

Palmyra Comprehensive Plan

**Adopted
December 2004**

Palmyra Comprehensive Plan

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Introduction

Purpose

The purpose of the Town and Village of Palmyra Comprehensive Plan is to guide local officials and community members in making decisions that will affect the future of the Town and Village. Future actions that will be based on the policies and recommendations in the Plan include revisions to zoning and other local laws and regulations, capital budgeting, and providing services to the community. The Comprehensive Plan addresses the full spectrum of issues facing the Town and Village and balances competing needs and interests in the community.

Legal Basis

The Comprehensive Plan has been prepared pursuant to NYS Town Law §272-a and Village Law §7-722. These laws specify that the Town and Village Boards are responsible for preparing and adopting a Comprehensive Plan. As the law also permits the Town and Village Boards to delegate this responsibility to an ad hoc committee established for the purpose of preparing a Comprehensive Plan, the Town and Village Boards appointed a Comprehensive Plan Committee (CPC) to guide the preparation of the Comprehensive Plan.

The Comprehensive Plan is a policy document that does not, in itself, have the force of law. However, Town and Village officials will use the Plan as a guide to make changes in Town and Village laws and regulations as well as funding decisions and other actions during the next 10 to 15 years. In particular, local zoning regulations should be consistent with the Comprehensive Plan.

Process of Preparing the Plan

The Village of Palmyra Comprehensive Plan represents the culmination of a planning process that began with a Residents Survey in 1993. A Committee prepared a draft Plan in 1998. In 2003, the Town and Village retained Stuart I. Brown Associates to update the information compiled during the previous planning process and work with the Comprehensive Plan Committee to complete the Plan document.

Members of the CPC included representatives from the Town and Village Board, Planning Board, and Zoning Board of Appeals, as well as general citizens. The following community representatives served on the Comprehensive Plan Committee:

Town Representatives

- Neil Gates
- Lynne Green
- Gary LaBerge
- David Lyon, Supervisor
- Dave Nussbaumer
- Jim Welch

Village Representatives

- Fred Alderman
- Mike Boesel
- Vicky Daly, Mayor
- Jim Elliott
- Dan Pope
- Cindy Surline
- Joe Van Scott

Robert Grier, Zoning Enforcement Officer

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Public participation included a public informational meeting and public hearing conducted by the CPC and a Town and Village Board public hearing.

Plan Organization

The **Land Use Plan** presents an overview of the community, summarizes the issues addressed in each section, and shows how the individual topical areas relate to one another. It also presents an introduction to zoning regulations, which are the primary tools available to the Town and Village to help achieve the land use goals of the Plan. A **Future Land Use Map** presents the Town and Village policy regarding land use, and will be used as a guide in revising the Town and Village’s zoning maps.

Topical sections of the Comprehensive Plan address the major issues identified by the community:

- **natural resources and open space;**
- **farmland and agriculture;**
- **housing and residential neighborhoods;**
- **economic development;**
- **parks and recreation;**
- **transportation and infrastructure; and**
- **community services and facilities.**
- **historic resources**

In each section, the Plan presents:

- **goals,**
- **background information**
- **issues and opportunities,**
- **tools and techniques, and**
- **recommended actions.**

The **Implementation Strategy** summarizes the recommended actions by topic, with a proposed time frame, responsible agency, cost estimate, and potential funding sources. A summary of the recommended actions by time frame provides a year-by-year guide to implementing the Plan.

“**Sidebars**” within the Plan document present additional information that supports and/or provides the context for the recommendations in the Plan.

- Relevant Plans and Programs include summaries of plans prepared by the Town and Village or other government agencies and descriptions of State or County government programs.

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- Residents Survey Highlights present the relevant findings from the survey of Palmyra residents conducted in 1993. The final report from the Residents Survey is available at the Town and Village offices and is included as an appendix to the Comprehensive Plan.

Maps referred to throughout the Plan document are included at the end of this document.

Adoption of the Plan

The Comprehensive Plan Committee conducted a public hearing at the Palmyra Town Hall on October 7, 2004 on the proposed Comprehensive Plan the committee had prepared. As no one spoke for or against the proposed Plan, the committee referred the Plan without modification to the Town and Village Boards for consideration and adoption.

The proposed Plan was submitted to the Wayne County Planning Board on October 13, 2004 for review pursuant to Section 239-m of the NYS General Municipal Law along with a copy of the full Environmental Assessment Form (EAF) used to evaluate the potential adverse environmental impacts associated with adopting the Plan. The Wayne County Planning Board met on October 27, 2004 and recommended adoption of the plan without modification.

A Plan summary, a copy of the full EAF and a resolution adopted by the Palmyra Town Board to make the determination that the adoption of the Plan was a Type I action and expressing the Board's intent to serve as "Lead Agency" for conducting the required State Environmental Quality Review (SEQR) was distributed to the Town of Palmyra, the only "Involved Agency" and to the adjoining municipalities which were determined to be "Interested Agencies" on October 29, 2004. The Involved and Interested Agencies were provided a 30 day period in which to comment on the proposed Plan and the full EAF. The Town of Palmyra received no comments in response.

The Town and Village Boards conducted a joint public hearing on the proposed Plan on December 2, 2004 at the Palmyra Town Hall during which time all members of the public who wished to be heard were provided with an opportunity to speak on the proposed Plan. Following the close of the public hearing, the Town Board enacted a resolution to issue a Negative Declaration of Environmental Significance as the Town Board determined that the adoption of the proposed Plan would have no significant adverse environmental impacts on the two municipalities. After the Town Board had made its determination of environmental nonsignificance, thereby closing the environmental review process, the Town and Village Boards enacted separate resolutions to adopt the Comprehensive Plan.

Monitoring and Updating the Plan

The Town and Village of Palmyra are not static, but are in a constant state of flux and change. Over time, the changes may render the Comprehensive Plan outdated or inappropriate if it is not updated to take into consideration the changes that have occurred in the community. Accordingly, it is important for the Town and Village Boards to monitor the implementation of the Comprehensive Plan and changes that occur in the community. It is essential that the Town and Village Boards also reevaluate the goals set forth in the Plan and the recommended measures for achieving the goals to determine their relevance and significance in view of the changes that have occurred in the community and then to make

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appropriate modifications to the Plan so it may continue to be a relevant document that may be used in guiding municipal officials in their decision making processes.

In communities experiencing a slow rate of change, a review and updating of the Plan at 5-year intervals may be sufficient. In communities that experience rapid change, the Plan may need to be reviewed and updated more frequently, perhaps at 2- or 3-year intervals.

The Town and Village Boards would be wise to enlist the Town and Village Planning Boards and Zoning Boards of Appeal to assist with evaluating and updating the Plan as the Planning Boards and Zoning Boards may have much information and insight that may be beneficial to the Town and Village Boards in determining what and how the Plan should be revised. As with the initial adoption of the Comprehensive Plan, future amendments to the Plan will require both environmental reviews to evaluate potential adverse impacts and public hearings to provide members of the public with opportunities to comment on the proposed amendments.

Land Use Plan

GOALS:

- **Preserve and protect the rural and small town character of the Village and Town of Palmyra.**
- **Balance residential and business development with the protection of natural resources, agricultural land and rural character.**
- **Manage growth to ensure high quality development.**

Regional Orientation

The Town of Palmyra, Wayne County, New York is located in the south central portion of Wayne County, and is bordered by Ontario County to the south, the Town of Macedon to the west, the Town of Arcadia to the east, and the Town of Marion to the north. The City of Rochester is located approximately 20 miles west of the Town. (See Map 1: Location Map) The Village of Palmyra is located in the southwest portion of the Town.

Two State Highways intersect in downtown Palmyra. Route 31 runs east-west, immediately south of the Erie Canal. Route 21 runs north-south and connects Palmyra to the NYS Thruway to the south.

Overview of Existing Land Use

The population and businesses in the Town of Palmyra were historically concentrated in the Village of Palmyra, with agriculture and farm residences occupying most of the land outside the Village. The Village of Palmyra continues to have a vital downtown business district. However, residential development is increasing in the countryside. The historic hamlet of East Palmyra is located south of the railroad tracks in the eastern portion of the Town.

The current land uses in the Village and Town of Palmyra include residential neighborhoods, the downtown commercial district and other commercial and industrial development, utilities, parks and recreational facilities, and other government and community services. The Erie Canal passes through the Village and the southern portion of the Town and has contributed significantly to the development of the community. Prominent features include the County Fairgrounds, located in the southern part of the Village.

The existing land uses are depicted on Maps 2 and 3: Existing Land Use. The land use classifications shown on the map are based on 2003 tax parcel records.

The natural resources of the community include the drumlins, streams, wetlands, woodlands, and gravel deposits. These resources and related issues are presented in the Natural Resources and Environmental Protection section of the Plan.

Farming also continues to be a significant land use in the Town. Analysis of the agricultural land base and related issues are presented in the Farmland and Agriculture section of the Plan.

Established residential neighborhoods are found in the Village and other areas in the Town, while new residential development is occurring at an increasing pace in the countryside. Information and issues relating to housing and residential development are presented in the Housing and Residential Development section of the Plan.

Commercial and industrial business uses are located primarily in and around the Village, with scattered businesses elsewhere in the Town. Types of business include manufacturing, retail and service uses. Descriptions and analysis of businesses in the Town are presented in the Business and Economic Development chapter of the Plan.

Land used for transportation and utilities include highways, railroads, and telecommunications facilities. Information and analysis of these facilities and services are presented in the Transportation and Infrastructure section of the Plan.

Government and community service facilities in the Village and Town include the County Fairgrounds, Village and Town Halls, Mormon Temple and historic sites, Highway Garage, and several churches and cemeteries. These facilities and related issues are addressed in the Government and Community Services section of the Plan. Historic resources are discussed in the final Historic Resources section.

Summary of Land Use Issues and Recommendations

Changes in land use occur primarily as a result of market forces, within the context of natural and physical constraints and local and state land use regulations. Natural features, soil conditions and the cost and availability of utilities also significantly affect development potential.

Natural features

Natural constraints to development include areas of flood hazard, wetlands, and steep slopes. Wetlands, streams and forests also provide wildlife habitat and contribute to the Town's rural character. Development in wetlands and flood hazard areas is restricted by State and federal programs and regulations. However, there are opportunities for its use as public or private recreational or parkland.

As there are limited public sewers within the Town, outside the Village, most residential and business development must rely on private, on-site sewage disposal systems. Most of the Town is suitable for such on-site systems.

Agricultural land

Farming occupies a large portion of the land area of the Town and represents a significant industry in the region. A significant amount of land in the Town is part of the County Agricultural District. The continued viabilities of agriculture depends on the availability of the suitable land as well as economic conditions that affect the agricultural industry.

Residential development

Continued subdivision of large country lots into small residential lots along the existing road frontage may change the character of these road segments from rural to more of a suburban character. Continued residential development in agricultural areas also tends to make farming more difficult, as residential neighbors are less tolerant of the odors, noises and other activities associated with large scale farming. In addition, as lots are developed along the roads, land to the rear becomes landlocked and unavailable for either agriculture or development. Many of the newer residential lots are so deep that the rear portion of the land is difficult to maintain.

The Comprehensive Plan recommends that new residential development in the countryside be designed to make efficient use of existing infrastructure and interior land, and minimize conflicts with agriculture and natural features. Innovative lot layouts and good subdivision design are encouraged.

Commercial and industrial development

Downtown Palmyra is the community's business center. Land along Route 31 east of the Village is also suitable for commercial development.

Industrial development is encouraged to continue and to expand in and around areas where it already exists.

Parks and recreational land

The parks, forests and recreational facilities are an attraction for residential development and an asset to the community. The Comprehensive Plan encourages the continued use of these lands and facilities for open space protection and recreational use.

Transportation and Infrastructure

The existing network of roads and bridges is adequate to handle anticipated growth within the proposed areas of development. Transportation in rural areas can be problematic for persons who have no access to a motor vehicle or who are unable to drive.

The availability of sewer and water service typically influences development patterns. Currently, public sewer service outside of the Village is limited to Division Street and Stafford and Temple Roads. Public water service is available in more extensive areas of the Town.

Government and Community Services

The Comprehensive Plan recommends that land devoted to government and community services continue to be used for these purposes.

Relationship to Zoning

Zoning is the principal regulatory tool used by municipalities to manage land use. Zoning techniques can help to encourage high quality development while protecting open spaces, natural features and rural character.

Zoning regulations specify the location, type and density of development within the Village and Town. Zoning typically divides the municipality into distinct zoning districts, each with its own list of permitted uses and requirements for lot size and setbacks. The Town and Village Boards have the authority to enact and amend zoning regulations, by local law or ordinance, following a public hearing. Table I identifies the uses and special uses permitted in each of the existing zoning districts in the Village and Town.

Site Plan Review provisions within the zoning regulations currently allow the local planning board to review the site design and layout of certain development proposals. Development is required to meet specified standards regarding drainage, parking, traffic, lighting and other design criteria. When applied consistently by the local planning board, this tool is effective in ensuring that development is of high quality and has minimal impacts on the surrounding neighborhood and environment. Site Plan Review standards apply to all new construction and additions for which a building permit is required, except for agricultural buildings and one- and two-family dwellings.

A municipality’s zoning regulations must be “consistent” with the Comprehensive Plan. The following section identifies specific changes to the Town and Village zoning regulations to ensure consistency with the Comprehensive Plan. Existing zoning districts are depicted in Maps 4 and 5.

Table I

Summary of Current (2004) Zoning Provisions—Town and Village of Palmyra

Agricultural	
Town	<p><u>Agriculture</u></p> <p>Permitted uses include agriculture, single and two-family residential, and other compatible uses by special use permit.</p>
Residential	
Village	<p><u>R-1 Residence 1</u></p> <p>Single-and two-family dwellings are permitted uses. Doctors’ and dentists’ offices allowed with special permit.</p> <p>Minimum lot size: 9,600 sq. ft. for single family dwellings and 4,000 sq. ft. per unit for multi-family dwellings.</p>
	<p><u>R-2 Residence 2</u></p> <p>Single-and two-family dwellings are permitted uses. Multiple-family dwellings and funeral homes are permitted as special uses.</p> <p>Minimum lot size: 8,000 sq. ft., and 2,500 sq. ft. per dwelling for multi-family units. Minimum lot width: 80 feet.</p>

Summary of Current (2004) Zoning Provisions—Town and Village of Palmyra (cont'd)

Town	<p><u>R-1 Residential District (where public sewer, water and stormwater services are available)</u> —The minimum lot size permitted is 9,000 sq. ft. per dwelling unit. The minimum lot width is 100 feet without sewer and water and 80 feet with sewer and water.</p> <p><u>R-2 Residential District</u>—Minimum lot sizes are 20,000 sq. ft. for single family dwellings; 30,000 for 2-family dwellings; and 20,000 sq. ft. for multi-family dwellings and townhouses plus 10,000 sq. ft. per unit.</p>
Commercial and Industrial	
Village	<p><u>C-1 Central Commercial</u> All uses listed in R-2 district are permitted, plus business uses. Uses allowed with a special permit include motor vehicle sales and service, drive-in bank, gas station. Minimum lot area: 4,000 sq. ft.</p>
	<p><u>C-2 General Commercial</u> All uses listed in C-1 except dwellings are permitted, as well as warehousing and limited manufacturing. Uses allowed with special permit include gas stations. Minimum lot area: 20,000 sq. ft.</p>
	<p><u>C-3 Highway Commercial</u> Permitted uses include motor vehicle sales and repair, restaurants, offices, retail and service establishments, warehousing, manufacturing of food produces or handicrafts for sale on premises. Uses allowed with a special permit include animal hospital, car wash, dog kennel, freight terminal. Minimum lot area: 30,000 sq. ft.</p>
	<p><u>C-4 Neighbor-hood Commercial</u> Permitted uses include motor vehicle sales and repair, offices, retail, printing, furniture repair. Uses allowed with a special permit include liquor stores and bars, restaurants, grocery store. Minimum lot area: 20,000 sq. ft.</p>
	<p><u>I Industrial</u> Permitted uses include farming, public utilities, manufacturing, uses permitted in C-3 district. Uses allowed with special use permit include junkyard, animal sales and storage. Minimum lot area: 40,000 sq. ft.</p>
Town	<p><u>Commercial</u> Retail, service and storage uses permitted.</p>
	<p><u>I Industrial</u> All uses permitted</p> <p><u>LI Light Industrial</u> Any use permitted with a special use permit, subject to performance standards.</p>
Conservation	
Town	<p><u>Land Conservation</u> Development of buildings or structures is prohibited.</p>

Future Land Use Plan

The Future Land Use Map (Map 6) presents the Comprehensive Plan's recommendations for land use in the Town and Village of Palmyra. The following narrative describes each of the land use categories.

Agricultural/Residential

The majority of the Town, outside the Village, is designated Agriculture/Rural Residential. In areas with high quality agricultural soils and viable farm operations, farming should be considered the priority use. Residential development in these areas should be consistent with the Town's rural character.

Residential

Five different residential categories are delineated on the Future Land Use Maps. The **R-1 Residential** category encompasses most of the Village's residential neighborhoods. This area is envisioned for continued single- and two-family residential use. The **R-2 Residential** category in the Village is intended to accommodate a mix of single, two-family and multi-family residential development with slightly smaller lot sizes than the R-1 residential. The **Multi-family Residential** category in the Village delineates those areas that have been developed into multi-family dwellings, as well as areas that would be suitable for such development in the future.

The **Residential** category in the Town includes land around the Village and in the Hamlet of East Palmyra. Residential uses predominate. Higher densities of development would be permitted when public sewers are available. The **Rural Residential** designation in the Town is intended to accommodate residential development at a lower density than the rest of the Town, in areas that are less likely to be used for agriculture in the future.

Commercial/Industrial

Several distinct commercial, industrial and mixed-use districts are designated on the Future Land Use Maps. The **Central Business District** encompasses the Village's commercial district along Main Street, from Church Street/Canandaigua Street west and between Park Drive and Holmes Street. The area between these two CBD districts is designated **Residential/Office Overlay**. Although most of the properties in this area are currently residential, they would also be suitable for professional offices. The types of uses permitted in this area must not require a significant amount of parking.

A small area at the western edge of the Village is designated **Neighborhood Commercial**. This area includes a gas station, dentist office and a small office/retail complex.

Land along Route 31 in the eastern portion of the Village and in the Town east of the Village are designated **General Commercial**. The purpose of this designation is to encourage business development in those areas of the Town that are most suited for it. This area has access to State Highway Route 31. This area encompasses parcels that are already developed with business uses as well as additional land that would be available for new businesses and business expansions. This designation encourages traditional commercial uses, such as retail, restaurants, and services.

A **Limited Commercial/Industrial** district is designated for the three properties along Prospect Drive that are used for light manufacturing. This area is unique in the Village. It has traditionally been used for manufacturing, but is in close proximity to residential neighborhoods.

Several areas in the Town and Village are designated **Light Industrial**. In the Village, these include the site of the existing sewage treatment plant, the Freund box factory, and other land in the Village north of the Canal. These areas adjoin land in the Town, south of the railroad track, that are designated for future industrial use. Anticipated uses include light manufacturing, assembly and storage.

Planned Development

The areas designated for **Planned Development** in the Village are suitable for mixed commercial and/or multi-family development. This category applies to land adjoining NYS Canal Corporation property. Creative development proposals are encouraged in this area that make use of the proximity of the Canal.

Areas designated for **Planned Development** in the Town are suitable for commercial, industrial and/or multi-family development. These areas primarily undeveloped at this time, but have the potential for a variety of uses, including mixed commercial/residential, light industrial, or commercial.

Parks/Recreation/Conservation

Land that is currently devoted to public and not-for-profit conservation and recreational use, as well as land with the potential for future recreational use, is designated "Parks/Recreation." These include land along the Erie Canal, existing Village Parks, and the County Fairgrounds.

The Comprehensive Plan recommends that these areas continue to be used for public and private recreation and conservation purposes.

Government and Community Service

Areas designated for Government and Community Service include facilities such as the Town's Community Center, Old Town Hall, and Highway Barn, as well as cemeteries, Fire Halls, and private not-for-profit uses. The Comprehensive Plan anticipates that these uses will continue into the 10-15 year horizon of the Plan.

Recommended Actions

- I. Enact zoning regulations and a zoning map that balances the competing needs of the various land uses in the Town and Village, as represented in the Future Land Use Map.

Natural Resources and Environmental Protection

GOALS:

- **Protect natural resources such as streams, wetlands and wildlife habitats**
- **Maintain the water quality of streams**
- **Protect the quantity and quality of groundwater**
- **Minimize the impacts from mining, logging and other resource-based activities**

Existing Conditions and Trends

Geology, Topography and Soils

Palmyra is an unusual community in regard to its topography and soil types. Its distinctive features include large numbers of drumlins found in both the Village and the Town of Palmyra. Drumlins are the long narrow hills that run north and south with a steeper north face and gentle south slope. The east and west slopes are typically steep. The drumlins, like the majority of Palmyra's topography, developed during the expanse and retreat of the glaciers that formed during the ice age. As the glaciers retreated toward the north, over pockets of hard till, the smooth southern slope was formed. The steep north face was formed as the glacier pulled off chunks of till. Map 8 depicts the topography in Palmyra.

Soil types in Palmyra range from glacial tills to silts and clays. Soil conditions in much of the Town present limitations for development due to flooding, high water table, or steep slopes. A high water table (within 2 feet of the ground surface) makes development more difficult in most of the Town.

Many of these soils are not well suited for percolation and can prevent the construction of suitable sanitary leaching beds. If percolation rates are slow, a conventional septic tank with an absorption field may not be able to properly treat sewage. In these cases, a "raised bed" or other alternative may be required.

The less pervious soils also restrict ground water flows, therefore lowering water production available from wells.

Watersheds and Streams

The unique topography of Palmyra results in unusual drainage patterns. The majority of the lands south of the canal drain north and east into the canal. The lands north of the canal drain primarily in two directions, south toward Ganargua Creek or north toward Marion. Only a narrow section in the middle of the town and the north east corner drains north toward Marion. The lands in the town and village south of the canal drain north to the canal. The overall drainage areas are more clearly shown in Map 9.

Gravel

Large gravel deposits throughout Palmyra were also formed during the retreat of the glacier, as the melting waters of the glaciers carried away the finer silts and clays. The large gravel deposits provide a good source of the sand, stone and gravel materials that are used for concrete, asphalt, roads and other building materials. These deposits also store and filter groundwater. These gravel deposits store and filter water for many of the wells found throughout Palmyra.

Several active gravel mines in the Town of Palmyra have mining permits issued by the New York Department of Environmental Conservation (NYSDEC). These mines include the Steffen Pit on Route 21 near Goldsmith Road, Lyon Gravel Pit on Newark-Marion Road and Abram Cleason Pit on Palmer Road.

NYSDEC has also issued permits in Palmyra for the extraction of natural gas.

Woodlands

Woodlands provide habitat for wildlife. Some areas of the wooded areas are logged privately, used as private hunting areas or are part of farms.

Lumber is another natural resource that is available for harvesting in Palmyra. Logging is on the increase in many areas, as Palmyra contains many hardwood forests that could help meet this growing need.

Wetlands

Wetlands play a key role in our community for flood control, filtering of water, open space and habitat for wildlife. Most of these wetlands are protected by regulations administered by the NYS Department of Environmental Conservation (NYS DEC) or the Federal Army Corps of Engineers. Wetlands regulated by NYS DEC are depicted in Map 10.

The NYSDEC wetlands are 12.5 acres or greater and are shown in Map 8. However, the Federal wetlands are not mapped and require each landowner to map their land for wetlands prior to distributing their land. The Army Corps of Engineers only allows for 1/3 acre of land per property to be filled under a nationwide permit.

Flood Hazard Areas

The floodplains adjoining many streams, creeks and drainage ways provide additional flood storage during major storm events. The flood limits have been delineated on maps prepared by the Federal Emergency Management Agency (FEMA). Maps depicting flood hazard areas in the Town and Village of Palmyra available in their offices. These maps are to be used by the town or village to regulate development within these areas. Failure to do so could mean losing federal insurance for flooding.

Groundwater

Groundwater provides drinking water for Town residents who do not receive public water.

Endangered Species

Palmyra has two areas where endangered species may exist in accordance with records from the New York State Department of Environmental Conservation and the Natural Heritage Program. The endangered species shown to possibly still exist in Palmyra are the Bog Turtle in the Port Gibson area and the Twin Leaf, a small flowering plant, in the Prospect Hill and surrounding village areas.

Issues and Opportunities

The following are concerns that have been raised during the planning process about natural resources and environmental protection in the Town and Village of Palmyra.

Development Impacts

The design of new development can have a significant impact on the impact on natural resources and environmental protection. New development can be designed to avoid sensitive areas, properly manage erosion and stormwater runoff, and prevent flooding. Open space can be retained as part of the design of new development. The Planning Boards, Code Enforcement Officer, and developers need to continue to be educated in how design can be used to protect natural resources.

Logging can also be a very destructive process if it is not done properly. However, regulations to address the impact of logging are difficult to administer and enforce.

Privately-owned Open Space

Several relatively large parcels in the Village of Palmyra are undeveloped and contribute to the character of the community.

Drumlins

The drumlins in the Town and Village are distinctive elements of the community's character. These features are community resources and their shape should be preserved. There may be threats to the drumlins from gravel mining.

Tools and Techniques

Zoning Regulations and Other Local Laws

Towns have the authority to regulate the use of land through local zoning regulations, except where State or Federal regulations supercede this authority. For example, development within designated wetlands is restricted by State and Federal regulation, regardless of any uses that may be permitted by local zoning.

Stream Corridors

Towns may help to protect stream corridors through zoning regulations. Typically, zoning regulations to protect stream corridors restrict development within a certain distance of the streambank. A typical distance for a major stream is 50 feet. Such a restriction would be appropriate for waterways with steep banks that are prone to erosion, and along trout streams. Regulations would limit building and prohibit the removal of natural vegetation.

Gravel mining

The NYS Mined Land Reclamation Law limits the authority of local governments to regulate the operation of sand and gravel mines. The Town may use zoning to limit the areas within the Town that could be mined, and may limit entrances and exits onto Town roads, and it may monitor conditions of the DEC permit as part of a special permit process.

The Town may also participate in the NYS Department of Environmental Conservation's permitting process. As gravel mines are required to indicate the future use of reclaimed mines, the Town may participate in the discussion to ensure that future uses are appropriate for the town. For example, the Town could encourage DEC to require that reclaimed land have adequate drainage so that it is usable for farming.

Erosion Control

Some municipalities have passed local laws to reduce excessive erosion and sedimentation during development and logging.

Development Specifications and Design Criteria

Development and design criteria specify how new development must be designed and constructed. They typically include standards for stormwater management and erosion control, as well as the design of roads and other infrastructure.

Stormwater Management

Stormwater management utilizes a system of vegetative and structural measures to control the increased rate and volume of stormwater runoff that results from new development. Such measures must be designed as part of new development to ensure that stormwater is properly filtered before flowing into streams, and that the flow is managed to prevent flooding. Local governments have the authority to require effective stormwater management techniques to be incorporated into the design of new development. Individual property owners can help to manage stormwater by limiting the amount of imper-

Natural Resources and Environmental Protection

meable surfaces and allowing stormwater to filter into the ground before flowing into streams. Techniques include retention ponds, drainage swales, and artificial wetlands.

Recent changes to state and federal stormwater management regulations require a permit for any new construction that would disturb one acre or more of land.

Erosion and Sedimentation Controls

The prevention of erosion during construction requires the use of specific techniques designed to retain soil on site. Local governments typically require such techniques as part of the subdivision or site plan review process.

Conservation Easements

Landowners may place sensitive natural areas under a permanent conservation easement to be held and monitored by a municipality, private land trust or other non-profit organization. An easement typically specifies which parts of the property should not be developed or have vegetation removed. The Genesee Land Trust, based in Rochester, and the Finger Lakes Land Trust, based in Ithaca and Canandaigua, are active in Wayne County.

Recommended Actions:

1. Maintain reference maps that depict floodplains, wetlands, and other sensitive natural areas for use by the Planning Board during development review.
2. Maintain design standards that ensure appropriate stormwater management and erosion control in new development.
3. Require applicants for development permits to address natural resource and environmental protection concerns as part of the design of new development.
4. Encourage the protection of open space and natural areas through conservation easements on private property.

Farmland and Agriculture

GOALS:

- **Encourage the retention of high quality agricultural land for farm uses**
- **Promote the continued viability of agriculture**

Background Information

The majority of the open land in Palmyra is currently farmed. In 2003, a total of 143 parcels in the Town were classified as farmland in the Town assessment rolls. These parcels comprised 11,393 acres and occupied 58% of the land area of the Town outside the Village. Map 11 shows the farm parcels in the Town.

Crops range from corn, wheat and beans to the hayfields that support dairy farms. A total of 2,209 acres were occupied by cash crops, 1,638 by orchards, and 828 by dairies, cattle and other livestock farms.

Several large commercial farms operate in the Town. According to the 1997 Census of Agriculture, nine farms in the Palmyra area had market sales of \$100,000 or more.

Some of the Town's farms are small "hobby farms." Of the 52 farms reported in the 1997 Census of Agriculture, 24 were operated by people who worked primarily off the farm, and 25 reported total sales for the year of less than \$10,000. (NOTE: Data is reported for the 14522 Zip Code. 2002 Data will be available in late 2004).

Many of the farms in Palmyra have been operated by the same families for generations.

Agriculture is a significant industry in Wayne County. In 1997, the total market value of agricultural products sold in Wayne County was \$107,566,000, the fifth highest in New York State.



Relevant Plans and Programs

Wayne County Agricultural and Farmland Protection Plan (1997)

The Wayne County Agricultural and Farmland Protection Plan, completed in 1997, recommends projects to sustain the economic viability of agriculture as well as projects to retain high quality agricultural land for continued production. Key accomplishments resulting from this Plan are:

- Wayne County received State and Federal funds to purchase development rights to farmland in Macedon.
- Wayne County established an “agricultural specialist” position within the Wayne County Planning Department (currently held by Ora Rothfuss)

Other recommendations included:

- Develop a Wayne County Farm Marketing Logo
- Promote agri-tourism in coordination with the Seaway Trail and the Canal Corporation
- Dialog with local police to assure that local farm laborers are treated fairly, assist farmers with the development of migrant worker housing, and develop and ombudsman program to assist migrant workers.
- Assist local towns to revise zoning to permit secondary businesses on farms and establish appropriate regulation for agricultural support businesses

Wayne County Programs

- An economic development revolving loan program offers low-interest financing for agricultural businesses. Additional assistance to farm businesses are available from NY Farm Net and Cornell Cooperative Extension.
- The Finger Lakes Culinary Bounty program encourages Wayne County restaurants to purchase local produce.
- Wayne County has established a Purchase of Development Rights program that has been funded by \$4 million in State and Federal grants.

Agricultural District Program

The New York State Agricultural District Program was created by State legislation in 1971. The program encourages owners of productive agricultural land to form districts within the County. Districts should consist of predominantly "viable farmland." The Districts in Wayne County are reviewed, and may be renewed, in 8-year cycles. Inclusion in an Agricultural District denotes a commitment on the part of the County and the landowner to retain the use of such land for agriculture.

Approximately 15,868 acres of land in the Town of Palmyra outside the Village, and 23 acres within the Village, are within an Agricultural District. Wayne County is in the process of reviewing the Palmyra Agricultural District, and intends to consolidate the districts in Palmyra, Marion and Williamson into Consolidated Agricultural District #2. As part of the consolidation process, Wayne County intends to include as much of the Town's farmland as possible in the District, while excluding small parcels

The Agricultural District Program includes the following provisions to protect farmers:

- **Agricultural use value assessments:** Land is assessed at its value for agricultural production, rather than at its full market value. If land that was receiving the agricultural exemption is sold for non-farm purposes, the landowner must repay the amount of property taxes saved over the life of the District, up to 8 years.
- **Protection from local regulations** that would restrict farm practices
- **Protection from public acquisition of farmland through "eminent domain."** Before a local or county government may undertake a project that affects land within an Agricultural District, it must submit a "Notice of Intent" to the County Agricultural and Farmland Protection Board and the NYS Department of Agriculture and Markets for consideration of the impacts on agriculture.
- **Protection from nuisance suits** (right-to-farm provisions)
- A person who buys property within an Agricultural District must be notified about the possible presence of noise or odors associated with farm practices and acknowledge receipt of this notice in writing.

Issues and Opportunities

Challenges to the continued economic viability of farming in the Town

During the past two decades, the agricultural use of land in Palmyra has been in decline. The problem facing many of these farms is the decreasing profits, which is caused by increasing equipment cost, labor costs and tax burden. As the younger generations seek careers outside of the family, farm labor becomes an additional concern.

For many farmers, their land is their only asset that can be liquidated. Many farmland owners are considering selling portions of their farms to be developed into housing. These subdivisions of larger parcels have been a subject of much consideration by the Comprehensive Plan Committee.

Scattered and roadside development makes farming more difficult

Scattered residential development and strip development along roads affect the long-term viability of farming in the Town. Residential neighbors may complain about noise and odors associated with standard farming practices. Roadside development limits access to interior farmland. The increase in vehicular traffic affects the ability of farmers to move farm equipment from one field to another.



Residents Survey Highlights

The 1993 Residents survey indicated that the community's rural setting and the preservation of open space were important community characteristics.

- *78% of the respondents stated that the rural setting was "important" or "very important."*
- *66% of the respondents stated that open space was "important" or "very important."*

Tools and Techniques

Several tools and techniques are available to local governments, individual landowners and private organizations to help meet the goal of retaining farmland and encouraging the continued viability of agriculture.

Local “Right to Farm” Law

Several municipalities in New York State have passed local “Right to Farm” laws. Such laws typically establish a town policy in support of farming, define “generally accepted agricultural practices,” and affirm a farmers right to employ such practices. The laws also include a requirement that purchasers of property within the town be notified of the town’s policy of encouraging farming, and that farm practices may include odors, noise and other activities.

A “grievance” procedure is established to resolve complaints between farmers and non-farm neighbors. A local committee may be formed to hear and resolve complaints. Such a committee includes local farmers and may include non-farm representatives. Municipalities may appoint an existing committee, such as the Conservation Advisory Council or Planning Board, to act as the Grievance Committee. In some counties, the Agricultural and Farmland Protection Board may take on the responsibility of handling grievances.

Land Conservation Through Conservation Easements

Private, voluntary conservation easements

Landowners may place farmland under a permanent conservation easement to be held and monitored by a private land trust or other non-profit organization. The donation of easements may be helpful to some families in estate planning, as the value of the easement can be claimed as a tax deduction.

Public purchase of development rights

Purchase of Development Rights (also referred to as “Purchase of Agricultural Conservation Easements”) is a public program which compensates farmland owners for agreeing to keep land from being developed. Such a program may be operated by a public entity or a not-for-profit organization. The value of development rights is calculated as the difference between the value of the land for agricultural purposes and its value for development. A temporary or permanent easement restricts development on the parcel. Ownership of the parcel does not change. The easement holder is responsible for ensuring that the property is not developed. The owner may continue to farm the parcel, and/or sell it. Conservation easement programs have the following advantages and disadvantages:

Advantages:

- Protects agricultural land on a permanent basis (or for a specified period of time).
- Participation among landowners is voluntary

Disadvantages

- Cost
- Time involved in purchasing easements
- Requires on-going monitoring by the easement holder

Zoning Techniques

Agricultural Protection Zoning

Agricultural Protection Zoning involves the creation of a zoning district that designates farming as the primary, preferred land use. Such a district targets the most productive soils and large contiguous areas of active farms. The minimum lot size is based on the size of the smallest viable farm unit -- such as 25 to 40 acres.

Regulations for this district typically limit non-agricultural development. They may incorporate density averaging or sliding scale provisions to limit the number of dwellings permitted. The regulations may also specify maximum (as well as minimum) lot sizes for non-farm development. Such a district may allow farm-related businesses and home-based businesses.

Agricultural protection zoning may be combined with purchase of development rights, transfer of development rights or incentive zoning.

Advantages:

- Effective in limiting non-farm development and reducing conflicts between agriculture and non-farm neighbors.
- Can protect large areas of farmland at no cost to the public

Disadvantages:

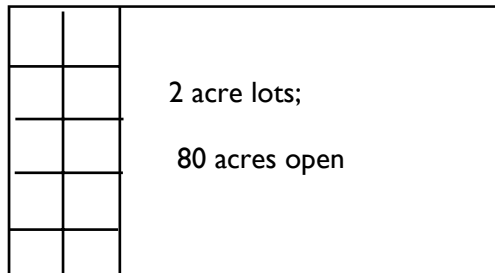
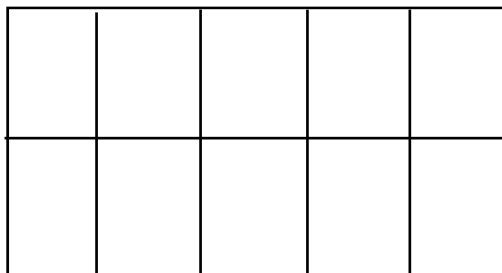
- May reduce the market value of land.
- Is not permanent. Zoning can be changed.

Density averaging (clustering)

Density averaging or clustering allows residences to be built on smaller lot sizes than typically permitted by zoning, provided that the average density of the original parcel is not increased. For example, if zoning requires a maximum density of 1 dwelling per 10 acres, a farm of 100 acres would be entitled to develop up to 10 dwelling units. If the 10 dwellings were built on a total of 20 acres of the parcel (with an average lot size of 2 acres), 80 acres would remain open (see diagram on the right, below.) The smaller lots should be sited in locations that are least suitable for farming, and that offer the most appealing views of open space and natural resources. Design of the subdivision should include buffers between the new residential development and the remaining farmland. A conservation easement would be placed on the remaining 80 acres to prevent future development.

100 acres - 10 building lots

10 acre lots



Advantages

- Relatively simple to administer through the subdivision review process
- Provides for permanent protection of farmland or open space
- Landowner retains full development potential (number of building lots)

Disadvantages

- Results in non-agricultural development in close proximity to farming. May be more appropriate for open space preservation and retention of rural character than for retention of agricultural land.
- Protects farmland on a “piecemeal” basis, and may not be effective in preserving a “critical mass” of farmland.

Incentive zoning

Incentive zoning may be used to encourage the private acquisition of agricultural conservation easements (development rights) or to collect money toward a public fund to purchase such easements. Municipalities must designate an area or areas in which higher densities or more intensive uses may be permitted, provided that the applicant offer certain amenities that would meet specified community needs. Acceptable amenities may include conservation easements on farmland or cash to be used in a purchase of development rights program.

Advantages

- Flexibility in administration
- Can result in permanent protection of farmland if agricultural easements are provided as an amenity in exchange for higher densities
- Allows conservation easements to be purchased privately

Disadvantages

- Requires designation of an area within which higher densities can be sustained.

Recommended Actions:

1. Continue to encourage landowners to participate in the County Agricultural District program.
2. Revise zoning regulations to allow business uses on active farmland with vacant buildings. Identify valid commercial businesses that could coexist with farm operations and share farm structures and land. Develop appropriate definitions and regulations to ensure that farming is continued along with the business.
3. Maintain the “agricultural” designation of zoning districts in areas that are most viable for continued farming.
4. Support changes to State policies and regulations that would ease the tax burden on farmers.
5. Provide information to land owners to encourage the protection of agricultural land through private conservation easements.
6. Encourage New York State, Wayne County and/or private conservation organizations to purchase the development rights to high quality farmland in the Town.
7. Provide information to residents about the value of agriculture to the Town and about customary agricultural practices.
8. Establish subdivision regulations to enable the Planning Board to review new residential development and to encourage designs and buffers that minimize conflicts with neighboring agricultural uses.
9. Consider adopting a local “right to farm” law to address complaints between farmers and non-farm neighbors, as the need arises.

Housing and Residential Development

GOALS:

- **Encourage a variety of types and densities of housing development in appropriate areas as designated on the Future Land Use Map**
- **Encourage the development of condominiums or townhouses in appropriate areas**
- **Continue to support the development and maintenance of senior housing facilities in appropriate areas of the Village and Town**
- **Encourage an appropriate level of maintenance of residential properties**
- **Maintain a high quality of life for Village and Town residents**

Existing Conditions and Trends

Population

According to the Census of Population and Housing, the total population of the Town and Village of Palmyra in 2000 was 7,672. A total of 3,435 persons resided in the Village, and 4,237 resided in the Town outside of the Village.

Since 1950, the percentage of the total population that resides in the Village has decreased, as housing development increased in the Town outside the Village. Since 1970, the population of the Village has decreased, as the average household size has become smaller.

In 2000, approximately 533 Palmyra residents (15.5%) were age 65 or older. In comparison, 11% of the residents of the Town outside the Village and 12% of the residents of Wayne County were age 65 or older.

The percentage of school-aged children (ages 5-17) was slightly higher in the Town outside the Village (21.4%) than in the Village (18.3%). In comparison, the Countywide percentage was 20.9%.

A total of 68% of the households in the Town outside the Village and 46% of the households in the Village consisted of married couple families. Of those couples who resided in the Village, one-half of these had children under age 18 living at home. Of those who resided in the Town outside the Village, 42% had children under age 18 at home. A slightly larger number of single parent families resided in the Village (103) than in the Town outside the Village (91).

Population by Age

	Town of Palmyra (Total)		Village of Palmyra		Town of Palmyra (Outside Village)		Wayne County	
	#	%	#	%	#	%	#	%
Under 5 years	449	5.9%	194	5.6%	255	6.0%	6,028	6.4%
5 to 17 years	1,536	20.0%	628	18.3%	908	21.4%	19,642	20.9%
18 to 24 years	577	7.5%	297	8.6%	280	6.6%	6,364	6.8%
25 to 44 years	2,254	29.4%	1,012	29.5%	1,242	29.3%	28,294	30.2%
45 to 64 years	1,861	24.3%	771	22.4%	1,090	25.7%	22,090	23.6%
Age 65+	995	13.0%	533	15.5%	462	10.9%	11,347	12.1%
Total:	7,672	100.0%	3,435	100.0%	4,237	100.0%	93,765	100.0%

Source: U.S. Bureau of the Census, Census 2000 Summary File 3

Housing and Residential Development

POPULATION TRENDS

Year	Town of Palmyra (Total)		Village of Palmyra		Town of Palmyra (Outside Village)		% of Total Population within the Village
	Total Population	% Change	Total Population	% Change	Total Population	% Change	
1940	4,337		2,709		1,628		62.5%
1950	4,934	13.8%	3,034	12.0%	1,900	16.7%	61.5%
1960	6,179	25.2%	3,476	14.6%	2,703	42.3%	56.3%
1970	7,417	20.0%	3,776	8.6%	3,641	34.7%	50.9%
1980	7,652	3.2%	3,729	-1.2%	3,923	7.7%	48.7%
1990	7,690	0.5%	3,566	-4.4%	4,124	5.1%	46.4%
2000	7,672	-0.2%	3,435	-3.7%	4,237	2.7%	44.8%
2010	7,720	0.6%	3,447	2.0%	4,273	9.0%	44.7%
2020	7,815	1.2%	3,473	2.0%	4,342	9.0%	44.4%
2030	7,870	0.7%	3,486	2.0%	4,384	9.0%	44.3%

SOURCE: Census of Population and Housing

Estimates of future populations calculated by Genesee/ Finger Lakes Regional Planning Council

HOUSEHOLD AND FAMILY TYPE Town of Palmyra - 2000

TYPE OF HOUSEHOLD		Town of Palmyra (Total)		Village of Palmyra		Town of Palmyra (outside Village)		Wayne County
		#	%	#	%	#	%	%
Married	With Own Children under age 18	783	26.1%	341	23.0%	442	29.1%	26.4%
Couple	Without Child(ren) under Age 18	928	30.9%	334	22.6%	594	39.1%	30.6%
Single	Male with Child(ren) under age 18	53	1.8%	22	1.5%	31	2.0%	3.2%
Parent	Female with Child(ren) under age 18	151	5.0%	91	6.1%	60	3.9%	6.8%
	Other Family	108	3.6%	57	3.8%	51	3.4%	4.9%
	TOTAL FAMILY HOUSEHOLDS	2,023	67.4%	845	57.1%	1,178	77.4%	71.9%
Single	Under age 65	441	14.7%	277	18.7%	164	10.8%	12.8%
Person	Age 65 or older	317	10.6%	220	14.9%	97	6.4%	9.6%
	Unrelated Individuals	221	7.4%	139	9.4%	82	5.4%	5.7%
	TOTAL NON-FAMILY HOUSEHOLDS	979	32.6%	636	42.9%	343	22.6%	28.1%
	TOTAL HOUSEHOLDS	3,002		1,481		1,521		15,350

SOURCE: Census 2000, Summary Tape File 3, Tables P010 and P012

Housing and Residential Development

A total of 497 residents of the Village (34%) lived alone in 2000. Of these, 44% were age 65 or older. By comparison, only 261 residents of the Town outside the Village (17%) lived alone. This reflects the large number of apartment units in the Village.

Housing

Based on U.S. Census data for 2000, the Village of Palmyra had a total of 1,586 dwelling units and the Town outside the Village had 1,593 units. The types of housing and residential neighborhoods in the Village are different than those in the Town outside of the Village.

About one-third of the housing units in the Village are multi-family dwellings. Many of these units are in large older houses that have been converted into apartments. In addition, there are five major apartment complexes in the Village:

<u>Apartment Building, Address</u>	<u>Number of Units</u>
Kings Court, 335 W. Main Street	33
Salzburg Village, off W. Foster Street	93
Park Hill Apts., 250 Johnson Street	32
Swiss Chalet Apts., 222 Fayette Street	64
Towpath Manor and High-Rise, 200 Canal Street	20

Many of the Village's residential neighborhoods were developed in the 1800s. Periods of development followed the opening of the Erie Canal in 1825 and the construction of the railroad in 1853. Most (approximately 58%) of the residential structures in the Village were built before 1939. The table on the following page shows the number of units constructed in the decades since 1940.

The Village of Palmyra is the most densely populated village in Wayne County. Although comparable in area, the Village of Macedon is less than half (42.5%) as densely populated per square mile as is the Village of Palmyra. The Village of Palmyra has very little open land available for new development.

Housing in the Town of Palmyra outside the Village consists primarily (75%) of single family dwellings. Most of the residential development in the Town is current or former farmsteads or newer development scattered along roadsides. The Hamlet of East Palmyra consists of a compact community of approximately 35 dwellings on relatively small lots. Newer residential subdivisions with new access roads have been constructed off of Maple Avenue (Meadowside Drive, Bonnie Lane, Arthurton Drive).

Manufactured homes comprise 15% of all housing units in the Town outside the Village. The town has a higher percentage of mobile homes than Macedon, the county or the Town of Perinton. A new manufactured home park, Canalside Estates, was developed recently.

Most of the residential development in the Town outside the Village (approximately 56%) was constructed after 1960. Only 29% was constructed before 1940. A new residential subdivision and multi-family development are being constructed along Division Street, and a 10-lot subdivision on Maple Street has been proposed.

Housing and Residential Development

Types of Housing

	Town of Palmyra (Total)		Village of Palmyra		Town of Palmyra (outside Village)	
	#	%	#	%	#	%
Single-family Dwellings, detached	2,010		822		1,188	
Single-family Dwellings, attached	49		38		11	
Total Single-family Dwellings	2,059	66.0%	860	54.2%	1,199	75.3%
Two-family Dwellings	275	8.8%	183		92	
Multiple-family Dwellings (3-4 units)	242		200		42	
Multiple-family Dwellings (5-9 units)	246		229		17	
Multiple-family Dwellings (10-19 units)	11		5		6	
Multiple-family Dwellings (20-49 units)	44		44		0	
Multiple-family Dwellings (50 + units)	59		59		0	
Total Multiple-Family Dwelling Units	543	17.4%	537	33.9%	65	4.1%
Manufactured Homes	243	7.8%	6	0.4%	237	14.9%
TOTAL HOUSING UNITS	3,120	100.0%	1,586		1,593	

Source: U.S. Census (2000)

Year Residential Structures Constructed

	Town of Palmyra (Total)		Village of Palmyra		Town of Palmyra (outside Village)	
	#	%	#	%	#	%
1999 to March 2000	17	0.5%	8	0.5%	9	0.6%
1995 to 1998	31	1.0%	6	0.4%	25	1.6%
1990 to 1994	175	5.5%	12	0.8%	163	10.2%
1980 to 1989	172	5.4%	49	3.1%	123	7.7%
1970 to 1979	459	14.4%	196	12.4%	263	16.5%
1960 to 1969	404	12.7%	99	6.2%	305	19.1%
1950 to 1959	333	10.5%	155	9.8%	178	11.2%
1940 to 1949	211	6.6%	145	9.1%	66	4.1%
1939 or earlier	1,377	43.3%	916	57.8%	461	28.9%
TOTAL	3,179	100.0%	1,586	100.0%	1,593	100.0%

Source: U.S. Census (2000)

Issues and Opportunities

The following are concerns that have been raised during the planning process about residential development in the Town and Village of Palmyra:

- Need for senior citizen housing
- Potential for condominium or townhouse development
- Need to provide appropriate services to residents, including schools, transportation, and recreation
- Condition and maintenance of older housing stock
- Impact of new residential development on agriculture, rural character and the natural environment
- Potential need for expanded public utilities (water/ sewer)
- Potential impact of increased service delivery on property tax rates
- Maintenance and appearance of properties need improvement

Senior Citizen Housing

Palmyra’s residents have also identified housing for the elderly as their number one concern in the 1993 Residents Survey. Townhouses or condominiums would allow seniors to continue to own their home, but offer reduced maintenance and the yearly tax burden. Presently, few condominiums or townhouses exist in the village or the town. There are waiting lists for apartments at the Towpath complex on Canal Street. This type of housing could also offer first time homebuyers an alternative to manufactured homes.



Residents Survey Highlights

The 1993 Residents survey indicated that residents are in favor of senior housing in the community, but less in favor of more “rental housing.”

- *70.3% of the respondents were likely in favor of “housing for the elderly”. The weighted response was 692—higher than any other feature of the community..*
- *Only 38.9% of the respondents were likely in favor of more rental housing. The weighted response of 201 was the lowest of all features rated.*

Potential Cost for Increased Services

Residential development, if it continues as anticipated, may generally enhance the tax base of the Town, although it will also increase demand for governmental services.

Over time, the cumulative impact can be expected to reach a threshold. When this occurs, significant increases in local governmental expenditures may be required to expand governmental services. For example, if school enrollments steadily rise, at some point school districts will have to hire additional teachers and construct additional classrooms. In order to raise the needed revenue, higher tax levies will be necessary.

Tools and Techniques

Zoning and Subdivision Regulations

Zoning and subdivision regulations are the primary tools available to local governments to manage the patterns of residential (and other) development. Zoning specifies the types and densities of uses permitted in designated districts in the Town.

Local zoning regulations specify the types and density of development permitted in designated districts within the Town. Zoning regulations are adopted by the Town or Village Board following a public hearing and compliance with SEQR. Subdivision regulations govern the division of parcels typically for sale and/or development.

Subdivision regulations allow the Town and Village Planning Boards to review the layout of proposed subdivisions to ensure that the development meets Town standards. Subdivision regulations help to promote safe and efficient vehicular access to avoid land-locking parcels and to protect the natural features such as streams and drainage ways that are contained on the parcel.

Property Maintenance Regulations

Building construction standards are governed by the New York State Uniform Fire Prevention and Building Code. Comprehensive revisions to the Code were adopted by New York State in 2002. Beginning in January 2003, all new construction must adhere to the revised code. The new Code includes additional requirements related to property maintenance, including storage of junk cars and refrigerators, and lawn maintenance. The Town and Village Code Enforcement Officers are responsible for enforcement of the building and property maintenance provisions in the Code.

Conservation Designs for Residential Subdivisions

New development in rural areas can be managed in order to retain the rural character of the community. Zoning regulations and subdivision regulations can influence the design of new development. Many of the concerns raised during the preparation of this Comprehensive Plan can be addressed through revisions to zoning and through the enactment of subdivision regulations and their administration and enforcement.

Examples of conservation subdivision designs are illustrated in the Reference Packet prepared as an appendix to this Plan. These examples demonstrate how innovative zoning and subdivision designs help to minimize potentially negative impacts of new housing development in rural areas.

Conservation subdivision designs incorporate open space and buffers into the design of residential subdivisions. Typically, the lots are smaller than is permitted by zoning, while the overall density remains the same. Other terms for this type of development include “cluster subdivisions” and “density averaging.”

Towns may authorize the Planning Board to require conservation designs during subdivision review. Such designs usually require construction of an access road to allow development of interior lots. Although construction of roadways adds to the initial cost of developing a subdivision, proper design usually ensures that the lots are sold at a higher cost.

Large Lot Residential Zoning

Some communities increase the minimum lot size in order to ensure low density development. This technique has the advantage of maintaining lower densities, and is consistent with trends toward larger residential lots. However, large lots subdivided from farmland also result in the conversion of additional acreage from agricultural to residential uses. Conservation subdivision designs, may be combined with large lot zoning to maintain low densities and conserve usable open space.

Existing Zoning Regulations for Residential Uses

Village of Palmyra

Residence 1 (R-1) District— This district includes most of the Village. Single and two-family dwellings are permitted uses. For those areas with municipal sewer and water service, minimum lot sizes are 9,600 sq. ft. for single family dwellings; 12,000 for 2-family dwellings; and 4,000 sq. ft. per family.

Residence 2 (R-2) District—This district includes the area surrounding the downtown business district. It includes parcels north of Jackson Street and along Hansen Street, Liberty Street and portions of Church, Canal, Cuyler and Willow Streets, and Prospect and Park Drives. Single and two-family dwellings are permitted uses. Multiple-family dwellings are permitted as special uses. The minimum lot size permitted is 8,000 sq. ft., and 2,500 sq. ft. per dwelling for multi-family units. The minimum lot width is 80 feet.

Dwellings are not permitted in the commercial and industrial zoning districts in the Village. Existing residences in these areas may continue but are not permitted to expand without a variance from the Zoning Board of Appeals.

Town of Palmyra

Single-family, two-family and multi-family dwellings are permitted in the Town's A Agricultural, R-1 and R-2 Residential Districts and the C-1 Neighborhood Commercial Districts. The following regulations apply.

R-1 Residential District—The minimum lot size of 20,000 sq. ft. and minimum lot width of 100 feet is permitted where there is no central water and sewer. In areas with central water and sewer, the minimum lot size of 9,000 sq. ft. is permitted.

R-2 Residential District—Minimum lot sizes are 20,000 sq. ft. for single family dwellings; 30,000 for 2-family dwellings; and 20,000 sq. ft. for multi-family dwellings and townhouses plus 10,000 sq. ft. per unit. Where sewer and water service becomes available in the R-2 District, the area served becomes an R-1 District.

The Town's zoning regulations also permit mobile (manufactured) home parks. Mobile home parks require a special license issued by the Town Board which must be renewed annually.

Single family dwellings require a minimum building footprint of 1,000 sq. ft. for one-story structures and 800 sq. ft. for 1 1/2 story and 2-story structures. Multi-family dwellings require a minimum 900 sq. ft. of building footprint and a minimum 450 sq. ft. of living area per apartment.

Recommended Actions:

1. Revise zoning to designate areas in the Town outside the Village where apartment buildings, townhouses and condominiums would be allowed.
2. Establish a guideline for maximum density of multi-family dwelling developments and require open space as part of the development design where appropriate. Revise zoning to ensure that multi-family dwellings are located in areas serviced by municipal utilities.
3. Continue to use parking standards and minimum square footage requirements to limit the number of residential units that may be permitted in existing buildings. Amend the Village's R-2 zoning district regulations to limit multi-family housing in existing buildings to 3 units per building.
4. Designate appropriate minimum lot sizes in the Town outside the Village in order to balance the maintenance of a rural atmosphere with the preservation of opportunities for landowners.
5. Continue to enforce property maintenance standards.

Business and Industrial Development

GOALS:

- **Encourage and facilitate the commercial revitalization of the Village's downtown business district**
- **Encourage and facilitate commercial and industrial development in areas of the Town best suited for such development**
- **Encourage tourism and tourism-related businesses and community events designed to attract tourists**

Background Information

The downtown business district in Palmyra epitomizes the condition of small-town business districts throughout much of the nation. With the advent of regional shopping centers, downtown business districts in most small communities have declined. Many, small owner-operated retail businesses traditionally found in small communities were forced out of business as they could not compete with the selection or pricing offered at regional shopping centers. Highway improvements contributed the decline of downtown business districts as travel to regional shopping centers became more convenient.

In some cases, the traditional small retail stores that once lined Main Street in Palmyra have been replaced with specialty shops, service oriented businesses and restaurants. It has not been uncommon for professional services such as accountants and attorneys to move from the upper floors where they had been traditionally located to the first floor as retail businesses went out of business and the space became available. Many of the downtown buildings now have residential rental units on the upper floors. Business turnover has also been an all too common occurrence as newly opened businesses fail. Vacant storefronts are a common although unwelcome sight.

Although the business environment in the Town and Village of Palmyra is not robust, there are nevertheless, numerous businesses operating in the community. A review of the business directory found at the Internet website www.palmyra.com reveals that there are currently 172 businesses operating in the Town and Village of Palmyra. A list of the existing businesses is contained in the Comprehensive Plan Appendix. The following table displays the number of existing businesses by business category:

21 Automotive businesses	3 Pet-related businesses
6 Computer-related	42 Professional Services
8 Financial Services	12 Restaurants
9 Health Care Services	22 Retail stores
32 Home, Leisure & Farm	5 Travel and Lodging facilities
6 Manufacturing plants	6 Miscellaneous businesses

Although a significant number of businesses are located in the downtown business district, many others are located elsewhere in the Village and Town. Presently industrial uses are located in two areas of the Village and two areas of the Town. All four areas are within a one mile radius of each other. They include Division Street area near the Maple Avenue intersection, Division Street at the Quaker Road intersection, and Park Drive and Kent Street in the Village.

Issues and Opportunities

Tourist Attractions

The historic Joseph Smith farmhouse and E.B. Grandin Print Shop (Book of the Mormon publication site), the newly constructed LDS temple, and the annual Hill Cumorah pageant draw thousands of Mormon and non-Mormon tourists to Palmyra each year. The Hill Cumorah pageant, which runs for several days in early July, draws large numbers of tourists to the area during the course of just a few days. Tourists visiting the Joseph Smith farm, the visitors center at Hill Cumorah and the faithful making pilgrimages to the temple to fulfill religious obligations tend to be spread out over the course of the year, so their presence in the community is not as readily noticeable as is the case during the pageant. The stream of tourists these attractions and events bring to the community provide merchants and hospitality businesses with many potential customers.

The Erie Canal and the Erie Canalway Trail also attract tourists to the area during the spring, summer and fall months. The Erie Canalway Trail is used extensively by hikers and bikers. The construction of the Port of Palmyra marina in 2002 with its dock, electrical service hook-ups, and sewage pump out facilities will draw boaters to the community. The close proximity of marina to the downtown business district with its shops, restaurants and laundromat should only enhance the attraction of Palmyra to boaters. The new canoe rental businesses that began operation at the marina in 2003, the construction of the segment of the Erie Canalway Trail between Church Street and the marina, and a small restaurant adjacent to the marina slated to open in 2005 will draw even more tourists to the marina area. The newly restored and erected Aldridge Change Bridge in Aqueduct Park is expected to also become a popular tourist attraction.

The Alling Coverlet Museum, the Palmyra Historical Museum and Historic Palmyra's Phelps Store located in the Village, although small, serve as additional attractions to draw tourists. These museums can also enhance the tourist experience of visitors who may be unaware of the museums before their initial visit to the area.

Palmyra has an active tourism committee working to attract tourists to the community. Nine self-directed walking tours have been developed and pamphlets identifying the tour routes and local attractions have been printed and are available at the Town and Village Halls and at newly erected kiosks at the Port of Palmyra marina and along the Erie Canalway Trail. In 2004, a visitor center was established in the Village's Park and Club Rooms during the Hill Cumorah Pageant to welcome visitors to the community. Moreover, a reciprocal marketing relationship with a historical museum in Salt Lake City has been established.

Historic and Architecturally Significant Downtown Buildings

The Village's downtown business district serves as the commercial center of the community. The historic and architecturally significant buildings in downtown exude small-town charm. By capitalizing on the historic architecture, layout and special features, the downtown has the potential to be transformed into a quaint, picturesque shopping center. The historic buildings are well suited for small, specialty shops which may provide the most promise for downtown revitalization. If merchants are able to alter their merchandising strategies and find niches that remove them from direct competition with nearby regional shopping centers, the Palmyra downtown business district could become a destination point for shoppers. The Village of Skaneateles in Onondaga County offers a successful example.

Business and Industrial Development

The deteriorated condition of many of the existing storefronts in addition to unaesthetic signage displayed in much of the downtown detracts from the quaint, historic charm of the community. Improvements have been made to many of the storefronts along the north side of the street, which is quite attractive. Unfortunately, few improvements have been made to the storefronts along the south side of Main Street, and the buildings display evidence of little or no maintenance. Façade enhancement along the south side of Main Street and more appropriate and harmonious signage in the downtown would do much to improve the appeal of downtown. The recent NYS Department of Transportation improvements to the street and sidewalks greatly improved the appearance of downtown and may serve to encourage property owners to refurbish the façades of their buildings.

Parking

Downtown Palmyra enjoys sufficient parking which makes the stores and other businesses along Main Street readily accessible. The preservation of the angled parking along Main Street provides much more on-street parking than would have been available had the Village acceded to the NYS Department of Transportation's efforts to eliminate the angle parking in conjunction with the recent Main Street reconstruction project.

The municipal parking lots located behind the storefronts on both sides of Main Street provide an abundance of additional off-street parking in the event parking spaces along Main Street are filled. Access to Main Street from the municipal parking lots is limited, however, making use of the parking lots inconvenient and reducing their utility.

Lack of Land Suitable for a Local Retail Shopping Center

The Village and the Town lack the convenience of a local shopping center. In a community of this size, a shopping center would normally take the shape of a shopping plaza with a relatively large grocery and/or discount store to anchor it. As such a shopping center requires large space for parking, high traffic volumes and easy access, locations along Route 31 and 21 would be the most suitable. The Route 31 corridor presently has higher traffic volumes because of the east-west traffic to and from Rochester. Much of the land within the Village lacks the depth to facilitate a large retail development. The lands along Route 31 east of the Village have sufficient depth and are the most suitable, but currently lack the sanitary sewers to support such development. The Route 21 corridor, both north and south of Route 31, also provide some potential for commercial development. Portions of both the northern and southern corridors are currently provided with municipal water service, but neither are served by municipal sanitary sewers.

High Volumes of Traffic

Both Routes 31 and 21 carry significant volumes of traffic with the highest volumes on Route 31. The large amount of traffic provide retail and commercial businesses in the Town and Village with a ready source of potential customers throughout the year. The heavy traffic, especially truck traffic, however, creates significant traffic congestion especially within the Village of Palmyra. The heavy traffic detracts from the downtown and makes it more difficult to create and maintain a quaint, small town atmosphere.

New York State Thruway Interchange

The NYS Thruway interchange in Manchester (interchange 43) near the intersection of Routes 21 and 96 is a short distance south of the Palmyra. As Route 21 provides quick and convenient access to the Thruway from Palmyra and as municipal water service and sanitary sewer service are provided along the Route 21 corridor south of the Village, this area has potential for commercial and industrial development.

The area presumably could be developed without significantly contributing to increased traffic congestion in the Village and other parts of the Town.

Lodging Accommodations

Notwithstanding the considerable tourist traffic that comes to Palmyra each year, the community lacks lodging accommodations. Apart from four bed and breakfast inns, there are no other lodging facilities in the community. Consequently, visitors are forced to seek lodging elsewhere. This takes tourists out of Palmyra and makes it more difficult for Palmyra businesses to capitalize on the tourist traffic. A proposed hotel and restaurant facility in the Town of Palmyra on Route 21 near Temple Road, when constructed, will help to keep more visitors in Palmyra during their stay in the area.



Relevant Plans and Programs

The Sear-Brown Group, a Rochester-based architectural and engineering firm, prepared the Downtown Palmyra Planning Study in 1995. The study encompassed the area bounded on the east and west by Canandaigua Street and Park/Mill Streets and on the north and south by the Erie Canal and Jackson Street.

The plan acknowledges the historical and architectural significance of the buildings in the study area and the potential for these resources coupled with the Erie Canal and other nearby tourist attractions to foster Village revitalization. The plan calls for maintaining the 19th century ambience of the Village by preserving and restoring its architectural resources while making visual and functional enhancements within the study area and improving access to the Erie Canal. The plan set forth recommendations in order of priority as summarized below:

1. Construct a marina with boating and pedestrian amenities and park-like facilities that would encourage boaters to visit Palmyra and would draw tourists to the marina/Erie Canal; enhance the visual linkage between the marina and downtown with landscaping and traditional sidewalk and pavement treatments.
2. Make improvements to off-street parking lots including: (1) landscaping and pavement treatments to enhance their appearance, (2) redesigning layouts and installing curbing to increase parking space, improve circulation and to accommodate tour buses, and (3) improve access to Main Street by providing visually appealing park-like access ways.
3. Preserve and enhance Main Street including the “four corners” church setting by: (1) burying utility lines, (2) consolidating signage, (3) installing human scale lighting and pedestrian amenities, (4) restoring building façades, (5) utilizing more traditional and harmonious sign designs, (6) preserving the landscaping and (7) utilizing aesthetic, traditional pavement and sidewalk treatments.
4. Enhance Canal Street by: (1) making street improvements including the installation of curbing and sidewalks utilizing traditional pavement treatments, (2) planting of landscaping, and (3) the burying of utility lines.

Since the Downtown Palmyra Planning Study was prepared in 1995, several of the study’s recommendations have been completed. These include:

- Construction of the marina with boater and pedestrian amenities was finished in 2002. The parking lot was completed in 2004.
- Improvements have been made to the off-street parking lot north of Main Street to accommodate tour buses. Other recommended improvements remain to be completed.
- NYS Department of Transportation finished reconstructing Main Street in 2003 which has greatly enhanced the appearance of the downtown business district. Traditional pavement and sidewalk treatments were utilized and human scale lighting and pedestrian amenities installed. The Village Planning Board is currently working on a new sign ordinance to improve the appearance of signage in the Village. Façade restorations remain to be undertaken. The burying of utility lines proved to be too expensive and was not undertaken.
- Canal Street was reconstructed in 2002 with the various improvements recommended in the study. Utility lines were not buried as it would have been excessively expensive to do so.



Relevant Plans and Programs

Palmyra Economic Task Force prepared a report in October 2004 entitled, **“What Other Communities have Done to Enhance Their Economic Development and Improve the Appearance of their Central Business Districts.”** The report describes measures undertaken by six other communities nationwide to improve the appearance of the storefront facades in their respective downtown business districts. The communities examined include:

Fort Wayne, Indiana

Beaver County, Pennsylvania

Fayetteville, North Carolina

Watertown, New York

Chicago, Illinois

Hornell, New York

The techniques these communities used to facilitate façade improvements in their communities generally involved providing some sort of financial incentive to the property owners. The financial incentives included: low-interest loans, grants and tax breaks. More detailed information may be found in the report contained in the Appendix.

Tools and Techniques

Revolving Loan Fund

A municipal revolving loan fund serves as a vehicle to provide low-interest financing to small existing retail businesses and start-up businesses that may not qualify for conventional bank financing. The Village of Palmyra's Micro-Enterprise Revolving Loan Fund capitalized with a Small Cities grant award in 2003 is an example of such a revolving loan fund. As loans are repaid, the funds will be used to make additional loans to other businesses in the future.

Chamber of Commerce/Merchants Association

A Chamber of Commerce or Merchants Association provides business owners and managers an organizational structure for working together on common issues and problems as well as way to promote the business community as a whole. The recent expansion of the Macedon Chamber of Commerce to become the Macedon-Palmyra Chamber of Commerce now provides Palmyra merchants such an organizational structure. Examples of cooperative efforts that can be undertaken through a Chamber of Commerce include cooperative advertising and business promotions, and promotional contests in which multiple businesses participate.

National Main Street Center/Community and Rural Development

Institute

The National Main Street Center is a not-for-profit organization created for the purpose of assisting small communities to revitalize their downtown business districts. The National Main Street Center makes numerous resource materials available that can be used to develop a business plan and strategies for revitalizing downtown Palmyra. The National Main Street Center program is based on four elements: (1) organization, (2) promotion, (3) design, and (4) economic restructuring. In the fall of 2003, a representative of the National Main Street Center visited Palmyra and conducted a preliminary assessment of the Village's potential for revitalization. The report prepared by the National Main Street Center representative (see Appendix), contains numerous observations and recommendations for promoting and revitalizing downtown Palmyra.

The Village is a member of the Cornell Cooperative Extension which has provided the Village with access to Cornell University's Community and Rural Development Institute (CaRDI). CaRDI makes its own resources available to communities as well as provides linkages to other agencies and organizations that can be used for downtown redevelopment. The Village's Economic Development Task Force has already been working with CaRDI with the intent of establishing a Main Street revitalization program in Palmyra.

Empire Zone

Portions of the Village and Town of Palmyra have been designated as part of Wayne County's Empire Zone. Eligible businesses within an Empire Zone that elect to participate in the program receive a host of benefits including: sales tax exemptions, property tax abatements, income tax reduction credits, wage tax credits, reduced utility rates and more.

Land Use Regulations

Land use (zoning) regulations govern the use of land. It is through land use regulations that municipalities determine the uses that will be permitted in various areas (zoning districts). Land use regulations will play

a significant role in the type and character of commercial and industrial development that will occur in Palmyra.

Municipal Water and Sanitary Sewer Service

The availability of municipal water and sewer service are critical to fostering economic development. Water and sewer service are available throughout the Village and water is available in much of the Town. The extension of sanitary sewer service in the Town such as along Division Street has made properties along the street more attractive and viable for commercial and industrial development.

Community Events

Community events that bring people into Palmyra provide the community with an opportunity to expose outsiders to the charms of the community and its attractions. Such events include: (1) the Canal Town Days festival, (2) the Hill Cumorah Pageant, (2) the Wayne County Fair and (3) the multi-jurisdiction municipal equipment auction hosted by the Town of Palmyra.

Business Improvement District

A business improvement district (BID) is a special taxing district established to raise revenue to make public improvements or to provide a municipal service within a business district. A property tax is levied against each property within the district based on the assessed value of the property.

Façade Incentive Programs

Various financial incentives can be offered to downtown property owners to encourage them to make improvements to the facades of their buildings. Various approaches are detailed in the Palmyra Economic Development Task Force report referenced in the Relevant Plans section of this chapter. A copy of the report is contained in the Appendix.

Palmyra Website

The Palmyra website at www.Palmyra.ny.com provides out-of-towners as well as local resident who have Internet access with ready information about the community. The site contains: a calendar of community events, information about tourist attractions, lodging information, maps and a business directory. The website also contains a listing of commercial property available for rent.

Port of Palmyra Signage

The Port of Palmyra marina is not visible to motor vehicle traffic traveling along Routes 21 and 31. Directional signage is needed along Main Street to make visitors aware of the marina and to direct them to the site. The Village has acquired the signs which are scheduled to be erected before the 2005 boating season.

Recommended Actions:

1. Continue to encourage downtown business district property owners to refurbish the facades of their storefront by providing financial incentives similar to those identified by the Palmyra Economic Development Task Force. (See Appendix)
2. Maintain industrial zoning in the areas currently used for industrial purposes.
3. Establish a zoning classification for mixed-use that would include light industrial, warehousing, commercial and office uses.
4. Extend public sewer to areas of the Town designated for commercial, industrial and mixed business uses when cost effective and feasible.
5. Revise sign regulations to improve the appearance of signage, especially in the downtown business district. (in progress)
6. Improve the appearance and layout of off-street parking in the Village's downtown and improve pedestrian access to Main Street from the parking lots.
7. Encourage the establishment of a Business Improvement District (BID) to raise revenue to pay for public improvements and/or services in the downtown business district.
8. Continue to administer the business development revolving loan fund to make low-interest loans available to local businesses.
9. Continue to host community events such as Canal Town Days, the Wayne County Fair, the Hill Cumorah Pageant and the municipal equipment auction to attract and introduce tourists to Palmyra.
10. Continue working with the Cornell Community and Rural Development Institute (CaRDI) to develop Main Street revitalization strategies and programs and to establish the organizational structure to implement the strategies and programs.

Utilities

GOALS:

- **Continue to provide high-quality water and sanitary sewer service within the Village and in areas of the Town currently served**
- **Extend municipal water and sanitary sewer service in areas of the Town where the density of development makes it cost effective to provide service or where necessary to eliminate health threats**
- **Ensure that the stormwater drainage infrastructure is adequate to prevent flooding and that new development does not contribute stormwater or disrupt natural drainage patterns in a way that could cause flooding**
- **Ensure appropriate measures are taken to prevent pollution from stormwater runoff**

Background Information

Water Service in Village of Palmyra

The Village of Palmyra provides water service to properties located within the Village. Canandaigua Lake serves as the source of water and the Village has a permit to draw up to 3 million gallons daily (mgd) from the lake. Raw water is conveyed by gravity from the lake to the water filtration plant located on Spring Street. The transmission line is 20 inches diameter at the inlet and gradually tapers to 12 inches in diameter at water filtration plant. Following filtration and chlorination, the potable water is pumped to the Village's 1 million gallon storage tank on Prospect Hill before entering the distribution system.

The water filtration plant, constructed in the early 1950s, was upgraded in the mid 1970s when an additional filter was added to increase its processing capacity. The water filtration plant has a capacity to process 600,000 gpd; average daily consumption is approximately 400,000 gpd. Despite its age, the water filtration plant is in relatively good operational condition and produces water that meets all NYS Department of Health requirements. In 1997, the water storage tank was inspected and found to be in good operational condition also. The storage tank was cleaned and painted at the time of the inspection.

In recent years, the Village has replaced watermains along Main Street and along approximately three-quarters of Jackson Street. The Main Street watermain replacement occurred in conjunction with the NYS Department of Transportation street reconstruction project. A new watermain is currently being installed along Holland Street. Apart from a few undersized watermains, the remainder of the distribution system is in relatively good operational condition.

Although the Village owns the water system, it contracts with Severn Trent Environmental Services, a private company, to operate the filtration plant and distribution system. The Town Highway Department is responsible for normal maintenance and repairs.

For emergency backup, the Village's distribution system is connected to the Macedon water distribution system. The connection is located in a meter pit at the Village's western boundary near Aqueduct Park. The connection contains a valve that is normally closed; it must be manually opened in the event of a water emergency.

Water Service in the Town of Palmyra

Through agreements with the Village and The Wayne County Water and Sewer Authority (WCWSA), the Town has been able to supply water to many areas which were previously dependent on private wells. This opens up the potential for residential growth in areas where development had been hindered by lack of or poor quality water. This further offers residents the advantage of added fire protection from a more dependable water source and convenience of spaced hydrants.

WCWSA purchases potable water from the Village of Palmyra and from other municipalities, which is used to serve Town of Palmyra water customers. WCWSA utilizes three of its own water storage tanks to serve Town residents. Two of the storage tanks have 1 million gallon capacity each; one is located near the southeast corner of the Village of Palmyra and the other is north of North Creek Road between Route 21 and Schilling Road. The third storage tank with a 1.5 million gallon capacity is north of the Town in the Hamlet of Marion. CVWSA's water distribution system within the Town of Palmyra has been significantly expanded during the past five years. WCWSA is responsible for the maintenance and replacement of the water system within the Town of Palmyra outside the Village. Areas not served with municipal water service must continue rely on private wells.

Sanitary Sewer Service in the Village

The Village of Palmyra's wastewater treatment plant (WWTP) is located along the Erie Canal east of Route 21 and north of Route 31 behind (northeast) of the Palmyra Fire Hall. Operation of the WWTP is regulated by the NYS Department of Environmental Conservation. The WWTP, constructed in the mid 1960s, was expanded in the late 1980s to increase treatment capacity and was rehabilitated in 2003 to replace antiquated components and equipment. The projected life of the rehabilitated WWTP is 30 years. The WWTP has a capacity to treat 600,000 gpd.

The Village's sanitary sewer collection system is comprised of a mix of gravity mains and forcemains with three pump stations. Two of the pump stations, the one on Route 31 at the west end of the Village and the one on Troop Street were recently upgraded. The third pump stations is in relatively good condition and will not require upgrading during the foreseeable future. The Village also has a contract with Severn Trent Environmental Services to operate the WWTP and to clean the sewers. The Town Highway Department, however, is responsible for repairing the sanitary sewers.

Sanitary Sewer Service in the Town

Most of the developed properties in the Town rely on private septic systems. Palmyra is lucky to have many well draining soils. High ground water and some poor draining soils are present in some areas of the Town which can present a problem for the use of private septic systems in such areas.

The Town has been able to extend sanitary sewer service into two limited areas through agreements with the Village of Palmyra and the WCWSA. One area is along Division Street north of the Erie Canal; the other is along Stafford and Temple Roads south of the Village. The Division Street sewer was extended principally to serve industrial businesses on Division Street. A new subdivision (Sorenson subdivision) proposed at the site of the former Palmyra airstrip will also be served by the Division Street sanitary sewer. The sanitary sewer along Stafford and Temple Roads was constructed primarily to serve the Mormon facilities. Plans exist to further extend the sanitary sewer from Temple Road north along the west side of Route 21 for a distance of approximately 500 linear feet to serve the proposed new Palmyra Inn. A sanitary sewer extension from East Foster Street in the Village to Crestwood Drive in the Town has also been proposed. Residential properties abutting sanitary sewer extensions have benefited as they have also been afforded sanitary sewer service.

Sewage collected within the Town is conveyed to the Village's WWTP for treatment. The Town's sanitary sewers are maintained by the WCWSA.

Stormwater and Drainage

The Town and Village are divided into four major drainage areas. The first is the area south of the Erie Canal that drain north into the Canal. The second is the area between the Erie Canal and Ganargua Creek which drains directly into Ganargua Creek or meanders along the canal and then drains into the Ganargua Creek to the east. The third and fourth areas are located north of Ganargua Creek and drain either into the creek or flow north toward Marion. The northeast corner of the Town and a strip in the center flow north while the remaining area flows generally south to Ganargua Creek.

The Erie Canal and Ganargua Creek are the two main waterways that traverse the Town and Village, but many smaller streams and creeks also meander between the drumlins. Protecting these main tributaries and the smaller ones against future flooding is important. One method entails the restriction of development in flood plains and flood ways. It is the responsibility of the Town and the Village to ensure that

Utilities

these areas are regulated in accord with federal floodplain regulations. Flood plains and floodways in Palmyra are identified on the Flood Insurance Rate Map (FIRM) prepared by the Federal Emergency Management Agency (FEMA).

Gas and Electric Service

Electric and natural gas service in the Town and Village are provided by New York State Electric and Gas (NYSEG). Electric service is readily available nearly everywhere in the Town and Village. Gas service, however, is less available and will only be extended to areas where the density of development would support such an extension. Palmyra should make this Comprehensive Plan available to NYSEG for its use in planning future extensions of the company's gas mains.

Telecommunication Service

Telecommunication service is one utility that is rapidly changing. The hard wire system in the Palmyra area is owned and operated by NYNEX. Wireless telecommunications systems are expanding each year and are becoming much more prevalent. The placement of telecommunications towers for wireless service is an important consideration for a community. Towers should be evaluated at the county level to minimize the number of towers required and Wayne County appears to be taking a leading role which Palmyra should support. Tower rental fees offer a potential revenue source for municipalities and the Town and Village may wish to consider securing tower rights whenever possible. Caution should be exercised when approving the erection of a telecommunication tower in a community to ensure adequate provisions are imposed to ensure removal of a tower when taken out of service.

Issues and Opportunities

Existing Village Sanitary Sewer Infrastructure

The Village's existing sanitary sewer collection system and wastewater treatment plant have excess capacity. As the Village is nearly fully developed, there is potential for the Town and Village to work together to extend sanitary sewers to areas of the Town with suitable density of development. Examples of such cooperative endeavors are the extensions of sanitary sewers from the Village along Division Street and Stafford and Temple Roads. One area where sanitary sewer service should be considered is the Maple Avenue / Meadow Drive neighborhood. The residences in this neighborhood are situated on relatively small lots and rely on private septic systems. The construction of the Sorenson residential subdivision on the former airstrip property provides an opportunity to extend the sanitary sewers to serve the Maple Avenue / Meadow Drive neighborhood.

The proposed Palmyra Inn on Route 21 south and the extension of the sanitary sewer from Temple Road provides an opportunity to further extend sewers in this area. Much of the land on the west side of Route 21 is undeveloped and there may be potential to develop this area for light industrial or some mixed uses including light industrial, commercial, and business offices due to easy access to the NYS Thruway interchange a short distance south of this area. Application for rezoning of the 10 acre Palmyra Inn site is under consideration and provides the Town Planning Board with an opportunity to consider changing the zoning for the entire area.

Municipal Electric Utility

A possibility to consider in attracting new industry is the establishment of a municipal electric utility company in Palmyra that could buy directly from the New York Power Authority and resell to the Palmyra area at reduced rates. This has been done by other communities with some success. The Power Authority transmission lines presently cross Palmyra near Jeffery Road. It would be necessary for the municipal utility company to construct a substation at these lines and establish their own distribution system. Power cost would be considerably less under this scenario. The amount of electricity available to municipal electric companies, however, is very limited and is rationed. Even if excess electrical power were available, establishing a municipal utility is difficult and not often practical due to the very large capital outlays required for the purchase of equipment and development of the distribution system.

Stormwater Drainage / Stormwater Management

The impact of proposed new development on stormwater drainage should be evaluated for each proposed development. Many communities often do not evaluate the impact proposed new developments will have on stormwater drainage. In such communities, it is not uncommon for development to occur over many years that contributes incrementally to drainage problems. By the time the drainage problem becomes critical, it is often then too late to cost-effectively remediate any flooding that may occur.

There are a few areas in the Town and Village where there are potential for drainage problems to develop and measures should be taken before problems arise. One such area is in the Town on either side of Route 21 between the Village and Temple Road. Natural drainage swales that existed in this area have over the years been encroached upon by development. In some cases culverts were installed many years ago by private property owners. Some such culverts are undersized, are deteriorating and/or are filled with sediment which impedes the drainage of areas upstream. In other cases the fill has encroached on the swales. Some areas are obstructed by vegetation. Without property maintenance of the drainage swales, flooding in the future is possible.

Utilities

Hathaway Creek and Spring Brook which flow through the Village drain a large area of the Town south of the Village including the area discussed in the preceding paragraph. Portions of these streams flow in open waterways, others flow through culverts. The Village has recently installed new culverts and/or rehabilitated the culverts under Mill, Fayette, Cuyler, Stafford and Spring Streets. The concrete and stone culvert under Jackson Street, although old, is in good condition. The culverts under Canandaigua Street and Birdsall Parkway, however, need to be replaced or rehabilitated. The culvert under Foster Street is in good condition, but due to its shallow construction requires routine removal of sedimentation. The two waterways that traverse the Village cause erosion of abutting properties and sedimentation. As the sedimentation increases, the potential for flooding will increase although flooding is not a current problem or immediate threat.

Under the Phase II stormwater management regulations promulgated in 2003 by the U.S. Environmental Protection Agency (EPA), the Town and Village are required to develop, implement and enforce a stormwater management plan. The plan must be designed to reduce the discharge of pollutants in stormwater conveyed by municipal storm sewers and ditches. Such plans must incorporate six measures which include: (1) public education and outreach, (2) public involvement and participation, (3) illicit discharge detection and elimination, (4) construction site runoff control, (5) post-construction stormwater management, and (6) pollution prevention. The plan must be fully implemented by March 2008 and imposes enforcement and record keeping responsibilities on municipalities.

Village Water System

Although the Village's water filtration plant is in good operating condition, it is old and nearing the end of its period of probable usefulness. The plant will likely need to be rehabilitated or replaced within the next ten to 15 years at a significant expense. Measures are being taken to prepare for this event. Long-range planning has been undertaken to identify and evaluate alternative courses of action. Accumulating revenue in a Capital Reserve Fund by appropriating a modest amount each year would reduce the amount of debt the Village would have to incur at the time the project is undertaken.

Although the section of the raw water transmission line along Curran Road has recently been replaced, the section along Johnson Road remains in poor condition and is prone to frequent breaks. Acidic soils have contributed to the deterioration. Plans need to be made to replace the Johnson Road section in the foreseeable future.

The watermain that crossed the Erie Canal along Route 21 which supplied the Town Highway Garage and several residences in the vicinity was prone to freezing as it was above ground. This watermain was recently replaced with a larger, underground watermain that lies beneath the Erie Canal. The new watermain, which is now operational, will eliminate the freezing problem.

Tools and Techniques

Zoning Regulations

Although municipalities may not legally prohibit the erection of telecommunication towers within their jurisdictions, municipalities do have the authority to regulate communication towers to ensure such towers do not adversely impact the community. Through zoning regulations, municipalities have the authority to require telecommunications companies to provide documentation to demonstrate the need to erect towers in the location(s) proposed as well as to require co-location of transmission/reception dishes on existing towers where feasible. Municipalities may also establish setback requirements, buffering, and the posting of bond to ensure that towers are removed when taken out of service.

Subdivision Regulations / Site Plan Review

Both subdivision review and site plan review, provide the Village and Town Planning Boards with the opportunity to consider the impact proposed new development will have on drainage. By requiring applicants to identify existing drainage patterns on their subdivision plats and site plans, the Planning Boards may evaluate how the proposed development may adversely impact existing drainage patterns. The Planning Boards may require applicants to modify their proposed developments or to take remediation measures to obviate flooding that might otherwise occur if the development were to be constructed as originally proposed. The implementation of the Town's and Village's stormwater management plans mandated by the EPA, will assist in this endeavor.

Flood and Pollution Prevention

Each development must be evaluated as to the kind of impact it will have on the quantity and quality of the stormwater runoff. A common procedure for protecting down stream properties from flooding caused by upstream development and the attending increase of impervious areas is the construction of stormwater detention facilities. The objective is to detain sufficient stormwater on the project site so that post-development runoff does not exceed pre-development runoff. Stormwater is typically maintained in a basin by appropriately sizing the outlet pipe to restrict the outflow. During rainstorms, stormwater will enter the detention basin faster than it exists, thereby increasing the volume of water detained in the basin. The detention basin outlet flow is typically calculated to be equal to the flow of stormwater from the site prior to development. Multiple smaller detention basins, throughout the drainage area, do not decrease flows as well as a single, large detention system. Therefore, "regional" stormwater detention facilities that serve large areas are often the preferred approach to managing stormwater. Manmade wetlands can be incorporated in the design of stormwater detention facilities to ameliorate the potential for pollution associated with stormwater runoff.

An appropriate way for the Town and Village to develop their stormwater management plans would be to divide the Town and the Village into drainage districts. Each drainage district should be reviewed for total development permitted under the designated zoning and analyzed with regard to appropriate locations for stormwater retention basins and manmade wetlands. This approach would provide for stormwater management and pollution control from a regional perspective. The Town and Village can require developers to incorporate stormwater management facilities into the design of their developments and to construct such facilities when the property is developed or contribute to the cost of developing regional stormwater management facilities.

Recommended Actions:

1. Continue to enforce and improve zoning regulations to minimize the adverse impact resulting from the erection of new telecommunications facilities in the Town and Village.
2. Evaluate the impact each proposed new development will have on the present water system including both water flows and pressure needed for fire protection and plan for infrastructure improvements necessitated by such new development.
3. Monitor flows in the sanitary sewer system after storm events to determine the extent of stormwater inflow and infiltration, and isolate and identify problem areas for future remediation.
4. Continue to require new developments that must rely on private septic systems to demonstrate proper soil drainage and pass percolation tests prior to final approval by the Town Zoning Board of Appeals and/or Town Planning Board.
5. Require applicants for new developments that will produce large amounts of sewage, to obtain NYSDEC and NYSDOH approvals prior to Town or Village approvals.
6. Continue to explore agreements that would enable the existing Village sanitary system to be extended into the Town, or the potential for extending the Town's sewage collection system to support development in the Town while contributing sanitary sewer revenue to the Village to offset its wastewater treatment plant (WWTP) operating costs.
7. Evaluate the impact new development will have on the quantity and quality of stormwater run-off and require developers to obviate the potential for drainage problems through the use of stormwater detention facilities and appropriate design and sizing of stormwater sewers.
8. Divide the Town and Village into drainage districts, study and evaluate existing drainage patterns and capacities to determine the amount of development each district could accommodate and the types, sizes, and locations of stormwater detention facilities that would need to be constructed to accommodate such development to prevent future drainage problems.
9. Develop and implement a stormwater management plan in accord with U.S. Environmental Protection Agency (EPA) Phase II mandates.
10. Continue to evaluate alternatives for replacing or rehabilitating the Village's water filtration plant and develop cost estimates for the alternatives. Explore the potential to sell more water to the Wayne County Water and Sewer Authority to help pay for the costs of replacing the filtration plant.

Transportation

GOALS:

- **Provide a network of roads and streets in the Town and Village that facilitate the safe and efficient movement of motor vehicle traffic within the community**
- **Maintain Town roads and Village streets in good and safe condition**
- **Provide a network of trails and sidewalks to provide for safe pedestrian travel within the community**
- **Maintain Town and Village trails and sidewalks in good and safe condition**
- **Encourage the Rochester-Genesee Transportation Authority to continue to provide public bus transportation to serve Palmyra**
- **Encourage the Wayne Area Transportation Service to continue to provide public bus transportation to serve Palmyra**

Background Information

Historical Perspective

While travel between communities was limited to walking and horseback riding during the development of our country, Palmyra had the advantage of being a port community along the Erie Canal. During the early and mid 1800s, Palmyra grew and flourished as a result of the central role the canal played in moving goods and products to markets in the eastern part of the nation. Although the canal played a central role in Palmyra's early economic vitality, the canal has been relegated to use solely for recreational purposes as railroads and later highways replaced the Erie Canal as quick and efficient means of moving goods and products.

Existing Highway Transportation Network

Palmyra's main link to Rochester is NYS Route 31 running east and west through the Village and along the southern portion of the Town. The traffic volumes along Route 31 are the highest of any state, county or town road in Palmyra. The NYS Department of Transportation recently completed reconstructing Main Street (Route 31) through the Village of Palmyra. The project which involved making improvements to both the roadway and sidewalks has done much to enhance the flow of vehicular traffic through and within the community while enhancing pedestrian movement and safety.

The other major State highway in Palmyra is Route 21 which runs north out of the Village and through the Town to intersect with Route 104 in the Town of Williamson. Route 21 also runs south out of the Village through Manchester to the City of Canandaigua. Route 21 south provide access to the New York State Thruway (I-90) at the Manchester interchange a few miles south of Palmyra. Although Route 21 is not as highly traveled as Route 31, the potential for increased use exists, due in large part to its linkage with the New York State Thruway

The remaining parts of the Village and the Town are subdivided by numerous Village streets and Town and County roads. Although many of these roads have potential for growth, no clear development trends have occurred at this time.

Bus Transportation

The Rochester Transportation Service (RTS) and the Wayne Area Transportation Service (WATS), both subsidiaries of the Rochester-Genesee Regional Transportation Authority (R-GRTA) provide public bus service to Palmyra.

The RTS bus service is provided between the Village of Lyons and downtown Rochester via Route 31 through the Town and Village of Palmyra. The RTS service is designed for commuters who travel to and from downtown Rochester as service is provided in the early morning and late afternoon only and only on weekdays. There are two established bus stops in the Village; one at the intersection of Main and William Street and the other in front of the Village Hall. Both lack shelters, however. RTS buses will also make flag stops along Route 31 to board passengers. The Village parking lots serve as park-and-ride sites for commuters who drive to Palmyra to utilize the RTS bus service.

WATS bus service is designed to provide transportation services within Wayne County. The WATS bus route follows NYS Routes 21, 31, 414 and County Road 143 to form a loop that links all the Villages and many of the hamlets within Wayne County. Half the buses travel clockwise around the loop and the others travel in a counterclockwise direction. Service is provided weekdays beginning at 8:45 a.m. and ending at 5:47 p.m. WATS buses will also make flag stops along the route.

WATS also operates a medical shuttle for dialysis patients who reside in Wayne County. The shuttle transports patients to one of two dialysis centers both of which are in Ontario County. One is located in Victor; the other in Geneva. Medical shuttle service is also provided to Clifton Springs and Canandaigua.

Wegman's supermarket underwrites a grocery shuttle for senior citizens who reside in the Villages of Palmyra and Macedon. WATS operates the service which is provided weekly on Thursday mornings. The shuttle transports seniors to and from the Wegman's market in the Village of Newark.

Airports

There are no airports in the Town of Palmyra. There are two small airports in nearby communities. One airport is in the Town of Williams along the Route 104 corridor; the other is in the Town of Canandaigua. Both airports have pilot activated lights and beacons. The runways are capable of accommodating turboprop and small jet aircraft of the size commonly used by corporations for executive travel.

The closest large-scale airport is the Rochester International Airport located southwest of the City of Rochester. The airport is approximately a 30 to 40 minute drive from Palmyra depending on traffic conditions and the route traveled.

Railroad

An active railroad line (CSX/Amtrak) traverses the Town of Palmyra north of the Village. It carries both freight and passenger trains. At the present time there is no train stop in Palmyra. At one time the community had an active train station where trains routinely stopped.

There are two active railroad sidings. One serves a former Agway facility west of the former train station, the other runs north into the Town of Marion. Although passenger use of the rail systems is very limited in this part of the country, demand for freight service has increased during the past decade. If fuel costs continue to rise, it is anticipated that demand will remain high or even increase in response.

It is unlikely in the foreseeable future that passenger service will be provided in Palmyra, due to lack of demand for passenger rail service. Efforts are being made to establish a passenger stop in the Village of Lyons and, if successful, would make train travel much more convenient for Palmyra residents. Currently Palmyra residents must travel to Rochester or Syracuse to board passenger trains.

Trails

Biking and pedestrian hiking are other forms of transportation and recreation enjoyed in today's lifestyles. Although Palmyra's rural roads presently offer many routes to enjoy, the Erie Canalway Trail, when fully developed, will offer additional future routes. A portion of the Erie Canalway Trail in the Village between Church and Division Streets was completed in 2004. The segment of the trail between Aqueduct Park and Church Street is scheduled for construction in 2005. The trail will cross the Erie Canal at Division Street and will continue eastward along the north side of the Canal to the Village of Newark. Wayne County has plans to construct the segment east of Division Street in the spring of 2005. (See Wayne County Trails Plan)

Issues and Opportunities

Traffic Volumes

Route 31 carries large volumes of through traffic on a daily basis. Although, the high volume creates traffic congestion in the Village and impedes the flow of local traffic, the traffic along Route 31 provides potential for commercial development in the Town and Village. Retail and commercial businesses require easy highway access and high visibility. Route 31 provides easy access and high visibility for properties along the highway both within and outside the Village.

Route 21 south which links to the NYS Thruway at Manchester (interchange 43) to Route 31 in the Village, and Route 21 north which links Route 104 to Route 31 in the Village also carries a significant volume of truck traffic. As Route 21 jogs through the Village, truck traffic traveling between the NYS Thruway and Route 104 passes through the Village's central business district which contributes to the traffic congestion. The potential for business development along this highway, especially along the segment between Route 31 and the NYS Thruway which is currently served with water, and is close proximity to the Thruway interchange. The extension of sewer service along Route 21 south of the Village, as proposed, will only further enhance the potential for business development along this segment of the highway.

Traffic By-Pass

Some existing roads provide the potential for developing east-west routes to help alleviate the amount of traffic carried on Route 31. For example, an extension of Route 31F eastward to Route 21 north may be possible. An extension to Route 21 may be reasonable to consider in the future if use of Route 31 continues to increase. The extension could follow Macedon Center and Jeffery Roads (see Map 15).

Another potential route to alleviate truck traffic is a by-pass around the Village of Palmyra. Truck turning movements from Route 31 to Route 21 south are difficult and contributes to downtown congestion. One option for a truck by-pass would be a route that exits Route 31 at Walworth Road and proceeds north over the Erie Canal to Quaker Road. From there the by-pass could proceed east along Quaker Road past Division Street to Route 21. Although trucks proceeding south on Route 21 would need to travel down Maple Avenue and Church Street to link to Route 21 south, no turning movements would be required in the downtown area. It may be possible for the right of way and alignment of this route to be accomplished with minimum impact to existing residences and businesses. Such a truck by-pass would provide an alternative route around downtown in the event Main Street is closed for community events such as Canal Town Days or due to an emergency. (see Map 16).

Other potential truck by-pass routes may exist and should be examined with the NYS Department of Transportation (NYSDOT) to establish the best route for future planning. NYSDOT, however has gone on record indicating that the agency will not entertain or conduct a by-pass analysis unless and until the Village and Town of Palmyra are able to obtain the consent of the adjoining municipalities through which such a by-pass would traverse.

Road Improvements Related to Development

The Planning Boards and Zoning Boards of Appeal should work closely with the appropriate highway departments in the future, to ensure that the cost of road and street improvements necessitate by new developments be paid by the developers whenever possible. Consideration of the road networks during

project review and approval will bring to light potential problems that may be caused by traffic that will be generated by the new development.

Although school busing is not the responsibility of the Town or Village, the consideration of school bus access to new residential developments is important in providing safe accessible routes. School bus access to and circulation within proposed new residential developments should be taken into consideration during the review and approval process.

Sidewalks

Palmyra provides an example of a walkable community. The scale and density of the Village provides residents and tourists with easy pedestrian access to all points of the Village. Sidewalk improvements along the entire length of Main Street constructed during the NYSDOT Main Street reconstruction project has significantly enhanced pedestrian circulation within the community. However, In order for pedestrians to safely access all areas of the Village, sidewalks are needed throughout. Not all areas presently contain sidewalks. Even some of the areas with sidewalks have deteriorated sidewalks that are an impediment to pedestrians. Although sidewalks are not appropriate or necessary in the rural areas of the Town, sidewalks in areas of the Town adjoining the Village where the residential density is similar to the density within the Village may be appropriate for pedestrian convenience and safety. Two such areas for consideration are Canandaigua Street (Route 21) between the Village and the Town Hall, and Maple Avenue between the Erie Canal and Clover Street.

Tools and Techniques

The following tools and techniques may be used by the Town and Village to ensure good quality transportation infrastructure is provided and maintained.

Subdivision Approval

Subdivision approval provides the Town and Village an opportunity to review proposed new developments to ensure that streets and roadways are designed and laid out in a manner that ensures the safe and efficient circulation of traffic within the development. By reviewing proposed new developments, Town and Village officials can identify potential traffic circulation problems and obviate such problems by modifying the road and street layout proposed in a subdivision. The need and desirability of sidewalks in subdivisions adjoining the Village could also be considered during subdivision approval.

Road and Street Design Standards

The Town and Village can adopt design standards that require developers to construct roads and streets within subdivisions to Town and Village specifications. Such requirements will ensure that when such roads and streets are donated to the Town or Village, the roads and streets are suitable and safe for public use. Such measures will also eliminate the need for the Town or Village to expend public funds to make improvements to substandard streets. Sidewalk specifications can also be incorporated in such design standards to require developers to construct sidewalks in residential subdivisions where appropriate.

Capital Improvement Plan / Capital Reserve Fund

The use of a multi-year capital improvement plan (CIP) and capital reserve funds enables municipalities to anticipate and plan for capital improvement projects well in advance. As capital projects are identified, they should be added to the CIP along with cost estimates, potential funding sources and anticipated year of construction. The CIP should be maintained and continually updated even if the municipality has insufficient funds to construct the projects listed. The CIP serves as a long-range planning and budgetary tool which helps to ensure governmental continuity as municipal board members change over time.

A Capital Reserve Fund is a budgetary tool for accumulating money over time for capital projects. Municipalities may appropriate a fixed or variable amount of money each year to contribute to the Capital Reserve Fund. As the money accumulates, the municipality may use all or some of it to offset the cost of constructing capital projects thereby reducing the need for large-scale borrowing and/or large property tax increases in any one year.

Recommended Actions:

1. Continue to work with R-GRTA and WATS to maintain and improve bus service in the Town and Village of Palmyra and to enhance bus stops with the installation of shelters.
2. Continue to encourage the NYS Department of Transportation to develop a truck by-pass around the Village of Palmyra to reduce truck traffic on Main and Canandaigua Streets in the Village. (See Issues and Opportunities section of this chapter for potential by-pass routes.)
3. Continue to install sidewalks in the Village and in appropriate areas of the Town adjoining the Village.
4. Continue to maintain a multi-year capital improvement plan (CIP) and capital reserve funds to plan for future capital projects and to accumulate money to pay for future capital improvement projects. Make monetary contributions to the capital reserve funds annually or as budgetary constraints permit.
5. Support the efforts of Wayne County and the NYS Canal Corporation to construct segments of the Erie Canalway Trail especially the segment between Division Street and the Arcadia town boundary.
6. Ensure that new roadways and streets are designed and laid out so they interconnect with other roads and streets when possible to avoid dead-end roads and streets.
7. Require developers to pay for the cost of road improvements necessitated by new development and to remediate potential problems that may result from traffic generated by such new development.
8. Encourage carpooling and the use of the park-and-ride lot in Palmyra to reduce traffic congestion on Route 31.

Community Facilities and Services

GOALS:

- **Continue to provide high-quality governmental services in a cost-effective manner**
- **Continue to maintain public buildings and parks in good condition**
- **Continue to provide cultural and recreational opportunities to Palmyra residents**

Existing Community Resources, Facilities and Services

This section describes the facilities and programs in Palmyra that operated by governmental or community not-for profit agencies. The locations of these facilities are depicted in Maps 17 and 18—Government and Community Services.

Town and Village Halls

Town governmental offices are located in the former Latter Day Saints church at 1180 Canandaigua Road (Route 21) immediately south of the Village of Palmyra. The Town offices were moved to this facility in 2002 from the former Town Hall which was located on Main Street in the Village's downtown business district. Space constraints in the former Town Hall precipitated the move. The offices of the Supervisor, Clerk, Code Enforcement Officer and Assessor are located in the Town Hall. The building also contains several large meeting rooms which are used by the Town Board, Town Planning Board and Zoning Board of Appeals for their meetings.

The Village governmental offices are in an historic structure located at 144 East Main Street in downtown Palmyra. The second floor of the structure originally served as the Village Hall and the first floor as a fire hall. Later, after a new fire hall was constructed, the second floor was converted to an opera house and the first floor to the Village Hall. The opera house has not been in use for many years as it does not meet the minimum requirements specified in the Codes of New York for places of public assembly and to bring it into compliance would be a very expensive undertaking. The offices of the Mayor, Clerk, Treasurer, and the police station are located in the Village Hall. Both the Town and Village Court Judges and Court Clerks are also located in the Village Hall also and share an office. The Village relies on the Town Assessor for property assessments. Code enforcement services are provided to the Village by the Town under a contractual arrangement, but the Code Enforcement Officer does not maintain an office in the Village Hall. The Village Hall contains one multi-purpose meeting room which is used by the Village Board, Village Planning Board, Zoning Board of Appeals for their meetings and by the Town and Village Court as a courtroom.

Town Highway Department

The Town Highway Department and the Village Public Works Department were merged in 1996. The Town highway garage and workshop are located on the east side of Route 21 between the Erie Canal and the CSX/Amtrak railroad right-of-way. The site also contains a fueling depot. The garage on the southeast corner of the intersection of Canal and Market Streets that formerly housed the Village's Public Work Department was razed in 2002 and the land incorporated into the Port of Palmyra marina project.

The Town's highway equipment and supplies and materials are stored at the Town highway garage. Maintenance and repair of equipment is performed in the workshop. The Highway Department is responsible for the maintenance of Town roads and Village streets including snow removal and for maintaining drainage ditches and culverts. Under a contractual agreement with Wayne County, the Highway Department also has responsibility for the removal of snow from Wayne County roads within the Town of Palmyra. Repairing watermain and sanitary and storm sewer breaks within the Village of Palmyra is also the responsibility of the Town Highway Department.

The Town Highway Department has informal mutual aid agreements with the highway department in the adjoining townships for the sharing of human resources and equipment. Each municipality indemnifies the others for liability resulting from the use of another municipality's personnel and equipment.

The fueling depot at the highway garage represents a joint venture undertaken in the early 1990s by the Town, Village and the Palmyra Central School District. The two municipalities and the School District funded the construction of the fueling facility which is utilized by the Town, Village, School District, the Palmyra Volunteer Fire Department and the East Palmyra Volunteer Fire Department. The Town Highway Department shares responsibility with the School District for maintenance of the depot while the School District has sole responsibility for purchasing fuel, record keeping, and billing each participant for its share of the fuel.

Village Building and Grounds Building Department

The Buildings and Grounds Department commonly known as the Cemetery and Parks Department is headquartered in a pole barn and workshop located in the northeast corner of the Palmyra cemetery. The Buildings and Grounds Department is responsible for maintaining the grounds and landscaping at Village and Town Halls, the Community Center, the Port of Palmyra, Town and Village cemeteries and the Eire Canalway trail.

Park and Club Rooms

The Village's Park and Club Rooms building is situated across Main Street from the Village Hall. The facility, originally constructed and utilized as a private residence, was donated to the Village. The facility contains three meeting rooms and is currently used for senior citizen recreational programs and serves as the senior citizen congregate meal site. The facility is available free of charge on a first-come-first-served basis for use by other community groups. Community groups currently using the facility include the Girl Scouts, La Leche League and political party committees. The facility is also used for private parties. The Park and Club Rooms serve as spare meeting rooms for Village officials during times when the multi-purpose meeting room in the Village Hall is in use and unavailable. During community events and festivities held in the adjoining Palmyra Village Park, the restrooms in the Park and Club Rooms are open for the convenience and comfort of the public.

Palmyra Fire Department

The Palmyra Fire Department provides fire and ambulance service in the Village and the Town of Palmyra. The Village contracts with the Palmyra Fire Company, Inc., a not-for-profit corporation comprised of approximately 54 volunteer members, to provide the service. Fire service is provided in the Town through a separate contract between the Town and Village. The Village owns and maintains the fire hall which is located on East Main Street in the Village a short distance east of the Route 21 north. The building contains seven garage bays, a large multi-purpose meeting room, a recreation/training room, a kitchen and restrooms. Two ambulances, a rescue vehicle, a mini-pumper truck, two full-sized pumper trucks and an aerial truck are housed in the facility. The ambulances and fire trucks are also owned by the Village.

The Fire Department has mutual aid agreements with the other fire departments in Wayne County which enables each of the departments to obtain backup assistance as circumstances warrant. The Palmyra Fire Department also provides ambulance service within the East Palmyra Fire Department service area.

Community Facilities and Services

East Palmyra Fire Department

The East Palmyra Fire Department provides fire service to the portion of the Town of Palmyra outside the Palmyra Fire Department service area. The Fire Hall, located immediately west of the Hamlet of East Palmyra on Tellier Road, houses a pumper truck, a tanker truck and a rescue truck. Fire service is provided by volunteers through an agreement between the fire company and the Town of Palmyra.

Kings Daughters Free Library

The library located at 127 Cuyler Street, is half a block south of the downtown business district. The Kings Daughters Free Library is part of the Pioneer Library System, a cooperative library system that serves communities in Livingston, Ontario, Wayne and Wyoming Counties. The library is open Mondays through Saturdays, except during the months of July and August when its closed on Saturdays. In addition to the collection of books, periodicals, and audio and video tapes, the library has personal computers available for word processing and accessing the Internet. Programs offered by the library include a pre-school story time reading, book review luncheons, summer reading program, and babysitting courses. Although the library facility is relatively small, the ability to acquire books and other materials from other Pioneer System libraries through the interlibrary loan program significantly increases the titles available to Palmyra residents.

Palmyra-Macedon Central School District Schools

Three of the Palmyra-Macedon Central School District's schools are located in the Village of Palmyra. These include the middle school, the high school and elementary school. The middle school and high school are adjacent to each other on a parcel of land at the southern end of Hyde Parkway. The high school is actually situated on the boundary line separating the Towns of Palmyra and Macedon. The elementary school is on Canandaigua Street half a block south of Main Street and near the Village's downtown business district. The School District also has another elementary school located in the Village of Macedon. The School District's central offices are situated in the high school.

The middle school / high school complex has numerous sporting fields where school related and non-school related sports are played. Some of the non-school organizations taking advantage of the sports fields include Little League baseball, Vince Lombardi football, and community soccer and softball leagues. Other facilities available to residents include tennis courts, basketball courts, a running track and an indoor swimming pool. The elementary school contains a large, newly constructed playground. Its central location makes it readily accessible to children residing in the Village.

Private Schools

Two, small, private sectarian schools are also operating in the Town of Palmyra. These are the East Palmyra Christian School on East Port Gibson Road and the Palmyra Bible Church School on Canandaigua Street. Both schools offer educational instruction from pre-kindergarten through the eighth grade.

Palmyra Community Center

The Palmyra Community Center located on Stafford Street in the Village is owned and operated by a private not-for-profit corporation. The facility, constructed in 1979, contains a full size gymnasium/basketball court, a exercise room with cardio-vascular and other exercise equipment, a game room

with pool tables, foosball tables and other games and two meeting rooms. The facility is open to all Palmyra residents Mondays through Saturdays from 6:00 a.m. to 9:30 p.m. The community center is utilized heavily by the youth in the community with up to 500 youth visiting the facility on any given weekend. The community center has paid staff who supervise the use of the facility.

Erie Canal / Port of Palmyra Marina/ Erie Canal Way Trail

The historic Erie Canal transects Palmyra. Although originally constructed and used for the commercial transporting of goods and materials, the canal is now used exclusively for recreational purposes. The Erie Canalway trail is a recreational trail being constructed along the former Erie Canal towpath that was used by mules to tow canal boats and barges. A segment of the trail on the south side of the canal between the Port of Palmyra marina and Church Street was constructed in 2004. The segment of the trail between Church Street and Aqueduct Park is being constructed by the Village as time and funding permits. The east segment of the trail between the Port of Palmyra Marina and the Town of Arcadia which will be located on the north side of the canal is slated for construction in 2005.

The Port of Palmyra marina is located adjacent to Market Street/Division Street in the Village only a block and a half north of the downtown business district. The marina was constructed in 2002 and the parking lot in 2004 by the Village of Palmyra with financial assistance provided through the federal Canal Corridor Initiative Small Cities grant program. The marina contains docks as well as sewage pump-out facilities and electrical hookups for boaters. The land surrounding the port serves as a community park and the Village intends to install picnic tables and pavilions in the future as funding permits. A former residential structure adjacent to the marina is being developed privately as a restaurant and is expected to open in 2005.

Palmyra Village Park

The Palmyra Village Park is located on Main Street adjacent to the Park and Club Rooms and across the street from the Village Hall. The park contains playground equipment and a bandstand. At one time, the park contained an outdoor ice skating rink, which over time deteriorated and is no longer in use. During the summer the Village sponsors regularly scheduled activities in the park including movies and concerts. A farmers' market also utilizes the park on Saturday mornings during the summer and fall seasons.

Vienna Street Park

This park is located near the Vienna Street entrance to the Palmyra Cemetery. The playground was developed in the late 1990s. The park contains an equipped playground and a softball field.

Prospect Hill Park

The park is located on a forested hill west of Johnson Street and north of Prospect Drive on which the Village's water storage tank is sited. Access to the park is from Johnson Street. Although a driveway exists, it has been blocked and access by motor vehicle is no longer permitted. The lack of a parking lot near the entrance and the steep slope which makes pedestrian access difficult severely limits use of the park. The park is currently not maintained by the Buildings and Grounds Department nor is it patrolled by the police.

Palmyra Volunteer Fire Department Softball Field

The open space behind the Palmyra Fire Hall contains a softball field. The property is owned by the Village of Palmyra, but is maintained by the Palmyra Fire Department.

Aqueduct Park

Aqueduct Park, located at the eastern edge of the Village adjacent to Ganargua Creek and the Erie Canal is owned and maintained by Wayne County. A portion of the park is in the Town of Macedon and a portion in the Village of Palmyra. The park contains playgrounds, picnic pavilions, picnic tables, barbecue grills, a softball field, restroom facilities and a boat launch. The Aldridge Change Bridge, a restored historic Erie Canal bridge, was erected in the park in 2003 and 2004 as part of the Canal Corridor Initiative Small Cities project. A canal lock, the remains of the original canal aqueduct used by canal boats to cross the Ganargua Creek and a former hydropower electric generator building used at one time to power the canal locks in Palmyra and Macedon serve as other attractions. The portions of Ganargua Creek and the Erie Canal that flow through the park serve as fishing attraction and is used extensively for this purpose.

Swifts Landing Park

Swifts Landing Park is a Wayne County owned and maintained park located adjacent to Ganargua Creek on Hogback Road in the Town of Palmyra. The park contains picnic pavilions and tables, an equipped playground, a softball field and restrooms. Swimming in the adjoining Ganargua Creek is discouraged as the water currents in the area have proven dangerous to swimmers. The level shoreline provides easy access for fishing.

Wayne County Fairgrounds

The Wayne County Fairgrounds is a 34-acres parcel between Jackson and West Foster Streets in the Village of Palmyra. The site includes a large historic exhibit hall and smaller barns and storage buildings. The Wayne County Fair Association, a not-for-profit corporation owns and operates the fairgrounds. The annual county fair held at the site in mid August of each year is a popular attraction. The event includes a parade, demolition derby, tractor pull, agricultural exhibits, food and carnival rides and entertainment, pie baking contests and other attractions. In addition, the fairgrounds and buildings are used for 4-H programs, the Golden Olympics, horse and antique shows, Canal Town Days festival and for camping for the Hill Cumorah Pageant. The Wayne County Fair Association also rents both outdoor and indoor space for storage.

Moose Club Little League Baseball Fields

Two Little League Baseball fields have been developed on the land owned by the Palmyra Moose Club. The baseball fields are located behind the Moose Club building along Route 31 a short distance east of the Village of Palmyra. The Little League Baseball Association is responsible for maintaining the fields.

Canal Town Days Festival

Canal Town Days is an annual community festival held to recognize Palmyra's strong ties to the Erie Canal. The festival occurs on the third weekend in September. Portions of Main Street in the Village are closed for festival activities and exhibits that include: a street dance, musical entertainment, an antique automobile display, and a parade. Food, games, arts and crafts are sold from booths that line either side of Main Street and extend into downtown parking lots and the Village Park.

Museums

Palmyra serves as the home to a number of local museums and historic attractions. The Alling Coverlet Museum, includes one of the largest coverlet collections in the world. The Phelps Museum is a turn-of-the-19th-century general store and market left untouched until its opening as a museum. Many of the shelves at the Phelps Museum were left stocked with actual merchandise that were being sold at the time the store went out of business. The Palmyra Historical Museum is filled with artifacts from the Village and Town of Palmyra and artifacts donated by many former residents. The Grandin Building, where the first Book of the Mormon was printed, is a museum that attracts people from all over the United States as does the Joseph Smith farm with buildings that were restored to their original condition. (See Business and Industrial Development chapter also)

Cemeteries

There are a number of cemeteries in Palmyra. The largest is the Palmyra Cemetery, an active cemetery, located on Vienna Street which adjoins St. Ann's Cemetery, another active cemetery. In addition to Swift Cemetery, the historic cemetery on Church Street in the Village, there are several small pioneer cemeteries at various locations in the Town.

Issues and Opportunities

Intergovernmental Cooperation

Municipalities in New York State have several intergovernmental cooperation alternatives that can be utilized to provide municipal services. Intermunicipal cooperation offers the following advantages: (1) potential savings through economies of scale, (2) potential reduction in duplication of services, (3) improved utilization of surplus facilities, (4) access to resources not otherwise accessible (e.g., municipal water), and (5) convenience.

The Village and Town of Palmyra have a history of working closely together and have taken advantage of intermunicipal cooperation. In addition to the merger of the Town Highway and Village Public Works Department described earlier, the merger of the Town and Village building and zoning offices provides another example. Prior to 1996, both municipalities maintained separate building and zoning offices with part-time staff. In 1996, the Town assumed responsibility for building and zoning, created a full-time zoning/code enforcement officer position and the Village contracted with the Town for services. Other opportunities exist for additional intermunicipal cooperation.

Highway Department / Buildings and Grounds Department—Measures were taken in 1996 to merge the Village Public Works Department with the Town Highway Department. For the most part the integration of the two departments has been completed. The employees function as a single work crew although some are unionized and others not, and equipment regardless of whether it was originally Town equipment or Village equipment is utilized in the Village or in the Town outside the Village as needed. Although the personnel and equipment have been integrated, the budgeting for the department remains separate. The Village and Town maintain separate budgets for funding the Highway Department. Integration of the budgets into a single Town budget represents the final step to complete the merger.

The potential for merging the Buildings and Grounds Department with the Town Highway Department also exists. The similar nature of the work performed by each department lends itself to a merger. Such a merger would provide the Highway Department with greater flexibility in assigning human resources and equipment to carry out Highway Department responsibilities.

Town and Village Court—New York State law mandates towns to provide town courts, but does not impose a similar requirement on villages. Some towns and villages have seen an advantage of consolidating their separate courts into a single town court. As the Town and Village Courts are co-located in the Village Hall, and the same people serve as the Town and Village Judges a significant opportunity exists for the consolidation of the two courts. Efforts to consolidate the two courts a few years ago failed, however, after the proposal was placed on a referendum.

Palmyra Community Center

Demand for use of the community center significantly exceeds the facility's capacity. The board of directors has taken measures to begin to expand the community center which would double the size of the facility. The expansion plans call for increasing the size of the cardio-vascular exercise room and game room, adding another full-size gymnasium/basketball court and meeting rooms. Although, the building shell for the expansion has been erected the interior has not been finished. The board of directors has no set schedule for completion of the project as the expansion is being undertaken on a pay-as-you-go basis as funds become available.

Recommended Actions:

1. Study the feasibility of increasing public use of Prospect Hill Park.
2. Sponsor and encourage community, cultural and recreational events and activities to be held at the Port of Palmyra marina.
3. Continue to work closely with the Palmyra-Macedon School Board and other community organizations to unify activities and events that build community spirit and pride.
4. Continue to explore opportunities for increased intergovernmental cooperation between the Town and Village through such measures as contracting for services, consolidation of services, sharing of human resources and equipment and joint purchasing. Potential opportunities include:
 - A. Potential for merger of the Buildings and Grounds Department into the Highway Department.
 - B. Potential for joint economic development activities and tourism promotions.

Historic Resources

GOAL:

- **Retain the integrity of buildings with historic and architectural significance**

Existing Conditions and Trends

In planning for the future, it is important to consider Palmyra's past history. Many significant historic events have occurred in Palmyra. Visible representations of the community's history include numerous historic buildings and sites.

Palmyra's modern history starts after the Revolutionary War, when released soldiers and others moved to new lands with farming and business opportunities. Settlers, many of whom were from western Pennsylvania, had heard favorable reports about the uninhabited and fertile areas of Western New York.

At about the same time, the Phelps and Gorham Survey was taking place and the area was being divided into township sites in units of six square miles. John Swift and John Jenkins of Pennsylvania purchased two of these adjoining plots. The townships were then divided further into 72 farm plots of one mile by one-half mile for sale to individuals.

In 1789, John Swift and four companions came to what is now the junction of Canal and Main Streets. They named it Swift's Landing which was later changed to Tolland. After an altercation with a small band of roaming Indians, the settlement proceeded. John Swift went to Massachusetts, Connecticut and Long Island in search of people to settle on his lands.

A few settlers came right away and paid 20 cents an acre for their units of 320 acres of farming land. Their families and others quickly followed. Land was cleared and cabins, houses, stores, and taverns were built, thus pushing the frontier of American civilization further into Western New York.

In the early months of 1796, town leaders met and chose the new name "Palmyra," after the ancient city. In 1825, they were separated as townships, the same year that construction of the Erie Canal began. This project connected the Hudson River in Albany to Lake Erie in Buffalo, thus opening up the way west for settlers and commerce. The construction and operation of the Erie Canal transformed the towns and villages along its path and guaranteed that the area would evolve into a viable part of early America.

The Village of Palmyra was incorporated on March 29, 1827. The village's first election of officers was held at the house of Lovell Hurd on February 4, 1828.

More development came after the first passenger railroad train came through on May 30, 1853. A flag boy was hired for each crossing to warn every house of the coming of a train. The West Shore Railroad B was built and opened in 1884. Two years later, it was leased to the New York Central Company and used mostly as freight road.

In 1830, the Church of Latter Day Saints, better known as the Mormons, was formed in Palmyra. In 1820, originator Joseph Smith believed to have had a vision which led him to unearth, on Mormon Hill, a volume of "golden plates" containing ancient American scriptures. These scriptures were then translated and published as "The Book of Mormon." In 1928, the first Book of Mormon Pageant was produced in the area and was presented in a field near the Joseph Smith Home. In 1936, it was moved to Mormon Hill and the "Hill Cumorah Pageant" was presented there.

In 1849, the first Palmyra Fair was held on a lot on South Cuyler Street. Later, in 1856, it became the Wayne County Fair to be held at its present location on West Jackson Street.

The Palmyra Village Hall was constructed in 1868 and used the second floor as an opera house. This facility hosted plays, music, shows and exhibitions for the edification of Palmyra's growing social set. Other fame came when the "Corner of the Four Churches" was pictured in Robert Ripley's "Believe it or Not" cartoon in national newspapers.

The Garlock Packing Company contributed greatly to the business prosperity of Palmyra. In the 1880's, a Palmyra entrepreneur named Olin J. Garlock invented cloth and rubber packing rings for sealing rotating shafts in engines and machinery. The Garlock Packing Company was founded in 1885, creating a world-wide industry in Palmyra, New York. This company provided thousands of jobs for area people through the years. The company operated several extensive factories in the northern portion of the village and a large four story factory on Main Street in the village. Today the Garlock Company is owned by Colt Industries and sells its products all over the world.

In 1964, a 175th Anniversary celebration of the founding of Palmyra was organized as a community project. This was so successful that it became an annual event known as Canal Town Days. It has grown into a major celebration involving almost every citizen and it attracts many thousands of spectators from the surrounding areas.

Historic Buildings and Sites

A Palmyra has evolved, it has retained its charm and connections to its history. Historic buildings and sites, as described below, are located throughout the Village and Town. Map 19, entitled "Historical Sites" depicts the locations of historical sites in Palmyra.

At Aqueduct Park, the Palmyra canal locks still operate and the old stone aqueduct that carried the channel over the creek still stands. Along Main Street, Market Street and Canal Street, many buildings date back to the canal era. On Church Street, one of the earliest cemeteries is located on the hill across from the Catholic Church. On the west side of Maple Avenue is the house of Martin Harris, who was involved with the first printing of the Mormon Bible. The Wayne County Fair Grounds is located in the village on the south side of Jackson Street.

The Joseph Smith Farm and the Sacred Grove, where the founder of the Church of Latter Day Saints once lived, are located on Stafford Road in the southern portion of the Village. On Vienna Street, in the village, we can find the house once occupied by Admiral William Sampson who commanded the naval fleet during the Spanish -American War. The first church west of the Phelps-Gorham line still stands in East Palmyra. Throughout the rest of the village and town one can find homes, farms and other structures constructed of the old brick, Ontario Lake cobblestone or rough sawed lumber from local saw mills.

Issues and Opportunities

Historic resources in the Town and Village of Palmyra impact planning for the future as a representation of the community's heritage. These resources are also significant tourist attractions in the Town and Village.

Numerous visitors to the birthplace of the Mormon religion visit the Joseph Smith Farm and the Sacred Grove, the Martin house and commercial buildings in downtown Palmyra. The Erie Canal and associated buildings attract tourists along the Canal trail and to celebrate the annual "Canaltown Days" festival. The preservation of historic buildings is critical to maintaining this type of cultural tourism.



Residents Survey Highlights

The 1993 Residents survey indicated that residents support the preservation of historic landmarks.

- *66.0% of the respondents indicated that preservation of historic landmarks is "very important" or "somewhat important".*

Tools and Techniques

Techniques available to local governments to encourage the preservation and restoration of historic buildings include both recognition programs and regulatory approaches.

Recognition programs for privately owned buildings

The National Register of Historic Places recognizes buildings, sites and landscapes that are historically and architecturally significant. The program does not provide protection to privately owned buildings. However, public money cannot be used to alter or demolish buildings that are in a Historic District or are individually listed on the National Register without a formal review of the impacts.

Municipalities may develop their own recognition program to designate historic structures or to acknowledge private efforts to restore or rehabilitate historic buildings. Such a program would send a message to the public that historic preservation is important to the community, and may encourage private property owners to restore historic buildings.

Municipalities may also provide information to private property owners to assist in restoration and rehabilitation efforts. There is a considerable amount of literature and technical assistance available to ensure that restoration and rehabilitation of historic buildings is done in a manner that is consistent with the building's historic character and that does not damage the building's architectural features or materials.

The Town and Village may undertake a formal survey of the historic resources in the community. Such a survey could form the basis for a recognition program or a regulatory program.

The Town and/or Village may designate, on a formal or informal basis, historic resources of local significance. The Town and/or Village would need to develop appropriate criteria. Criteria may be adapted from those used to listing historic sites in the National Register.

Regulatory techniques

Municipalities may establish regulations to protect historic buildings. The process typically requires the designation of certain historic buildings as "landmarks," or the delineation of an area as a "Historic District." A citizen board, usually known as the "Historic Preservation Commission" or "Landmarks Preservation Board," is appointed to review applications for building permits that would affect historic landmarks or buildings within the Historic District. The board is responsible for ensuring that changes to historic properties are consistent with the historic character of the property.

Historic Resources

Certified Local Government Program

The Certified Local Government Program of the National Park Service encourages municipalities to pass laws that provide for local review of development proposals that would affect historic buildings. Municipalities may be certified by the State Historic Preservation Office if they enact a law that designates local historic landmarks or district, and that establishes a procedure for reviewing proposed changes to designated properties. Certified local governments are eligible for grant funding that is set aside for participants in the program. Grants may be used for research, education, and restoration of properties.

Tax Incentives for Private Properties

Pursuant to the Farmer's Protection and Farm Preservation Act, passed in 1996, property owners can claim a tax credit for up to 25% of the cost of rehabilitating a historic barn. Barns constructed or placed into agricultural service before 1936 are eligible, provided that the barn is used for agricultural purposes and meets the tax definition of "income-producing." The rehabilitation must not "materially alter the historic appearance" of the barn. Costs incurred after January 1, 1997 are eligible. Technical information is available on the NYS Department of Parks, Recreation and Historic Preservation website, at www.nysparks.state.ny.us/field/fsb/barns.htm. This law also enables local governments to phase in the increase in assessed value that results from the rehabilitation of barns built before 1936.

Federal tax credits are available for the rehabilitation of historic and older buildings. A tax credit of 20% of the cost of rehabilitation is available for "certified rehabilitation" of "certified historic structures." This credit generally applies to buildings that are on the National Register of Historic Places. The renovations must comply with the Secretary of Interior's "Standards for Rehabilitation." This credit applies only to buildings that are used for agricultural, commercial, industrial or rental residential purposes. Both the structure and the rehabilitation must be approved by the National Park Service. The project must also meet the guidelines set by the Internal Revenue Service.

A 10% tax credit is available for rehabilitation of "non-historic" buildings built before 1936. This credit applies only to "depreciable" buildings that are used for non-residential purposes. The renovation must be "substantial," exceeding either \$5,000 or the adjusted basis of the property, whichever is greater. Certain guidelines apply for retaining external and external walls and the internal structural framework. The tax credit must be claimed on IRS form 3468 for the tax year in which the rehabilitated building is placed in service. There is no formal review process for the rehabilitation.

Grant funding

The **Preservation League of New York** administers a program to provide grants to municipalities and not-for-profit agencies for cultural resource surveys, historic structure reports, and historic landscape reports. Grants awarded are usually between \$3,000 and \$15,000. The application is usually due in May, with applications available in January.

The **New York State Council on the Arts** provides grants to local governments and not-for-profit organizations for planning and design, capital funding, and independent projects. The municipality or a not-for-profit organization must own or have a long-term lease on the property. The application deadline is generally March 1 of each year. Information is available from Anne VanIngen, Director, Architecture, Planning and Design, NYS Council on the Arts, 915 Broadway, New York, NY 10010, (212) 387-7013.

Funding is also available from the NYS Office of Parks, Recreation and Historic Preservation, under the **Environmental Protection Fund**, for the preservation and restoration of historic properties.

The **New York Landmarks Conservancy** provides grants for historic religious buildings that are owned by a religious institution and are listed in the State or National Registers of Historic Places. The maximum grant is \$15,000. Deadlines are May 1st and November 1st of each year.

Recommended Actions:

1. Establish a recognition program for privately owned historic buildings.
2. Provide information to owners of historic buildings and properties regarding grant programs.
3. Distribute pamphlets and sponsor workshops that provide suggestions for appropriate exterior treatments of historical buildings and appropriate landscaping.
4. Continue to maintain publicly owned historic buildings and ensure that the historic features of these buildings are retained.

Implementation Strategy

Recommended Actions with Time Frames, Cost Estimates and Responsible Agencies

A. Land Use

1. Enact zoning regulations and a zoning map that balances the competing needs of the various land uses in the Town and Village as represented in the Future Land Use Map.

Time Frame:	Short-term (1-3 years)
Responsible Agency:	Town and Village Boards (adoption); Planning Boards and Code Enforcement Officer (drafting)
Estimated Cost:	\$0—\$15,000 (depending on whether consulting services are needed)
Potential Funding Sources:	Town and Village budgets; possible grant funding

B. Natural Resources and Environmental Protection

1. Maintain reference maps that depict floodplains, wetlands, and other sensitive natural areas for use by the Planning Board during development review.

Time Frame:	On-Going
Responsible Agency:	Town and Village Planning Boards; Town and Village Clerks
Estimated Cost:	Minimal
Potential Funding Sources:	Town and Village budgets

2. Maintain design standards that ensure appropriate stormwater management and erosion control in new development.

Time Frame:	On-going
Responsible Agency:	Town and Village Planning Boards; Town and Village Boards
Estimated Cost:	Varies
Potential Funding Sources:	Town and Village budgets for consulting engineers

Implementation Strategy

B. Natural Resources and Environmental Protection *(continued)*

3. Require applicants for development permits to address natural resource and environmental protection concerns as part of the design of new development.

Time Frame:	On-going
Responsible Agency:	Town and Village Planning Boards
Estimated Cost:	None
Potential Funding Sources:	Not Applicable

4. Encourage the protection of open space and natural areas through conservation easements on private property.

Time Frame:	Short-term — Long Term
Responsible Agency:	Town Board; Village Board; Private conservation organizations
Estimated Cost:	None to municipalities
Potential Funding Sources:	Private landowner donation; Private conservation organization

C. Farmland and Agriculture

1. Continue to encourage landowners to participate in the County Agricultural District program.

Time Frame:	On-going
Responsible Agency:	Town Board
Estimated Cost:	None
Potential Funding Sources:	Not Applicable

2. Revise zoning regulations to allow business uses on active farmland with vacant buildings. Identify valid commercial businesses that could coexist with farm operations and share farm structures and land. Develop appropriate definitions and regulations to ensure that farming is continued along with the business.

(See Recommendation A. 1)

C. Farmland and Agriculture *(continued)*

3. Maintain the “agricultural” designation of zoning districts in areas that are most viable for continued farming.

(See Recommendation A. 1)

4. Support changes to State policies and regulations that would ease the tax burden on farmers.

Time Frame:	On-going
Responsible Agency:	Town Board; Planning Board; Private organizations
Estimated Cost:	None
Potential Funding Sources:	Not Applicable

5. Provide information to land owners to encourage the protection of agricultural land through private conservation easements.

Time Frame:	Short-term (1-3 years) and On-going
Responsible Agency:	Town Board; Planning Board; private organizations
Estimated Cost:	Minimal
Potential Funding Sources:	Not Applicable

6. Encourage New York State, Wayne County and/or private conservation organizations to purchase the development rights to high quality farmland in the Town.

Time Frame:	Short-term (1-3 years) and On-going
Responsible Agency:	Town Board; Planning Board; private organizations
Estimated Cost:	None to municipalities
Potential Funding Sources:	Wayne County; State and Federal grants; private organizations; landowner donation

Implementation Strategy

C. Farmland and Agriculture *(continued)*

7. Provide information to residents about the value of agriculture to the Town and about customary agricultural practices.

Time Frame:	Short-term (1-3 years) and On-going
Responsible Agency:	Town Board; Planning Board; private organizations
Estimated Cost:	Minimal
Potential Funding Sources:	Not Applicable

8. Establish subdivision regulations to enable the Planning Board to review new residential development and to encourage designs and buffers that minimize conflicts with neighboring agricultural uses.

Time Frame:	Short-term (1-3 years)
Responsible Agency:	Planning Boards
Estimated Cost:	\$0—\$12,000 (depending on whether consulting services are needed)
Potential Funding Sources:	Town and Village budgets; possible grant funding

9. Consider adopting a local “right to farm” law to address complaints between farmers and non-farm neighbors, as the need arises.

Time Frame:	Medium-term (3-5 years)
Responsible Agency:	Town Board
Estimated Cost:	Minimal
Potential Funding Sources:	Not Applicable

D. Housing and Residential Development

- 1. Revise zoning to designate areas in the Town outside the Village where apartment buildings, townhouses and condominiums would be allowed.

(See Recommendation A.1)

- 2. Establish a guideline for maximum density of multi-family dwelling developments and require open space as part of the development design where appropriate. Revise zoning to ensure that multi-family dwellings are located in areas serviced by municipal utilities.

(See Recommendation A.1)

- 3. a. Continue to use parking standards and minimum square footage requirements to limit the number of residential units that may be permitted in existing buildings.

Time Frame:	On-going
Responsible Agency:	Code Enforcement Officer and Planning Boards
Estimated Cost:	Included in current staff budget
Potential Funding Sources:	Town and Village budgets

- b. Amend the Village’s R-2 zoning district regulations to limit multi-family housing in existing buildings to 3 units per building.

(See Recommendation A.1)

- 4. Designate appropriate minimum lot sizes in the Town outside the Village in order to balance the maintenance of a rural atmosphere with the preservation of opportunities for landowners.

(See Recommendation A.1)

- 5. Continue to enforce property maintenance standards.

Time Frame:	On-going
Responsible Agency:	Code Enforcement Officer
Estimated Cost:	Included in current staff budget
Potential Funding Sources:	Town and Village budgets

Implementation Strategy

E. Business and Industrial Development

1. Continue to encourage downtown business district property owners to refurbish the facades of their storefronts by providing financial incentives similar to those identified by the Palmyra Economic Development Task Force.

Time Frame:	On going
Responsible Agency:	Village Board
Estimated Cost:	To be determined
Potential Funding Sources:	To be determined

2. Maintain industrial zoning in the areas currently used for industrial purposes.

(See Recommendation A-1)

3. Establish a zoning classification for mixed-uses that would include light industrial, warehousing, commercial and office uses.

(See Recommendation A-1)

4. Extend public sewer to areas of the Town designated for commercial, industrial and mixed uses when cost effective and feasible.

Time Frame:	On going and long-term (5-10 years)
Responsible Agency:	Town Board
Estimated Cost:	To be determined based on scope of project
Potential Funding Sources:	Small Cities grant program

5. Revise sign regulations to improve the appearance of signage, especially in the downtown business district (in progress).

Time Frame:	Immediately (within one year)
Responsible Agency:	Town and Village Boards with assistance of Town and Village Planning Boards
Estimated Cost:	Minimal
Potential Funding Sources:	Town and Village Budgets

E. Business and Industrial Development *(continued)*

6. Improve the appearance and layout of off-street parking lots in the Village’s downtown and improve pedestrian access to Main Street from the parking lots.

Time Frame:	Long-term (5-10 years)
Responsible Agency:	Village Board
Estimated Cost:	To be determined based on scope of project
Potential Funding Sources:	Small Cities grant program

7. Encourage the establishment of a Business Improvement District (BID) to raise revenue to pay for public improvements in the downtown business district.

Time Frame:	Medium-Term
Responsible Agency:	Village Board with assistance of Village Attorney and concurrence of the property owners in the downtown business district.
Estimated Cost:	Minimal for legal fees
Potential Funding Sources:	Village budget

8. Continue to administer the business development revolving loan fund to make low-interest loans available to local businesses.

Time Frame:	On-going
Responsible Agency:	Town Board with assistance of the Wayne County Industrial Development Agency
Estimated Cost:	No cost to Village (Fees paid by loan recipients)
Potential Funding Sources:	Loan recipients

Implementation Strategy

E. Business and Industrial Development *(continued)*

9. Continue to host community event such as Canal Town Days, the Wayne County Fair, the Hill Cumorah Pageant and the municipal equipment auction to attract and introduce tourists to Palmyra.

Time Frame:	On going
Responsible Agency:	Town and Village
Estimated Cost:	None
Potential Funding Sources:	Not applicable

10. Continue to work with the Cornell Community and Rural Development Institute (CaRDI) to develop Main Street revitalization strategies and programs, and to establish the organizational structure to implement the strategies and programs.

Time Frame:	On-going
Responsible Agency:	Palmyra Economic Development Task Force
Estimated Cost:	Will vary depending on strategies and programs
Potential Funding Sources:	Main Street property owners and businesses

F. Utilities

1. Continue to enforce and improve zoning regulations to minimize the adverse impacts resulting from the erection of new telecommunications facilities in the Town and Village.

(See Recommendation A.1)

2. Evaluate the impact each proposed new development will have on the present water system including both water flows and pressure needed for fire protection and plan for infrastructure improvements necessitated by such new development.

Time Frame:	On-going
Responsible Agency:	Town and Village Planning Boards with assistance from Town and Village engineers
Estimated Cost:	To be determined
Potential Funding Sources:	Town and Village budgets

F. Utilities *(continued)*

3. Monitor flows in the sanitary sewer system after storm events to determine the extent of stormwater inflows and infiltration, and isolate and identify problem areas for future remediation.

Time Frame:	On-going
Responsible Agency:	Village Engineer with assistance of Severn Trent Environmental Services
Estimated Cost:	To be determined
Potential Funding Sources:	Village Sewer Fund budget

4. Continue to require new developments that must rely on private septic systems to demonstrate property soil drainage and pass percolation tests prior to final approval by the Town Zoning Board of Appeals and Town Planning Board.

Time Frame:	On-going
Responsible Agency:	Town Planning Board and Zoning Board of Appeals
Estimated Cost:	None
Potential Funding Sources:	Not applicable

5. Require applicants for new developments that will produce large amounts of sewage, to obtain NYSDEC and NYSDOH approvals prior to Town and Village approvals.

Time Frame:	On-going
Responsible Agency:	Town and Village Planning Boards and Zoning Boards of Appeal
Estimated Cost:	None
Potential Funding Sources:	Not applicable.

Implementation Strategy

F. Utilities (continued)

6. Continue to explore agreements that would enable the existing Village sanitary sewer system to be extended into the Town, or the potential for the construction of a collection system that would support development in the Town while keeping Village costs down.

Time Frame:	On-going
Responsible Agency:	Town and Village engineers
Estimated Cost:	To be determined based on scope of project
Potential Funding Sources:	Town and Village budgets for analysis Rural Development grant/loan, Small Cities grant, Bond Act grant, Clean Water State Revolving Fund loan for construction

7. Evaluate the impact new development will have on the quantity and quality of stormwater runoff and require developers to obviate the potential for drainage problems through the use of stormwater detention facilities and appropriate design and sizing of stormwater sewers.

Time Frame:	On-going
Responsible Agency:	Town and Village Planning Board
Estimated Cost:	None to Town or Village
Potential Funding Sources:	Developers

8. Divide the Town and Village into drainage districts and study and evaluate existing drainage patterns and capabilities to determine the amount of development each district could accommodate and the types, sizes, and locations of stormwater detention facilities that would need to be constructed to accommodate such development to prevent future drainage problems.

Time Frame:	On-going
Responsible Agency:	Town Planning Board and Zoning Board of Appeals with assistance of Town and Village Engineers
Estimated Cost:	To be determined
Potential Funding Sources:	Town and Village budgets

F. Utilities (continued)

9. Develop and implement a stormwater management plan in accord with U.S. Environmental Protection Agency requirements.

Time Frame:	Short-term (3-5 years)
Responsible Agency:	Town and Village Boards with assistance of Town and Village engineers
Estimated Cost:	To be determined
Potential Funding Sources:	Town and Village Budgets

10. Continue to evaluate alternatives for replacing or rehabilitating the Village's water filtration plant and develop cost estimates for the alternatives. Explore the potential to sell more water to the Wayne County Water and Sewer Authority to help pay for the costs of replacing the filtration plant.

Time Frame:	Long-term and on-going
Responsible Agency:	Village with assistance of Village's Engineer
Estimated Cost:	To be determined based on scope of project
Potential Funding Sources:	Village Water Fund budget for analysis Rural Development grant/loan, Small Cities grant, Drinking Water State Revolving Fund loan for construction

G. Transportation

1. Continue to work with R-GRTA and WATS to maintain and improve bus service in the Town and Village of Palmyra and enhance the bus stops with the installation of shelters.

Time Frame:	On-going
Responsible Agency:	Town and Village Boards
Estimated Cost:	None
Potential Funding Sources:	Not applicable

Implementation Strategy

G. Transportation *(continued)*

- Continue to encourage the NYS Department of Transportation to develop a truck by-pass around the Village of Palmyra to reduce the truck traffic on Main and Canandaigua Streets in the Village.

Time Frame:	Long-term
Responsible Agency:	Town and Village Boards with assistance of Town and Village Planning Boards
Estimated Cost:	None
Potential Funding Sources:	Not applicable

- Continue to install sidewalks in the Village and Town in appropriate areas.

Time Frame:	On-going
Responsible Agency:	Town and Village Boards with assistance of Town and Village Planning Boards
Estimated Cost:	To be determined based on scope of projects
Potential Funding Sources:	Private developers for sidewalks in new subdivisions Town and Village Capital Fund budgets for Town and Village sidewalks

- Continue to maintain multi-year capital improvement plan (CIP) and capital reserve funds to plan for future capital projects and to accumulate money to pay for future capital improvement projects. Make monetary contributions to the capital reserve funds annually or as budgetary constraints permit.

Time Frame:	On-going
Responsible Agency:	Town and Village Boards
Estimated Cost:	Varies depending on amount appropriated each year for reserves
Potential Funding Sources:	Town and Village Budget

G. Transportation *(continued)*

5. Support the efforts of Wayne County and the NYS Canal Corporation to construct and connect segments of the Erie Canalway Trail in Wayne County especially the segment between Division Street and the Arcadia town boundary.

Time Frame:	Immediate and on-going
Responsible Agency:	Town and Village Boards
Estimated Cost:	No cost to Town or Village
Potential Funding Sources:	Not applicable

6. Ensure new roadways and streets are designed and laid out so they interconnect with other roads and streets when possible to avoid dead-end roads and streets.

Time Frame:	On-going
Responsible Agency:	Town and Village Planning Boards
Estimated Cost:	None
Potential Funding Sources:	Not applicable

7. Require developers to pay for the cost of road improvements necessitated by new development and to remediate potential problems that may result from traffic generated by such new development.

Time Frame:	On-going
Responsible Agency:	Town and Village Planning Board
Estimated Cost:	Varies depending on project
Potential Funding Sources:	Developers

Implementation Strategy

G. Transportation *(continued)*

8. Encourage carpooling and the use of the park-and-ride lot in Palmyra to reduce traffic congestion on Route 31.

Time Frame:	On-going
Responsible Agency:	Town and Village Boards
Estimated Cost:	None
Potential Funding Sources:	Not applicable

H. Community Facilities and Services

1. Study the feasibility of increasing the public use of Prospect Hill Park.

Time Frame:	Long-term
Responsible Agency:	Village Board with assistance of consultant
Estimated Cost:	To be determined
Potential Funding Sources:	Village Budget for analysis Clean Water/Clean Air Bond Act grant and Environmental Protection Fund grant for constructing improvements

2. Sponsor and encourage community, cultural and recreational events and activities to be held at the Port of Palmyra marina.

Time Frame:	On-going
Responsible Agency:	Town and Village Boards
Estimated Cost:	Nominal
Potential Funding Sources:	Town and Village Budgets

3. Continue to work closely with the Palmyra-Macedon School Board and other community organizations to unify activities and events that build community spirit and pride.

Time Frame:	On-going
Responsible Agency:	Town and Village Boards
Estimated Cost:	None
Potential Funding Sources:	Not applicable

H. Community Facilities and Services *(continued)*

4. Continue to explore opportunities for increased intergovernmental cooperation between the Town and Village through such measures as contracting for services, consolidation of services, sharing of human resources and equipment, and joint purchasing.

Time Frame:	On going
Responsible Agency:	Town and Village Boards
Estimated Cost:	Nominal cost for legal fees
Potential Funding Sources:	Town and Village budgets

I. Historic Resources

1. Establish a recognition program for privately owned historic buildings.

Time Frame:	Medium-term (3-5 years)
Responsible Agency:	Town and Village Boards
Estimated Cost:	Minimal
Potential Funding Sources:	Town/ Village budgets

2. Provide information to owners of historic buildings and properties regarding grant programs.

Time Frame:	Short-term (1-3 years)
Responsible Agency:	Town and Village Boards
Estimated Cost:	Minimal
Potential Funding Sources:	Town/ Village budgets

3. Distribute pamphlets and sponsor workshops that provide suggestions for appropriate exterior treatments of historical buildings and appropriate landscaping.

Time Frame:	Short-term (1-3 years)
Responsible Agency:	Town and Village Boards
Estimated Cost:	Minimal
Potential Funding Sources:	Town/ Village budgets

Implementation Strategy

I. Historic Resources *(continued)*

- 4. Continue to maintain publicly-owned historic buildings and ensure that the historic features of these buildings are retained.

Time Frame:	On-going
Responsible Agency:	Town and Village Boards
Estimated Cost:	TBD
Potential Funding Sources:	Public and private grants; Town/Village budgets

List of Maps

1. **Location Map**
2. **Existing Land Use – Village**
3. **Existing Land Use – Town**
4. **Current Zoning – Village**
5. **Current Zoning – Town**
6. **Future Land Use Map – Village** (color; black and white)
7. **Future Land Use Map – Town** (color; black and white)
8. **Topography**
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