works and Infrastructure Development	Construction of public works and development facilities.
	<i>Housing and Urban Development (HUD)</i>	Community Development Block Grants (CDBG) - Small Cities Program	Loans, grants, loan guarantees to support community development for low/moderate income benefit. Eligible activities include infrastructure development (e.g., sewer, water, streets).
	<i>Department of Agriculture</i>	Rural Economic and Community Development	Direct loans, loan guarantees, and grants for water and waste disposal system construction, expansion, or repair. For areas with a population of 10,000 or less.
		Community Facilities Loan Program	Assistance for construction or improvement of public safety and public services facilities.
		Rural Economic and Community Development	Technical assistance and training grants.
	<i>Federal Highway Administration (FHWA)</i>	Transportation Equity Act for the 21 st Century (TEA-21)	Provides funding for non-traditional projects that add value to the surrounding transportation system. Locally administered by the New York State Department of Transportation.

Table 5-2. Potential Funding Sources

FUNDING AGENCY	DEPARTMENT	PROGRAM	ASSISTANCE/PURPOSE
	<i>Environmental Protection Agency (EPA)</i>	Drinking Water State Revolving Loan Fund	Loan assistance to finance drinking water infrastructure.
	<i>Department of Interior</i>	Certified Local Government Program	Technical assistance and grant funding for historic preservation activities.
State	<i>Empire State Development Corp. (ESDC)</i>	Regional Economic Development Partnership Program	Grants and loans for infrastructure planning and construction. Program is intended to facilitate the creation and/or retention of jobs and the increase in business activities in the state.
		General Development Financing	Assistance for job creation/retention projects designed to improve manufacturing and non-retail service firms, corporate headquarters, tourist districts.
		Job Development Agency (JDA) Rural Loan Funds	Funding programs specifically for rural counties. Wide range of eligible activities.
	<i>Office of Parks, Recreation and Historic Preservation</i>	Historic Preservation	Potential grants for historic resource surveys.
		Environmental Protection Fund	Grants for acquisition and development of parks, preservation of historic properties, public waterfront access, and other projects.

Table 5-2. Potential Funding Sources

FUNDING AGENCY	DEPARTMENT	PROGRAM	ASSISTANCE/PURPOSE
	<i>Division of Housing and Community Renewal</i>	Home Investment Partnership Program	Variety of funding mechanisms (loans, unit subsidies, grants) for construction and rehabilitation of eligible rental housing, housing for first-time home buyers, rehabilitation of owner-occupied housing, and tenant-based rental assistance.
		Housing Development Fund	Revolving loan funds for non-profits to develop low-income housing.
		Low-Income Housing Credit	Income tax reduction program for owners who acquire, develop, or rehabilitate low-income housing.
		Low-Income House Trust Fund	Per unit subsidy for construction or rehabilitation of property for use by low-income households.
		Residential Emergency Services to Offer (Home) Repairs to the Elderly (RESTORE)	Grants for emergency repairs for elderly homeowners.
	<i>Rural Development Rural Housing Services</i>	Section 502 Home ownership	Loans for very low and low-income households for purchase, construction, or repair of homes.
		Section 504 Repair and Rehab	Loans and grants for emergency repair and accessibility for very low income homeowners.

Table 5-2. Potential Funding Sources

FUNDING AGENCY	DEPARTMENT	PROGRAM	ASSISTANCE/PURPOSE
		Section 515 Rural Rental Housing	Low interest loans to finance construction of rental housing for low/moderate income, elderly, and handicapped/disabled tenants.
		Section 533 Housing Preservation	Grants to conduct housing preservation programs for very low and low-income residents.
		Guaranteed Rural Housing Loans	Loans to assist moderate income families to obtain mortgages.
Local	<i>Yates County</i>	County Planning	Technical assistance
		General Fund	Potential for special appropriations
	<i>Village of Penn Yan</i>	Capital Budget	Village contribution to parks, streetscape, roadway, signage, infrastructure, and other improvements
Other	<i>New York Planning Federation</i>	Rural New York Planning Grant Program	Small grants for planning studies, implementation of innovative land use regulations, and similar projects.
	<i>National Trust for Historic Preservation</i>	Historic Preservation	Small grants and low-interest loans for projects including historic resource surveys.
	<i>Preservation League of New York State</i>	Rural New York Historic Preservation Grants	Small grants and in-kind support to protect and promote historic resources.

6.0 FISCAL IMPLICATIONS OF BUILD-OUT OF VACANT LANDS

6.1 Introduction

Any proposed uses for undeveloped land have future implications for the costs of municipal services to be incurred by the Village and for the ability of the Village to pay for those municipal services using the tax revenues generated by the recommended development pattern. This section outlines the fiscal implications of the build-out of remaining vacant lands according to the comprehensive plan for the Village of Penn Yan.

6.2 Methodology/Assumptions

Each type of land use comes with different combinations of potential revenues and expenditures. Generally speaking, residential development incurs more expenditures than the revenues it produces. The taxable value of housing stock is usually much less on a per-square-foot basis than the value of factory space and/or retail or office space. At the same time, people tend to use their houses much more intensively than they use office space or factory space. (That is to say, while people work in offices or factories, they live in their residences. Houses are the focus for raising families, accumulating and storing foodstuffs and personal property, as well as serving as centers for socializing with friends and family.) As such, residences tend to demand more services on a per-square-foot basis than do stores, offices, or factories. Consequently, residences are normally net tax consumers—they demand more in services than they pay in taxes.

On the other side of the equation, stores, offices and factories are generally net tax producers. That is to say, they produce more in tax revenues than they consume in municipal services. On a per-square-foot basis, the taxable value of stores, factories and offices is much higher than houses. At the same time, people only work or shop in those places. Consequently, on a per-square-foot basis, stores, offices, and factories require a level of municipal services that is only equal to lower than the level demanded by houses.

When establishing future uses for vacant land, a comprehensive plan must strike an appropriate balance between tax consuming properties (i.e., residences) and tax producing properties (commercial and industrial uses). If vacant land is devoted exclusively to residential uses, the costs of municipal services will far outstrip the tax revenues generated as that land is developed. Thus the municipality will have to raise tax rates on all properties to keep its budget in balance.

This suggests that the fiscally prudent choice for any municipality will be to devote all vacant land designated for development to either commercial or industrial uses. As it is developed, it will produce more tax revenues than it will consume in municipal services. But without residential development to house potential workers and/or shoppers, the industrial and commercial properties will not be readily developable. Thus the key to fiscally effective development is to strike an appropriate balance between residential and nonresidential development. New growth should accommodate both kinds of uses, but should ideally yield more

tax-producing uses than tax-consuming uses. In this way, the municipality can accommodate residential growth, while generating the industrial and commercial growth that will produce local jobs while also providing the tax revenues needed to offset such residential growth.

6.3 Analysis

As shown in Figure 6-1, the land use plan for vacant properties in the Village of Penn Yan is configured to produce such fiscally self-sustaining growth. The pie chart in the figure shows the distribution of all acres of vacant land slated for development in the Village.

(Note that this analysis deliberately understates the revenue-generating potential of the proposed plan. It assumes that the two mixed-use zones--Village Center and Waterfront Development & Conservation--will be totally devoted to residential development. In fact, it is much more reasonable to assume that the bulk of development that occurs in either of these zones will be nonresidential.)

The "slices" that are solid colors are non-residential uses that produce more tax revenues than they consume in services (i.e., General Commercial, Industrial, and the Horizon Property). The cross-hatched "slices" are residential uses that will produce fewer tax revenues than they will consume in services (i.e., Residential Single Family, Residential General, and Residential Transition). Thus, under the proposed plan, 56 percent of land to be developed will be devoted to net revenue-producing uses, and 44 percent will be devoted to revenue-consuming uses. Note also that if nonresidential uses are developed in the Village Center zones and Waterfront Development and Conservation zones, this proposed development plan will be an even better example of fiscally sustainable development.

This generally favorable outlook must be leavened with a word of caution. The potential fiscal benefits of this development plan can be compromised in a number of ways. If the industrial and commercial development that occurs in the Village is exclusively "discount-oriented," the tax revenues realized from these properties could be less than what would be required to offset the increased service demands associated with residential growth.

Similarly, if residential zones are host to sprawling development, the associated service costs for roads and other infrastructure and services could exceed the tax revenues provided by commercial and industrial growth in other zones. This is less of an issue in Penn Yan, a compact two-square-mile village, than in larger townships. Existing studies indicate that single-family residences are the highest revenue consumers. Note that only 25 percent of the vacant land slated for development is devoted to this use. Thus, as development occurs it is very important that the Village encourage high-quality commercial and industrial growth to maximize tax revenues from those uses, while encouraging residential development patterns that minimize the municipal expenditures required to accommodate additional housing.

Figure 6-1
Fiscal Implications of Proposed Distribution of
Uses for Vacant Lands

(Revenue Producing Uses In Solid Colors
Revenue Consuming Uses in Cross-Hatching)

