

Main Street Corridor Comprehensive Plan Update

Village of Elbridge NY

May 2015

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CHAPTER 1.

INTRODUCTION

1.1 Planning Process, Purpose and Need

Main Street (NYS Route 5) in the Village of Elbridge is the major east-west corridor through the Village and Town of Elbridge linking the City of Syracuse in Onondaga County approximately ten miles to the east and the City of Auburn in Cayuga County approximately ten miles to the west. As a major transportation and commercial corridor many forms of urban development have taken place over decades influencing local community character and aesthetics, residential neighborhoods, business development and traffic circulation along Route 5.

The Village of Elbridge has been fortunate in being able to maintain much of its rural and historic character in light of surrounding highway-oriented types of development. Unlike many communities, Elbridge has not experienced some of the typical forms of highway corridor development such as fast-food restaurants and auto service businesses. This is largely due to the enforcement of local zoning ordinances.

The Village faces the recurring dilemma of accommodating growth and change while protecting the historic fabric and visual character of the community that contributes so much to Elbridge's charm and its desirable quality of life. Although Main Street is a focus of this plan other Village-wide conditions, issues and opportunities are also addressed.



The Village of Elbridge has a long and rich history that is reflected by the homes and businesses along Main Street.

A major purpose of this updated Plan is to continue to develop land use planning solutions that will enhance the overall visual, physical and economic quality of the Village, and in particular historic Main Street. The rich heritage of the community has historically been centered along Main Street.

This Plan was originally prepared in 2003 as an assessment of conditions along Main Street in the Village. It contains an analysis of existing land uses, economic trends, pedestrian and vehicle circulation, streetscape design and aesthetics, local land use practices, and regulations in the Village.

Since 2003 there have been changes in land use and business activity in the Village. Sound planning practices necessitate the update of information in order to make more informed decisions that will affect the future of the community.

This document is considered to be an important component of the Village's overall comprehensive planning process. It should be referenced often by community leaders including, but not limited to the Planning Board and Zoning Board. This Plan also supplements other local and regional planning initiatives.

In 2010 Onondaga County completed its Multi-Jurisdictional All-Hazards Mitigation Plan prepared in response to the federal Disaster Mitigation Act of 2000. The Village was a participant in the process and on March 4, 2013 adopted the County's Mitigation Plan. By participating in the process and adopting the County's Plan, the Village is eligible to receive future pre-disaster mitigation funding.

The purpose of disaster planning is to reduce vulnerability to natural hazards in a proactive manner. Municipal land use policies, including local zoning regulations, subdivision and site plan review should consider natural hazards and hazard mitigation. The Village's component of the County Plan is provided in Appendix A of this Plan. The complete all-hazards plan is available on the County's website at <http://www.ongov.net/planning/haz/docs.html>.

Recommendations provided in this Plan are intended as guidance for making informed land use decisions within the Village. The primary focus of this updated Plan remains on identifying ways to enhance and maintain viable local businesses and attractive residential neighborhoods.

Local businesses are recognized for their contribution to the Elbridge community and for the diversity of services they provide that enhances community life. As in 2003 this Plan is also focused on consistently improving the attractiveness of Main Street as a source of local pride.

Since 2003, when the original Main Street Corridor Study was adopted, much has been accomplished. Businesses have changed, but the business environment is healthy. Residents and businesses alike have significantly invested in improving their homes and properties. Buildings have been renovated and new businesses and residents have moved into the Village. Signage and other visual elements along Main Street have also improved.

Further improvement is possible and this Plan is intended to identify additional opportunities for change in the Village to help meet new challenges during the next 5 to 10 year planning period.

1.2 Planning Area

This Plan considers all of the Village of Elbridge although there remains a focus on the Main Street corridor within Village limits. Main Street extends from Sandbank Road on the east side of the Village to the Village boundary just west of Mill Street, a distance of approximately 1.5 miles. The Plan addresses issues and opportunities fronting both sides of Main Street and adjacent neighborhoods.

1.3 Planning Process

The planning process for updating the 2003 Main Street Study was guided by an Advisory Committee established by the Mayor in 2013. The Committee represented a variety of local stakeholders in the community including elected and non-elected officials, residents and businesses.

The Advisory Committee provided input and guidance on key issues and needs. The Committee also provided review and comment on draft sections of this document as prepared by CHA Inc., the Village's planning consultant.

All planning materials, including this updated Plan, will be posted on the Village website for future reference and use (www.villageofelbridge.com).

1.4 Planning Goals

The community character of the Village of Elbridge is largely defined by the Main Street corridor, its assets, history and future opportunities. The historic buildings that line the corridor identify the Village's past and define its future potential.

Maintaining a desirable quality of life in Elbridge hinges to a large extent upon what happens along Main Street. Several goals were established in 2003 to provide guidance for future land use planning and decision-making within the Village. These goals still remain relevant in 2015. A sixth goal for this Plan has been added.

1. *Preserve local heritage, historic community character, and improve the physical appearance and aesthetic qualities (visual and noise environment) of the Main Street area by retaining and maintaining existing traditional, historic, and viable structures to the greatest extent possible.*
2. *Accommodate new development and provide for redevelopment opportunities for new and existing businesses consistent with maintaining the existing historic character and traditional village-style appeal of Main Street.*
3. *Enhance vehicular and pedestrian movement and circulation through the corridor, by encouraging "walkability" and improving pedestrian safety, vehicular access and traffic management along Main Street.*
4. *Provide for services and amenities to residents of all ages and their diverse needs by improving the function and appeal of the "public realm" and creating desirable public spaces through new public and private development and redevelopment opportunities.*
5. *Protect natural resources and amenities including streams and surface waters, especially Skaneateles Creek, floodplains, wetlands, steep slopes, woodlands, special habitats and*

open spaces that contribute to rural character and a desirable quality of life in the Village.

6. *Encourage continued investment by existing residential and business property owners and attract new investment into the community by facilitating and encouraging desirable forms of redevelopment of underutilized and vacant properties to their most appropriate and best use.*

In order to address future planning issues and opportunities within the Village it is necessary to understand current conditions. An update of existing conditions is provided in Chapter Two. Chapter Three has also been updated to provide a series of new recommended actions and strategies to address current issues and some anticipated future needs within the Village.

Chapter Four provides a series of design and development guidelines that focus on preserving and enhancing local community character. These guidelines are followed by an Implementation Plan in Chapter Five to facilitate carrying out the recommended actions.

CHAPTER 2.

OVERVIEW of EXISTING CONDITIONS

2.1 Population and Demographics

The first known Land Use Plan for the Village of Elbridge was completed by the Syracuse-Onondaga County Planning Agency in 1976. Since the mid-70's the Village has experienced little change in overall population or development patterns that necessitated a renewed comprehensive planning approach.

However, more recent development patterns in the Village and in surrounding areas of the Town of Elbridge have been changing, particularly with new commercial businesses locating along NYS Route 5 east of the Village. These changes, although sometimes subtle, initially led to the preparation of the 2003 *Main Street Corridor Study*.

Both the Village and Town of Elbridge experienced a moderate level of growth between 1940 and 1990 as shown in Table 2-1. Recent population data reveals a slight change in population between 1990 and 2010. This change indicates a declining population in both the Village and Town of Elbridge. This decline likely reflects shifting populations and changes in local

demographics occurring on a regional scale in Onondaga County and Central New York. The Village of Elbridge is just far enough from the Syracuse metropolitan area to have avoided much of the flight to the suburbs that has occurred in recent decades.

Table 2-1
Total Population & Population Trends
Town and Village of Elbridge, NY

Year	Town of Elbridge*	Village of Elbridge	% Change in Village
1940	2,478	497	NA
1950	2,752	586	+ 17.9 %
1960	3,816	828	+ 41.5 %
1970	4,463	1,040	+ 25.6 %
1980	5,885	1,099	+ 5.6 %
1990	6,192	1,219	+ 10.9 %
2000	6,091	1,103	- 9.5 %
2010	5,922	1,058**	- 4.1%

* Excluding the Village

** Population estimate in 2013 was 1,048
SOURCE: U.S. Bureau of Census.

Census data from 2010 indicate the median age in the Village is 44.5 years which is higher than in either the Town of Elbridge or Onondaga County. Table 2-2 compares some key demographic information in the Village to the Town of Elbridge and the County. The highest percentage age group in the Village is the 50 to 59 year age segment at 16.9 percent of the total population. The next highest group is the 40 to 49 year age segment at 14.6 percent followed by the 60 to 69 year age group at 12.0 percent.

The average size household in the Village is 2.51 people and the average family size is 2.86 people according to the 2010 Census. The number of occupied housing units is 422 residences or 93.2 percent of all housing units.

Homeowner vacancy rate is low at 1.8 percent and the renter vacancy rate is 6.5 percent. Of the Village's total population 856 people (81 percent) are living in owner-occupied housing units and 202 people reside in renter-occupied units. Median household income in the Village is substantially higher than in the County as a whole and the poverty rate is considerably lower.

Table 2-2
Population & Demographic Comparisons

	Village of Elbridge	Town of Elbridge	Onondaga County
Population	1,058	5,922	466,852
Median Age	44.5	42.9	38.6
Total Housing Units	453	2,558	202,357
Median Household Income	\$62,426	\$63,990	\$52,636
% Below Poverty Level	5.4%	6.5%	13.8%

SOURCE: U.S. Bureau of Census 2010 Demographic Profile and 2005-2011 American Community Survey.

2.2 Existing Land Use

Information on existing land use patterns in the Village of Elbridge was

derived from tax parcel data provided by the Syracuse Onondaga County Planning Agency (SOCPA) initially in 2002 and more recently in 2013. Table 2-3 shows historical land use acreage in 1976. This information was obtained from the Village of Elbridge Land Use Plan written that same year.

As shown by Table 2-3, vacant land (Village and Non-Village owned) comprised the greatest portion of land (60.2 percent) in 1976, followed by residential land use (22.8 percent). Residential land included single-family dwellings, and the residential component of mixed-use structures.

Most residential land use in 1976 consisted of single-family dwellings, as it does today. Remaining land uses accounted for approximately 17 percent of the Village. These uses included business and commercial uses, churches, schools, open space and utility line rights-of-way.

Table 2-3
Historical Land Use Acreage from 1976
Village of Elbridge, NY

Land Use	Acreage	Percent
Residential	142.3	22.8
Commercial	33.9	5.4
Public and Quasi-Public	24.2	3.9
Transportation and Utilities	48.3	7.7
Vacant (Village Owned)	145.7	23.3
Vacant (Non-Village Owned)	230.1	36.9
TOTAL	624.5	100.0

SOURCE: SOCPA Land Use Plan, 1976.



Land use within the Village of Elbridge as it existed in 2002 is presented in Table 2-4. The way land use was categorized and calculated by parcel changed in the interim between 1976 and 2002. Residential use in 2002 was still the dominant use, followed by vacant parcels, and parks and open space. Annexation of property increased the total acreage of land in the Village.

Table 2-4
2002 Land Use Acreage
Village of Elbridge, NY

Land Use	Acreage	Percent
Agricultural	19.10	2.8
Residential	223.22	32.7
Vacant	186.13	27.3
Commercial	57.98	8.5
Community Service	26.96	3.9
Utilities	7.15	1.0
Parks, Recreation & Open Space	162.39	23.8
TOTALS	682.93*	100.0

* Increase in mapped acreage since 1976 due to annexation from Town of Elbridge
SOURCE: SOCPA RPS Data, 2002

Updated land use information is presented in Table 2-5. This information was compiled from Real Property Service (RPS) property parcel data provided by SOCPA in 2013.

In general, land use and development patterns have remained relatively consistent in the Village since 2002. Figure 2-1 that is provided at the end of this chapter has been updated to show existing land use within the Village of Elbridge.

Table 2-5
2013 Land Use Acreage
Village of Elbridge, NY

Land Use	Number of Parcels	Acreage	Percent of Village
Agriculture	3	26.22	4.2
Residential	377	254.83	41.3
Vacant	61	116.79	19.0
Commercial	20	32.36	5.3
Community Service	7	23.41	3.8
Parks/Open Space	9	162.39	26.4
TOTALS	477	616	100.0

SOURCE: SOCPA RPS Data, 2012

Residential lands continue to occupy the most land area within the Village at slightly more than 41 percent on 377 parcels occupying a total of approximately 255 acres. This is compared to 32.7 percent (223 acres) in 2002. This increase is partly due to the addition of 17 parcels of land within the Village along Valley Drive that were not mapped within the Village in 2002. Nine of the parcels are categorized as residential. The other parcels are vacant.

Residential land is defined by the New York State Office of Real Property Services as any property used for human habitation, excluding any commercial uses such as hotels, motels and apartments. Residential uses include single-family homes, two and three family year-round residences, rural residences on 10 or more acres, estates on 5 or more acres, seasonal uses, mobile homes and multi-purpose structures. The majority of residences in

the Village are single-family year-round homes.

Vacant land comprises 19 percent of lands in the Village, a decline from 27 percent in 2002. Vacant land is property that is not in use, in temporary use, or lacks permanent improvement. Vacant land may include residentially used vacant acreage in residential areas, rural vacant lands, abandoned agricultural lands, vacant lands in commercial or industrial areas, and public utility vacant properties. Most vacant lands in the Village are large parcels that were likely once used for agriculture.

Agricultural land is land used for production of crops or livestock. Three parcels encompassing about 26 acres are categorized as agricultural lands located on either end of the Village south of Main Street. These lands can be part of an operating farm. They may also include nursery and greenhouses used for growing nursery stock, trees, flowers and other landscaping materials.

Land categorized as parks, recreation and open space remain unchanged from 2002. Much of this land is attributable to Village ownership of seven large parcels totaling approximately 150 acres of land west of Sandbank Road. These parcels include Seymour Lofft Park. The park consists of a picnic pavilion, playground equipment and a variety of athletic fields and is enjoyed by the community for a variety of recreational uses.

Commercial land is defined as property used for the sale of goods and/or services. Commercial uses may include apartments, hotels, motels, inns,

restaurants, diners, bars, fast-food restaurants, motor vehicle sales and services, warehouses, retail stores, banks and offices, funeral homes, greenhouses, minimarts and multi-purpose uses.



The Village's Seymour Lofft Park is located along Sandbank Road.

Commercial land use in the Village is concentrated in two core business areas along the Main Street corridor. There is a cluster of commercial uses in the western part of the corridor near the intersection of Main Street with North Street and South Street referred to locally as the "Four Corners".

The Four Corners commercial area consists of a relatively large vacant parcel in the northwestern quadrant of the intersection which was the site of an auto dealership that moved from the Village several years ago. This business area includes some residences, some business offices, and dining establishments. This core area of commercial and business activity is the historic business center of the Village. It is also referred to elsewhere in this Plan as the Village Center area.

The second cluster of commercial and business activity is on the eastern end of the corridor between the intersections of Main Street with Meadow Road and Kingston Road. This commercial cluster consists mostly of retail shopping center services including the Village's only supermarket, a bank, public library, office buildings, some residential uses, and multipurpose commercial/retail land uses. Tops Plaza and Elbridge Plaza comprise most of the Village's retail stores in this commercial cluster. This retail area also serves nearby Town residents.

Community services are located in several areas along Main Street. Community services are properties used for the well-being of the community. These uses include the elementary school, library, fire department and the Village administrative offices and parking area along Mill Street.

Parks, recreation and open space lands exist in several locations, but primarily in the northeast portion of the Village, west of Sandbank Road. This land use which includes Seymour Lofft Park accounts for approximately one-quarter of the total acreage within the Village. A small parcel of parkland also exists along Skaneateles Creek on Valley Drive. This is the location of the Elbridge Hydraulic Industry Archeological Historic District. This site is on the National Register of Historic Places.

There are no industrial land uses or manufacturing uses located within Village limits. Tessa Plastics, a large local manufacturer of plastic products is

located along NYS Route 5 west of the Village in the Town of Elbridge. Along with the Jordan-Elbridge Central School District these remain the area's major employers.

2.3 Historic Resources

The Village of Elbridge is a quiet, traditional rural village that is somewhat unique in Central New York in that it has managed to maintain much of its local heritage and historic resources.



Eighty percent of the buildings and homes on Main Street have historical and/or architectural significance.

Figure 2-2 shows the boundaries of the two historic districts within the Village. The Elbridge Hydraulic Industry Archeological District, listed on the State and National Registers of Historic Places in 1982 highlights the importance of Skaneateles Creek in the development of the Village throughout the nineteenth century. The Elbridge Village Historic District along Main Street (Main Street Historic District) is bounded by Meadow Road on the east and extends beyond Valley Drive on the west.

The Main Street Historic District includes a significant concentration of early to mid-nineteenth century buildings and related features. The district includes 66 contributing (and 6 non-contributing) buildings, and 26 other related historic features over an area of approximately 60 acres. Classically inspired Federal and Greek Revival architectural styles represent the early Canal related development of the area and form the oldest layer of surviving building stock in the Village.

The historic districts include numerous homes that exhibit a wide variety of architectural styles, several multipurpose buildings, churches, and an elementary school. Many barns and carriage houses also exist to the rear of some of the homes that have frontage along Main Street. Historic hitching posts and carriage steps are also present throughout the corridor. These historical features along Main Street greatly contribute to the local charm of the community.

The architecture and history of many properties along Main Street are important contributors to community identity and local heritage. A survey of historic resources within the community was published in 1999.

A Stroll On Main Street Elbridge, New York is an architectural and historical guide to the many historic resources along Main Street. The guide includes an historic chronology of the Village since its first settlement in 1793 and its incorporation as a village in 1848.

In 2002 many of these historic resources along Main Street were designated as part of the National Register of Historic Places.

Although the Village of Elbridge is bisected both visually and functionally by Main Street, the highway has historically acted as a collector route for Village streets and thus, binds the community together as its primary area of economic activity.

Over the course of many years changing land use along Main Street has contributed to diminishing the Village's original historic character and sense of community by creating commercial activity away from the traditional Village center at the intersection of Main Street with North and South Streets.

The development of business on the eastern side of the corridor has created a physical and visual gap between commercial areas and threatens to further diminish community identity by continuing to take away the focus of activity from the historic Village center.

A well-defined Village center is essential to creating and maintaining a strong sense of place and encouraging community pride. The presence of commercial activity outside the Village center detracts from the Village, although the presence of numerous structures of landmark quality and architectural character surrounding the Village center area is a legacy that still fosters a sense of historical continuity.



Some recent new businesses have replaced former vacant locations in the Village Center at the Four Corners.

2.4 Land Use and Market Trends

It is generally understood that the Village needs economically viable commercial properties and sufficient office space to maintain its financial health by adding to the local tax base and serve the needs of local residents. Evidence exists that the business climate within the Village has improved since 2002. Once vacant, several buildings in both of the two commercial areas have been converted into new businesses along Main Street.

In the past, some property owners expressed interest in converting some of the large historic homes along Main Street into offices and small businesses. At issue is whether the Village can allow conversion from residential uses to businesses and yet maintain the historic character of the corridor.

Associated with the potential conversion from residential to commercial and/or office use is the increased need for employee and customer/client parking. In the past the Village allowed some of

the larger homes to be converted into multiple family dwellings. This approach resulted in maintaining some of the residential character of the area, but does not meet the need for additional business uses. The issue remains unresolved.

The Village continues to be faced with the need for a suitable approach to ensure room for growth of established businesses and promote desirable economic development within the Village while maintaining the look and feel of a traditional Village.

Although most of Main Street and adjoining properties are developed, some areas remain that can still support additional development. Most recently, the vacating of an auto dealership from the Four Corners area has left a substantial gap of unused property in the center of the Village. This property may provide an important opportunity towards revitalization of the Village Center. This opportunity is discussed in detail in Chapter Three.

In most cases development is not hindered by man-made or environmental

constraints within the Village. This appears to be the case with the former car dealership property in the Village Center.

Some areas immediately near Skaneateles Creek should be considered environmentally sensitive and contain wetlands and floodplains that limit their development potential. These areas should be maintained as natural buffers to protect the water and aquatic habitat quality of Skaneateles Creek. The locations of floodplains along the Creek are illustrated in Appendix A, the Village's component of the County's Hazard Mitigation Plan.

Public water is provided throughout the Village and so water and other utilities are available to support redevelopment. Public sewer, however, is not available in the Village or in the immediate surrounding area. Septic systems currently provide all wastewater management in Elbridge. In general, the area's soils appear to support existing development without problem. The redevelopment potential of properties in the Village will be determined by each site's capacity to be served by individual septic systems.



The site of the former auto dealership along Main Street (to the right in each photo) may provide an important opportunity for revitalization of the Village Center.



Future redevelopment of the Four Corners area may include an opportunity for mixed-use business and residential development, but suitable septic conditions on site are required due to the lack of public sewers.

2.5 Traffic, Pedestrian Circulation and Parking

Main Street (NYS Route 5) is a New York State-owned and maintained highway. Prior to construction of the New York State Thruway during the 1950s, Route 5 was the major east-west transportation route in the region. Route 5 was a stimulus to early economic development of many Upstate New York communities. The corridor is still vital to the economy and well-being of many municipalities, including Elbridge.

Main Street still serves as a primary travel corridor for Central New York commuters through the Village. NYS Route 5 serves as a collector route for Village streets and as an important arterial in the Syracuse-Auburn transportation corridor.

Through much of the Village, Main Street is a two-way, two-lane, east west highway. Center turning lanes are

provided in central sections of the Village to facilitate traffic flow. Travel lanes are approximately 12 feet wide with 8-foot wide paved shoulders.

Peak hour traffic volumes in 2001 indicated eastbound traffic of approximately 600 vehicles per peak hour and 750 westbound vehicles per peak hour. Annual average daily traffic (AADT) volumes along Main Street were approximately 14,800 vehicles per day according to 2001 volume counts. Count data were collected in the easternmost part of the Main Street corridor near the Village/Town of Elbridge boundary at Sandbank Road.

More recent NYSDOT traffic count data taken at East Main Street and Crosset Road in 2010 indicated an eastbound count of 7,369 and a westbound count of 7,344 vehicles, so relatively high AADT volumes remain essentially unchanged.



The public right-of-way along Main Street varies, but is generally about 99 feet wide in the Village.

Since Main Street serves a primary purpose for suburban commuters and the movement of goods passing through the Village, some vehicles tend to exceed local speed limits. The posted speed limit through the Village is 30 miles per hour. There continues to be considerable

concern for the safety of pedestrians and for vehicles entering Main Street particularly at uncontrolled and un-signalized intersections and driveways.

In 2010, the NYSDOT conducted traffic counts in response to several serious accidents along NYS Route 5 particularly at un-signalized intersections such as Sandbank Road. The intersection area was the site of two fatalities in August 2010. At this time the intersection remains un-signalized.

There are very limited opportunities for the Village to manage vehicular traffic on Main Street since the roadway is under NYSDOT's jurisdiction. In the past, the Village requested investigating the potential addition of a traffic light near the Elbridge shopping plaza to slow down traffic as well as at Sandbank Road.

The State has not provided substantial improvements to traffic management and other needs along the Main Street corridor in recent years, likely due to budgetary constraints. Flooding is an ongoing problem that occurs after heavy rains in some locations including near the elementary school. Consultation between Village officials and the NYS DOT needs to continue to get pedestrian safety, traffic flow and drainage problems resolved.

Although automobile traffic is the primary means of transportation in the Village, public transit is available along Main Street. Public bus service is provided by CENTRO as part of its Syracuse to Auburn route. A CENTRO park-and-ride parking lot is located just west of the Village offices along Main Street and Mill Street.

Multiple driveways in commercial areas and vehicles entering Main Street from side street intersections create problems for both drivers and pedestrians due to high traffic volumes in the Village. During peak traffic conditions the uninterrupted flow of east-west traffic makes it difficult for motorists to enter Main Street especially when crossing a lane to make an opposing left hand turn where no center turn lanes are provided. With the large number of driveways and turning movements required, especially in commercial areas, plus perpendicular parking at some businesses that require backing into the flow of traffic situations are created that add to both vehicle and pedestrian accident potential.

Traffic and pedestrian issues do not seem as significant or complex on West Main Street as on East Main Street. This may be due in part to the signalized intersection at North and South Street which creates a break in traffic flow and the need for fewer turning movements into businesses.

The eastern side of the corridor remains more troublesome in that there is no signalized intersection to slow through-traffic and provide gaps in traffic flow for better vehicle access onto or from Main Street. A center turn lane that exists on a portion of Main Street greatly reduces accident potential by allowing for easier access while entering and exiting driveways, side streets and parking lots.



Parking associated with adjacent uses on Main Street occurs in front of some establishments creating safety issues for drivers and pedestrians, as in this case near the public library.

Parking continues to be an issue in the Village especially in the Village Center area when peak use occurs. The departure of the auto dealership has reduced traffic and parking problems in this area, but the loss of any businesses is not desirable. Some on-street and off-street parking is available in this commercial area, but the sentiment remains that there is not enough parking for peak use. Redevelopment of the Four Corners area will need to account for and mitigate future traffic and parking concerns that may be created.

On-street parking was provided by curbing installed along the roadside in the Village Center, but the amount of parking is limited. With the exception of the Village Center area the Main Street corridor remains without curbs, but streetside parking still occurs.

The lack of parking in the Village Center, whether perceived or real, may contribute to a lack of development interest in this traditional business center. Curbing the street edge creates sufficient room for some on-street parallel parking, but more parking may

be needed to facilitate business retention and redevelopment.



In the past the lack of curbing has led to some property owners creating makeshift curbs to keep vehicles from parking on lawn areas.

The Village must be prepared to communicate its needs and desires with the NYSDOT so that in the future those needs are considered when the State makes improvements to Route 5 or reconstructs Main Street.

These improvements should include, but may not be limited to:

- curbs and drainage improvements to correct ongoing flooding issues
- pedestrian-scale lighting
- enhanced (paved and signaled) crosswalks
- new signals and signage in business areas
- widened sidewalks near businesses
- driveway consolidation in commercial areas

It is particularly important that the NYSDOT be made aware and cognizant of the National Register District boundaries in the Village. Appropriate improvements will be needed that are consistent with State and federal historic

resource guidelines and requirements including context-sensitive design.



This view looking east towards the Village Center illustrates street width and lane configuration west of the Four Corners. At the time the auto dealership was located left of center in the photo.

Acquisition of land for off-street parking has been considered to solve the parking problem along Main Street. However, this would create considerable cost to the Village in terms of property acquisition, and installation and maintenance of a parking area. Available and suitable land for a parking lot is also a problem. Property in the Village Center is the preferred location for redevelopment rather than solely for parking lots.

In the past the community has also voiced concerns that there may be a reduction of available parking if possible streetscape improvements including the addition of new curbing are implemented. There is also some concern over how curbing on Main Street may affect drainage, but this would need to be addressed in the detailed design phase of any highway or roadside improvements by the NYSDOT.

Sidewalks exist on both the north and south side of Main Street which facilitates pedestrian circulation within

the corridor. These sidewalks are generally in good condition, but some areas need maintenance and possible widening, particularly in business areas. Sidewalks are a safe distance from the street edge with a lawn planting strip that enhances pedestrian safety by providing a buffer from adjacent traffic.

Crossing Main Street by pedestrians is a continuing problem along the corridor particularly during morning and afternoon rush hours. With vehicles traveling at excessive speeds in some instances and only one signalized intersection (at North and South Streets) it tends to be tedious and sometimes dangerous to cross even if one utilizes the crosswalks at locations such as at the elementary school and Elbridge Plaza.

Unlike the south side of Main Street, pedestrian circulation on the north side of the street is less defined in commercial areas created by commercial driveways and parking lots in front of some businesses. The lack of sidewalks across blacktop can be confusing to both drivers and pedestrians.

The Tops supermarket and the Ace hardware store are primary walking destinations on the north side of Main Street and the lack of delineated pedestrian paths pose safety concerns between vehicular traffic entering these areas and pedestrians.



Painted crosswalks and pedestrian signage allow for pedestrian crossings on Main Street near Elbridge Plaza and in front of the elementary school, but crossing can still be dangerous especially during rush hour.

2.6 Streetscape Conditions

The Village and property owners maintain a well-kept public right-of-way along Main Street. In general the visual quality of the corridor is high. The visual quality of the Main Street corridor is determined by a number of factors such as the conditions of streetlights, street trees, landscape treatment, utility pole location, street edge treatment, paving, curbing and drainage, and signage.

The many wooden utility poles and cobra street lights that presently line the corridor tend to degrade its visual appeal and are in sharp contrast to the large, mature deciduous street trees that line much of Main Street. Street trees along Main Street significantly add to the visual quality of the corridor. The Village needs to recognize that the loss of these trees due to natural hazards, such as windstorms or insect infestations would be tremendously damaging to the look and character of Main Street. Policies need to be in place to encourage the New York State DOT and private

property owners to maintain existing trees and replace damaged trees with suitable species as soon as possible even on private property if not allowed within the State's public right-of-way.

The Village streetscape lacks some of the features that are typically found in historic Villages. Most notably is the lack of pedestrian-scale lighting along sidewalks, textured crosswalks, and pedestrian-scale signs.

A few places along Main Street lack street trees and other forms of landscaping which also affect its overall visual quality. These places include several commercial sites that have utilized their entire street frontage as off-street parking areas. There is no defined street edge at these locations and the pavement of the parking lots continues up to the street pavement leaving no contrast between the public street, pedestrian pathways and private parking areas.

The lack of curbing outside the Village Center also diminishes the visible definition of the street edge. In the past many property owners have created their own makeshift curbing with lumber, plant materials, and stones to keep vehicles from using lawns areas on and off the public right-of-way. Vehicles that pull off and park on the side of the road tend to use the lawn area as well. This tends to kill the grass creating a visually unpleasing area. Makeshift curbing should be discouraged by the Village.

Signage within the corridor is not visually overwhelming and unlike many communities does not in general add or subtract much from the character of Main Street, but improvements should

be encouraged. In recent years, however, the Village and property owners have worked together to substantially improve the condition of signs along Main Street.

The Village has installed new signs at both gateways into the Village along Main Street and at other locations including Seymour Lofft Park and in front of Village Hall. Wooden signs with recessed gold lettering show a level of consistency in design at Village-owned locations.



New signage along Main Street that is lower in height and simpler in design can still convey the necessary information. New signs are improving the overall character of Village business areas.

Many small businesses have signs on the building fronts or small signs at the roadside. Some signs are more oriented to the passing motorist rather than pedestrian. Perhaps a better balance can be achieved. Some signage still tends to be old and/or lacking in quality workmanship or materials. Sign replacement should be encouraged because it improves the general visual character of Main Street.

Existing Land Use

Village of Elbridge

Land Use Classification

Agriculture

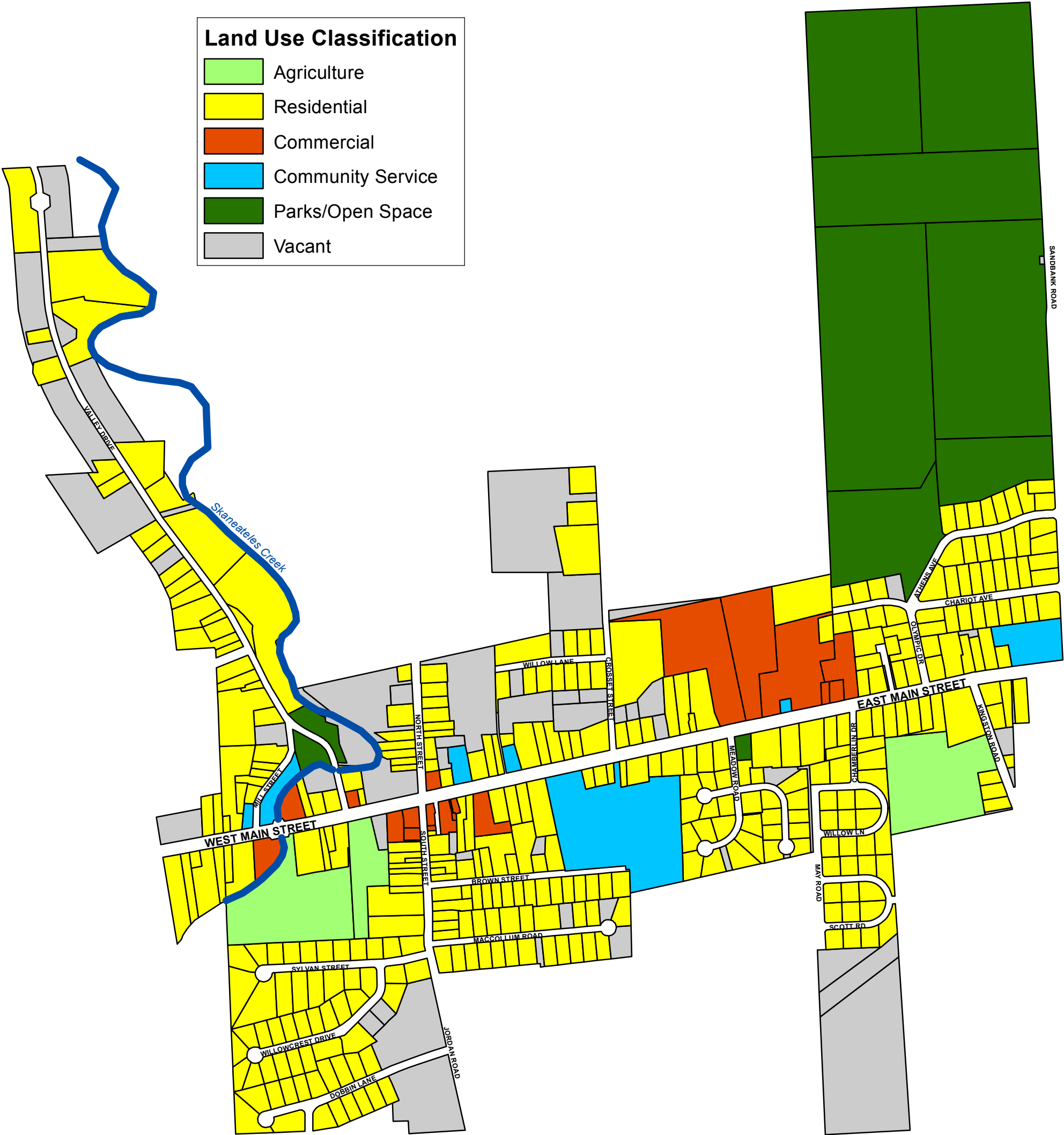
Residential

Commercial

Community Service

Parks/Open Space

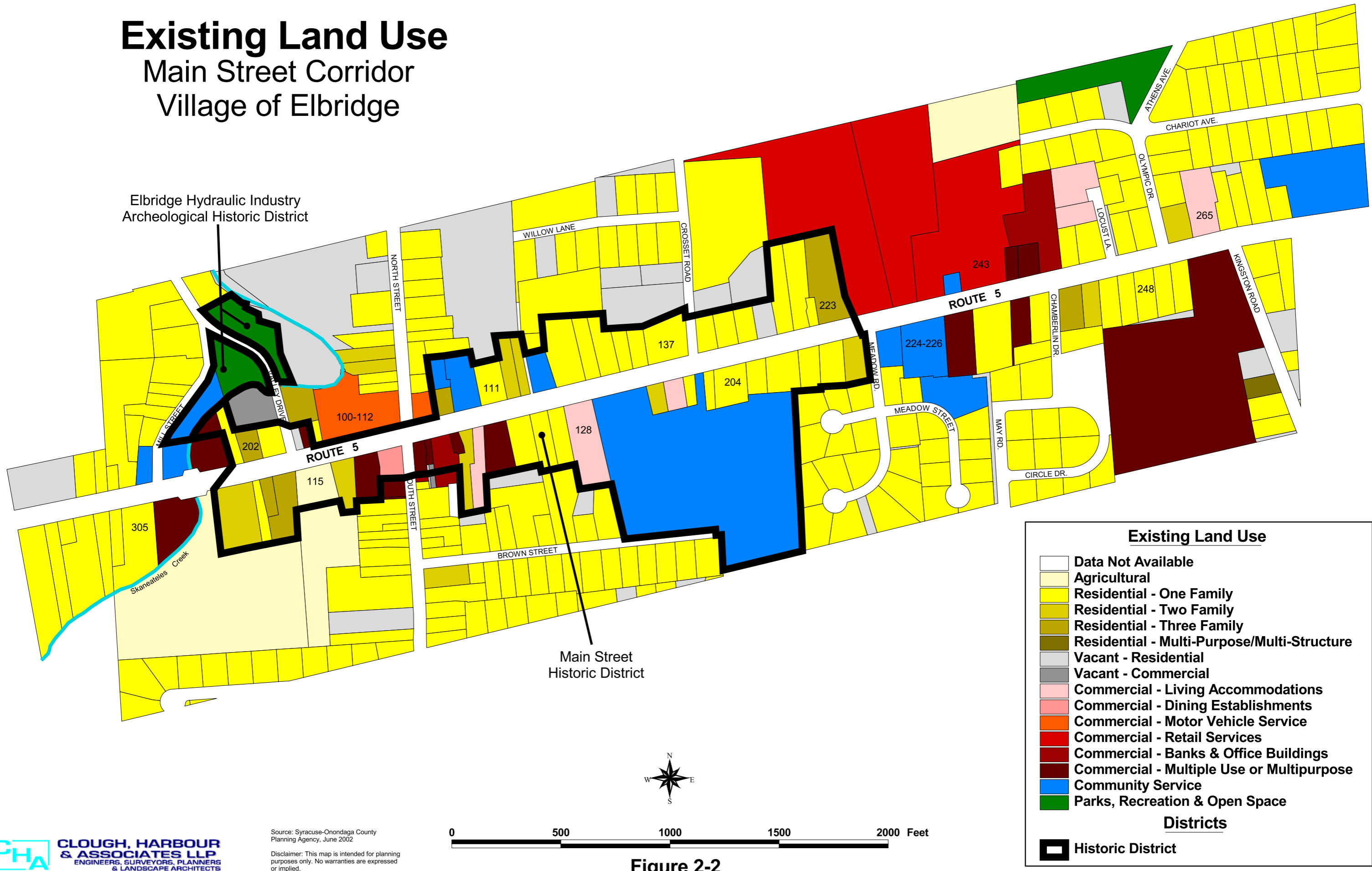
Vacant



Existing Land Use

Main Street Corridor

Village of Elbridge



Source: Syracuse-Onondaga County Planning Agency, June 2002

Disclaimer: This map is intended for planning purposes only. No warranties are expressed or implied.

CHAPTER 3.

ISSUES, STRATEGIES and RECOMMENDED ACTIONS

A variety of Village and corridor-wide issues were identified during the planning process that led to the preparation of the original Main Street Study in 2003. These issues go beyond specific geographic locations and relate generally to economic development and land use trends, prevention of strip development, environmental sensitivity, traffic safety and pedestrian circulation, tourism opportunities based on local heritage, as well as architectural design and community aesthetics. These issues still remain relevant today and remain part of this updated Plan. In addition, some new issues and comments have been identified. These more recent comments follow below as new input into the planning process.

3.1 Public Identification of Issues

A community informational meeting was held in preparing the 2003 Main Street Study. On October 24th 2002 the community provided input on issues and discussed likes and dislikes in the Village. Desirable changes were also identified. Attendees were asked to respond to a set of questions relating to existing and future conditions along Main Street in particular and the Village in general as a means to identify issues, concerns and desires.

The original comments from the community are provided below. Some comments from 2003 have been removed because they no longer apply to current conditions. The original comments are followed by some more recent comments and issues identified by Advisory Committee members and others that better reflect current conditions and new opportunities to effect positive changes.

Likes

In response to the question:

What do you like most about Main Street and the Main Street corridor in the Village of Elbridge?

The following responses were received:

- ◆ The neighborliness of the area.
- ◆ A safe walking and bicycling environment.
- ◆ The Village is a type of get-away from the hectic life of the city.
- ◆ The Village provides residents with their local needs.
- ◆ The natural beauty of the area.
- ◆ Well-kept homes and gardens and its “Norman Rockwell” type of setting.
- ◆ The good security of the area.
- ◆ The hitching posts along Main Street that reflect the area’s history.
- ◆ Family stability and the generations of residents that live or once lived in the Village.
- ◆ The “walkable” south side of Main Street.

Dislikes and Needs

In response to the question:

What do you like least about Main Street and the Main Street corridor in the Village of Elbridge?

The following responses were received:

- ◆ Speed limits along Route 5 are not enforced. This is under the jurisdiction of the New York State Police, headquartered on Main Street in the Village.
- ◆ Commuter traffic moves too quickly through the Village on Main Street without stopping.
- ◆ There is a need for some type of traffic calming techniques along Main Street.
- ◆ A traffic light is needed at the easternmost end of the Village at Sandbank Road.
- ◆ There is a need for improved pedestrian crossing in front of the elementary school.
- ◆ There is a need for traffic lights on Main Street at several locations, including at the school to stop traffic and allow pedestrians to cross.
- ◆ The north side of the Main Street corridor is not as pedestrian-friendly as the south side due to numerous driveways to commercial areas, the lack of sidewalks in some locations, and potential safety issues with vehicles turning from Main Street into businesses.
- ◆ More pedestrian lighting is needed.
- ◆ The Main Street/Sandbank Road intersection has a number of traffic and safety issues including poor visibility to oncoming traffic when multiple vehicles are pulling into the intersection and turning on to Main Street, thus disrupting lines-of-sight for other drivers. Traffic at the intersection has increased due to new development near the intersection and this situation will worsen as additional development takes place along Sandbank Road.
- ◆ Signage along Main Street is unattractive. (This was an original comment in 2003 noting that since then some signage has improved).
- ◆ There is a need for more curbs and better access management along Main Street, particularly in the commercial district.
- ◆ Restoration of historic homes along Main Street is needed.
- ◆ The Village needs to look at future opportunities to purchase land for community purposes.
- ◆ Restore the old Methodist Church.
- ◆ Better maintenance of flowers and shrubs is needed at the four corners intersection.

Desired Changes

In response to the question:

If you could change one thing about Main Street or along the Main Street corridor what would you change?

The following responses were received:

- ◆ Install nice pedestrian type of lighting along Main Street.

- ◆ Install two traffic lights with pedestrian signals/crosswalks at Sandbank Road and in front of the (former Big M now Tops) supermarket.
- ◆ Install curbs all along the length of Main Street within Village limits.
- ◆ Have better enforcement of signs in the Village including controlling the lighting of signs.
- ◆ Create municipal parking lots.
- ◆ Install curbs, but do not allow on-street parking on Main Street for aesthetic reasons.
- ◆ Encourage improvements to buildings and building facades along Main Street. The buildings on the South side of Main Street west of Crews Auto and the car dealership (both since vacated) need to be remodeled or restored.
- ◆ Form a group to address the issue of vacant properties within the Village.
- ◆ Do not encourage conversion of historic homes to business uses.
- ◆ There is a need for facilities and programs for children within the Village.
- ◆ Consider traffic calming techniques along Main Street in addition to providing for on-street parking.
- ◆ Maintain and replant street trees within the Village, particularly along Main Street.
- ◆ Better enforcement is needed to address the issue of potential vandalism within the Village.

Additional written comments originally received in 2003 included:

- ◆ Regarding on-street parking and curbing, it would be beneficial in controlling traffic. Example being

Route 20 in Skaneateles, parking is on both sides of the street and it does keep traffic slowed down. This is not only in shopping areas, but also in front of many old and beautiful homes. Another example is the signage and greenery that beautifies the area and makes all commercial property placed behind and inconspicuous.

- ◆ The residential historic presence of the Main Street corridor within the Village should be maintained. Business growth is essential – avoid low-end, drive-in types of businesses i.e.) dollar stores, fast food restaurants – these ultimately hurt local businesses.

Recent Comments

Recent comments received as part of this update are summarized below. These comments are not provided verbatim, or as they were received, and may not be in their original context:

- ◆ Other than deterioration and demolition the greatest threats to historic character are non-historic renovations. The best guides to preserving historic heritage are the Secretary of the Interior's Standards, National Park Service Preservation Briefs. These should be made available and known to historic property owners as well as information on Historic Tax Credit and Homeowner programs.
- ◆ Include historic resources in any future overlay zoning.
- ◆ A significant threat to community character is the loss of street trees so implement a tree diversity program.
- ◆ Consider redevelopment examples,

- such as the Hamlet Overlay Ordinance in the Town of Dewitt Zoning Ordinance.
- ◆ Address stormwater drainage issues and significant pavement ponding and implement techniques such as those developed under the County's Save the Rain program.
 - ◆ Regulate planting and plant maintenance outside the public right-of-way to prohibit encroachment on walkways by hedges, tree overhangs, etc.
 - ◆ Both the trends for aging at home and the need for senior housing (independent and limited care) which thrive in close proximity to desirable Village amenities should be considered in local zoning.
 - ◆ Years of vacancy and deterioration of vacant properties (such as at East and West Main Street intersection) in the Village is beginning to have serious detrimental effects on public perception of Elbridge.
 - ◆ Vacant properties deserve special attention and proactive involvement using tools such as tax abatement programs and temporary infill uses. Property owners should be brought into the discussion of redevelopment.
 - ◆ Protect pastoral views and significant vistas.
 - ◆ Engage town residents in the planning process to take ownership in the Village's success.
 - ◆ Discuss whether Town and Village goals and needs are aligned.
 - ◆ Encourage traditional form, density and scale beyond just Main Street to encompass more of the Village/Town community.
- ◆ Identify redevelopment sites in the Village.
 - ◆ Engage SMTC and NYSDOT to do some planning level design for traffic calming.
 - ◆ Look at utilizing green infrastructure in Village rights-of-way.
 - ◆ Address Emerald Ash Borer issues and remediation and consider the *CommuniTree Stewards* program that might be helpful to the Village.
 - ◆ Consider parking in reserve regulations, bike parking, bike lanes on Route 5, screening of parking, and parking retrofits in key problem areas.
 - ◆ Developing dense communities in areas without public sewer can be challenging.
 - ◆ Discuss long-term opportunities for the Village to reduce energy consumption and demand and promote alternative energy options (CNYRPDB and NYSEDA programs).
 - ◆ Include Hazard Mitigation in the planning process.
 - ◆ Consider Skaneateles Creek as an asset – provide setbacks, protections and trails.
 - ◆ Consider multi-use buildings in certain locations.
 - ◆ Refer to the Onondaga County Settlement Plan for urban design recommendations, Traditional Neighborhood Development (TND) guidelines, and pilot projects including shopping center retrofits and a model zoning code.

3.2 Business Retention and Development

The focus of many planning-related issues in the Village concern Main Street and how it looks and functions. Businesses have a significant effect on Main Street. They create employment, attract additional commerce, provide necessary services, generate tax revenue and stimulate further economic development. When businesses thrive, communities and their residents also flourish. When businesses struggle, public and private sector services also suffer.

New business development, retaining existing businesses and encouraging property redevelopment are vital to the economic and financial health of the Village as it contributes to local tax base and to quality of life by enabling the Village to provide services to its residents. Business development and reinvestment in existing businesses should be encouraged by the Village and concentrate on improving the two existing business areas and commercial nodes along Main Street. These existing business (zoned B-1) and retail areas (zoned S-1) are identified on Figure 3-1, Existing Zoning Map of the Village of Elbridge provided at the end of this chapter.

Figures 3-2 and 3-3 are also provided from the original 2003 Main Street Study. Figure 3-2 envisioned Future Land Use along the Main Street corridor including the two business and commercial nodes. Figure 3.3 provided recommendations for improving roadside conditions in the shopping center area of East Main Street.

Maintaining and enhancing Village character is based in large part on the viability of these business areas and preventing commercial uses from sprawling into residential areas. In a compact village setting, local character is enhanced by the proximity of residential areas that co-exist with nearby and most importantly compatible business areas in a walkable environment.

The Main Street National Register District affords the Village a very unique and important opportunity to take advantage of its designation to promote local businesses and in particular attracting visitor dollars. National Register status also provides the community and property owners with access to funding and technical advice from State and federal agencies and historic preservation organizations on how best to maintain and improve historic resources.

The following recommendations are provided to promote business retention and new investment in Elbridge.

1. Through its land use policies and regulations, the Village should encourage new businesses to be clustered around the two existing business and commercial nodes, particularly the traditional Village Center at the Four Corners intersection of Main Street with North and South Street. Re-establishing this area for business use is very important to community character. This traditional heart of the Village should retain a mix of commercial, office and residential uses. Suburban-style commercial strip development (fast-food establishments, auto service areas, etc.) should be discouraged or prohibited through

zoning in favor of higher density business, commercial and residential uses. However, it needs to be recognized that the density of future development at this location and elsewhere in the Village is affected by the lack of public sewers.

New business development in the Village and adjacent areas of the Town of Elbridge should complement and support existing businesses, not compete for the same customer base. The goal of the general community should be to prevent further sprawl of commercial businesses into non-business areas, particularly if it means the loss, degradation or incompatibility of new uses with local historic properties.

2. The Four Corners Area at the intersection of Main Street with North Street and South Street should remain a focus of attention for encouraging the appropriate type of redevelopment of properties as they transition in use and/or ownership. The vacated auto dealership at the northwestern quadrant of the intersection currently provides a significant redevelopment opportunity worthy of further investigation by the community and discussion of any future plans for this location with present owners.

A conceptual plan for redevelopment of the Four Corners is provided in Figure 3-4. The concept illustrates the potential to redevelop the intersection area in a manner that begins to re-establish the Four Corners in the form of a traditional center of the Village.

As illustrated in Figure 3-4 the concept depicts three building footprints

located in proximity to Main Street just west of North Street. Parking is to the rear of each building. Driveways are shared and located a safe distance from the intersection. As depicted the site could be developed as one property or subdivided into separate parcels. Development could also be phased in as real estate markets dictate.

The concept illustrates an opportunity for a continuous and consistent streetscape at the Four Corners. Sidewalks, paved or textured crosswalks, street trees and pedestrian lighting are provided. On-street parking on the north side of West Main Street is provided. Buffer areas can be provided along the perimeter of the property adjacent to residential neighbors. Unpaved open space areas may be required for wastewater and septic systems.

It is recommended that properties in the vicinity of the Four Corners be redeveloped as mixed-uses. Mixed uses provide some resilience if any one business or owner vacates the location in the future. Uses might include small retail or office space on the first floor with upper floor residential units. These buildings could be two or three stories in height with flat or slightly sloped rooflines that mimic more traditional village-style buildings and architecture.

Figure 3-4 also depicts the redevelopment of the northeast quadrant of the intersection, although the property is occupied as a gas station and there are no indications that this may change in the future. However, this too may become an opportunity in the future and the

Village should be prepared to communicate a preference for redevelopment of the area and possible new uses at that location as well.

3. To encourage the redevelopment of properties in the Four Corners area for mixed-use and/or other appropriate uses deemed desirable by the community and property owners, it is recommended that existing zoning regulations in this area be modified. One potential alternative for modification is to create a new Village Center Overlay District and modify permitted uses in the existing B-1 zoning district to allow for mixed-use development specifically in this area. The B-1 District would have an Overlay Zone with established boundaries that further encourages or requires certain types of design and site layout alternatives to be considered when these sites are redeveloped.

As another alternative to the Village Center Overlay a new zoning district could be established that replaces the existing B-1 zone. In this case a new Village Center (VC) Zoning District would replace the B-1 District with new permitted uses, and uses subject to special permit and site plan review. Lot size and dimensional requirements would need to be amended as well. This new zoning district would essentially require mixed-use redevelopment of the area.

Certain uses should be encouraged in the Village Center while others should be discouraged or prohibited by zoning. The focus of redevelopment should be on encouraging the most

appropriate and best uses of prime properties in the Village.

This Plan suggests that the community provide further input into the types of uses that are desired in the Four Corners area before any zoning amendments are considered. Then zoning regulations could be amended accordingly. Proper zoning could stimulate developer interest in a property where it is clear what is desired by the community and permitted by the municipality.

A major advantage to encouraging redevelopment with new buildings is the ability to provide for modern amenities that both businesses and residents have come to expect and now require in many cases. These include flexible space, efficient heating, air conditioning, lighting, wiring for modern appliances and communication systems, etc. Developers should be encouraged to consider alternative energies and energy conservation measures using state-of-the-art building materials and techniques. The Village may also want to encourage Leadership in Energy and Environmental Design (LEED) standards to promote “green” buildings. This can also be accomplished through zoning requirements or the site plan approval process.

A complete list of permitted and prohibited uses will need to be developed in amending local ordinances. The intent will be to provide for business opportunities that may not be provided elsewhere or in competition with others nearby.

Possible mixed uses to be encouraged in the Village Center may include:

- Business and professional offices (medical, legal, engineering, architecture, insurance, accounting, financial, real estate, etc.)
- Small retail sales and services
- Personal services
- Small eat-in restaurants, coffee shops and cafes
- Taverns
- Museums, galleries, art studios
- Upper floor apartments, condos, studio apartments, lofts
- Senior and affordable housing

Possible uses to be discouraged or prohibited include:

- Convenience marts/stores
- Gas stations
- Drug stores and drive-in pharmacies
- Laundromats and dry cleaners
- Large grocery stores
- Single-family homes
- One-story buildings
- Retail uses of more than 10,000 square feet
- Manufacturing, product assembly and distribution
- Auto-oriented uses such as drive-in fast food restaurants, car washes, auto sales and service

As an example, a model ordinance for a Village Center Overlay District is provided in Appendix B to this Plan. The model ordinance would need to be adjusted to local Village needs and desires, but it provides some insight into what an overlay district regulation might contain and how it would be implemented. This same model could

be further modified to create a replacement district for the current B-1 zoning district.

To summarize, the Four Corners area provides potential for revitalization of the traditional business center of the Village. To implement and encourage desired changes, modification of existing zoning regulations will be needed and should incorporate the following sample components:

District: Village Center District

Purpose: To create mixed-use redevelopment opportunities.

Focus: The emphasis is on attractive types of land use and promoting appropriate types of mixed uses that encourage residential and non-residential uses on the same site and/or in the same building(s).

Location: The location of the Village Center District is at the intersection of Main Street (NYS Route 5) with North Street (Jordan Road) and South Street. Its boundaries will need to be determined, but may encompass and possibly extend beyond the existing B-1 zoning district (see Figure 3-1 Zoning Map).

Implementation: Mixed-use redevelopment could be encouraged or required through either an overlay district to a modified B-1 zoning district or as a replacement of the existing B-1 zoning district by creating a new Village Center Zoning District.

4. In addition to the Village Center District it is recommended that the Village also consider establishing a

Historic District Overlay that would promote greater consistency in appearance and maintenance of properties with the two National Register Districts. The Overlay District would differ in purpose and focus from the Village Center District, although there could be overlap of their boundaries. To implement and encourage desired changes, modification of existing zoning regulations will be needed and could incorporate the following sample components:

District: Historic District Overlay

Purpose: To protect, maintain and enhance the aesthetic character of the buildings, sites and features that contribute to and are located within the Village's National Register Districts.

Focus: The emphasis is on the visual appearance and upkeep of historic properties, streetscapes, lighting and signage within the overlay district.

Location: The overlay district would encompass and follow the boundaries of the existing National Register properties in the Main Street Historic District and the Elbridge Hydraulic Industry Archeological Historic District.

Implementation: Establishment of an overlay district that follows the boundaries of the existing National Register Districts in accordance with NYS Village Law.

5. As discussed in the original 2003 study accommodating home occupations may be necessary to foster small business development and in particular

the adaptive reuse of some historic structures for suitable types of business development.

Adaptive reuse of historic buildings should be given priority over other forms of development that may harm or otherwise demolish or destroy the historic value of structures and properties. Adaptive reuse should include permitting remodeling or rehabilitation of historic structures for a use that would be non-conforming to adjacent properties as long as the remodeling or rehabilitation work does not affect the historical significance of the structure and the use is compatible with adjacent land uses. The conversion of residential historic structures to non-residential uses should not be overly encouraged, but allowances for such change in use is preferred when confronted by the alternative of losing historic structures altogether.

The Village should also consider revising its zoning code to accommodate low-impact home-based businesses that utilize advances in information technologies because of the direct benefits in providing employment and retraining opportunities for residents. More than one level of home occupation permitted uses should be considered as appropriate for different areas of the Village based upon the potential intensity of use.

The less intense level of use as an "address of convenience" that supports self-employment or hobby-type of activities is most appropriate in or adjacent to established residential areas. Employment of individuals from

outside the direct family would generally not be included in this type of home-based occupation.

A more intense level of home-based occupation would be professional businesses such as physicians, law offices, accountants or similar uses that often serve clients and require employees from outside the family. This more intense level of use should be held to a higher performance standard regarding parking, building and grounds maintenance, signage and vehicle as well as pedestrian access. This type of use should most appropriately occur within or near established business areas.

6. As initially discussed in the 2003 study the Village may want to investigate the creation of business incubator or start-up locations within the Village with possible tax incentives to property owners or other forms of assistance for business development. Assistance may be available from public agencies at the State and County level. Business incubators could target vacant and underutilized portions of buildings in the Village in an effort to increase business activity, even if only temporarily. Businesses could be offered a variety of incentives such as lower rents and staff support services to stimulate development. Low interest loans may be provided by local lending institutions for building improvements such as façade restoration. The attraction of new businesses could eventually expand local tax base, employment opportunities and result in utilization of vacant buildings or underutilized upper floor areas.

7. In coordination with the Town of Elbridge the Village should consider establishing an economic development committee with members from both communities to coordinate development efforts that are mutually beneficial to both municipalities. Issues that need resolution may include: addressing inconsistencies with local goals and zoning regulations, protection of agricultural assets and rural land use densities in the Town that contribute to local rural character; addressing how commercial land use in the Town may affect Main Street businesses in the Village and vice-versa; and the provision of public infrastructure including highway project improvements and utilities that may enhance development opportunities or conflict with desired land uses.

3.3 Future Land Use

In order to maintain and enhance the historic and traditional rural village character of Elbridge it is imperative that economic development occurs to provide tax revenue and employment opportunities without sacrificing local heritage. Future development that relies on typical highway commercial forms of development is contradictory to the goal of preserving the quaint pedestrian-oriented village atmosphere in Elbridge and should be avoided. Other more compatible and sustainable forms of development such as mixed-use enterprises that promote walkability are preferred over highway-oriented uses.

Highway commercial development refers to auto-oriented forms of land use that most often occurs along major

transportation corridors such as Main Street (NYS Route 5). This form of development relies on the motoring public for its survival and thus, attracts its customer base by providing large free parking areas and styles of architecture and signage designed to catch your eye. These styles are often trendy and in direct conflict with the character of a small traditional community and should be discouraged within Village boundaries, particularly within the Historic Districts and the Village Center. Often these franchise style businesses struggle to compete in the regional marketplace and end up leaving a community in a relatively short timeframe.

The highest density forms of mixed-use commercial, office and residential development in the Village in terms of lot coverage and building height should occur within the traditional Village Center (the Four Corners area) and not at entrances into the Village along Route 5 where lower intensity development is most suitable. Somewhat less dense, but more retail types of development should continue to occur at the existing commercial shopping center area east of Crosset Road. It is important to remember that the density of land use and redevelopment potential in the Village will be determined in part by the suitability of existing soil conditions for septic systems since the community lacks public sewer.

Onondaga County's Septic Suitability Map provides information from the County Department of Health. A review of the map indicates the north side of the Four Corners area is suitable for conventional systems with few limitations to location or design. The south side of Main Street is suitable for conventional systems, but only where satisfactory

percolation is evident. Drainage improvements may also be needed. Areas alongside Skaneateles Creek are generally unsuitable for septic systems.

http://www.ongov.net/planning/documents/map_gallery.

Additional land use recommendations include:

1. Designating the boundaries of the Village Center area on the Village Zoning Map as an area that promotes desirable (permitted) forms of redevelopment and that prohibit or discourages inappropriate development. This can be implemented through a new Village Center Zoning District or an overlay district as discussed previously.
2. Requiring that all new commercial development, new residential subdivisions and business redevelopment reflect and enhance traditional and desirable patterns of land use already established within the Village and be consistent with the design guidelines that are outlined in Chapter 4 of this Plan. These patterns include consistency with established lot sizes, building setbacks and scale.
3. Encouraging commercial and residential development that is consistent in scale and form with established desirable styles of architecture including the use of visually compatible building materials such as brick, stone and wood. This is especially important in the Historic Districts and the Village Center area.
4. Allowing for areas of mixed-use. Mixed-use is defined as any combination of residential and

compatible professional office or small scale commercial use. This promotes walkability and live-work situations.

5. Protecting local natural resource features such as Skaneateles Creek and its floodplains and other areas of wetlands, dense woodlands and steep slopes within the Village. This can be accomplished through zoning regulations, clustering of uses and buffer requirements. These resources help contribute to local rural character and need to be protected. The Village should encourage development that incorporates such resources into its design as community open space amenities that are available for all residents and visitors to enjoy. Protecting environmentally sensitive features such as wetlands and floodplains also help in managing natural disasters and with hazard mitigation.
6. Accommodating local housing, recreation and municipal needs for residents of all ages and in particular seniors and local youth by encouraging varied and accessible housing and recreation options in terms of affordable price and manageable scale. The development of senior housing should be conducive to individuals with limited mobility and income.
7. Future development of Village property along Sandbank Road should be physically and visually connected to Main Street via sidewalks with pedestrian lighting and streetscaping. The design of structures should reflect the traditional rural/non-suburban character of the area to foster more of a sense of connection to the Village in terms of its design styles and

amenities. The possibility to construct senior housing in the Village has been discussed in the past and still remains an important future land use issue and opportunity. Regardless of the location, senior housing units should not be designed as typical suburban styles of housing, but include features and building materials that promote project longevity and ease of maintenance. Residents of senior housing should consider themselves part of the Village community, not part of some “island” unto itself.

8. Setting up a coordination mechanism and joint review procedures with the Town of Elbridge to ensure that mutual land use and development goals are achieved and not in conflict with each other. This is particularly true at entrance areas along Main Street into the Village from the Town both east and west of the Village. The Village should be an active participant in projects that require Municipal Law Section 239 and NYS SEQRA project reviews by County Planning and other lead agencies in reaching decisions that could potentially affect the Village.

3.4 Zoning

The Village should consider the creation of both the Village Center Zoning or Overlay District and the Historic District Overlay as discussed previously. The purpose of two these districts will be to encourage desirable land use development. These regulatory tools will also add an increased level of scrutiny by the Village Board, Planning Board and Zoning Board as well as residents of the community as new development and redevelopment proposals

are considered. These changes will also send a clear message to the development community and real estate markets that redevelopment is encouraged by the Village as long as it is deemed to be consistent with community goals.

Specific recommendations with regards to updating Village zoning include:

1. Establishing the recommended Village Center District and Historic District Overlay zones within Village boundaries along the Main Street corridor that addresses permitted uses, lot size, building dimensions, setbacks, site design, building location and orientation, building facades, building form, parking areas, landscaping, vehicle and pedestrian access and signage. The purpose of these zones would be to insure that architectural character is not negatively impacted by new undesirable uses, activities, unwarranted demolition of historic structures or incompatible building alterations.
2. Establishing a Planned Unit Development (PUD) Zone within the Village as first suggested in 2003. The location of a PUD would be considered a floating zone that could be created anywhere in the Village as long as certain criteria are met. The PUD would apply to larger parcels in the Village. The location of the PUD would be established upon the Village Board's acceptance of a developer or property owner's request to follow a set of development standards as part of a proposed development. PUD's may be used effectively to: a.) revitalize deteriorating commercial areas, b.) improve land use in environmentally sensitive areas and where topography does not permit a standard development pattern, c.) encourage more than one type of land use (e.g. mixed use, such as residential, commercial and recreation) and to cluster residential units and businesses or other uses in order to improve the efficiency of support infrastructure such as roadways, parking, wastewater, electrical and stormwater drainage systems.
3. Amending regulations to allow for greater flexibility and variation in "build to" lines and lot widths (zero lot lines) to avoid the suburban look of tract housing and commercial development. Regulations should include minimum and maximum front yard dimensions for more consistency with established patterns of development.
4. Requiring the placement of parking areas to the rear or sides of buildings to de-emphasize the presence of vehicles from the view of Main Street and encouraging new buildings along Main Street to be situated near the public right-of-way in line with other existing buildings wherever possible as illustrated in Figure 3-4 rather than set back away from Main Street.
5. Requiring developers to provide historically compatible streetlights consistent in design with Village objectives along with underground wiring and utilities in all new development and significant redevelopment projects.
6. Ensuring that exterior lighting, noise generation, signage and landscaping is addressed in the site plan review process. Consistent with NYS DEC

Stormwater Management Design Manual regulations the Village should be considering the incorporation of “green infrastructure” as best management practices in both public and private sector projects, including possible solutions to on-going drainage and ponding issues along Main Street. Information can be found at: (http://www.dec.ny.gov/docs/water_pdf/swdm2010chptr5.pdf)

7. Revising the existing Zoning map for the Village to clearly delineate the boundaries of business zones, including the Village Center, historic districts and other district boundaries that allow for commercial and mixed-use development along Main Street.
8. Considering an ordinance or a component of the Historic District Overlay zone or Village Center District to protect existing historic and other viable structures from unnecessary or undesirable demolition or significant remodeling that may negatively impact community character through the loss of historic and traditional style buildings, architecture and features.
9. Encouraging cluster forms of development and/or conservation subdivisions, including possible Village-style housing in major subdivisions to preserve or maintain wetlands, floodplains, open space, woodland and steep slopes to the greatest extent possible in order to preserve natural functions and maintain rural character.
10. Amending current regulations to include lighting standards and standards regulating noise generation

within the Village and/or in certain areas of the Village and/or under certain circumstances.

11. Amend local regulations to promote senior and affordable housing within the Village.

3.5 Traffic, Pedestrian Circulation and Parking

Vehicular traffic, volumes and speeds along Main Street continues to be a source of concern in the Village. Although the Village has little control over commuters traveling through the Village it is important that short and long-term traffic and transportation goals and policies promote the principles of a “walkable community” and pedestrian amenities that promote less local reliance on the automobile in favor of other modes of transportation.

Recommendations include:

1. Consulting with the Syracuse Metropolitan Transportation Council (SMTTC) and the Central New York Regional Planning and Development Board (CNYRPDB) to identify traffic calming techniques (including enhanced streetscaping, allowances for on-street parking and paved and signalized crosswalks) in the Village Center and in the eastern commercial shopping area.
2. Establishing access management guidelines; discouraging the creation of new driveways and curb cuts along Main Street; encouraging the interconnection of streets and

discouraging cul-de-sacs and dead-ends; developing a continuous sidewalk network between existing uses and new development; encouraging shared driveways and parking areas; researching opportunities for locating and funding municipal parking area(s); and considering opportunities to enhance on-street parking in business areas. Figure 3-3 conceptually illustrates possible driveway consolidation as access points to the commercial shopping center area along Main Street.

3. Coordinating with the NYS DOT, NYSEG and Onondaga County to discourage any increased width of Main Street within the Village and requesting that any future road or bridge work enhances the appearance and historic character of Main Street consistent with State and federal guidelines for historic districts. If opportunities arise in the future, enhancement should include identifying opportunities to bury electric utility lines along Main Street, tree maintenance and replacement of trees within the Route 5 right-of-way, and installation of historically compatible pedestrian-scale lighting and traffic control features (traffic signals and mast arms) along Main Street beginning with the Village Center.
4. Enhancing pedestrian access between different land uses and requiring sidewalks and/or pathways in all new subdivisions and businesses to connect to Main Street sidewalks.
5. Developing Main Street curbs, pedestrian lighting, landscaping and

stormwater drainage facilities along Main Street within the Village.

It is important that the Village works in coordination with the NYS DOT and the Syracuse Metropolitan Transportation Council (SMTTC) and County Planning (SOCPA) in establishing transportation improvement projects and priorities and getting those improvements listed on the NYSDOT's Transportation Improvement Project (TIP) list for funding and implementation.

3.6 Building, Site Design and Streetscape Treatment

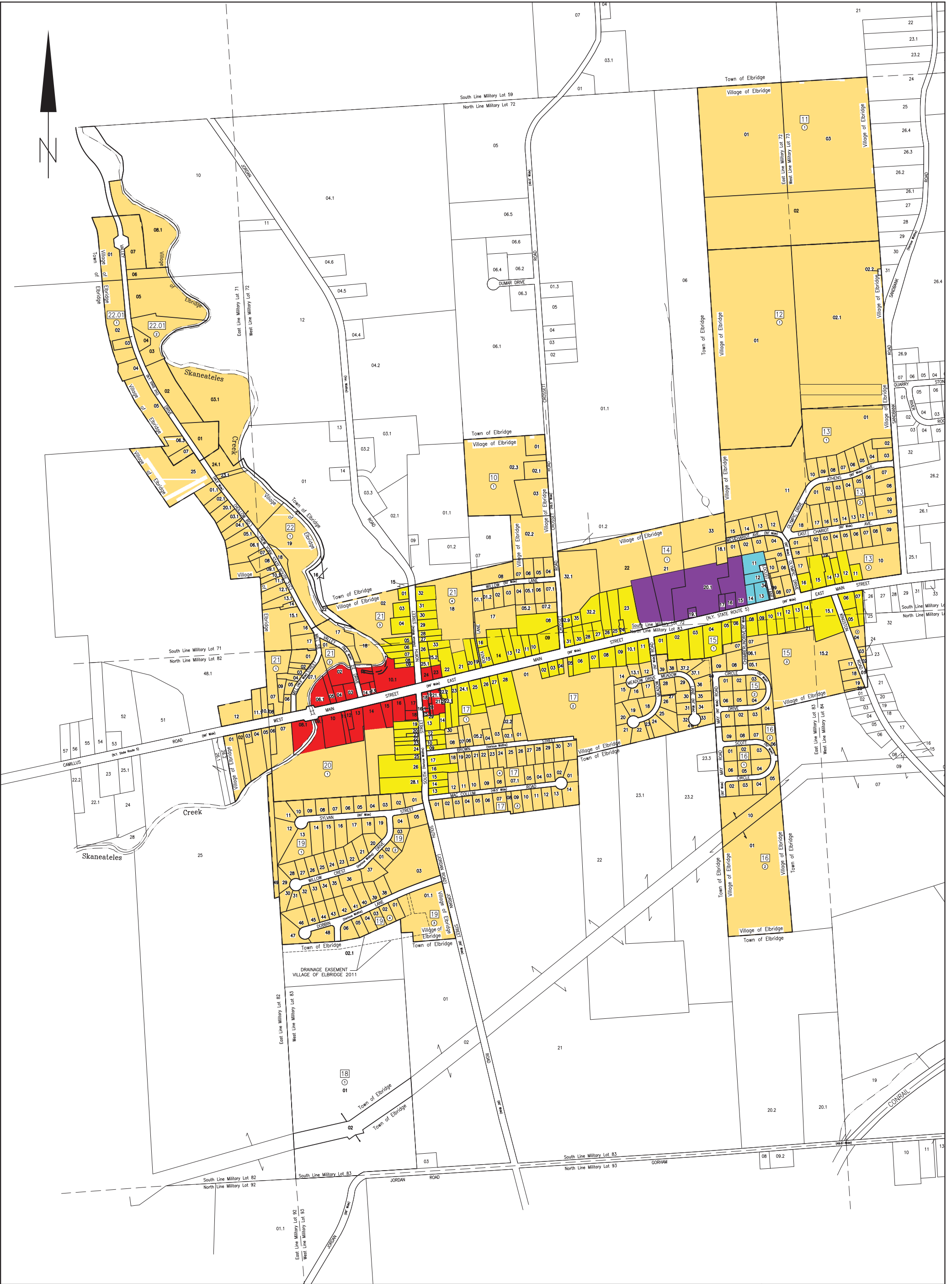
Design guidelines should be applied to all new construction and site redevelopment projects within Village limits. These guidelines (see Chapter 4) should be used by the Village Board and Planning Board to encourage a higher quality of development and ensure compatibility of new construction and significant rehabilitation projects with existing neighborhood character and Village goals expressed in Chapter 1.

All new businesses, commercial and residential development and significant redevelopment projects (20% or more alteration of building footprint or exteriors) should be designed to enhance the appearance of the Main Street corridor by reflecting traditional built forms and architectural features found in the community.

Recommendations include:

1. Developing architectural design standards and a formal design review process for business, commercial and major residential subdivision development to be consistent with and maintain the historic and rural character of the Village.
2. Encourage protection, preservation as well as restoration/reuse of historic structures, establish sign standards, building placement, building form and design and parking standards as well as access and parking management standards.
3. Building placement in the Village center and elsewhere along Main Street should be close to the street as traditionally occurred. Development of new buildings in the center area should conform to “build to” lines not setback requirements. Building front facades should face parallel to Main Street or North or South Street depending on their location.
4. Building placement in the eastern commercial shopping center area north of Main Street should also encourage the placement of buildings at a suitable setback to the Main Street right-of-way similar to the existing library location. Placement of buildings deep into parcels should be avoided as should the placement of large parking lots in front of buildings. Parking areas should be located to the rear or sides of buildings to help recreate the “streetwall” of structures that once existed along Main Street. Additionally parking to the rear or sides of buildings will reduce the potential in some areas for traffic accidents caused by perpendicular parking along Main Street and the need to back into traffic.
5. Establishing requirements for visual buffers particularly in areas of high public visibility from or along Main Street, at entrances into the Village along Main Street, at transition points between historic district properties and non-designated properties, and at transition points between residential and non-residential uses. Require consideration that all utilities be buried in all new commercial and subdivision development.
6. Streetlights serve as a safety feature for motorists and pedestrians. Pedestrian-scale streetlights would greatly enhance community character along Main Street and should be installed the entire length of Main Street within the Village if an opportunity arises, even if phased in over time. The first phase of this potentially long-term and expensive project should include the installation of historically compatible streetlamps within the Village Center and/or National Register Districts.
7. Initiate a public-private partnership (with the NYSDOT, local businesses, property owners and utility providers) for a tree planting, replanting and maintenance program to preserve viable and healthy mature street trees and develop guidelines for tree planting as a requirement for all new business/commercial developments with compatible street tree species. The Village, in coordination with the NYSDOT should consult with Cornell University, and/or SUNY ESF in Syracuse to conduct a complete inventory of street trees along Main

Street, identifying species, dimensions and overall health. Perhaps this could be part of a student studio project. The Village may also want to consult with a professional arborist to determine ways to protect street trees and to replace diseased or damaged trees as part of a routine maintenance process.



0 400' 800'

SCALE 1" = 400 FEET

NOTE: TAX MAP INFORMATION TAKEN FROM 2009 TAX RECORDS

LEGEND

TAX MAP SECTION 18
TAX MAP BLOCK 1
TAX MAP PARCEL 01
TAX MAP SECTION LIMIT
PROPERTY CONNECTION

ZONE R-1 SINGLE FAMILY RESIDENTIAL
ZONE R-2 MINOR MULTIPLE FAMILY RESIDENTIAL
ZONE R-3 MULTIPLE FAMILY RESIDENTIAL
ZONE B-1 RETAIL BUSINESS
ZONE S-1 SHOPPING CENTER

18
1
01
18
1
01

Figure 3-1

VILLAGE OF ELBRIDGE
ZONING MAP

MAYOR HENRY A DOERR

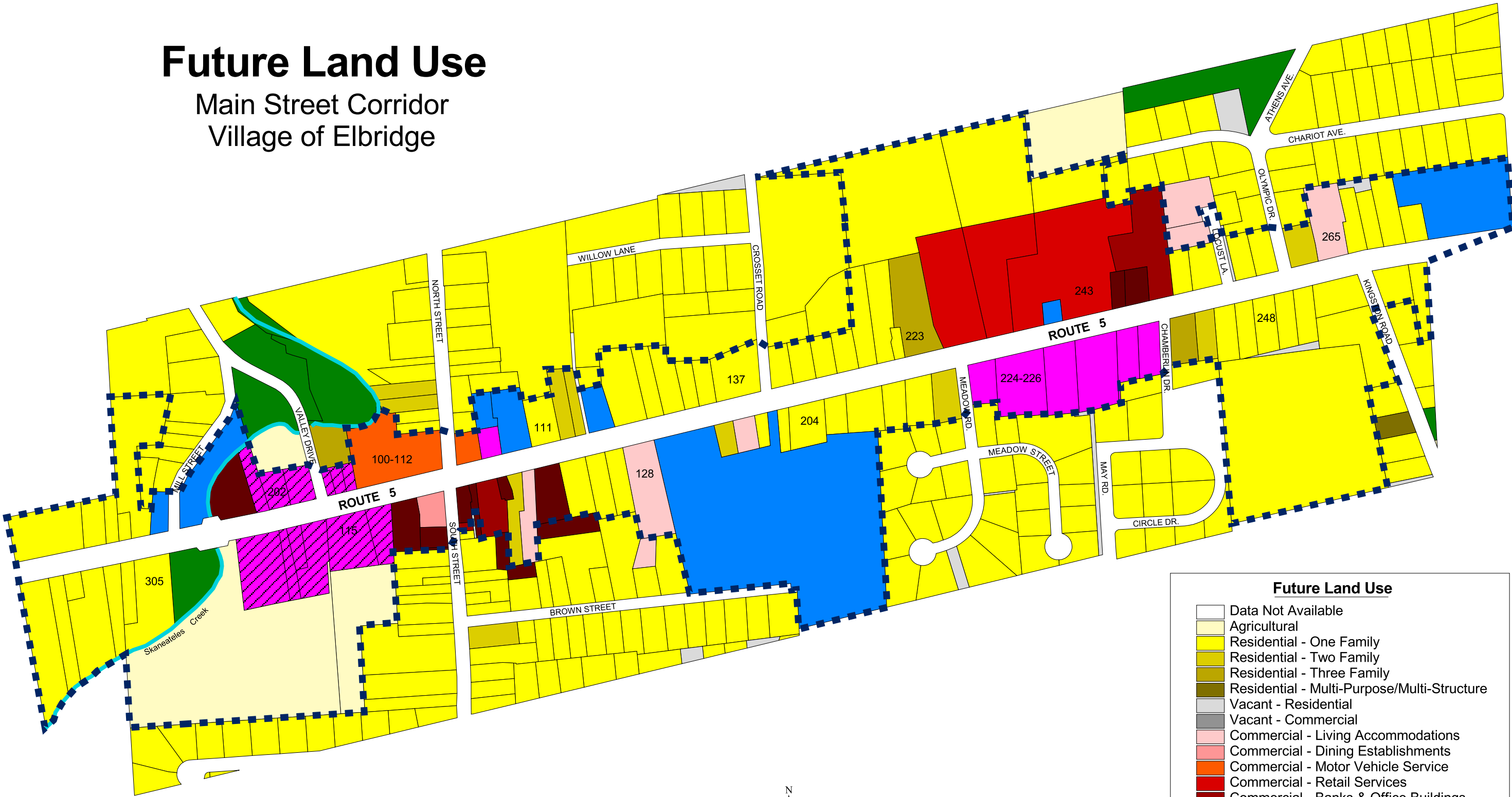
PAUL JAMES OLSZEWSKI, P.L.S., PLLC
P.O. BOX 336
CAMILLUS NEW YORK, 13031
315-488-5552
pjosurvey.com

DATE: MAY 26, 2013

SCALE 1" = 400 FEET

Future Land Use

Main Street Corridor
Village of Elbridge



Future Land Use

- Data Not Available
- Agricultural
- Residential - One Family
- Residential - Two Family
- Residential - Three Family
- Residential - Multi-Purpose/Multi-Structure
- Vacant - Residential
- Vacant - Commercial
- Commercial - Living Accommodations
- Commercial - Dining Establishments
- Commercial - Motor Vehicle Service
- Commercial - Retail Services
- Commercial - Banks & Office Buildings
- Commercial - Multiple Use or Multipurpose
- Mixed Use - Residential/Office/Commercial
- Mixed Use - Residential/Office
- Community Service
- Parks, Recreation & Open Space

Districts

- Proposed Main Street Overlay District

Figure 3-2





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Main: (315) 471-3920 • www.chacompanies.com

Village of Elbridge Village Center

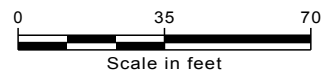


Figure 3-4
Four Corners Mixed Use
Redevelopment Concept

CHAPTER 4.

GUIDELINES to ENHANCE VILLAGE CHARACTER

Design guidelines will enable the Village to work towards achieving several planning goals for maintaining and enhancing community character. As guidelines these recommendations are not considered regulatory, but voluntary until such time that they, in whole or in part, are incorporated into local ordinances as enforceable standards.

Village design objectives include:

- ✓ Promoting new development and the reuse and redevelopment of properties in the Village that enhance the economic vitality of the community, protect property values and prevent the creation of visual blight and unattractive areas.
- ✓ Encouraging development, reuse and redevelopment that is sensitive to the heritage of Elbridge and to its residents and property owners by enhancing a character that fosters a sense of community identity among neighbors, merchants, businesses and property owners.
- ✓ Creating a safe and attractive physical and visual environment for enjoyment by residents and non-residents and both motorized and pedestrian forms of travel within the Village.

4.1 Design & Development Guidelines

The following guidelines should be considered in all new development and significant reuse and redevelopment projects within the Village and particularly along the Main Street corridor that includes the historic districts. These guidelines should be considered and encouraged for all commercial and business development that is subject to site plan review. Significant redevelopment projects, for example those property modifications that affect 20 percent or more of building footprints or building exteriors, and major residential subdivision projects and those projects that consist of two or more dwelling units should also consider these guidelines.

Site Design and Building Orientation

Site planning and design needs to address a variety of aesthetic issues that consider a site's relationship to its surroundings. Aesthetics consider the visual and noise environments. Along the Main Street corridor, it is important to address design issues in the immediate view of the public right-of-way (streets and sidewalks) and development parcels that are visible from the public street and/or right-of-way.

Building location and building orientation, the exterior appearance and form of buildings, parking lot location and appearance, landscaping, signage, lighting, noise generation, vehicular as well as pedestrian circulation, all need to be considered in the overall site design and site plan review and approval process.

Building location and orientation are significant design considerations that have a direct relationship to how buildings look and function relative to their surroundings. The location and orientation of new buildings should consider their overall visual impact on Main Street and surrounding neighborhoods. New development and redevelopment should not be visually intrusive, dominate views or contrast sharply in scale or use to the existing and/or desirable character of the neighborhood.

Orientation of Buildings

- ✓ The orientation of new buildings and their rooflines should be compatible and consistent with existing and desirable patterns of residential and commercial development along Main Street.
- ✓ The height, scale and proportion of new buildings should be consistent, similar to, and compatible with, surrounding buildings on adjacent properties.
- ✓ Buildings should be oriented to maximize views of the front facade, not the sides or rear of buildings from Main Street. Undesirable views of large parking areas, service areas, outdoor storage and utility areas, and delivery locations should be avoided. These areas should be visually screened wherever practicable.
- ✓ New buildings and equipment should be sensitive to views from adjacent and off-site uses. Buildings and site uses should be oriented so as not to create undesirable views of the sides or rear portions of buildings or uses from nearby areas, particularly residential properties.
- ✓ New buildings, parking areas and traffic circulation should be oriented to

provide for safe, separate and efficient circulation patterns between pedestrians, non-motorized and motorized vehicles.

- ✓ Buildings should be located to take advantage of solar exposure and not create significant shadow effects on adjoining properties.

Building Design and Architectural Features

The following criteria are not intended to restrict creativity or variety in building design, but rather assist in focusing on traditional design and architectural principles suitable to a Village setting in Central New York. These principles are intended to encourage creative design solutions that will result in projects with an attractive visual appearance, form and function.

Non-residential Buildings

- ✓ Non-residential development and reuse and redevelopment projects including professional office, commercial, light industrial, institutional and mixed-uses must be compatible in scale and character with nearby developments, particularly adjacent residential areas.
- ✓ Traditional architectural styles are encouraged over highly ornate, ultra-modern styles.
- ✓ Corporate franchise-style and “cookie cutter” architecture is discouraged in favor of building styles that complement the historic neighborhood character of the Village.
- ✓ Peaked roofs and varied rooflines may be appropriate in some areas for non-residential buildings to mimic nearby residential characteristics. However, flat or nearly flat roofs may be most

- appropriate in the traditional Village Center area at the Four Corners.
- ✓ Building facades should have features, for example, windows of suitable scale, and utilize construction materials that integrate consistently and compatibly with the visual characteristics of adjoining properties. Brick materials in the Village Center area may be preferred over other materials.
 - ✓ The rear and side facades of buildings that are visible from public streets and viewpoints should have a finished quality utilizing materials and colors that are consistent with the remainder of the building.
 - ✓ Loading and delivery areas, outdoor storage facilities/areas, trash collection areas and parking areas should incorporate suitably scaled landscaping features to screen their appearance from public view. Landscaping features should include appropriately sized deciduous and evergreen plant materials to mitigate any adverse visual effects from year-round public exposure.
 - ✓ Houses that are identical in appearance, building elevation, floor plans, etc. should be discouraged.
 - ✓ If a single house design or style is used repeatedly, the use of varying materials, colors, window treatments and other design details should distinguish one unit from another. New development should avoid to the greatest extent possible, visual monotony caused by long, straight lines of similar looking houses along a street. Variation in roofline, roof features (peaks, dormers), porches, doors, windows and paint details are encouraged.
 - ✓ The orientation of new houses should follow established patterns where either the fronts or sides of homes are seen. The rear façade of new houses or any buildings should not be the predominant view from Main Street.
 - ✓ New housing developments should avoid consistent use of styles that emphasize garages as a visual focal point of a house's design.

Residential Development

- ✓ New single-family residential subdivision development projects should be compatible in scale, form and mass with surrounding residential uses.
- ✓ Infill residential development should be sensitive to adjacent properties and not introduce housing styles that are inconsistent in patterns of development, scale, mass, form, or style with surrounding residential units or neighborhoods, unless such changes are desired and expressed by the community.
- ✓ Building materials should have desirable architectural character and durable quality. Materials should be selected for harmony in color and texture with adjoining buildings.
- ✓ Brick and high quality wood treatments are encouraged over the use of metal materials as the principal non-residential building material.
- ✓ Buildings should utilize the same materials, or those that are architecturally harmonious and visually compatible, for all building walls and exterior building components that are visible from Main Street.

- ✓ Materials should be selected for their durable quality, longevity and ease of maintenance. Inappropriate use of materials, for which they are not intended, and questionable construction practices in their installation should be avoided. Front and side building façade materials should be of subtle colors and low reflectance to prevent glare.
- ✓ Colors that are classic in appearance, neutral, timeless, and of an earthen tone are encouraged over less traditional, bright or neon colors.

Windows and Doors

- ✓ Building components such as windows and doors should be compatible in scale and proportion to one another and to patterns already established in buildings along Main Street.
- ✓ A well-designed building entrance should be visible from the street and provide the focal point of the building's front façade.
- ✓ Colors for framing windows and doors should be harmonious with other building elements and the use of compatible accent colors is encouraged.
- ✓ Long, blank, featureless building walls and facades should be avoided. Building wall appearance can be enhanced with windows or other architectural design elements and/or landscape features such as recessed areas well landscaped with trees and shrubs in order to avoid monotony in appearance.
- ✓ The use of windows, window locations and window features for other than their intended purposes should be avoided. The use of windows used exclusively as signage is discouraged.

Utilities and Storage

- ✓ All gas and electric meters and other appurtenances should be incorporated internally into the structure or of similar color and materials to the principal structure so as not to be visually distinct, but still accessible.
- ✓ Mechanical equipment or other utility hardware on the roof, ground level, or buildings themselves should be screened from public view with materials that are harmonious with the building, or located in such a manner so as not to be visible from residential areas, public areas, walkways and streets.
- ✓ Landscaping of utility boxes located along or near the Main Street public right-of-way should be screened to the greatest extent possible using suitable, non-invasive plant materials.
- ✓ All accessory buildings (garages, sheds, storage buildings, etc.) and miscellaneous structures should be compatible with the materials and colors of the principal building(s).

Vehicular Access and Parking

Vehicular access management must provide for safe, separated pedestrian circulation patterns in relation to vehicular movement. New site entrances, curb cuts and driveways along Main Street should be avoided as much as possible to eliminate additional turning movements that may cause further restrictions in traffic flow, pedestrian conflicts and decreased levels-of-service.

Street Patterns

- ✓ An interconnected street system that provides residential access through

- neighborhood streets to the greatest extent possible is encouraged.
- ✓ New streets should connect to existing streets wherever possible and in a grid or other type of pattern that follows traditional street patterns in the Village. Curvilinear street patterns, dead ends and cul-de-sacs generally increase construction and maintenance costs, gas consumption, and the amount of impervious areas of pavement and should be avoided. These uses should be considered only where topography or other natural or man-made conditions require their use.
 - ✓ Street design should encourage slower traffic in neighborhoods and areas of pedestrian activity. One way to accomplish this is by using narrower streets, but only as permitted under Village jurisdiction and in consideration of emergency accessibility.
 - ✓ Sidewalks, curb and gutters, crosswalks, street trees and landscaping also help slow traffic by making the motorist feel the road is narrower than it may actually be.

Service Roads and Driveways

- ✓ Site entrances and exits should be clearly delineated and designed to provide for smooth traffic flow into and out of a site and within parking areas utilizing curbing and landscaping to delineate traffic patterns.
- ✓ Connecting parking lots and consolidating driveways for cross access of parcels is encouraged in site design and layout.
- ✓ Locating access driveways away from intersections at maximum distances possible is encouraged.

- ✓ Entrances and exits should be attractively designed, signed, landscaped, and well-maintained to better delineate driveways as access locations. Delineation of driveways to interior portions of sites should use trees and other native natural plant materials rather than concrete, wooden bollards or other man-made, less attractive materials.

Parking Areas

- ✓ Off-street parking areas that consolidate rear parking lots are encouraged as well as shared driveways and service roads to limit the number of access points or new curb cuts needed along Main Street.
- ✓ Circulation patterns of shared parking areas and driveways should be clearly delineated by curbing, green areas and landscaping.
- ✓ Off-street parking areas should be screened from street frontages and adjoining residential properties by low walls, earthen berms, dense landscape plantings or combinations of these elements. Fencing should be discouraged in favor of more permanent, natural and durable screens.
- ✓ Parking to the rear or sides of buildings is encouraged over parking areas between the building's front façade and Main Street.
- ✓ Large parking lots should include perimeter landscaping as visual buffers between adjoining uses and landscaped islands. Green space and landscaped planting strips should be provided between the Main Street right-of-way and parking. Landscaped buffers and islands should use a variety of plant materials for visual appeal and year-

round effect. These materials should include deciduous and evergreen trees, shrubs and/or perennial flowers.

Pedestrian and Non-motorized Circulation

It is a goal of the Village of Elbridge to create a safe atmosphere throughout the Main Street corridor for pedestrians and non-motorized uses such as bicycles. An interconnected network of sidewalks and pathways within the corridor will encourage pedestrian activity and the use of non-motorized means of travel. The benefits of a “walkable” community include less reliance on the automobile, decreased traffic congestion, a healthier citizenry, greater social interaction among neighbors and businesses, and a strengthened sense of community. The Village is fortunate to have retained many of the traditional characteristics that favor walking along Main Street.

Sidewalks and Crosswalks

- ✓ A very important part of the design of new development and reuse and redevelopment projects within the corridor is to create physical linkages between different adjoining land uses via a continuous network of sidewalks and/or trails. New development and redevelopment projects must provide for a safe and attractive pedestrian and non-motorized environment. Street networks feeding into Main Street should be pedestrian-friendly by providing adequate separation of pedestrians and non-motorized means of transportation from vehicular traffic.
- ✓ Sidewalks and granite curbs should be provided along both sides of the Main Street public right-of-way. However, it

should be noted that the public right-of-way is under the jurisdiction of the NYS DOT.

- ✓ Sidewalks are particularly important in high traffic commercial sections of the corridor. Sidewalks with a minimum width of four (4) feet should be constructed of concrete or other suitable materials, not asphalt. Widths of five (5) feet are preferred.
- ✓ Granite curbs are preferred over concrete. Asphalt curbing should be avoided.
- ✓ Sidewalks shall provide for landscaped areas between the curb or paved shoulder of the road (in areas other than along Main Street) and the street side edge of the sidewalk, particularly in residential areas. Planting strips of at least five feet in width where practical between the edge of pavement and the inside (roadside) edge of sidewalks should be provided, particularly in residential areas.
- ✓ All sidewalks, pedestrian and non-motorized pathways must be designed to be barrier-free and accessible to the public and meet Federal, State and local accessibility and construction standards.
- ✓ Sidewalks outside the public right-of-way should be provided at all new development or redevelopment projects as connections between the public sidewalk and primary entrances to non-residential buildings.
- ✓ Well-defined crosswalks to connect sidewalks are of paramount importance for public safety. In most cases, crosswalks should be defined by signage, painting and striping. Textured pavements in crosswalks are encouraged where practicable.

Street Trees, Furnishings and Other Pedestrian Amenities

- ✓ Pedestrian-scale street lighting, street trees, streetscape furnishings and other pedestrian amenities should be considered as part of an integrated, well-conceived streetscape plan for the Main Street corridor. Photo examples of streetscape lighting and pedestrian features are provided at the end of this chapter.
- ✓ A streetscape plan should be developed to include street trees, for shade and comfort, and street lighting for safety and security. The placement of any materials within the public right-of-way will, however, need to be permitted by the jurisdictional agency. In this case this will be the NYSDOT along Main Street.
- ✓ In the event that no plant or other materials may be placed within the public right-of-way, the placement of trees, plant materials and furnishings (benches) may be possible alongside the public right-of-way with the support and permission of the private property owner.
- ✓ The provision of streetside amenities should be encouraged along all pedestrian sidewalks where possible including the placement of trees, lighting and flower beds. The placement of materials in the public right-of-way must be coordinated with and receive permission from the NY State Department of Transportation.
- ✓ Trees and shrubs must not restrict views of or from pedestrian areas or create unsafe traffic situations.
- ✓ New development and redevelopment should consider the use of trees and other vertical design elements just outside the public right-of-way (lampposts, plant materials, etc.).
- ✓ The use of these materials shall create effective physical and visual buffers between sidewalks, vehicular traffic and parking areas as well as define the edges of the Main Street public right-of-way.
- ✓ The planting of street trees along the Route 5 corridor shall be a long-term objective with a consistent appearance in the use of tree species and spacing inside or outside the public right-of-way. The Village should establish a tree maintenance and replacement program in order to preclude the loss of mature trees along Main Street that are such a vital part of community character (see Chapter 3 Section 3.6).
- ✓ Tree species should be selected for their hardiness to storm damage and tolerance to weather extremes. Suitable species should have root or canopy growth habits that do not cause damage to pavements or underground utilities or have undesirable fruit that may cause staining or other damage to surfaces.
- ✓ Trees shall be planted no closer than 5 feet from sidewalks, 5 feet from streets, and 8 feet from driveways and maintained to prevent encroachment and overhanging branches on public sidewalks.

Lighting

- ✓ Pedestrian-scale lighting in commercial and institutional areas along the Main Street corridor is a long-term objective for the community. LED lighting is now available to conserve energy – see photo examples at the end of this chapter.
- ✓ Lighting objectives are different for motorists and pedestrians. High

intensity lighting mounted on poles of considerable height are meant to illuminate roadways for safe vehicular travel. However, lighting intended for motorists may create an uncomfortable or undesirable pedestrian atmosphere.

- ✓ Lighting in pedestrian areas should include low-angle pedestrian-scale lampposts that illuminate full color spectrum light for more realistic nighttime colors and prevention of glare.
- ✓ Lighting features should complement building design and be consistent in appearance throughout the corridor. However, as with the use of other design elements, creativity in design should be encouraged to avoid too much uniformity that results in visual monotony.
- ✓ Lighting elements in pedestrian areas should be pedestrian-scale, typically 12 to 15 feet in height, made of durable metal and vandal-proof. Any ornamental lighting used in site design and in view of the public right-of-way should be consistent in historic style and street lighting patterns acceptable to the Village's design objectives.
- ✓ Lighting should be used to enhance landscaping, building features and textures, pedestrian areas, public spaces, building entrances and site entry points.
- ✓ Illumination levels should be consistent with neighborhood ambient light levels.
- ✓ Lighting fixtures should direct light downward in most applications to limit the amount of light escaping off-site, except in situations where low level lighting is used specifically to highlight landscape features, buildings and pedestrian walkways.
- ✓ Exterior lighting should be considered as part of the design concept for a

building and site. Light fixtures and standards, and all exposed accessories should be harmonious to a building's design and not result in undesirable lighting off-site.

- ✓ Adequate lighting should be provided for safety and security reasons and incorporated into the site and building design process. Floodlights and the use of other high intensity lighting are discouraged.
- ✓ Vandal resistant light fixtures should be used in all locations.

Signage

- ✓ The location, size, design, materials and lighting of signs should be considered as an important part of a development project's overall design – see photo examples at the end of this chapter.
- ✓ Signage should enhance a building's architecture and complement a site in terms of its consistency with building scale and architectural styles. Signs should not appear as an afterthought to a building or site's design or be visually dominant.
- ✓ Signs should complement their surroundings and convey a message clearly and simply. Signs should be weather and vandal proof to the greatest extent practical.
- ✓ Signs should be well-landscaped and maintained using plant materials of suitable scale, numbers and form.
- ✓ Wall signs or low-profile signs are preferred over pole-mounted or projecting signs. Freestanding signs should incorporate the architectural style and character of the building(s) it identifies.
- ✓ Signs should have appropriate scale and proportion to a site and its use.

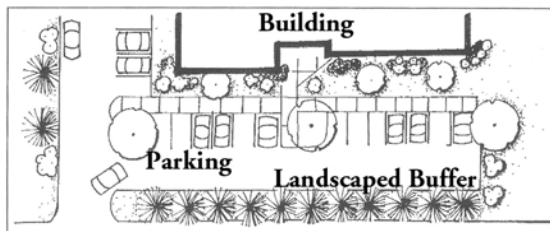
- ✓ Signs should be designed as an integral part of the architectural features of the building and size must be consistent with the Village's Zoning Ordinance requirements.
- ✓ Neon tubing and other high intensity accent treatments should not be used in sign, façade or building design.
- ✓ Wall signs incorporated into a building's façade should be framed and limited to one sign for each side of the structure to prevent visual clutter.
- ✓ Colors and materials used for signs should be consistent with building colors and materials.
- ✓ Lighting should be adequate to enhance the sign's overall appearance. Intense lighting that produces glare or off-site impacts shall be avoided.
- ✓ Exposed supports to stabilize signs, including wires and cables shall be avoided.
- ✓ All new development and redevelopment should include landscaping as part of the overall site plan review process. Landscaping should not be an afterthought to site development or building design process, but integrated as a primary design consideration.
- ✓ Landscaping should be used to accentuate building entrances, pedestrian corridors and building features. Foundation plantings should be used around all buildings.
- ✓ Plant materials and man-made elements (brick pavers, concrete, etc.) should be used creatively to delineate and highlight building and site entry points and pedestrian walkways.
- ✓ Landscaping should be used to define parking areas, vehicular and pedestrian circulation routes. In business areas where parking occurs in front of an establishment up to the public right-of-way and street pavement, walkways should be delineated using brick or concrete pavers or other means to provide a secure and safe place for pedestrian activity.
- ✓ Perimeter landscaping should be provided along property lines where there is a change in land use, primarily between non-residential and adjoining residential properties.
- ✓ The use of native plant materials should take precedence over exotic or non-native plant species. Plant species known to be invasive shall not be used.
- ✓ All plant materials should be sized to create an attractive appearance within three years of installation. Trees and shrubs should be creatively grouped together to form points of interest. Irrigation is encouraged to maintain plants in healthy condition.

Landscape Design

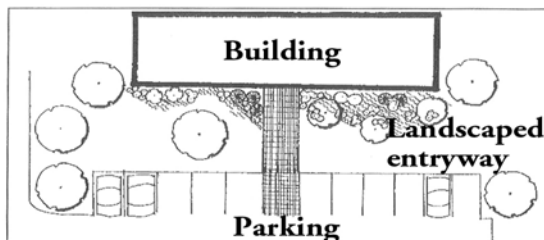
Landscape design improves the appearance of a development site and enhances both pedestrian and vehicular access and management. Plant materials and landscaping features, such as masonry walls, can serve to highlight points of entry to a site or an entire neighborhood as well as identify pedestrian and vehicular circulation routes.

Landscape designs often do not realize their full potential and effectiveness for a variety of reasons. Some of these reasons may include using an insufficient amount of landscaping materials, primarily plants; poorly designed landscape plans using incompatible or inappropriately sized materials; and a lack of adequate maintenance that may include irrigation or regular removal and replacement of dead or diseased plant materials.

- ✓ Excessive varieties of plant materials should be avoided in favor of creating an attractive, cohesive landscape design. Year-round effectiveness of plantings must be considered and should include a mix of deciduous and evergreen trees and shrubs.
- ✓ Landscape designs should incorporate existing, desirable trees and shrubs found on site as much as practicable. In particular, healthy mature trees and woodland areas should be preserved and maintained to the greatest extent possible since these characteristics are important in a rural environment.



Landscaping should define parking and pedestrian areas.



Landscaping should accentuate building entrances.

- ✓ Grading under the drip line of mature and protected trees is discouraged to avoid soil compaction and root damage.
- ✓ Grading of a site should blend in with existing contours of adjacent parcels and not result in abrupt changes in grade. Earthen berms, if used, should not appear overly engineered or linear, but have a more natural, non-linear, undulating appearance.

- ✓ Developers are encouraged to use the services of professional landscape architects and landscape designers. Landscaping is an important tool for stormwater management and should be utilized consistent with the New York State's Stormwater Management Design Manual that can be found at <http://www.dec.ny.gov/chemical/29072.html>.

Buffers and Screens

- ✓ Physical buffers and visual screens between different, adjoining land uses are critical design elements that shall be utilized to reduce undesirable visual impacts. In developed areas, visual screens may be a combination of structural elements (walls) and non-structural natural elements (earthen berms and plant materials). The use of some types of wooden fencing (for example, stockade) and particularly those requiring regular maintenance, and chain link fencing along or in the immediate view of the Main Street public right-of-way is discouraged.
- ✓ Structural screening walls should appear as extensions of a building's design that repeat architectural features such as building materials, textures and colors. For example, red brick buildings should be encouraged to use matching red brick materials if screening walls are used.
- ✓ Screening walls should not be painted since painting requires considerable maintenance to keep its appearance. Rather, screening walls constructed of high quality, long lasting, but not necessarily high cost materials are preferred.
- ✓ A combination of structural screens, such as low walls, and/or natural landscape plant materials should be

- provided where possible between parking lots and sidewalks or other pedestrian use areas.
- ✓ The use of chain link fencing as buffers and screens is discouraged.
 - ✓ Berms, if used, should be a minimum 36 inches high in combination with plantings and no greater than 1 foot vertical rise to a 3 foot horizontal run ratio and should appear as natural as possible.
 - ✓ All screening walls 50 feet or greater in length that are visible from Main Street should be designed to minimize visual monotony through changes in height, material, texture and the use of plant materials.
 - ✓ Dense landscaping and structural materials should be used to screen unattractive views of outdoor storage areas, trash enclosures and ground level mechanical and electrical equipment.

Utilities and Storage Areas

- ✓ Private and public utilities should be buried underground wherever possible.
- ✓ Utility areas may include electrical and gas distribution facilities, transformers, meters and air-conditioning units. Utilities may be located at ground level or rooftops.
- ✓ Storage areas may include trash collection locations (dumpsters), loading and unloading docks and bays, services bays and outdoor storage areas or storage facilities/buildings. Ideally all utilities and storage areas shall be located at the rear of buildings and visually hidden from Main Street and public view.
- ✓ Rooftop utilities should be effectively hidden from the view of motorists, residents and pedestrians at street level.

- ✓ Rooftop screens should be constructed from materials that are consistent in color and texture with the building's exterior design materials.
- ✓ The use of natural plant materials, including trees, shrubs and perennials should be encouraged to screen ground level utilities and outdoor storage buildings.
- ✓ High quality, decorative fencing and/or masonry wall materials should be used to screen trash disposal and collection areas (dumpsters) and other outdoor storage areas from adjoining residential properties.

Maintenance

- ✓ Continual maintenance and upkeep of buildings and grounds is necessary to realize the full potential and benefits of good site and building design. The selection of materials during site and building design must consider their maintenance requirements and is perhaps one of the most important considerations in the design process.
- ✓ Materials should be selected for their longevity, durability and ease of maintenance as well as their appearance.
- ✓ Detailed site and building design should avoid design configurations and features that accumulate debris, leaves, trash, dirt and rubbish or otherwise create long-term maintenance problems.
- ✓ Building facades and landscaped grounds should be maintained, repaired and replaced, if necessary, on a regular, year-round basis.
- ✓ Maintenance requirements should include removal and replacement of dead or diseased plant materials on an annual basis.

Public Spaces

The provision of public spaces and open space areas becomes a more important social and quality of life issue as land use density in a community increases. The need for public open spaces is especially significant to the elderly and children since they often do not have either complete mobility or the ability to travel any length of time or distance.

- ✓ Design guidelines should encourage safe, comfortable, and accessible public spaces for all citizens. Public spaces include parks, sidewalks, plazas, atriums, courtyards, terraces, parking areas, and public gardens.
- ✓ Public spaces must be well located to be useable since they contribute positively to an area by encouraging social interaction and promoting a sense of community. The design of public areas must consider views, protection from weather extremes, solar angles, shade and shadow effects, public safety and security.
- ✓ Small parks, pocket parks, and plazas should be an important consideration in overall building and site design as places for public gatherings and socializing, particularly at institutional sites such as municipal buildings, schools, libraries, meeting halls, etc. The Village, in cooperation with property owners should consider the use of small vacant parcels for interim use as small pocket parks until sites are redeveloped.
- ✓ In larger scale residential and non-residential development projects, the preservation of open space and natural areas is encouraged through clustering and other open space preservation techniques.

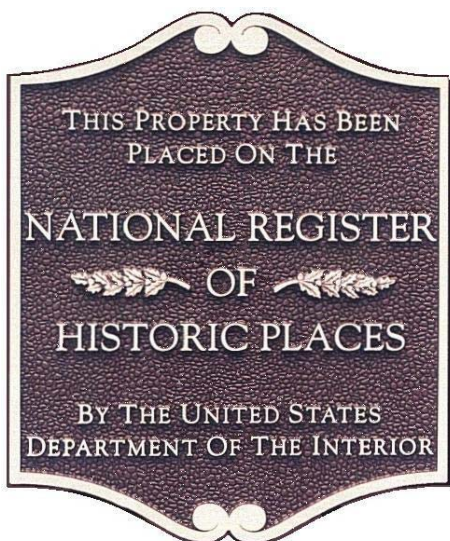
- ✓ Woodland, floodplains, wetlands and areas of steep slope generally exceeding 12 percent should be preserved to the greatest extent practical and preserved perhaps as public open space where trails and other public amenities can be developed.



Spring City LED Luminaires



**Village of Elbridge
Benches & Pedestrian
Lighting Examples**



Village of Elbridge Wayfinding & Information Sign Examples



Village of Elbridge Business Sign Examples

CHAPTER 5.

PLAN IMPLEMENTATION

The following action items are organized by planning category as discussed in previous chapters of this Plan. Many of these actions are time sensitive and may require implementation within the near future, for example within the next two years. Other actions may be considered longer-term or as ongoing initiatives that should be undertaken by the Village accordingly.

5.1 LAND USE AND ZONING ACTIONS

- ✓ The Village Board, with input from the community and the Village Planning Board and Zoning Board should consider establishing a Village Center (VC) Zoning District, or as an alternative a Village Center Overlay District, to encourage mixed-used redevelopment of the Four Corners area within the Village. A model ordinance is provided in Appendix B.
- ✓ Either alternative district will require amending the Village Zoning Code to address the boundaries of the District, permitted and prohibited uses, and dimensional requirements such as setbacks and building densities. Creation of either district will provide a clear message to the real estate market and potential developers about

the type of land use preferred for this area. The district's criteria could include greater flexibility and variations in build-to lines, lot lines, setbacks, parking requirements and pedestrian connections to enhance the Four Corners area.

- ✓ The Village Board, with input from the community and the Village Planning Board and Zoning Board should consider establishing a Historic District Overlay incorporating the boundaries of the two designated National Register Districts in the Village. This may require amending the Village Zoning Code to include additional demolition and remodeling standards for structures within the Historic Overlay District as provided in Appendix C.
- ✓ The Village Board, with input from the community and the Village Planning Board and Zoning Board should consider amending the Village Zoning Code to include a Planned Unit Development (PUD) district, as originally recommended in 2003. This district could be a floating zone within the Village that will encourage flexible site design and clustered forms of development to preserve community character, residential neighborhoods and significant features of the natural environment. The PUD district may be particularly useful in any future development of large (multiple acre) properties in the Village such as at Sandbank Road.

- ✓ The Village Planning Board is encouraged to consider the Design and Development Guidelines presented in Chapter Four of this Plan through the Village's Site Plan Review process. These Guidelines address building design, building location, parking lots, landscaping requirements, lighting, signage, etc. and should be considered for all new development and significant reuse and redevelopment projects within the Village Center (VC) and the PUD districts discussed above. Significant redevelopment projects are those projects that typically may alter 20 percent or more of an original building footprint or dimensions or modifications to more than 20 percent of the exterior of a building or structure.
- ✓ The Village Board, with input from the community and the Village Planning Board and Zoning Board should consider modifying zoning regulations to accommodate home occupations to allow for, but not necessarily encourage professional office and technology-based uses and the possible adaptive reuse of historic buildings to non-residential use.
- ✓ The Village Board, with input from the community and the Village Planning Board and Zoning Board should consider the incorporation of performance standards into the Village Zoning regulations relative to certain environmental criteria such as outdoor lighting and illumination levels, the generation of excessive noise, and visual impacts upon neighborhoods. These performance standards may be especially critical in situations that

arise that could create potentially incompatible land uses within or adjacent to Village limits and neighborhoods.

5.2 BUSINESS DEVELOPMENT ACTIONS

- ✓ The Village should work with local businesses and service providers to expand Internet and wireless services in the Village to foster improved technologies for business development.
- ✓ The Village should identify funding opportunities from both the private and public sectors and coordinate with local lending institutions to develop low cost loans for façade and building improvement, signage improvements and business start-up activities.
- ✓ The Village should continue to work with businesses and property owners in encouraging property maintenance, sign replacements, landscaping, etc. to enhance the aesthetics of the Main Street corridor.

5.3 TRANSPORTATION ACTIONS

- ✓ The Village should investigate opportunities to work with the Town of Elbridge in consultation with the Syracuse - Onondaga County Planning Agency (SOCPA), the Syracuse Metropolitan Transportation Council

(SMTC) and the NYS Department of Transportation (NYSDOT) on a joint NYS Route 5 Plan that would address land use, economic development, public infrastructure needs, potential long-term road improvements, including drainage and bike lanes and other issues of importance to both municipalities particularly along the Town boundary limits east and west of the Village.

- ✓ The Village should consult with SOCPA, SMTC and NYSDOT Region 3 on an ongoing basis regarding planned roadway and access management improvements along NYS Route 5 that appear on the current Statewide Transportation Improvement Programs (STIP) and to determine opportunities for additional improvements needed within the Village (stormwater management and drainage improvements, streetscaping, etc.).

NOTE: Current planned STIP projects include possible widening and safety improvements on Route 5 west of Chamberlin Road (Village) to Sunview Drive (Town) on the east side of the Village, NYSDOT Project ID No. 307621. The project is scheduled for construction in 2017/2018. The Village should also work with these agencies to get future necessary road improvements listed on the STIP.

Intersection improvements are also planned at Hamilton Road west of the Village in the Town of Elbridge. This project (ID No. 307619) was originally scheduled for 2014/2015.

- ✓ The Village, working in consultation with the NYSDOT, should discuss preventing further widening of Main Street within Village limits unless safety issues require it, and restrict the creation of new driveways and curb cuts along Main Street consistent with community goals and protection of properties within the National Register of Historic Places District.
- ✓ The Village should require the connection of existing sidewalks at all new commercial, recreational and residential development within the Village. Connecting sidewalks from residential and community use areas such as along Sandbank Road from Seymour Lofft Park to existing sidewalks along Main Street will create a continuous pedestrian network, providing increased safety particularly for seniors and children.
- ✓ The Village should review its current site plan and subdivision regulations to determine if modifications are necessary to carry out these actions.

5.4 COMMUNITY DESIGN ACTIONS

- ✓ The Village should consider establishing a Village Design Committee that can work with the Village Board and Planning Board on design issues and to identify projects and organize events to maintain and beautify the Main Street corridor. Projects may include developing procedures to guide and plan for future

development including compiling and preparing graphic illustrations in a Village Design Manual.

- ✓ The manual could contain desirable styles of architecture, landscaping, signage, pedestrian lights, etc. The manual could be available for use by public officials, property owners and developers similar to photos that have initially been provided in Chapter 4 of this Plan. Such a manual will be helpful in discussing projects with property owners, developers or with agencies, for example the NYSDOT, to convey the Village's desires for enhanced streetscaping, light poles and fixtures, traffic signal mast arms and poles, signage, benches, fencing, street tree species and so forth.
- ✓ The Village should be alert to funding opportunities (for example, through transportation enhancement reimbursement funds or through current NYS Regional Economic Development Council funding or community grant programs) to provide for streetscape improvements and economic development along Main Street. These improvements may include new granite curbs, drainage systems (possibly including green infrastructure for stormwater management to correct flooding problems), street trees and pedestrian-scale lighting.
- ✓ Similarly the Village should investigate funding opportunities for municipal purposes and business development such as energy conservation measures through the New York State Energy Research and Development Authority (NYSERDA)

including opportunities to use solar energy in public buildings, for example at Village Hall or the fire station on Route 5.

(<http://www.nyserda.ny.gov/Funding-Opportunities.aspx>).

- ✓ The Village should prepare a street tree inventory, maintenance and replacement program along Main Street with incentives (for example, an awards or public recognition program) for property owners to plant and care for street trees, flowers and other desirable forms of landscaping along the corridor.
- ✓ The Village should establish floodplain restrictions (including restrictions on vegetation removal) and buffer requirements along Skaneateles Creek for recreation and aesthetic purposes. Minimum buffer requirements should be established to prevent development activity in proximity to the Creek that may adversely affect water quality, wildlife habitat, and visual resources.
- ✓ The Village should be prepared to react to any opportunities to bury overhead utilities or other types of utility improvements along Main Street beginning with the Village Center area and working towards the eastern and western Village limits within public rights-of-way.
- ✓ Utility improvements along Main Street will require ongoing consultation and coordination with the New York State Department of Transportation as the jurisdictional agency as well as New York State Electric and Gas (NYSEG) particularly

whenever large-scale work is being considered in the rights-of-way or in the event of private sector development in the Village Center.

5.5 SUMMARY STATEMENT

This planning document is intended to be part of an ongoing comprehensive planning process by the Village of Elbridge. This updated Plan should be used by the Village Board, Planning Board and Zoning Board and the citizenry of the Village in making informed land use and planning decisions as issues and development projects are identified and discussed.

As an ever-evolving process this Plan should be reviewed by the Village at regular intervals to determine its effectiveness in meeting Village planning goals and success in implementing the various recommended actions described in this and previous chapters. Any alterations to this Plan that may be necessary to meet the changing needs of the community should be addressed within these review periods.

Appendix A

9.10 VILLAGE OF ELBRIDGE

This section presents the jurisdictional annex for the Village of Elbridge.

A.) HAZARD MITIGATION PLAN POINT OF CONTACT

Primary Point of Contact	Alternate Point of Contact
Robert Hermann, Codes Enforcement P.O. Box 267 / 210 West Main Street Elbridge, NY 13060 315-689-6667 codesoffice@townofelbridge.com	Robert Conlan; Deputy Mayor PO Box 267, Elbridge, NY 13060 315-689-3404 rconlan@villageofelbridge.com

B.) TOWN PROFILE

Population

1,103 (estimated 2000 U.S. Census)

Location

The Village of Elbridge is located within the western section of the Town of Elbridge, approximately 15 miles west of the City of Syracuse. According to the U.S. Census Bureau, the village has a total area 1.0 square miles. The area around the village is very hilly and the most famous hill in the village is science hill. Skaneateles Creek goes past the west side of the village. New York State Route 5 intersects New York State Route 317 in the village.

Climate

Onondaga County generally experiences seasonable weather patterns characteristic of the northeastern U.S. Cyclonic systems and cold air masses affect the County's weather, making winters cold with snow. During the summer and parts of spring and autumn, temperatures rise during the daytime and fall rapidly after sunset. Summer temperatures typically range from about 76°F to 81°F (Fahrenheit). Winter high temperatures are usually in the middle to upper 30s°F, with minimum temperatures of 14°F expected. Overall, the average high temperature for the County is approximately 57°F and the average low temperature is approximately 37°F. Snow accumulates to an average depth of 121 inches each year.

Brief History

Due to its location along the Skaneateles Creek, the Village of Elbridge came to be a place of great economic growth within the Town of Elbridge. The Village of Elbridge was incorporated on April 1, 1848.

Governing Body Format

The Village of Elbridge is governed by a mayor, a deputy mayor and three councilors.

Growth/Development Trends

At this time, no new major residential/commercial development or major infrastructure development has been identified for the next five (5) years. The Elbridge Public Water Supply is under an UNFUNDED

mandate by the USEPA and Homeland Security requiring us to install a water treatment facility to bring our system into compliance with the requirements of the Long Term 2 Enhanced Surface Water Treatment Rule (LT2ESWTR) regulation by March of 2012.

C.) NATURAL HAZARD EVENT HISTORY SPECIFIC TO THE TOWN

Type of Event	FEMA Disaster # (if applicable)	Date	Preliminary Damage Assessment
Snowstorm / Extreme Cold	Not applicable	February, 1961	\$80,000 (countywide)
Flood	Not applicable	July, 1970	\$250,000 (countywide)
Snowstorm	Not applicable	March, 1971	\$806,000 (countywide)
Snowstorm / Extreme cold	Not applicable	February, 1972	\$803,000 (countywide)
Flood (Tropical Storm Agnes)	DR-338	June, 1972	\$1,600,000 (countywide)
Flood	Not applicable	March, 1973	\$200,000 (countywide)
Snowstorm	Not applicable	December, 1973	\$83,000 (countywide)
Severe Storms and Flooding	DR-447	July, 1974	\$7,200,000 (countywide)
Severe Storms, Heavy Rain, Landslides, Flooding	DR-487	September, 1975	\$6,300,000 (countywide)
Flood	Not applicable	April, 1976	\$313,000 (countywide)
Blizzard	Not applicable	January, 1977	\$2,100,000 (countywide)
Flood	Not applicable	October, 1981	\$833,000 (countywide)
Tornado (F3)	Not applicable	May, 1983	\$2,500,000 (countywide)
Snowstorm	Not applicable	February, 1984	\$156,000 (countywide)
Tornado (F1)	Not applicable	July, 1986	\$250,000 (countywide)
Blizzard and Extreme Cold	EM-3107	March, 1993	\$455,000 (countywide)
Snowstorm	Not applicable	April, 1993	\$100,000 (countywide)
Thunderstorm / Winds	Not applicable	August, 1993	\$600,000 (countywide)
Severe Storm and Flooding	DR-1095	January, 1996	\$7,600,000 (countywide)
Flood	Not applicable	November, 1996	\$100,000 (countywide)
Thunderstorm / Winds / Tornado	Not applicable	May, 1998	\$200,000 (countywide)
Thunderstorm / Winds	Not applicable	August, 1998	\$200,000 (countywide)
Severe Storm	DR-1244	September, 1998	\$90,000,000, 3 fatalities, 7 injuries (countywide)
Thunderstorm / Winds	Not applicable	July, 1999	\$750,000 (countywide)
Severe Storms	DR-1335	May/September, 2000	Not available
Snowstorms	Not applicable	December, 2002 / January, 2003	\$353,000 (countywide)
Flood	Not applicable	June, 2002	\$2,000,000 (countywide)
Snowstorm (President's	Not applicable	February, 2003	\$153,000 (countywide)

Type of Event	FEMA Disaster # (if applicable)	Date	Preliminary Damage Assessment
Day Storm)			
Ice Storm	DR-1467	April, 2003	\$2,900,000 (countywide)
Severe Storms and Flooding	DR-1564	August / September 2004	\$2,000,000 (countywide)
Severe Storm and Flooding	Not applicable	April, 2005	\$100,000 (countywide)
Flood	Not applicable	July, 2005	\$500,000 (countywide)
Severe Storms and Flooding	Not applicable	June/July, 2006	\$29,000 (countywide)
Lake Effect Snowstorm / Extreme Cold	Not applicable	February, 2007	\$3,000,000 (countywide)

Number of FEMA Identified Repetitive Flood Loss Properties: 0

Number of FEMA Identified Severe Repetitive Flood Loss Properties: 0

Source: FEMA Region II, 2009

Note: Repetitive loss and severe repetitive loss data as of February 2009.

D.) NATURAL HAZARD RISK/VULNERABILITY RISK RANKING

Rank #	Hazard type	Estimate of Potential Dollar Losses to Structures Vulnerable to the Hazard ^{a,c}	Probability of Occurrence	Risk Ranking Score (Probability x Impact)	Hazard Ranking ^b
3	Earthquake	\$2,518,199 ^{c,e,h}	Rare	16	Low
2	Flood	\$2,119,000 ^{c,e}	Frequent	18	Low
4	Ground Failure	Not available ^f	Rare	6	Low
1	Severe Storm	\$0 ^{c,d,g}	Frequent	48	High
1	Severe Winter Storm	\$3,830,800 ^{c,d}	Frequent	48	High

- a. Building damage ratio estimates based on FEMA 386-2 (August 2001)
- b. High = Total hazard priority risk ranking score of 40 and above
Medium = Total hazard priority risk ranking of 20 - 39
Low = Total hazard risk ranking below 20
- c. The valuation of general building stock and loss estimates determined in Onondaga County were based on the default general building stock database provided in HAZUS-MH MR3 (RSMeans 2006).
- d. Severe storm and severe winter storm hazard 500-year MRP loss estimate is structural value only; does not include the value of contents. For severe winter storm, the loss estimate is 5% of total general building stock value.
- e. Loss estimates for both structure and contents (500-year MRP for the flood hazard and 2,500-year MRP for the earthquake hazard).
- f. Approximately 82% of the Village's general building stock is located within the landslide hazard area.
- g. Potential losses for severe storm are underestimated by HAZUS.
- h. Earthquake loss estimates are reported and calculated by Census Tract; therefore results are for Elbridge (T) and Elbridge (V) and Jordan (V).

E.) CAPABILITY ASSESSMENT

This section identifies the following capabilities of the local jurisdiction:

- Legal and regulatory capability
- Administrative and technical capability
- Fiscal capability
- Community classification.

E.1) Legal and Regulatory Capability

Regulatory Tools (Codes, Ordinances., Plans)	Local Authority (Y or N)	Prohibitions (State or Federal) (Y or N)	Higher Jurisdictional Authority (Y or N)	State Mandated (Y or N)	Code Citation (Section, Paragraph, Page Number, date of adoption)
1) Building Code	Y	N	Y	Y	Local Law # 3 – May 1987
2) Zoning Ordinance	Y	N	N	N	Local Law # 3 – May 1987
3) Subdivision Ordinance	Y	N	N	N	Local Law # 2 – 1979
4) NFIP Flood Damage Prevention Ordinance	Y	Y	Y	Y	Local Law # 1 – 1988
5) Growth Management	Y	N	N	N	Local Law # 1 – December 1999
6) Floodplain Management / Basin Plan	Y	Y	Y	N	Local Law # 1 – 1988
7) Stormwater Management Plan/Ordinance	Y	N	N	Y	Local Law # 2 – 1992
8) Comprehensive Plan / Master Plan/ General Plan	Y	N	N	N	Local Law # 1 – December 1999
9) Capital Improvements Plan	N	N	N	N	
10) Site Plan Review Requirements	Y	Y	Y	N	Local Law # 1 – December 1999
11) Open Space Plan	N	N	N	N	
12) Economic Development Plan	N	N	N	N	
13) Emergency Response Plan	Y	N	N	Y	Emergency Management Plan with the Town of Elbridge, Village of Jordan and JECSD
14) Post Disaster Recovery Plan	N	N	N	N	
15) Post Disaster Recovery Ordinance	Y	N	N	N	NIMS Resolution 2007
16) Real Estate Disclosure req.	Y	N	Y	N	Per Assessor's Office
17) Other [Special Purpose Ordinances (i.e., critical or sensitive areas)]	N	N	N	N	

E.2) Administrative and Technical Capability

Staff/ Personnel Resources	Available (Y or N)	Department/ Agency/Position
1) Planner(s) or Engineer(s) with knowledge of land development and land management practices	Y	Village Planning Board
2) Engineer(s) or Professional(s) trained in construction practices related to buildings and/or infrastructure	Y	Private Engineer
3) Planners or engineers with an understanding of natural hazards	Y	Private Engineer
4) NFIP Floodplain Administrator	Y	Jeff Bartoscenski , Code Enforcement Officer
5) Surveyor(s)	Y	Private Surveyor
6) Personnel skilled or trained in "GIS" applications	Y	Private Engineer
7) Scientist familiar with natural hazards in the Village of Elbridge.	N	
8) Emergency Manager	Y	Mayor Doerr
9) Grant Writer(s)	Y	Contractual
10) Staff with expertise or training in benefit/cost analysis	N	

E.3) Fiscal Capability

Financial Resources	Accessible or Eligible to use (Yes/No/Don't know)
1) Community development Block Grants (CDBG)	Yes
2) Capital Improvements Project Funding	Yes
3) Authority to Levy Taxes for specific purposes	Yes
4) User fees for water, sewer, gas or electric service	Yes
5) Impact Fees for homebuyers or developers of new development/homes	Don't Know
6) Incur debt through general obligation bonds	Yes
7) Incur debt through special tax bonds	No
8) Incur debt through private activity bonds	No
9) Withhold public expenditures in hazard-prone areas	Don't Know
10) State mitigation grant programs (e.g. NYSDEC, NYCDEP)	No
11) Other	No

E.4) Community Classifications

Program	Classification	Date Classified
Community Rating System (CRS)	NP	N/A
Building Code Effectiveness Grading Schedule (BCEGS)	-	-
Public Protection	-	-
Storm Ready	NP	N/A
Firewise	NP	N/A

N/A = Not applicable. NP = Not participating. - = Unavailable.

The classifications listed above relate to the community's effectiveness in providing services that may impact its vulnerability to the natural hazards identified. These classifications can be viewed as a gauge of the community's capabilities in all phases of emergency management (preparedness, response, recovery and mitigation) and are used as an underwriting parameter for determining the costs of various forms of insurance. The CRS class applies to flood insurance while the BCEGS and Public Protection classifications apply to standard property insurance. CRS classifications range on a scale of 1 to 10 with class one (1) being the best possible classification, and class 10 representing no classification benefit. Firewise classifications include a higher classification when the subject property is located beyond 1000 feet of a creditable fire hydrant and is within 5 road miles of a recognized Fire Station.

Criteria for classification credits are outlined in the following documents:

- The Community Rating System Coordinators Manual
- The Building Code Effectiveness Grading Schedule
- The ISO Mitigation online ISO's Public Protection website at <http://www.isomitigation.com/ppc/0000/ppc0001.html>
- The National Weather Service Storm Ready website at <http://www.weather.gov/stormready/howto.htm>
- The National Firewise Communities website at <http://firewise.org/>

F.) PROPOSED HAZARD MITIGATION INITIATIVES

Initiative #	Mitigation Initiative	Applies to New and/or Existing Structures*	Hazard(s) Mitigated	Goals / Objectives Met	Lead Agency	Estimated Cost	Sources of Funding	Time-line
VEL-1a	Where appropriate, support retrofitting of structures located in hazard-prone areas to protect structures from future damage, with repetitive loss and severe repetitive loss properties as priority. Identify facilities that are viable candidates for retrofitting based on cost-effectiveness versus relocation. Where retrofitting is determined to be a viable option, consider implementation of that action based on available funding.	Existing	Flood, Severe Storm	1-1, 1-2, 1-6; 2-5, 2-6; 3-2, 3-5; 6-1	Municipality (likely through NFIP Floodplain Administrator)	High	FEMA Mitigation Grant Programs and local match	Long-term
VEL-1b	Where appropriate, support purchase, or relocation of structures located in hazard-prone areas to protect structures from future damage, with repetitive loss and severe repetitive loss properties as priority. Identify facilities that are viable candidates for relocation based on cost-effectiveness versus retrofitting. Where relocation is determined to be a viable option, consider implementation of that action based on available funding.	Existing	Flood, Severe Storm	1-1, 1-2, 1-6; 2-5, 2-6; 3-2, 3-5; 6-1	Municipality (likely through NFIP Floodplain Administrator)	High	FEMA Mitigation Grant Programs and local match	Long-term
VEL -2	<p>Conduct and facilitate community and public education and outreach for residents and businesses to include, but not be limited to, the following to promote and effect natural hazard risk reduction:</p> <ul style="list-style-type: none"> • Provide and maintain links to the Onondaga County HMP website, and regularly post notices on the municipal homepage referencing the Onondaga County HMP webpages. • Prepare and distribute informational letters to flood vulnerable property owners and neighborhood associations, explaining the availability of mitigation grant funding to mitigate their properties, and instructing them on how they can learn more and implement mitigation. • Use the village email notification systems and newsletters to better educate the public on flood insurance, the availability of mitigation grant 							

Initiative #	Mitigation Initiative	Applies to New and/or Existing Structures*	Hazard(s) Mitigated	Goals / Objectives Met	Lead Agency	Estimated Cost	Sources of Funding	Time-line
	funding, and personal natural hazard risk reduction measures. • Work with neighborhood associations, civic and business groups to disseminate information on flood insurance and the availability of mitigation grant funding. Municipal outreach activities to be supported by the County, as identified at County initiative OC-0.							
	See above.	N/A	All Hazards	All Goals	Municipal officials and floodplain administrators supported by the County (through SOCPA and EM)	Low	County and Municipal Budgets; grant eligible for a defined outreach program	Short
VEL -3	Continue to support the implementation, monitoring, maintenance, and updating of this Plan, as defined in Section 7.0	New & Existing	All Hazards	All Goals and Objectives	Municipality (through mitigation planning point of contacts)	Low	Local Budget, possibly FEMA Mitigation Grant Funding for 5-year update	Ongoing
VEL -4	Maintain compliance with and good-standing in the NFIP including adoption and enforcement of floodplain management requirements (e.g. regulating all new and substantially improved construction in Special Hazard Flood Areas), floodplain identification and mapping, and flood insurance outreach to the community. Further meet and/or exceed the minimum NFIP standards and criteria through the following NFIP-related continued compliance actions identified as Initiatives VEL-1a, 1b, 2 and 8.	New & Existing	Flood	2-4; 3-5, 3-6	Municipality (likely through NFIP Floodplain Administrator)	Low	Local Budget	Ongoing

Initiative #	Mitigation Initiative	Applies to New and/or Existing Structures*	Hazard(s) Mitigated	Goals / Objectives Met	Lead Agency	Estimated Cost	Sources of Funding	Time-line
VEL-5	Continue to develop, enhance, and implement existing emergency plans.	New & Existing	All Hazards	1-4; 5-5; Goal 6 – All Objectives	Municipal Emergency Manager with support from County OEM and SEMO	Low - Medium	Local Budget	Ongoing
VEL-6	Create/enhance/ maintain mutual aid agreements with neighboring communities.	New & Existing	All Hazards	3-3; 5-2, 5-3, 5-5, 5-6; 6-5, 6-6	Local Emergency Management, DPW and Roads	Low - Medium	Local Budget	Ongoing
VEL-7	Support County-wide initiatives identified in Section 9.1 of the County Annex.	New & Existing	All Hazards	All Goals and Objectives	Local departments (as applicable for specific initiative)	Low - High	Existing programs and grant funding where applicable	Ongoing – Long-term depending on initiative
VEL-8	Support/Participate in the Stream Team program offered by the Onondaga County SWCD, to assist in the removal of debris, log jams, etc. in flood vulnerable stream sections.	N/A	Flood, Severe Storms	1-3, 1-7; 2-3; 4-1, 4-4; 5-1, 5-2, 5-3	County, OCSWCD (Mark Burger)	Medium	Local Budget	Short-term
VEL-9	Water protection aka LT-Z FEMA directed facility for municipal water by constructing ultraviolet treatment plant that will treat incoming potable water supply.	New & Existing	All Hazards	1-2; 3-2, 3-4, 3-7; 6-3	Municipality	Medium – High	Existing programs and grant funding where applicable	3/2012

Notes: DOF = Depending on Funding. FEMA = Federal Emergency Management Agency. Long = 5 years or greater. N/A = Not applicable. Short = 1 to 5 years. TBD = To be determined

*Does this mitigation initiative reduce the effects of hazards on new and/or existing buildings and/or infrastructure?

G.) ANALYSIS OF MITIGATION ACTIONS

This table summarizes the participant's mitigation actions by hazard of concern and the six mitigation types to illustrate that the Village has selected a comprehensive range of actions/projects.

Hazard of Concern	Mitigation Type					
	1. Prevention	2. Property Protection	3. Public Education and Awareness	4. Natural Resource Protection	5. Emergency Services	6. Structural Projects
Earthquake	VEL-3, VEL-7	VEL-3, VEL-7	VEL-2, VEL-3, VEL-7	VEL-3, VEL-7	VEL-3, VEL-5, VEL-6, VEL-7, VEL-9	VEL-3, VEL-7
Flooding (riverine, flash, coastal and urban flooding)	VEL-3, VEL-4, VEL-7, VEL-8	VEL-1a and b, VEL-2, VEL-3, VEL-4, VEL-7	VEL-1a and b, VEL-2, VEL-3, VEL-4, VEL-7	VEL-3, VEL-7, VEL-8	VEL-3, VEL-5, VEL-6, VEL-7, VEL-9	VEL-3, VEL-7
Ground Failure	VEL-3, VEL-7	VEL-3, VEL-7	VEL-2, VEL-3, VEL-7	VEL-3, VEL-7	VEL-3, VEL-5, VEL-6, VEL-7, VEL-9	VEL-3, VEL-7
Severe Storms (windstorms, thunderstorms, hail, lightning and tornados)	VEL-3, VEL-4, VEL-7, VEL-8	VEL-1a and b, VEL-2, VEL-3, VEL-4, VEL-7	VEL-1a and b, VEL-2, VEL-3, VEL-4, VEL-7	VEL-3, VEL-7, VEL-8	VEL-3, VEL-5, VEL-6, VEL-7, VEL-9	VEL-3, VEL-7
Severe Winter Storm (heavy snow, blizzards, ice storms)	VEL-3, VEL-7	VEL-3, VEL-7	VEL-2, VEL-3, VEL-7	VEL-3, VEL-7	VEL-3, VEL-5, VEL-6, VEL-7, VEL-9	VEL-3, VEL-7

Notes:

- 1. Prevention:** Government, administrative or regulatory actions or processes that influence the way land and buildings are developed and built. These actions also include public activities to reduce hazard losses. Examples include planning and zoning, floodplain local laws, capital improvement programs, open space preservation, and storm water management regulations.
- 2. Property Protection:** Actions that involve (1) modification of existing buildings or structures to protect them from a hazard or (2) removal of the structures from the hazard area. Examples include acquisition, elevation, relocation, structural retrofits, storm shutters, and shatter-resistant glass.
- 3. Public Education and Awareness:** Actions to inform and educate citizens, elected officials, and property owners about hazards and potential ways to mitigate them. Such actions include outreach projects, real estate disclosure, hazard information centers, and school-age and adult education programs.
- 4. Natural Resource Protection:** Actions that minimize hazard loss and also preserve or restore the functions of natural systems. These actions include sediment and erosion control, stream corridor restoration, watershed management, forest and vegetation management, and wetland restoration and preservation.
- 5. Emergency Services:** Actions that protect people and property, during and immediately following, a disaster or hazard event. Services include warning systems, emergency response services, and the protection of essential facilities.
- 6. Structural Projects:** Actions that involve the construction of structures to reduce the impact of a hazard. Such structures include dams, setback levees, floodwalls, retaining walls, and safe rooms.

H.) PRIORITIZATION OF MITIGATION INITIATIVES

Initiative #	# of Objectives met	Benefits	Costs	Do Benefits equal or exceed Costs? (Yes or No)	Is project Grant eligible? (Yes or No)	Can Project be funded under existing programs/budgets? (Yes or No)	Priority (High, Med., Low)
VEL-1a	8	H	H	Y	Y	N	M-H*
VEL-1b	8	H	H	Y	Y	N	M-H*
VEL-2	38	M	L	Y	Y (for defined outreach project)	Y	H
VEL-3	38	M	M	Y	N (Yes for 5 year update)	Y	H
VEL-4	3	H	L	Y	N	Y	H
VEL-5	8	M	L	Y	N	Y	H
VEL-6	7	M	L	Y	N	Y	H
VEL-7	38	M-H	L-M	Y	Dependant on specific initiative	Dependant on specific initiative	M-H (dependant)
VEL-8	8	H	L - H	Y	Y	Dependant on specific initiative	M
VEL-9	5	H	M-H	Y	Y	Local match	H

Notes: H = High. L = Low. M = Medium. N = No. N/A = Not applicable. Y = Yes.

* This initiative has a "Medium" priority based on the prioritization scheme used in this planning process (implementation dependent on grant funding), however it is recognized that addressing repetitive and severe repetitive loss properties is considered a high priority by FEMA and SEMO (as expressed in the State HMP), and thus shall be considered a "High" priority for all participants in this planning process.

Explanation of Priorities

- **High Priority** - A project that meets multiple objectives (i.e., multiple hazards), benefits exceeds cost, has funding secured or is an on-going project and project meets eligibility requirements for the Hazard Mitigation Grant Program (HMGP) or Pre-Disaster Mitigation Grant Program (PDM) programs. High priority projects can be completed in the short term (1 to 5 years).
- **Medium Priority** - A project that meets goals and objectives, benefits exceeds costs, funding has not been secured but project is grant eligible under, HMGP, PDM or other grant programs. Project can be completed in the short term, once funding is completed. Medium priority projects will become high priority projects once funding is secured.

- **Low Priority** - Any project that will mitigate the risk of a hazard, benefits do not exceed the costs or are difficult to quantify, funding has not been secured and project is not eligible for HMGP or PDM grant funding, and time line for completion is considered long term (1 to 10 years). Low priority projects may be eligible other sources of grant funding from other programs. A low priority project could become a high priority project once funding is secured as long as it could be completed in the short term.

Prioritization of initiatives was based on above definitions: Yes

Prioritization of initiatives was based on parameters other than stated above: Not applicable.

I.) FUTURE NEEDS TO BETTER UNDERSTAND RISK/VULNERABILITY

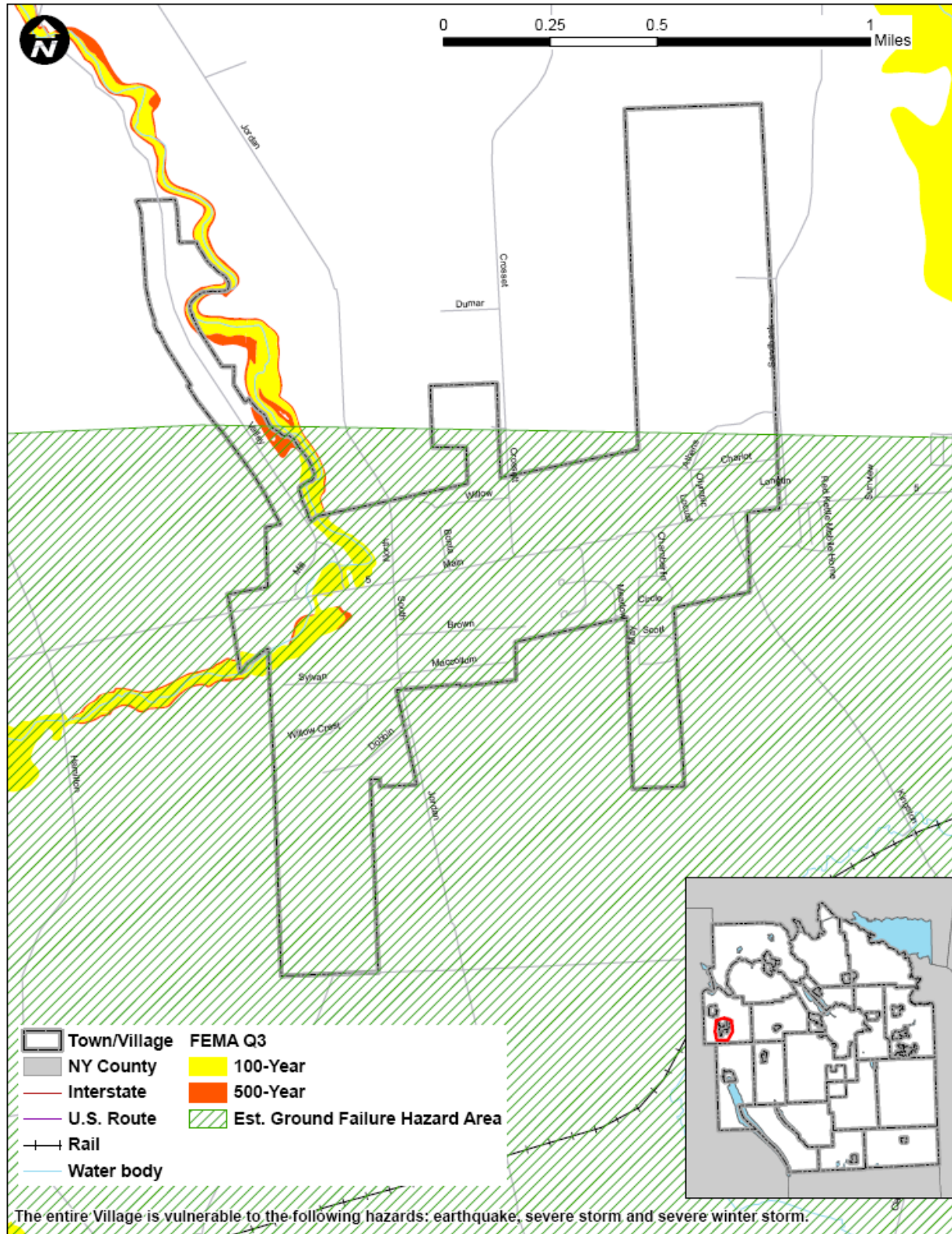
Hazard Mitigation needs to be incorporated into our comprehensive plan to enable our Planning Board to make better informed decisions.

J.) HAZARD AREA EXTENT AND LOCATION

A hazard area extent and location map has been generated and is provided below for the Village of Elbridge to illustrate the probable areas impacted within the Village. The map below is based on the best available data at the time of the preparation of this Plan, and is considered to be adequate for planning purposes. Maps have only been generated for those hazards that can be clearly identified using mapping techniques and technologies, and for which the Village of Elbridge has significant exposure. The County maps are provided in the hazard profiles within Section 5.4, Volume I of this Plan.

K.) ADDITIONAL COMMENTS

No additional comments at this time.



Sources: FEMA Q3; FEMA Region II, 2008; HAZUS-MH MR3; NYSDPC, 2008

Notes: Est. = Estimated

The entire municipality is vulnerable to the following hazards: earthquake, severe storm, and severe winter storm.

Appendix B

The Village Center Overlay District

Model Bylaw

The following model bylaw was developed to supplement the original TND Model Bylaw developed for the Toolkit. The original model covers all of the essential aspects of TND, but is more limited in its application to wholesale redevelopment of large areas or greenfield development. As such, that model bylaw is difficult to apply to the more common problem associated with today's aging village centers, which are often characterized by pre-existing non-conforming uses and commercial "strip" centers. This model will help practitioners zone for a more gradual or piecemeal revitalization of existing centers that currently have little to no mixed use and limited walkable options for customers and residents. The bylaw anticipates that most redevelopment will take place on smaller lots of different ownership, but also anticipates that there may be opportunities for larger scale revitalization efforts.

This model is packaged as an overlay district assuming that the focus in many communities will be on "business" districts that may be wide spread throughout the community. Using an overlay approach, therefore, will allow local planners to target areas of interest without creating problems in the same district elsewhere in the city or town.

One of the challenges associated with a piecemeal approach to TND is appropriately integrating open space or civic use into the district. Requiring civic use as part of redevelopment would create significant practical and legal barriers to implementation. Furthermore, a piecemeal approach to developing open space in a village context might create a fragmented resource that fails to serve as a functional public amenity. This model bylaw therefore provides the opportunity to earn significant density bonuses for the addition of open space or civic uses through a voluntary Special Permit process. Importantly, the Special Permit is offered for larger sites where the coordinated development of several buildings along with open space can achieve many of the classic TND objectives.

Many of the design elements included in this model are the same as or similar to those in the Mill Redevelopment Bylaw, as these areas share the overarching goal of creating a compact walkable neighborhood. Due to all of the design considerations associated with this bylaw, it is highly recommended that the language for these guidelines emerge from a charrette or similar public outreach process. This outreach process will also help identify the appropriate permitting vehicle (Special Permit, Site Plan Review, by-right) depending on how strongly residents feel about the need for discretion or more rigid approaches.

Another important note regarding this bylaw is that it assumes there are certain common regulatory elements elsewhere in the Zoning Bylaw. For example, this bylaw references both a Site Plan Review section and the community's essential Special Permit procedures that most communities will have in early sections of the bylaw or ordinance. Referencing these sections made it easier to present the most important sections of this bylaw without being distracted by several pages of plan requirements, permit procedures and basic findings.

1. Purpose

[INSERT NAME OF CITY/TOWN] finds that the revitalization of our village centers will benefit the general health and welfare of our residents and the region by fulfilling existing housing, transportation and employment needs. Therefore, the Town implements this bylaw and designates certain zoning districts as Village Center Overlay Districts to encourage economic and residential growth that fits the character of the Town.

The purposes of the Village Center Overlay District are to:

- A. Build upon the historic development patterns in existing village centers to create attractive, walkable neighborhoods;
- B. Encourage adaptive reuse of abandoned, vacant or underutilized buildings or structures where appropriate;
- C. Allow for a mix of new land uses that are appropriate to both the needs of the community and the scale of surrounding neighborhoods;
- D. Provide incentives to develop larger parcels at higher densities and in a coordinated, planned approach;
- E. Maintain a consistently high level of design quality throughout the district.

Commentary: The purposes listed above are used as part of the decision making criteria for the Planning Board, so communities must be careful to craft these according to their vision for the village center district. Where the district may be used to leverage affordable housing development, these goals should be clearly incorporated into this section.

2. Establishment

The Village Center Overlay District is hereby established and consists of those areas shown on [INSERT TITLE OF MAP] on file with the Town/City Clerk and dated [INSERT DATE MAP IS ADOPTED BY THE CITY/TOWN].

3. Definitions

Civic Use: a land use that provides a public, cultural, or institutional benefit to the community. Specific uses may include, but shall not be limited to, government offices, religious institutions, educational institutions, and medical facilities (not including veterinary operations). For the purposes of this bylaw, civic uses shall not include open space as defined below.

Personal Services: services for everyday affairs including barber shops, beauty salons, laundrettes, dry cleaning, shoe repair and other similar service businesses.

Open Space: In the context of an application for a Village Center Overlay District Special Permit, this term denotes open areas set aside for public use as part of a coordinated site development process. Specific requirements for ownership and maintenance are provided in Section 9.

Transparency: The amount of transparent space that occupies a building façade including standard street-level windows and doorway windows.

4. Authority

The Planning Board shall act as the administering authority for any Site Plan Review procedure associated with this bylaw (INSERT REFERENCE TO EXISTING SITE PLAN REVIEW SECTION]). The Planning Board shall also serve as the Special Permit Granting Authority for any use that requires a Special Permit in the underlying district, any use requiring a Special Permit pursuant to Section 5, and any applicant seeking a Village Center Overlay District (VCOD) Special Permit subject to Section 9. Where standards or other requirements listed as part of this overlay district may conflict with those in the underlying district, the overlay provisions shall apply.

Commentary: This section clearly identifies a single agency, in this case the Planning Board, as the primary oversight for all permit review. This approach provides continuity for any permit submittals within the overlay district. Also, the section clearly establishes that the provisions of the overlay shall apply where any conflicts may exist elsewhere in the Zoning Bylaw/Ordinance.

5. Use Provisions

- A. The following uses are allowed by-right subject to any Site Plan Review requirements listed [REFERENCE EXISTING SITE PLAN REVIEW BYLAW] and all applicable density and design provisions listed in this bylaw.
- 1) Multi-family Dwellings above non-residential use (ownership units);
 - 2) Apartments above non-residential use (rental units);
 - 3) Convenience Stores;
 - 4) Pharmacies;
 - 5) Cafés (including cyber-cafés);
 - 6) Art Galleries;
 - 7) Grocery Stores;
 - 8) Business or Professional Offices;
 - 9) Retail Sales and Services;
 - 10) Personal Services;
 - 11) Restaurants, except the use of drive-up windows;
 - 12) Taverns;
 - 13) Outdoor seating associated with Restaurants or Cafés subject to applicable licensing requirements;
 - 14) Artist live/work space;

Commentary: The uses listed above illustrate the types of land uses that may be considered conducive to village center redevelopment. Including multiple by-right uses provides many opportunities for property owners to redevelop through an administrative permit process. These uses should be examined carefully against all uses in a city/town's use table as well as those allowed in the underlying districts to ensure that all desirable uses are included.

- B. The following uses are allowed only through the granting of a Special Permit by the Planning Board pursuant to the procedures outlined in [REFERENCE EXISTING STANDARD SPECIAL PERMIT REQUIREMENTS].

- 1) Two-Family Homes;
- 2) Multi-Family Homes;
- 3) Apartment Complexes;
- 4) Movie House (maximum of two screens);
- 5) Liquor Stores
- 6) Outdoor Markets subject to applicable licensing requirements;
- 7) Indoor Recreational Facilities;

Commentary: These uses are provided to illustrate the sort of land uses that may or may not be compatible with the district depending on site specific conditions. Of particular interest are the two-family homes, multi-family homes and apartment complexes. The rationale for including these as Special Permit uses is to ensure that areas better suited for mixed use are not overcome by an aggressive housing market. Established “Main Street” environments will need to maintain a multi-story mixed use profile in order to harness the full economic potential of the area. If communities are concerned about the political pressures associated with this approach, the overlay could be divided into two sub-districts. The outer portions of the overlay could then become their own sub-district in which housing of all types are allowed by-right.

C. The following uses are prohibited in the Village Center Overlay District

- 1) Single Family Homes;
- 2) One-story buildings;
- 3) Retail operations with more than [ten thousand (10,000) square feet] of gross floor area on any individual floor.

Commentary: The prohibited uses above are designed to protect the village center against inefficient uses of land. These standards will send a clear message to the development community that density is an integral component of any proposal.

6. Dimensional Requirements

- A. Setbacks for Non-residential and Mixed Use: Setbacks for non-residential or mixed use buildings shall fall within the range of [zero (0) to eighteen (18) feet] and shall be subject to the site design standards in Section 8.
- B. Setbacks for Residential Uses (Exclusive): The setbacks for proposed development that is exclusively residential shall comply with the setback requirements in the underlying zoning districts.

Commentary: Although this model bylaw defaults to the underlying zoning for residential development, local practitioners may want to closely examine the existing housing in the area to ensure that older, attractive neighborhoods are not left “non-conforming” within the overlay as a result of this default approach. If larger existing old home could set a reasonable standard for the area, and current zoning has made them non-conforming, this overlay approach is a good opportunity to re-establish these as an integral element to the streetscapes surrounding a village core.

- C. Height Limitations for Non-residential and Mixed Use: Building height for mixed use or non-residential use shall not exceed [thirty-five (35) feet] and no building shall have more than [three (3)] stories.

Commentary: Height limitations in this provision ensure a “human” or “village” scale to the district by restricting building height to three stories. However, they also serve to lay the foundation for higher density incentives listed in Section 9 where the height may be increased to 50 feet for larger lot, coordinated development.

- D. Height Limitations for Residential Uses (Exclusive): Building height limits for proposed development that is exclusively residential shall comply with the restrictions in the underlying zoning districts.

Commentary: See Commentary under “B” above.

7. Parking Requirements

The base parking standards for the underlying Zoning Districts shall apply to individual uses in the Village Center Overlay District. As part of a Site Plan Approval or Special Permit process within this overlay district, the applicant may request reductions to minimum requirements or alternative methods for meeting the required parking. Available innovative parking strategies include:

A. Shared On-Site Parking

- 1) Non-competing Uses. In mixed-use developments, applicants may propose a reduction in parking requirements based on an analysis of peak demands for non-competing uses. Up to [75%] of the requirements for the predominant use may be waived by the Planning Board if the applicant can demonstrate that the peak demands for two uses do not overlap.
- 2) Competing Uses. In mixed-use developments, applicants may propose a reduction in parking requirements where peak demands do overlap. In these cases, the Planning Board may reduce the parking requirements of the predominant use by up to [30%].

B. Off-Site Parking

Separate from, or in conjunction with Shared Parking provisions, an applicant may use off-site parking to satisfy their parking requirements in accordance with the following conditions:

- 1) Off-site parking shall be within [five hundred (500)] feet of the property for which it is being requested.
- 2) Off-site parking spaces provided by a separate private property owner shall be subject to a legally binding agreement that will be presented to the Planning Board as a condition of the Special Permit. Where an agreement shall expire within a specified timeline, the applicant or current property owner shall continue to provide evidence to the Zoning Enforcement Agent that the agreement has been extended.

8. Design Standards

The Design Standards in this section shall be applied to development within the Village Center Overlay District where applicable.

A. Buildings

- 1) All buildings shall have a principal façade and entry (with operable doors) facing a street or open space. Buildings may have more than one principal façade and/or entry;
- 2) Building finish materials shall be appropriate to traditional New England architecture and may include, but shall not be limited to brick or high-quality brick face, wood, stone or high-quality stone-face. Vinyl, unfinished metal or fiberglass as a primary finished surface shall not be used;
- 3) Blank walls adjacent to streets, alleys or open spaces shall not be permitted. Where windows are not possible or appropriate to the intended use, vertical articulation in the form of raised or recessed surfaces shall be used to break up blank walls;
- 4) New retail buildings shall have one of the following features along the front surface at intervals sufficient to provide continuity to pedestrians: awning, marquee, arcade and/or colonnade;
- 5) Flat roofs may be allowed on multi-story buildings as long as the roofline projects outward from the building surface as a decorative cornice or parapet; and
- 6) Larger buildings with multiple non-residential tenants on the first floor shall articulate the façade in a manner that distinguishes the location of these tenants through the use of decorative raised or depressed vertical surfaces, variations in acceptable signage, awnings, marquees, colonnades or arcades.

B. Signs

- 1) Primary signs shall be flat against the façade, or mounted projecting from the façade;
- 2) Signs that project from buildings shall have at least ten (10) feet of clearance from the ground level;
- 3) Signs shall be externally lit from the front. Back lighting of signs shall not be used;
- 4) Neon, flashing signs, moving signs and roof signs shall not be used;
- 5) Temporary signs with a specific date of expiration, such as sandwich boards, shall be allowed, after approval by the Zoning Enforcement Officer;
- 6) Signs shall be made of attractive materials consistent with the character of the district. Materials may include wood (painted or natural), stone, copper, brass, galvanized steel, painted canvas or paint/engraved on façade surface;
- 7) Signs may only be incorporated into the skirt of awnings and not on the primary angled surface.

C. Site Design

- 1) Parking areas shall be located in the rear of buildings;
- 2) Street level frontage shall be devoted to entrances, shop windows or other displays;

- 3) Clear pedestrian pathways shall be provided between buildings on the same lot and between buildings on adjacent lots to ensure a continuous pedestrian pathway throughout the district;
- 4) Where residential neighborhoods abut commercial, office or mixed use developments, appropriate transitional features shall be used and may include landscaping, open space or parks, or streets with clearly designed pedestrian features;
- 5) Primary entrances to proposed and existing buildings are situated on pedestrian amenities (e.g., sidewalks, plazas or open space) with a minimum width of 10 feet;
- 6) Setbacks are consistent with the fabric of the existing street and do not preclude pedestrian access;
- 7) Adequate access for loading and emergency vehicles is maintained on one side of the building; and
- 8) Adequate natural lighting and air circulation for businesses and residents is maintained.

Commentary: The range of setbacks and minimum sidewalk width listed above assume that the right-of-way will not be providing any pedestrian amenity for the site. For example, if the right of way is owned by the state, then the community will need to rely exclusively on their power to regulate design within the front setback for pedestrian movement. If the community does own the right of way and has five-foot sidewalks along the edge of pavement, then the minimum setbacks can be reduced to account for those sidewalks. In the end, the pedestrian realm must be at least ten feet wide to have a properly functioning sidewalk that includes primary walking space, space for landscaping or street trees, space for lighting, signage areas, etc.

9. Village Center Overlay District Special Permit

Applicants may apply for, and the Planning Board may grant, a Village Center Overlay District (VCOD) Special Permit subject to the following provisions.

- A. Purpose: In addition to those purposes listed in Section 1 of this bylaw, the purpose of a VCOD Special Permit is to provide the opportunity to develop pockets of higher density, coordinated mixed use developments that include a diverse use profile and act as centers of commerce and activity within the overlay district.
- B. Eligibility: To be eligible to apply for a VCOD Special Permit, the site must contain at least [three (3)] acres of contiguous buildable land. For the purposes of this bylaw, land may be considered contiguous if it is separated by a road or by public open space that does not separate parcels in common ownership by more than two hundred (200) feet;

Commentary: Communities will want to carefully consider the size of the tract that can be included in the Special Permit process. Planning for the overlay should therefore include a comprehensive inventory of each lot size in the district to ensure that opportunities for these higher densities are not lost.

- C. Use Profile: An applicant for a VCOD Special Permit shall restrict the development to a specific general use profile that complies with the parameters listed below. The area of a particular use, other than public open space, shall be determined by dividing its Gross Floor Area (GFA) by the total GFA in the development. The Planning Board shall include continued compliance with the proposed use profile as a condition of any Special Permit granted under this Section of the Bylaw.

- 1) The development area shall not contain residential use in more than [ten percent (10%)] of the total ground floor area;
- 2) The development area shall not contain more than [sixty percent (60%)] residential use;
- 3) The proposed development area shall not contain more than [forty percent (40%)] office use;
- 4) The proposed development area shall not contain more than [forty percent (40%)] retail use; and
- 5) The proposed development area shall not contain more than [thirty percent (30%)] service industry use.
- 6) The proposed development area shall contain a minimum of [five percent (5%)] civic use and shall design at least [twenty percent (20%)] of the site as open space accessible to the public.

- D. Height Bonuses: Upon petition by an applicant for a VCOD Special Permit, the Planning Board may allow for maximum building heights to be [fifty (50) feet]. The Planning Board shall not allow for buildings to have more than [four and a half (4.5) stories] above the street level grade. Applicants may increase the overall density of their project to meet these height limitation increases provided that the applicant complies with all other requirements of this bylaw including, without limitation, those for parking, design and other dimensional requirements.

Commentary: This bonus is the perhaps the most critical feature of this Special Permit process as it will act as the primary incentive for developers to create well-planned designs and to include civic uses along with open space. Local practitioners will need to make sure that the gap between the density allowed by-right and the density allowed by Special Permit is large enough to entice owners of larger sites into the Special Permit process. This bylaw allows for an additional one and a half stories to be developed above grade. However, where planners feel that higher buildings may be acceptable to the community, these higher densities should be pursued as part of the Special Permit process. Often, historic non-conforming buildings may provide a crucial point of reference to determining the ultimate height bonus that could be allowed. Where an existing landmark building is sixty feet tall, for example, this height is a good candidate for the building height bonus.

- E. Frontage: As part of a VCOD Special Permit application, the Planning Board may authorize frontage as low as [forty (40)] feet.

Commentary: The flexibility for frontage is designed to accommodate the often irregular patterns of physical ownership in coordinated or campus style developments. In these situations, it may be necessary to allow for irregularly shaped lots such as the so-called “flag” or “pork chop” lots. Communities should also examine requirements for “lot width” to ensure that these irregular lot configurations can take place.

- F. Additional Design Standards: In addition to those design standards listed in Section 8 of this bylaw, applications for a VCOD Special Permit shall also meet the following standards:

- 1) Buildings

- (a) Newly constructed building façades for non-residential use shall have a transparency of at least sixty percent (60%)
- 2) Signs
 - (a) Freestanding directory signs may be permitted as part of a VCOD Special Permit application where several non-residential operations are accessed through a common vehicular entrance. Such freestanding signs shall not exceed eight (8) feet in height, six (6) feet in width and each tenant shall be allowed a maximum of four and a half (4.5) square feet to display the company or agency name.
- 3) Site Design
 - (a) Buildings shall be arranged in a manner that optimizes the ability of residents and consumers to access public spaces and pedestrian amenities.
 - (b) Buildings shall be oriented toward each other in a way that minimizes conflicts between pedestrians and automobiles.
 - (c) Open space provided pursuant to Section 9.C of this bylaw shall be designed as a public gathering place. Arcades, courtyards, parks, greens or other common areas shall be located in a manner that connects buildings to each other and to public sidewalks without interruption from parking areas or automobile travel lanes to the greatest practicable extent.
 - (d) Features that may be used to create open space areas acceptable to the Planning Board may include, without limitation, fixed benches, fixed tables, fountains, pathways, bikeways, bicycle racks, period lighting, shade trees, perennial gardens, picnic areas, and/or trash receptacles.
- G. Open Space Ownership and Maintenance: As a condition of a Special Permit, the Planning Board shall require an applicant to document ownership of open space within the proposed development and to provide a detailed maintenance schedule to ensure the long term care of open space areas.
- H. Application Process and Requirements: Applicants for a VCOD Special Permit shall comply with the Special Permit Procedures outlined in [REFERENCE STANDARD SPECIAL PERMIT SECTION OF ZONING BYLAW] and shall provide all applicable information for a Full Site Plan Review pursuant to [REFERENCE STANDARD SITE PLAN REVIEW SECTION OF ZONING BYLAW]
- I. Decision: The Planning Board may approve an application for a VCOD Special Permit with those conditions specified in this bylaw pursuant to the following criteria:
 - 1) Proposed development is consistent with the purposes listed in Section 1 and Section 9.A of this bylaw;
 - 2) All applicable standards for use, parking and dimensional requirements are met;

- 3) All applicable design standards listed in Section 8 are met;
- 4) All applicable additional design standards listed in Section 9.E are met;
- 4) Where multiple structures are proposed, the site design reflects a thoughtful arrangement of elements that will facilitate the movement of pedestrians between structures through the use of sidewalks, internal walkways, alleys or open space features as required in Section 9.E.3;
- 5) The applicant has provided adequate documentation to ensure that the use profile within the development shall permanently comply with those restrictions listed in Section 9.C; and
- 6) The applicant has provided adequate documentation to ensure that the required open space within a proposed development shall be adequately and permanently maintained.

10.0 Severability.

If any provision of this bylaw is held invalid by a court of competent jurisdiction, the remainder of the bylaw shall not be affected thereby.

Appendix C

US Secretary of Interior's Standards for Rehabilitation

Standard #1 - A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.

Standard #2 - The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.

Standard #3 - Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.

Standard #4 - Changes to a property that have acquired historic significance in their own right will be retained and preserved.

Standard #5 - Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.

Standard #6 - Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.

Standard #7 - Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.

Standard #8 - Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.

Standard #9 - New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

Standard #10 - New additions and adjacent or related new construction will be undertaken in a such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.