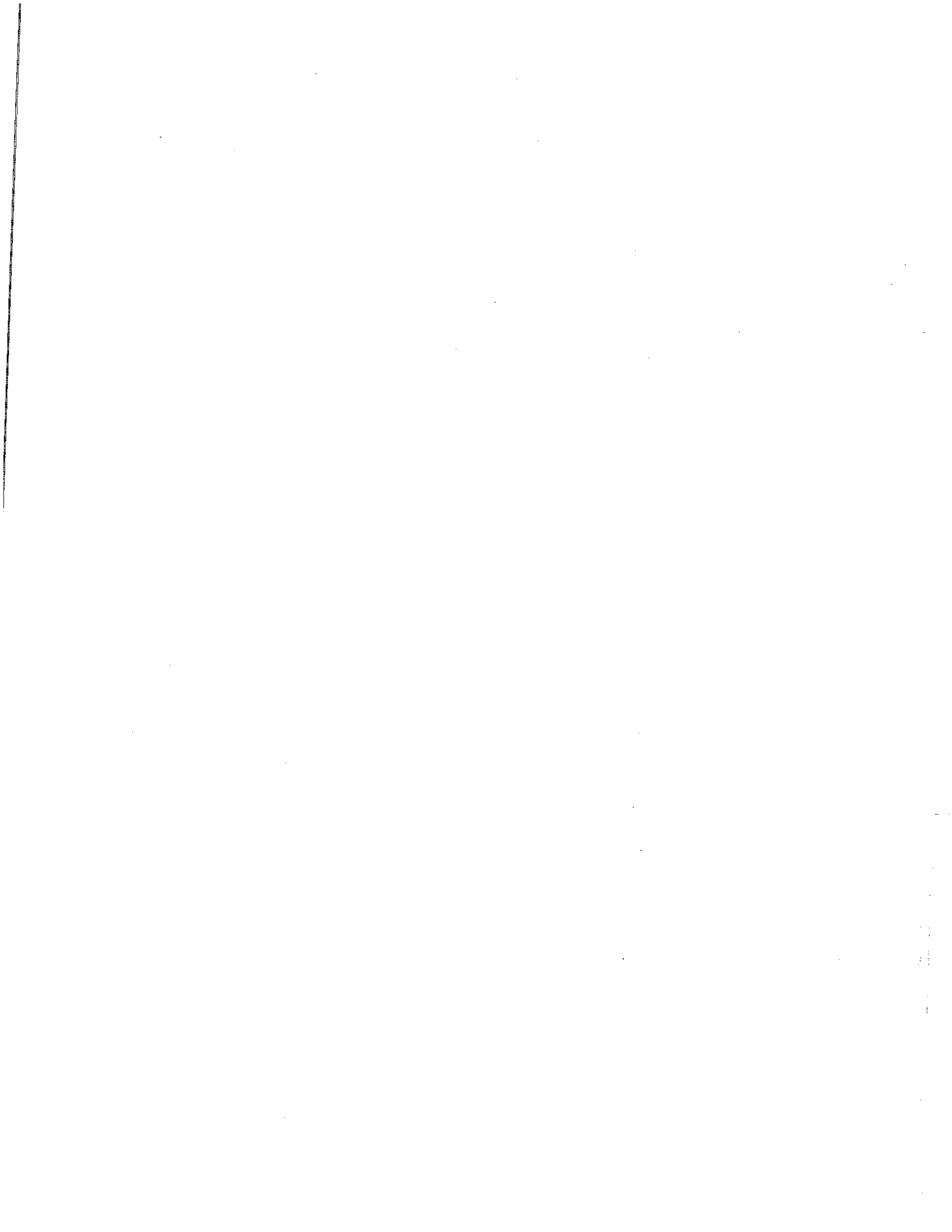




Yates County Comprehensive Plan



Department of County Planning and Development
Yates County— 417 Liberty Street, Penn Yan, NY 14527



C O N T E N T S .

ISSUES, GOALS AND POLICIES	1
Introduction	1
Identified Issues and Possible Solutions	1
PRELIMINARY COMPREHENSIVE DEVELOPMENT PLAN	9
Part I - Merits and Background for a Comprehensive Development Plan	9
Part II - Overview of the Yates County Character	14
Part III - Parameters for the Yates County Comprehensive Development Plan	19
Part IV - Planning Districts for Yates County	23
Part V - Concerns and Plan Recommendations	28
Transportation	30
Natural Resources	43
Public Utilities	59
Human Resources	78
Land Use Plan	94
Implementation and Conclusion	105
ALTERNATIVE COMPREHENSIVE PLANS	111
PLAN REVIEW PROCEDURE	115
RECOMMENDATIONS FOR IMPROVED COORDINATION	119
Introduction	119
Existing Situation	119
Improving Planning Coordination	123
Checklist Outline for Improving Planning Coordination	130
YATES COUNTY FISCAL RESOURCES	137

Goals and Policies	137
Yates County Revenues	139
Yates County Expenditures	143
Capital Programming Process	148
Capital Programming Procedures	151
YATES COUNTY GOVERNMENTAL STRUCTURE	157
Organization	157
County Operating Procedures	164
Observations	169
Recommendations	171
Planning Implications	173

T A B L E S

Table

1	Issues, Goals and Policies	3
2	Town Population and Building Projections	22
3	Planning District Population and Building Projections	26
4	Public Water Systems	69
5	Existing Sewage Treatment Systems	72
6	Areas of Potential Sewer Need	75
7	Special Districts, Yates County, New York	121
8	Status of Planning and Land Use Controls	122
9	Bibliography of Sources of Planning Coordination Information	134
10	Yates County Revenue by Source	140
11	Taxation - Revenue Comparison	141
12	Yates County Expenditures	144
13	Yates County Appropriations by Function	145
14	Standing Committees - Yates County Legislature	159

FIGURES

Figure

1	Map - Yates County Planning Districts	24
2	Map - Transportation System Plan Proposals	31
3	Map - Natural Resource Plan Proposals	47
4	Map - Existing Telephone and Radio Systems	61
5	Map - Existing Electric Franchises, Supply	64
6	Map - Existing Gas Franchises	66
7	Map - Gas Fields and Storage Areas	67
8	Map - Long and Short Range Water System Needs	71
9	Map - Long and Short Range Sewage System Needs	73
10	Map - Housing and Commercial/Industrial Plan Proposals	91
11	Map - Preliminary Land Use Plan	95
12	Map - Land Use Plan Alternative No. 1	112
13	Map - Land Use Plan Alternative No. 2	113
14	Map - Land Use Plan Alternative No. 3	114
15	Revenue Contribution Comparison	140
16	Yates County Revenue Projections	143
17	Yates County Appropriations	147
18	Yates County Expenditure Projection	148
19	Capital Project Request Form	155
20	Government Organization	165

ISSUES, GOALS AND POLICIES

INTRODUCTION

During the early phases of the planning program the County Planning Board formulated general goals for the purpose of setting the general direction to be taken in preparation of its planning program. Those goals statements provided the initial justification for undertaking the formal planning activity. An understanding of why plans need to be prepared has naturally preceded the actual plan preparation phase.

As the planning effort has developed it has become clearer that it is a continuous process. With new information developed during succeeding phases, it has been possible to refine and expand those initial goals. The revised goals statement appeared in the third phase of the program.

Following initial analysis the emphasis of the program shifts towards implementation; that is, making use of much of the information which has been assembled and using it as a basis for decision making. Accordingly the generalized goals that have been heretofore accepted need to be distilled into manageable form that can be used as a day-by-day basis of decision making.

IDENTIFIED ISSUES AND POSSIBLE SOLUTIONS

The following pages contain a listing in tabular form of the issues which have been identified during many meetings with officials and residents. These issues are perceived as matters which have priority and upon which some action should be taken.

Arranged for easy reference immediately opposite the issues are several goals which are suggested as a direction to be taken to improve the indicated situation. The proposed policies immediately following list possible steps towards attainment of the goals.

It should be recognized and will be repeated here and throughout this preliminary - listing here does not imply that this is the final word on goals for Yates County. All communities continuously are subject to change. Solutions will be found to existing problems and new issues will arise. Thus this listing is a statement of current priorities and should be used as a point of departure for periodic review and update to help the County cope with everchanging conditions.

Table 1
ISSUES, GOALS, POLICIES
Yates, County, New York

<u>ISSUES</u>	<u>GOALS</u>	<u>POLICIES</u>
Community Development		
1. Changes in land use are occurring: mostly in an uncontrolled pattern.	To guide the county towards 1. a. a desirable land use pattern, providing for the needs of all segments of the county population while maintaining a balance between development and the natural system.	1. a. Prepare and adopt a county land use plan. b. Encourage municipalities to plan for individual needs and enact land use controls as needed to give life to plans. c. Support provision of water, sewer, or private waste disposal only in areas where supported by adopted plans. d. Ensure preservation of unique agricultural lands. e. Take actions to prevent development on lands identified as having a flood hazard or displaying excessive slope.
2. There is a need for examination of the way that governmental services are provided.	2. a. To provide those services needed by all segments of the population in an equitable manner and with thought given to economy.	2. a. Examine existing methods of providing services and where appropriate recommend consolidation or other change in areas such as police service, highway maintenance, tax assessments, and community planning.
3. There is a desire to re-examine the equities of taxation policies: Increasing costs of services produce more questions about the proper way to provide financing	3. a. To guide the county toward methods and policies of taxing meeting the criteria of benefit areas equal to assessment areas and ability to pay.	3. a. Consider present system of taxation and recommend any changes where desirable to reduce inequities.

4. Dislocation in employment is occurring due to technological factors. Increasing out-commuting is being recorded.

4. a. To provide continued support to the county's agricultural industry.
- b. To support development of other industry, especially that which will support the agricultural base.
- c. To provide areas for commercial and industrial development consistent with a balanced land use plan.
- d. To assist the employability of those in low income or minority groups.

4. a. Adopt land use and other plans which will maintain the county's unique agricultural base.
- b. Promote the use of agricultural districts and other controls which help to give effect to those plans.
- c. Recognize the need for and designate land needed for commercial and industrial development in appropriate locations.
- d. Support education and training programs which will provide opportunity for obtaining marketable skills, and produce a reservoir of qualified employees.

Natural Resources

5. There is a recognized need to protect unique and sensitive lands from diversion or loss due to improper use or economic pressure.

5. a. To preserve that land for agriculture which has been identified as having unique value.
- b. To control the use of environmentally sensitive land as necessary to prevent destruction.
- c. To reclaim unwisely used lands by such techniques as reforestation

5. a. Identify unique land and adopt land use plans which retain unique agricultural lands in that use.
- b. Encourage municipalities to further identify valuable agricultural lands and adopt plans and land use controls which will protect those lands.
- c. Adopt programs to control erosion and run-off.
- d. Prohibit installation of public water and sewer, and private waste disposal systems in areas subject to pollution or where development is not appropriate.
- e. Adopt programs to promote reforestation and other land reclamation techniques.

6. There are pressures for development of shoreline areas and the environmentally sensitive lands.

6. a. To preserve the limited amount of shoreline for benefit of the greatest number of people.
- b. To control use of slope and wetlands in ways to prevent destruction.

6. a. Acquire shoreline areas where the opportunity presents in order to make such recreational lands available to the public.
- b. Adopt county plans and encourage adoption of local plans and land use controls to protect environmentally sensitive lands.
- c. Identify and take actions to prevent development in wetlands and flood prone areas.

7. There is a need to make wise use of energy resources.

7. a. To make energy supplies available on the most equitable basis.
- b. To plan for development of the community in a manner which discourages premature development.
- c. To develop energy efficient modes of transportation.

7. a. Promote public education programs to help people understand why energy needs to be conserved and how to do it.
- b. Include energy conservation as a factor in plan preparation.
- c. Discourage premature development which results in scatteration.
- d. Promote mass transportation and other services to conserve gasoline supplies.

8. There is a need to provide recreation facilities and programs to serve the county population.

8. a. To acquire necessary land, water, and facilities needed to provide proper recreation activities.
- b. To develop a coordinated recreational program adequate for the needs of all.

8. a. Acquire appropriate land and water needed to serve the anticipated population.
- b. Construct facilities and organize recreational programs.
- c. Give adequate consideration to recreational needs as a part of county comprehensive plans.
- d. Encourage coordination of programs to avoid duplication and assure maximum use of facilities.
- e. Consider multiple use whenever possible.

Transportation

9. There is a need for a safe and efficient transportation system adequate to meet the needs of anticipated population and business activities.
9. a. To provide a transportation system meeting personal and economic needs, and which is integrated with county comprehensive plan proposals.
b. To provide residents with adequate access to employment, recreation, education, and cultural facilities.
c. To minimize travel requirements by guiding the county into logical development patterns which coordinate residence, employment, service, and recreation.
d. To provide adequate transportation at maximum public cost.
9. a. Include transportation needs as a part of any land use plans.
b. Provide adequate access to employment, education, recreation, and cultural activities when planning for those portions of the community.
c. Consider the county's agricultural and recreational base in any plans for transportation facilities.
d. Coordinate improvement and maintenance programs between the county and municipalities to avoid duplication of effort.
10. There is a need for adequate rail service to serve industry and agriculture.
10. a. To provide rail service as a part of the community's transportation system.
10. a. Consider needs for rail service in land planning decisions.
b. Support efforts to maintain rail service where warranted.
11. There is a need for transportation systems to serve those not having access to automobile and those needing to commute long distances.
11. a. To provide a balanced transportation system serving the needs of all segments of the community.
11. a. Support efforts to provide for the transportation needs of youthful, elderly communities, and low income groups.
b. Consider transportation implications as a part of land use planning decisions.

12. There is a need to insure that New York State Route 14, a major arterial running through Yates County, is preserved and upgraded as needed to provide the county adequate access to the Southern Tier area.

12. a. To provide an adequate highway system providing access to and from the county.

12. a. Support local efforts to assure that adequate consideration is given to the needs of Yates County in any State or other outside decision for relocation or improvement of highways.

Environmental Protection

13. There is a need to preserve and protect important natural assets, e.g., the water quality of Keuka Lake.

13. a. To provide services as needed to protect environmental quality.
b. To consider environmental quality as a prime factor in preparation of plans.

13. a. Provide utility services in accordance with a comprehensive plan where development is appropriate.
b. Enact land use controls to guide growth into appropriate development patterns.

14. There is a need to take action to eliminate water and air pollution.

14. a. To provide a living and working environment of high quality.
b. To assure coordinated planning to obtain economical provision of all community facilities and utility services.

14. a. Support development of facilities in accordance with plans which minimize environmental disruption.
b. Discourage extension of utility services into areas where development would cause environmental problems.
c. Support land use plans which will permit economical extension of utilities, which promote phased development and prevent premature development.
d. Support enactment of standards, and controls over air quality and noise.

Human Resources and Services

15. There is a need to provide safe and adequate housing for all persons residing in the county.
 15. a. To assure provision of a variety of housing to meet the needs of all population segments.
 15. b. To assure housing in reasonable proximity to employment.
 15. c. To assure that housing locations are considered in relation to land use plans and recreational and environmental factors.
15. Provide for a variety of housing types within county plans and encourage local plans to refine housing locations.
 15. b. Adopt or encourage local adoption of zoning, subdivision, building, and housing codes to regulate quality of location and construction.
 15. c. Consider the place of the mobile home unit in the solution to provision of low income housing.
 15. d. Support and assist private and non-profit sponsors in obtaining assistance to construct projects to house elderly and low income.
 15. e. Encourage programs to upgrade existing housing stocks to standard condition.
 15. f. Support creation of local housing authorities as appropriate.
 15. g. Prepare and adopt land use and housing plans which take expected populations into account, and which provide necessary utilities and community facilities.
16. Medical and other social services have become a problem to provide in rural areas having a scattered population base.
 16. a. To provide a coordinated system of social services meeting the needs of all population segments.
 16. b. To obtain programs which will provide medical services locally or in coordination with other communities.
16. Support efforts to provide facilities needed to attract professional medical personnel.
 16. b. Support efforts to coordinate local medical service programs with neighboring communities and/or with specialized regional facilities.
 16. c. Coordinate with other agencies having human resource responsibilities to assure provision, in a coordinated manner, of all services needed by the different population segments of the community.

YATES COUNTY PRELIMINARY COMPREHENSIVE DEVELOPMENT PLAN

PART I - MERITS AND BACKGROUND FOR A COMPREHENSIVE DEVELOPMENT PLAN

The Yates County Comprehensive Development Plan is being formulated at this time to first provide an overview of the County's character and resulting in a plan whereby the County will anticipate growth problems in their early stages. The Plan to be detailed is not expected to foresee all developing problem areas, but rather by looking at today's conditions and analyzing the past, we may institute procedures that will ward off soon-to-become critical, and many times costly, situations. Living in an era of fast technological change, economic alterations, etc. these situations many times become extremely critical overnight or on the other hand, may fade from importance just as fast. The planner can only use his knowledge in working with other agencies and the community at large to assess the local problems in light of national, regional and local relevancy. This assessment is critical if a community is to know how soon and to what extent it will be confronted by the developing situation.

Planning, a science relatively new to local governments, has been used for some time by private industry and business in an effort to project their future stature. Gradually governments have learned this lesson to be of critical importance if the "community at large", that is including public and private enterprise, is to progress in an economically and environmentally efficient manner. By this we mean that not only will our resources (e.g. transportation, utilities, housing, land, water)

last longer but that we will be deriving a more sound use out of these resources (e.g. not having to purify water because of contamination).

The purpose of a Comprehensive Development Plan is to put the resources (e.g. recreation, private business, natural environment, etc.) of a given area into perspective as to the pressures that guide their future direction. Once this assessment is made and the community concerns for planning (goals) are clearly identified we may recommend actions whereby we will affect future development and thereby possibly avoid damaging situations. These recommendations are an "interwoven fabric", as is the community they positively affect. For example, a comprehensive plan for housing expansion in a particular area should not only analyze the water and sewer potential but the tax structure, effect on neighboring environments etc. However, as in any planning process, upon completion of the plan and in readying for implementation we must be constantly aware of the parameters used to develop the plan. If these parameters change we must reexamine the potential effectiveness the original plan holds for today. Time means change and this is the reason that a plan, especially a comprehensive development plan involving so many coordinated aspects of the community, should not be "shelved" for several years and then expected to perform by the criteria recommended under a different set of parameters. Thus it is our contention that as soon as goals and policies of the County Comprehensive Development Plan are identified; a plan for action is available; and the public has had an opportunity to review, comment and alter these conclusions; implementation should begin.

A comprehensive development plan is more than a land use plan for natural resources. It is also a Plan to better human resources and services (e.g. housing, medical facilities, recreation programs, counseling, etc.). But it

should be understood that the plan for human services is not always separate from the land use plan in its total considerations. For example an area with scattered population makes human services (e.g. medical, fire protection, etc.) more difficult to provide and also more expensive in their provision. It is therefore the purpose of the Comprehensive Development Plan to identify these interrelationships and properly use them when setting forth a policy for action.

A comprehensive development plan should be of great value in setting guidelines for the general development (physical and cultural) of a community. It is these guidelines that a community should use to attain its goals for development in nearly all areas of future concern. This will allow a coordinated and sensible growth that will hopefully minimize inefficiencies in such areas as land use, human resources, etc. For example when locating a parcel of land for future housing development we should make sure of its placement, that is not in a unique agricultural area, distant from public utilities or on soils unsuitable for such construction. It is thus extremely important that as many agencies, individuals, companies, etc. as possible, involved in the community development process (public and private) receive and find a willingness to implement a "growth action" consistent with the guidelines, goals and policy for action as recommended in the comprehensive plan. This is necessary for coordinated and efficient community progress.

The Genesee/Finger Lakes Regional Development Plan (a study document) is of critical importance to Yates County and its own development plan. For instance this document is critical to our analyzation of pressures and changes affecting other communities, not always so far away. By doing so we may analyze their phase of development and possibly learn from

both the adversity as well as prosperity exhibited there. This places the Yates County development picture in a frame where it may be realistically dealt with. The Regional Development Plan is also important to Yates County development in that it assesses "regional impacts" or areas of concern that transcend local and county political boundaries and can be most effectively dealt with on a regional level (e.g. transportation priorities, watershed districts, public utility routes, cultural facilities, etc.). The technical expertise and policy for solving such regional problems can many times be tested before such situations reach the borders of our County.

The County Comprehensive Development Plan, as mentioned earlier, is being formulated in an effort to provide a sound basis for goals and policies towards which the County may efficiently progress. For a County such as Yates, being homogenous in a number of ways (i.e. exhibiting tendencies in its social structure, industrial climate, agricultural base, etc.) the Plan transcends political boundaries (towns and villages). In doing so it unites communities so that they may deal effectively with common (or isolated) problems and attributes affecting future County development. For instance if there was rising concern and necessity to deal with youthful delinquency throughout several communities in the County and this was seen as a future problem area as well, the Plan might address itself to this situation and provide alternatives for action. Likewise natural environmental features many times bring about the need for an inter-boundary Plan (for example watershed regulations, prime agricultural areas, flood plains, etc.) A County Plan not only assesses and plans for situations between its own towns and villages but looks beyond the County boundaries in an effort to

realize regional impacts that may be knocking at our door tomorrow.

For a plan to become functional its goals and policies must be developed in light of a strong citizen input. This document is being prepared with that recognition and as a result many of the concerns described herein may be realized as your own. To gather such information we communicated with various town and village government officials, public and private agencies, private business sectors, planning boards, County officials and other citizens. After analyzing such information the purpose of the Plan is to recommend a coordinated manner (policy) in which to deal with concerns affecting the present and future community. However all the best written plans in the world are useless unless backed by a public (private and government) that identifies with such concerns and supports a willingness to implement the Plan. It is for this reason that we now submit this Plan for your comment. As you comment the County Planning Board is working toward solving many of the problems you have identified in the past.

Another means of validating implementation of the plan is through government, agency and private adoption of a capital improvement program. A capital improvement program will tie the comprehensive plan recommendations to a sound fiscal budgeting process whereby an element of a plan (e.g. highway repairs) may be phased over a time period to the best monetary and utilized advantages in accomplishing set plan goals.

PART II - OVERVIEW OF YATES COUNTY CHARACTER

Yates County is one of the smallest counties in New York State, both by population (19,831 - 1970 census) and area (343 sq. miles). However because of its small area it maintains a density (58/sq. mile) greater than other counties outwardly assuming a like rural character.

Historically the population of the County has seldom gone over its present high of approximately 20,000. However to determine the future population and thus development pressures of the County we need to assess local trends happening over recent years. For instance between 1950 and 1970 the County's population increased by 12.6 percent, rising from 17,600 to 19,800. Although this is one of the lowest growth rates in comparison to surrounding counties it is sizeable for this area. Another element of increasing importance in analyzing Yates County population trends is the growing number of persons over the age of 55 (highest in the Genesee/Finger Lakes Region) and under 25. Many people are retiring in Yates County because of its attractive natural environment and their knowledge of the area through tourism and seasonal homes. The higher number of under 25 persons and less in the 25 to 55 age bracket is consistent with most rural areas. It indicates that there are fewer good paying jobs that entice the over 25 age bracket to remain in the County after completion of their schooling. Likewise the County attracts fewer persons from outside the County in the 25 to 55 age range for the same reason. Throughout the region and nationally however the trend for young adults to move back to the rural areas is increasing, even though job potential is not as great as in the more urbanized areas. It is therefore expected that these ages will numerically increase in Yates County also. Another important fact to remember when reviewing population statistics

is that the Yates County population nearly doubles in the summer months as a result of both cottage owners and transient tourists. With this County offering so many attractive natural and cultural resources it is expected that these numbers will increase in coming years.

The natural environment of Yates County is varied and one of unique beauty in New York State. For instance, having three Finger Lakes (Canandaigua, Keuka and Seneca) partially within its borders and some of the highest topographical elevations in the Region (G/FL) creates a visual perspective of rolling field and forest in contrast to deep bands of blue water. It also has some of the most prosperous agricultural lands in the Region (e.g. muck lands in Potter, upland crop farming of Benton, Torrey and Milo and viticulture on slopes surrounding all three lakes.

In a County that places so much importance on the natural environment water quality (especially of the lakes) naturally plays a critical role in the County's future development. One of the most direct influences on the Lakes' water quality are the surrounding watershed land uses. Many "fragile" soils encompass the lakes on steep slopes. These interrelationships cannot be ignored when considering water quality.

Yates County is served by a relatively good network of highways. State routes 14, 54, 364, 247, 54A, and 14A play important roles in shuffling traffic to, from and about the County. The County road system is in good shape with common repairs, upgrading and engineering changes considered a necessity. The town and village highways many times undergo more stress in the need for repairs and upgrading. Town and village highway equipment and availability of budgetary resources for operation is considered in need by some. Rail freight service is presently in operation on a main north-south axis between

the County's industrial areas at Penn Yan, Dresden, Dundee, Himrod and northwards. Three airfields exist in the County (Penn Yan, Dundee and Middlesex) and they primarily serve industrial and private interests. The only other public transit is a commercial bus line passing through the County and a senior citizen bus line.

Public utilities play an important role in delegating the type of County development and where it is situated. For instance, areas that have adequate water supply and sewage treatment many times attract industry needing these facilities. Presently Dresden, Dundee, Middlesex, Penn Yan and Rushville have adequate water supply systems. Dundee, Penn Yan and Keuka Park are served by sewage treatment facilities. For those areas outside the sewage treatment services we find on-site sewage regulations being enforced by watershed/health codes (administered locally) and New York State Sanitary Code (administered by the New York State Health Department in Geneva, N.Y.) Potable water quality (outside a water district) is somewhat more "loosely inspected", especially in outlying areas away from lake health regulations.

Electricity availability does not seem to be a problem in any area of the County providing the homeowner is willing to pay for its extension. Natural gas hookups, on the other hand, appear to be "frozen" at their present stage and unwilling to expand in the immediate future. A large percentage of the newer County homes and industry are heated and operated by fuel oil reserves. As throughout the nation gasoline is available although at a much higher cost to the consumer than in years past.

Yates County leads surrounding counties by several years in providing a consolidated refuse disposal system for their citizenry. The system consists of two landfills (Torrey and Potter) where the public at large and collectors

may dispose of their solid waste.

Telephone area codes (315 and 607) split the County with a third zone very nearby (716). Several companies service these regions within the County.

Human resources and services mainly surround the County's population centers at Penn Yan, Rushville, Dresden and Dundee. For instance the industrial climate has somewhat increased in each one of these areas over the past years to provide slightly more employment there. The County's only high schools are located at Dundee, Penn Yan and close by at Rushville while elementary facilities are scattered at other sites as well. Keuka College at Keuka Park is the County's post graduate learning center. Emergency services are provided through volunteer ambulance corps in Benton, Dundee, Middlesex and Penn Yan; with volunteer fire departments in Bellona, Benton, Branchport, Dresden, Dundee, Himrod, Keuka Park, Middlesex, Penn Yan, Potter and Rushville; village police departments in Dundee and Penn Yan along with the County Sheriff in Penn Yan and the State Police in Dresden. Medical facilities are found in Dundee, Penn Yan and Rushville. Cultural facilities are found in local libraries, historical museums, organizational meetings and in active performing arts programs offered periodically throughout the County. Public recreation facilities are scattered in villages and hamlets while many find recreation in a private fashion (e.g. hunting, fishing, swimming, etc.) With a diversity in development, taxation practices are in question here as in other parts of the State. A County-wide taxation stabilization program is presently in operation. The retail trade centers and ancillary uses (restaurants, etc.) are primarily located in Penn Yan, Dundee and Rushville. Human services at the government level (e.g. mental health, social services, probation, etc.) are predominately delivered by the County out of Penn Yan.

Much of the County's housing was built prior to 1939. Some moderate density housing has recently been constructed in and around Penn Yan and Dundee. Many former farm houses in the rural areas have been converted over recent years to rural residences with no agricultural affiliation.

The interestingly beautiful natural environment of Yates County has played a dominant role in development of the area to date. Not only has the County maintained and increased its prime agricultural importance but has likewise greatly increased its recreation and tourist activities. Industrial and commercial interests have remained relatively small and developed at their own pace. Human resources and services have logically developed to accommodate a primarily rural population base. However as the population numbers increase development types change. Resultingly, land use alters and different human services are required. If such changes are in store for Yates County we want to anticipate them and plan not only for our future but for the future of generations succeeding us. As a result of citizen input the upcoming paragraphs will cite on the strengths and weaknesses of the County. By doing this, a plan for action may be recommended that will comprehensively develop the future County according to the desires of its residents.

PART III - PARAMETERS FOR THE YATES COUNTY COMPREHENSIVE DEVELOPMENT PLAN

As stated earlier the parameters are the key element in preparing a plan whereby future development predictions may be made. We will attempt to define these parameters in this section.

The science of planning does not profess to have a "crystal ball" regarding the future but yet realizes that this nation needs a planned course of action if it is to progress monetarily and alleviate potential ecological/developmental problems. Our natural resource extractions (e.g. oil, timber etc.) are good examples of previously unplanned activities which were thought to be infinitely available to the American consumer. This type of attitude may or may not face Yates County today but being a County of such unique beauty and bountifully pure resources (e.g. water, agriculture, open space, etc.) it is one of those "island areas" cherished not only by its residents but by millions in the near metropolitan Northeast. The implications seem clear.

Large-scale development will probably not engulf the County overnight as the economic incentives (e.g. housing close to place of employment) are not great at this time. However, time has a way of changing these characteristics (e.g. new transportation routes, etc.) and planning may be able to predict such trends before they drastically affect the County's natural/cultural environment. Whether the development is rapid or slow we believe that County residents should be given the authority to manage their own destiny and the future community for their sons and daughters.

Following is the primary list of parameters (not totally inclusive) which we have used to predict the future development as it will affect Yates

County. Through the planning process the following elements have been evaluated according to their effect on transportation, natural resources, public utilities, human resources and land use:

1. POPULATION PROJECTIONS- Using census breakdowns over past years we are able to predict various living conditions for certain communities of the future. Probably the most important parameter.
2. TRANSPORTATION - Primary and secondary roads are analyzed in line with future highway plans. Viability of other transportation types - e.g. railroads, bus routes, local public transit, etc.
3. HUMAN/CULTURAL SERVICES - Availability of these services (e.g. industry, retail trade centers, medical, counseling, performing arts, etc.) to the public, now and in the future.
4. PUBLIC UTILITIES - Availability of public utilities in light of existing and proposed development areas. Monetary effect analyzed.
5. DEVELOPMENT TRENDS - Effect of the present, past and future building development movements. Related to ordinances and future regulations that plan for future development guidance (e.g. zoning, building/construction code, subdivision, etc.)
6. TAX STRUCTURE AND LOCAL ECONOMY - Orientation of the financial, economic and business climates now and in the future.
7. AGRICULTURE - Agricultural trends, marketing conditions, viability of past and present agriculture, unique areas, legislative and economic sanctions regarding agricultural continuance, etc. Use elements such as these to analyze the future of County agriculture.
8. NATURAL RESOURCES AND UNIQUE NATURAL ENVIRONMENT - Analyze their present use (e.g. water, soils, etc.) in light of progressing development. Impact local land use ordinances upon these areas.
9. PUBLIC OPINION - Itemization of surveys taken from the public and local officials in an effort to assign priorities to future concerns.
10. PLANNING PRINCIPLE - Integration of above elements to emit a plan affecting future development trends. Assess probability of plan's implementation and date of such.
11. REGIONAL IMPACT - Analyze above elements in light of their regional impact on Yates County.

We have assessed these parameter's worth in each broad category or concern (transportation, natural resources, public utilities, human resources and land use) for every town and village in the County. By doing so we have arrived at what we believe to be possible concerns for the community's future and plan alternatives for their solution (see Part V).

It is granted that the "parameter-value method" is not totally objective or all-encompassing in scope but we believe it to be a relatively accurate gauge of community concerns for the future. We have assessed future "parameter impact" under today's conditions (e.g. economic, etc.) and what we know to be continuing condition trends.

As mentioned in the first parameter, population projections are one of the planner's more important tools when anticipating the future community.

Related to this analysis are projections in such areas as housing, ethnic groups, income levels, work force etc. By relating all this data for a certain community we obtain a rough picture of its future. And from this we can make logical and validative inferences about the other parameters for that community as well.

The Yates County Comprehensive Development Plan is based on at least a 20 year future (see Population Projection Table). This means that all Plan recommendations will reflect this in Part V. The projected 20 yr. population level will increase to 25,700 for the County, an 18 percent increase. This percentage rise would be a higher growth rate for the area and our developmental and service facilities would have to change considerably to meet the demands.

TABLE 2

TOWN POPULATION AND BUILDING PROJECTIONS

	² Indiv. Pop. Proj. - 1975	² Family Pop. Proj. - 1975	³ Approx. Housing & Building Level - 1975	² Indiv. Pop. Proj. - 1985	² Family Pop. Proj. - 1985	³ Approx. Housing & Building Level - 1985	² Indiv. Pop. Proj. - 1995	² Family Pop. Proj. - 1995	³ Approx. Housing & Building Level - 1995	² Indiv. Pop. Proj. - 2000	² Family Pop. Proj. - 2000	³ Approx. Housing & Building Level - 2000
Barrington (T)	1,044	377	351	1,274	411	424	1,441	465	474	1,524	492	522
Benton (T) ¹	2,336	754	779	2,690	868	825	3,016	973	884	3,179	1,025	908
Italy (T)	596	192	276	724	234	324	835	269	381	891	287	412
Jerusalem (T) ¹	3,785	1,221	1,152	4,193	1,353	1,327	4,567	1,473	1,509	4,754	1,534	1,703
Middlesex (T)	1,017	328	370	1,200	387	445	1,386	447	518	1,480	477	549
Milo (T) ¹	6,872	2,217	2,460	7,308	2,357	2,667	7,707	2,486	2,857	7,907	2,550	2,904
Potter (T) ¹	1,138	367	355	1,251	404	389	1,349	435	434	1,398	451	447
Starkey (T) ¹	3,014	972	975	3,477	1,122	1,175	3,900	1,258	1,326	4,111	1,326	1,248
Torrey (T) ¹	1,252	404	398	1,383	466	470	1,498	483	535	1,556	502	557
COUNTY	21,059	6,792	7,116	23,500	7,582	8,046	25,700	8,289	8,918	26,800	8,644	9,350

¹Includes part village totals.

²Data based on 1970 census and survey tabulations. Population projections derived from G/FL revised Development Plan Projections (December 14, 1974). Average Yates County family size equalling 3.1 persons.

³Approximate housing and building projected levels. Includes both expected residential units as well as commercial, business, and industrial construction. Dilapidated housing is included in these totals.

PART IV - PLANNING DISTRICTS FOR YATES COUNTY.

For the purpose of analyzing future developmental pressures (cultural and physical) in various regions of the County it was necessary to distinguish local planning districts. Such districts are a combination of municipalities (i.e. towns and villages) that demonstrate a degree of interaction and cohesiveness along various natural environmental cultural and developmental lines. To delineate such districts we assessed the "connecting quality" of the following elements between municipal boundaries:

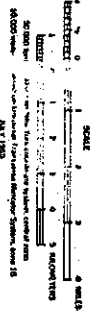
1. TRANSPORTATION ARTERIES - (road, rail, air)
2. NATURAL RESOURCES - (watersheds, shorelines, environmentally unique areas)
3. VIABLE AGRICULTURAL LANDS
4. DEVELOPMENT CORRIDORS - (industry, small business, residential, etc.)
5. UTILITY CORRIDORS - (gas, electric, sewer, water, telephone, etc.)
6. SCHOOL DISTRICTS
7. EMPLOYMENT AND COMMUTING PATTERNS
8. HUMAN SERVICES - (medical, etc.)

After considering various district alternatives and rating their "connecting quality" by the above elements we finally arrived at the following map description of the Yates County planning districts:

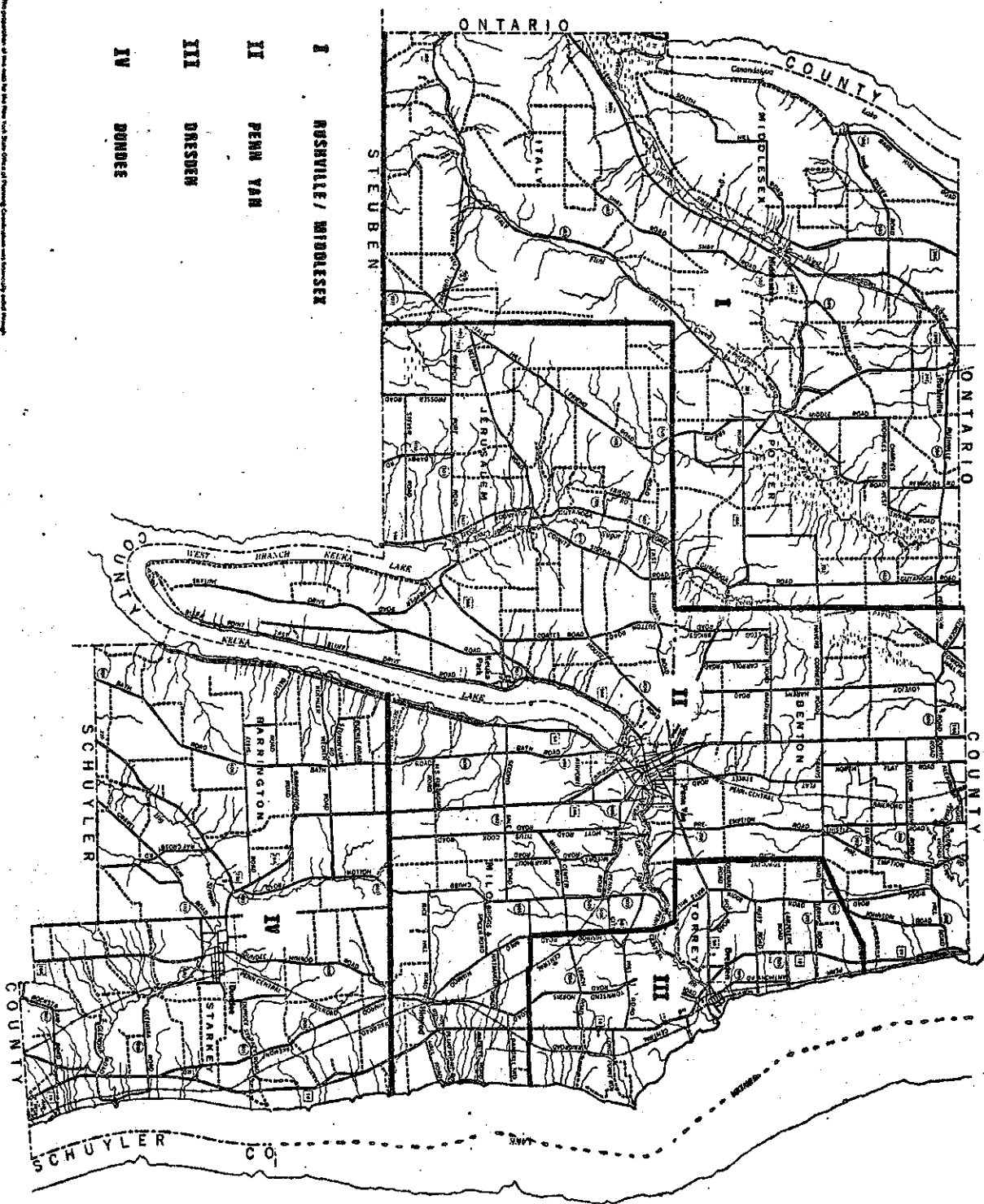
YATES COUNTY

YATES COUNTY PLANNING DISTRICTS

FIGURE 1



- I RUSHVILLE / MIDDLESEX
- II PENN YAN
- III DRESDEN
- IV DUNDIE



This map was prepared by the State Office of Planning, Research and Statistics, Albany, New York, under the direction of the State Office of Planning, Research and Statistics, Albany, New York. It is based on the 1960 Census of Population and Housing, Census of Population and Housing, New York State, 1960, and the 1960 Census of Population and Housing, Census of Population and Housing, New York State, 1960, and the 1960 Census of Population and Housing, Census of Population and Housing, New York State, 1960.

We realized that such regional entities, as depicted by municipal boundaries (map) are not as accurate many times as one dividing line that might be drawn under a specific consideration (e.g. watersheds, etc.). However in order to predict future growth and development (from census and other materials) among a number of concerns this seemed to be a logical working method.

It should be understood at this time that the districts delineated on the map were only used to project growth and development on a municipal-wide basis. To refine this into a more workable plan we are recommending that the following districts be considered, not necessarily by municipal boundary, but more by their individual concerns ("connecting elements" and parameters - see Part III):

- I. Rushville - Middlesex District (including the Towns of Potter, Middlesex, Italy and Rushville Village)
- II. Penn Yan District (including the Towns of Jerusalem, Benton and Milo and the Village of Penn Yan)
- III. Dresden District (Town of Torrey, Village of Dresden)
- IV. Dundee District (Towns of Starkey and Barrington, village of Dundee)

We offer the following chart to depict the expected amount of rural/urban growth in each district put forth here. Such expectations do not take into account any major shifts in land use policy (ordinances, etc.), disrupting economic influences etc. The Urban area refers to the residential, industrial and business development around previously settled villages and hamlets (those areas supporting more population or buildings per acre). These areas generally offer more services to the public. Rural areas conversely are more sparsely settled and lying outside the urban areas.

TABLE 3

PLANNING DISTRICT POPULATION AND BUILDING PROJECTIONS

	² Indiv. Pop. Proj. - 1975	² Family Pop. Proj. - 1975	³ Approx. Housing & Building Level - 1975	² Indiv. Pop. Proj. - 1985	² Family Pop. Proj. - 1985	³ Approx. Housing & Building Level - 1985	² Indiv. Pop. Proj. - 1995	² Family Pop. Proj. - 1995	³ Approx. Housing & Building Level - 1995	² Indiv. Pop. Proj. - 2000	² Family Pop. Proj. - 2000	³ Approx. Housing & Building Level - 2000
I. Rushville/Middlesex ¹												
A. Urban	413	133	150	476	154	174	536	173	200	565	182	211
B. Rural	2,338	754	851	2,699	871	984	3,035	978	1,133	3,204	1,033	1,197
II. Penn Yan ¹												
A. Urban	5,457	1,761	1,844	5,960	1,923	2,024	6,422	2,071	2,205	6,653	2,146	2,316
B. Rural	7,536	2,431	2,547	8,231	2,655	2,795	8,868	2,861	3,045	9,187	2,963	3,199
III. Dresden ¹												
A. Urban	476	154	151	526	169	179	569	184	203	591	191	212
B. Rural	776	250	247	857	277	291	929	299	331	965	311	345
IV. Dundee ¹												
A. Urban	1,664	537	544	1,948	629	656	2,190	706	738	2,310	745	767
B. Rural	2,394	772	782	2,803	904	943	3,151	1,017	1,062	3,325	1,073	1,103

¹Includes part village totals.

²Data based on 1970 census and survey tabulations. Population projections derived from G/FL revised Development Plan Projections (December 14, 1974). Average Yates County family size equalling 3.1 persons.

³Approximate housing and building projected levels. Includes both expected residential units as well as commercial, business, and industrial construction. Dilapidated housing is included in these totals.

This information will provide a clear focus on concerns that local planners and the public at large have voiced in the past for Yates County. Using these projections for local growth/development and one's knowledge of these communities, definitions may be made as to the time that a concern (e.g. sewage pollution of potable water, overextension of a social service, etc.) will become critical for a given area. By knowing this the local planner may want to study a particular concern in depth for his area and then possibly take some steps to discourage a potentially critical situation from arising. The merits of this County Comprehensive Development Plan are not only to recognize concerns having inter-municipal boundary implications but to also recommend solutions for them. To do this the Yates County Planning Board can provide technical and coordinative assistance to the local community as well as the County-at-large in an effort to minimize future concerns and implement efficient practices (e.g. land use, human services, etc.)

PART V - CONCERNS AND PLAN RECOMMENDATIONS

This section culminates much of the work and information gathering done in previous elements of this study phase. It also officially recognizes and proposes a plan for action in solving many of the concerns identified by the Yates County public in past years (i.e. by such groups as the Yates County Community Agencies, service organizations, etc.). As mentioned before the County Planning Board has been working on remedies for some of these concerns most recently. However as previously mentioned planning proposes an "interwoven fabric" that recognizes interrelationships between man and his environment. Thus it is our contention to recognize a full range of concerns that if not planned for and comprehensively dealt with as a unit might produce serious community altercations. Many of the following concerns are interrelated and need this type of coordinated action if a community is to progress by environmentally and economically sound means.

The following concerns have been identified as goals for action by Yates County communities and such entities as chambers of commerce; private business and industry; local, County, State and Regional departments; service organizations, senior citizen groups; youth advocacy group; local public officials; etc. The concerns are described and cited by this Plan because they are common to several community areas, or although isolated in a certain community, are significant enough to deserve County-wide attention. Also by recognizing these Plan concerns we are inferring that planning to remedy these situations should begin soon, if not already in progress. If this is not the case certain communities as well as the County at large could be confronted by a crisis situation in one or more concern areas within the twenty to twenty-five year projection times allocated by this Plan. It might be more economical to plan now to better a facility

or situation so that problems don't arise later, on a more inopportune and costly basis. It should be understood however that until a certain developmental level (see projection tables of (Part IV) is reached a critical situation might not exist (even after the twenty-five year period). Also, a "piecemeal planning and implementation measure" (e.g. moratorium on building in a certain area, state funds to operate a social program for several years, etc.) might retard the development of the situation for several months or years.

We are breaking concerns into the four major categories of transportation, natural resources, public utilities and human resources. We hope that the listings under each one of these categories is inclusive of important County concerns, however if we have omitted any please notify us so that we may include them. As previously stated we recognize many of these concerns as having County-wide or vital local significance. Thus in order for a specific community to remedy a potential concern it might have to investigate the situation in more detail (e.g. sewerage study).

The following analysis should be used in direct conjunction with the Issues, Goals and Policies Section of this report. Hopefully these Plan recommendations will shed some light on the interrelationship between concern elements as well as the need for a coordinated plan in working towards human and environmental betterment. The Yates County Planning Board wishes to work with local planning boards, agencies, groups and individuals to this ultimate end.

The concerns are herein stated and somewhat described. When relevant they will be oriented to specific geographical areas and analyzed in light of regional and national significance. Plan recommendations will be forthcoming with tools or agencies to implement a course for action possibly being suggested.



TRANSPORTATION - Yates County, as stated earlier in this plan, is primarily rural in nature. Its industrial/business climate has remained small. In keeping with the desires of much of the public we propose that the beautiful natural environment of the County (e.g. viable agricultural lands, unique areas etc.) be retained as well as the needs of local business, industry, commerce and the individual be met. To insure this objective we propose that existing transportation patterns, routes and systems be regularly maintained and upgraded in certain instances. However, we also recommend that massive "land takes" in construction of new highway alignments and realignments be suppressed (especially in unique and critical natural environmental areas) unless absolutely necessary.

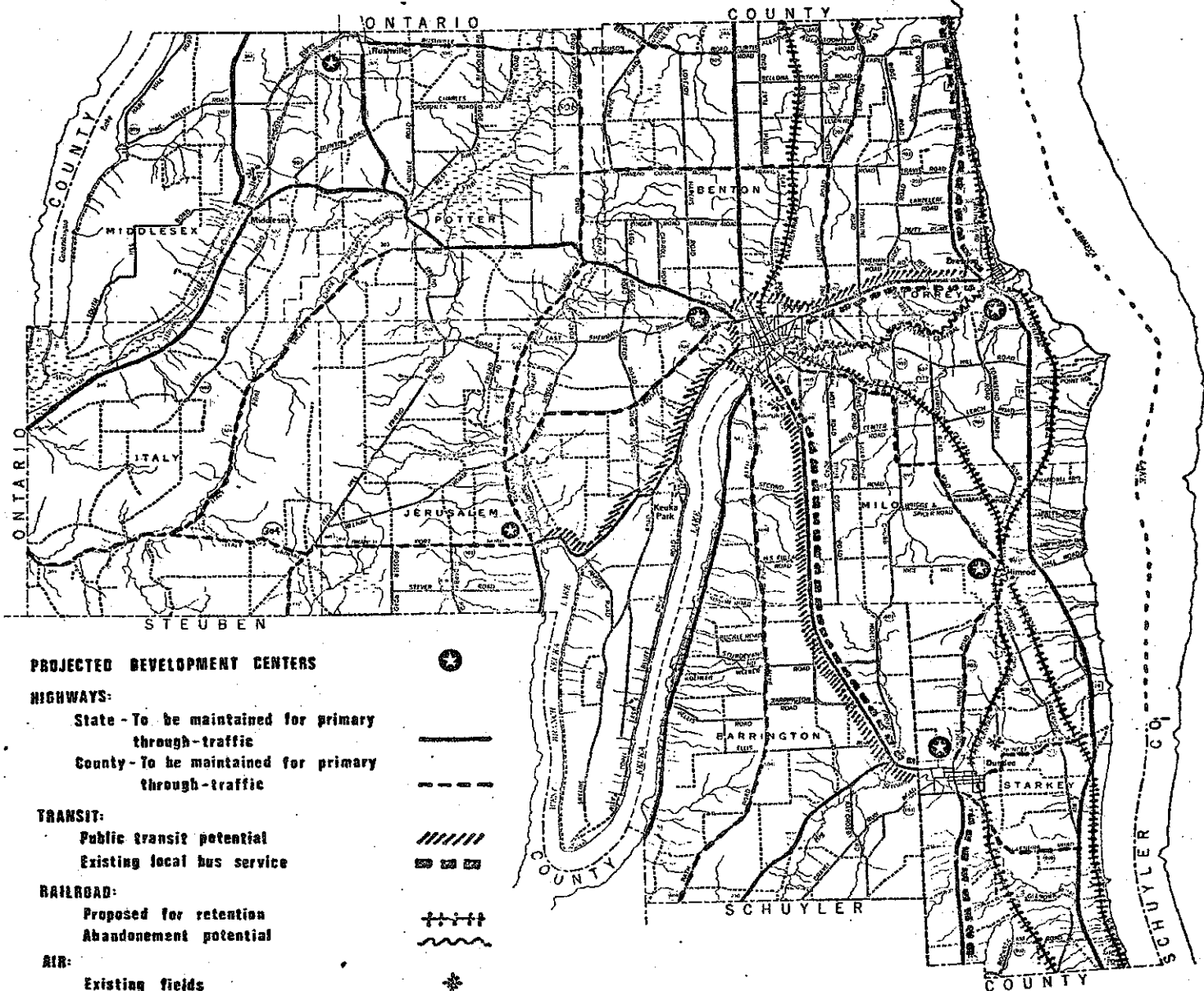
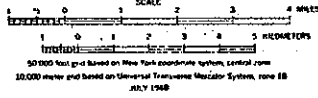
1. STATE ROUTES - The Yates County Planning Board proposes the following recommendations in an effort to work with the New York State Department of Transportation and local village and town planners to increase the ease and efficiency of highway transportation and reduce such community liabilities as strip development, traffic hazards, etc.

A. Route 14 is the primary north-south access from the Thruway (in the north) to the Southern Tier Expressway (in the south) as it travels through Yates County. To retain the County's industrial/commercial base, tourist travel and individual commuting patterns, we recommend that local planners work with the New York State Department of Transportation, Ontario County and Schuyler County in an effort to insure this artery's staying in Yates County. The transportation planners from the Genesee/Finger Lakes Regional Planning Board and the Southern Tier Central Regional Planning Board should also be involved as this is a regional concern as well. In recognition that "constricted access" at Geneva and Watkins Glen/Montour Falls will be resolved we recommend that local planners petition the New York State Department

YATES COUNTY

FIGURE 2

TRANSPORTATION SYSTEM PLAN PROPOSALS



PROJECTED DEVELOPMENT CENTERS

HIGHWAYS:

- State - To be maintained for primary through-traffic
- County - To be maintained for primary through-traffic

TRANSIT:

- Public transit potential
- Existing local bus service

RAILROAD:

- Proposed for retention
- Abandonment potential

AIR:

- Existing fields

The preparation of this map for the New York State Office of Planning Coordination was financially aided through a Federal Grant from the U.S. Department of Housing and Urban Development and in part by the State of New York under the Urban Planning Assistance Program authorized by Section 701 of the Planning Act of 1958, as amended.

31

of Transportation to regulate the road for controlled access soon. Subdivision and zoning regulations should also be enacted in municipalities along the route so as to retard strip development and enhance the routes importance as a prime North/South axis from the Thruway to the Southern Tier Expressway. The Transportation Committee of the Yates County Planning Board could serve as a focal point for beginnings of such activity in Yates County.

- B. Route 54 is another important artery to much traffic moving to and from the center of the County and the main urban area at Penn Yan. It connects Penn Yan and seasonally heavy traffic of the Keuka Lake area to the prime artery, Route 14 at Dresden. It also facilitates travel to and from the Southern Tier (and Expressway) at Bath. To insure this route's primary importance for the central and southern portions of our County we recommend that local land use ordinances be enacted to preserve easy access and retard costly strip development.
- C. Routes 364 and 247 are of prime arterial importance as they link the northwest urban areas of the County to the main urban center of Penn Yan. As was the case with Route 14 these routes are heavily utilized by commercial, employment and individual commuting interests. We recommend that Route 364 to the Hamlet of Potter and Route 247 from Potter Hamlet to Rushville be realigned in numerous areas, (because of hindering topography, curves, etc.) stabilized and upgraded along nearly its entire length from Penn Yan to Rushville. Land use ordinances reducing strip development should be enacted along the route in anticipation of this work completion. Communities along this corridor (as well as the County) when working with the New York State Department of Transportation, might adopt an Official Map so as to provide the public with future notice of where road

realignments will be made. Road realignment in the Potter Muck and other prime agricultural areas is greatly discouraged.

- D. Routes 364 and 245 in and around the Middlesex area and southwest to the southern Canandaigua Lake Area are of secondary importance in travel to and from the County at this point in time. However, we recommend their regular maintenance and the adoption of appropriate controls to discourage strip development along their corridors.
- E. Route 14A is an important artery in facilitating travel to and from the center of the County at Penn Yan. It connects the County's two main urban centers (Dundee and Penn Yan) and will improve traffic flow to the center of Yates County from the primary artery, Route 14, in Schuyler County. It also improves commuting accessibility to points northeast (e.g. Geneva) and northwest (e.g. Canandaigua and Rochester) of the County. It reduces the traffic flow on Route 14 and 364/247. We recommend regular maintenance as an important artery and the adoption of appropriate access control legislation along its corridor.
- F. Route 54A should be maintained as an artery of secondary importance in the County. The Town of Jerusalem might wish to institute a land use ordinance regulating access between Branchport and Penn Yan. With more and more once-seasonal homes on the "Bluff" and West Lake Drive changing to permanent homes, it is expected that year round use of this road will increase. Route 54A from Branchport to Hammondsport is too constrained by topography and strip development to expect major alterations and high speed traffic here.

2. COUNTY HIGHWAYS - The Yates County Planning Board proposes the following recommendations in an effort to work with the Yates County Highway Department in increasing the initial and long term efficiency of County highways by predicting or orienting development and thereby decreasing costly highway management problems (e.g. strip development, traffic hazards, poor circulation, etc.). We strongly recommend the enactment of local land use ordinances along the routes' corridors to approach these ends.

A. Engineering - County highways are generally in quite good repair.

A continuing analysis of road gradient, crowning, drainage, shoulders, stabilization, etc. could be made. These information results, in coordination with sample origin-destination surveys, etc., could produce a priorities list for repairs.

B. Routes 301, 304, 303 are highways probably not serving a high daily count. However, they do compliment the State highway system by providing for the seasonal and year-round traffic access between the Keuka Lake area and the southwest corner of the County and points towards Naples, New York. We recommend their continued good maintenance.

C. Route 504, the most direct and primary access between Rushville and Route 14A, will probably increase in importance in the future. Also, with the need for local commuters to travel north-east and northwest from the County, Route 504 presents a main east-west axis in the northern part of the County. The spur from Ferguson Corners towards Gorham should be included in this analysis. In line with development potential and increased commuting patterns, we recommend this route's continued good maintenance with future consideration for several engineering alterations (e.g. road realignment in spots, widening, etc.).

- D. Routes 202, 201, and 506 compliment State routes 14A, 14 and 364 in moving traffic to and from the urban center of the County near Penn Yan. Depending upon destination these routes many times supply a more direct corridor for travel. Upon reviewing local land use plans and other policies we see these routes growing in importance. They should be kept in good repair and maintained as primary "through-travel" routes. Proper land use legislation and limiting curb cuts could preserve their future effectiveness.
- E. Routes 402 and 404 retain importance in serving the residential character of areas near Branchport and the Western Branch of Keuka Lake. They facilitate travel between these areas and the urban center of Penn Yan and points northward. With Branchport and the areas surrounding the West Lake Branch expected to experience growth in the coming years, the routes should be maintained for expeditious travel. Local land use polices should reflect this need.
- F. Routes 206, 207, 407, 409 are County routes near potential growth areas north of Penn Yan, along West Lake Road and around Keuka Park. Land use policies indicate residential expansions in most nearby areas. Both seasonal and year-round use of these roads will increase. As these roads are primarily oriented toward serving homes and not through-traffic and because of their short overall length we would propose that, at some point in the future, they be annexed by the appropriate municipality.
- G. Route 604 is important as a through-traffic access from Penn Yan to the Schuyler County Line. It serves primarily residential purposes and collects traffic from a larger "feeder" area. We would propose that it be kept in good repair, receive minor engineering changes and be access controlled by local land use ordinances.

H. Routes 605 and 803 to Himrod are now being

recognized as possibly receiving increased traffic flow in the future. With industry and prospective residences developing around the Himrod area we recommend continued good maintenance with possible minor engineering alterations as needed in the future. Traffic flow will probably increase between Himrod/Dundee and Himrod/Penn Yan for services.

I. Routes 801, 808 between Dundee and Route 14 is seen by local planners in that area as the primary axis to regional travel. In their development expansion plans they would like to see good maintenance of these roads with various engineering alterations (e.g. straightening of roadway, etc.) for the future.

3. TOWN AND VILLAGE HIGHWAYS - The Yates County Planning Board proposes the following recommendations in an effort to work with the town and village highway departments in providing safe and efficient travel for many of the County residents. Enactment of local land use ordinances is strongly recommended to maintain safe highways and eliminate potential congestion problems. Other methods of coordinating with local highway departments will be discussed in following sections.

A. Engineering - Many town highways and some village roads are not paved. Counts on various roads, analysis of repair need, and origin/destination surveys could be made in assessment of priorities to maintain certain roads in the future. Drainage stabilization shoulder improvement, etc. should be an ongoing process for existing and proposed alterations. Circulation patterns,

especially in villages, might be studied periodically to insure adequate traffic flow to meet local needs. Such a study could be done in cooperation with other highway systems (County, New York State Department of Transportation) and the ultimate ends they serve.

B. Intersections - Certain intersections, especially in or near villages, might be studied and recommendations made on ways to improve access and reduce possible dangerous situations. Two intersections presently operating over capacity and that should be studied are:

1. in Penn Yan at intersection of Routes 14A, 54A and 54,
2. outside Dresden at intersection of Routes 14 and 54.

Studies should be petitioned by the localities served.

C. Periphery Lake Roads - Town and Village Roads on slopes surrounding the three lakes are many times confronted by topographic constraints (e.g., narrow right of way, drainage problems, etc.). As a result, regular maintenance is a problem and more costly. We propose that local land use ordinances and drainage plans (and districts) be enacted so that the amount of maintenance required on these roads is stabilized.

4. RAIL - Only the eastern half of Yates County is served by railroad (Penn Central). As a result of the economic plight of railroads in the Northeast, the United States Department of Transportation is soon making final recommendations on lines that should be considered excess and therefore abandoned. In Yates County, the preliminary Federal recommendations for abandonment include the rail lines from

Penn Yan to Seneca Castle and from Himrod along Seneca Lake towards Watkins Glen. We do not concur with these recommendations and, in fact, believe that if local agriculture and general industry are to progress that both lines should be retained. The spur line from Penn Yan to Dresden (along Keuka Outlet) underwent severe damage during the June, 1972 flood. At present it appears that it would be too costly to repair for the amount of traffic it would receive. However, if abandonment of this spur were to take place, this is additional justification to provide rail service via the routes from Penn Yan to Himrod and from Penn Yan to Seneca Castle. The Comprehensive Plan sees the Penn Yan, Dundee and Dresden areas as the main areas of economic activity in Yates County. If this is to adequately continue, rail service must be sustained on a regular basis. Regular maintenance should be continued on all existing operative lines in the County. If traffic increases to any degree on these lines, there should be serious consideration given to upgrading in line quality. Particular safety upgradings that are needed are:

- A. dangerous S-curve south of Dresden at New York State Electric and Gas Power Plant. Derailments are noted here.
- B. upgraded railroad crossings especially on roads going from Route 14 to Seneca Lake. Seasonal traffic many times produces heavy use of such roads.

The New York State Rail Bond Act (1974) should be applied to continuance of service to the two lines mentioned above if the Federal recommendations for abandonment cannot be reversed.

5. AIR - There are three airport facilities in Yates County (Penn Yan, Dundee and Middlesex). They primarily serve private interests with only Penn Yan Airport having some commercial activity. County residents generally travel to Rochester or Elmira for public passenger service. We recommend that the airports' growth rates progress as needed in serving commercial, recreational and private commuting interests. Land use ordinances should and do account for airport expansion and separation of uses in avoiding nuisance conflicts. Funding assistance for airport expansion and upgrading will be investigated by the County and Regional Planning Boards. Such information is available upon request.

6. PUBLIC TRANSIT - Yates County is presently served by two modes of public transit - the intercity bus lines from Elmira to Geneva (via Penn Yan) and the "Elderberry Express," a van bus line for Senior Citizens primarily serving the Penn Yan area (out of Steuben County). An analysis of population statistics reveals a high proportion of the County is over the age of 65 and under 20. With these factors present, there may be a need and market for a public transit system (e.g. Dial-a-Bus, etc.) serving more County communities and wider age ranges. A further impetus for action on this behalf is the rising cost of automobile operation. We recommend that the Regional Planning Board and the Yates County Planning Board's Transportation Committee work with local groups in studying the possibility of implementing such a system.

TRANSPORTATION PLAN SUMMARY - Transportation planning is a vital and necessary part of the overall development planning of a community. In counties with a

primarily rural character, such as Yates, development (commercial, residential, etc.) usually locates near existing transportation facilities and corridors. Development does not, on the other hand, dictate where such transportation access shall be built.

As mentioned earlier in this Plan, Yates County has a unique natural environment worth preserving (e.g., prime grape and cast crop land, pure water, extensive open space, etc.). It also has individuals, industry and other concerns needing an efficient transportation system for the future. Presently the County is served by a relatively good transportation network to meet these needs-- rail, air, road, etc. However, to anticipate future growth and its needs (see growth tables) we have attempted to focus herein on potential County transportation problems for the coming twenty to twenty-five years. To do this we have cited possible "growth centers" and development areas and tried to interrelate these with future transportation patterns (correlate transportation plan with land use plan). There are presently adequate transportation systems allowing ease of travel to points within and outside the County. However development, although many times well-intentioned, may cause congestion and costly disruption of existing systems (e.g., strip development, traffic hazards, reduced speeds, blocked drainage). If this happens, before long there may be need to build a new system at a higher cost to the taxpayer. Also, various transportation systems in the County are constrained by topography (steep slopes, deep drainageways, etc.). As a result, maintenance of such a system is higher than one built on level ground. Couple this with the prospect of increased development in these areas and maintenance costs will increase more yet. To alleviate such expensive situations for the betterment of the whole community, we propose that strip development, especially along important

County and State arterials, be discouraged by proper zoning and subdivision regulations and drainage districts.

Realignment of existing systems is costly and disruptive, not only to the transportation agency, but to local land owners whose property is many times bought or condemned from under them. To restrict future development from building in a certain corridor (designated for a transportation realignment) may be a savings to the home owner directly. Many transportation planners must now communicate with local planners to assess such realignment or restructuring influences. To protect future development from such areas, a community may enact an Official Map.

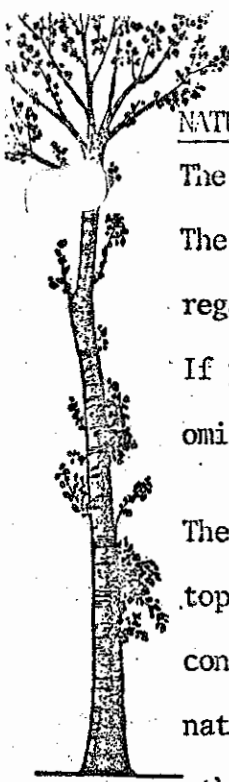
Roadway and drainage construction in new subdivisions is also very important to the quality of County developments and in insuring against higher operating costs for the local highway department. Subdivisions are beneficial to a community if properly constructed. However if improperly constructed they become a liability when dedicated to the local government. Pressures many times exist for a government to take over a road even though it does not meet their specifications (e.g. wide enough, paved, proper curbs and drainageways, etc.) To improve the roadway later means an increased cost to the community's taxpayer. To guard against this happening subdivision regulations (planning, not health) give a community the legislative authority to regulate certain on-site roadway, drainage and utility specifications.

Factors regarding the natural environment in which roadways are constructed, realigned or repaired are many times neglected by the constructing agent. For instance, seeding of road banks, proper road drainage, proper shoulder and bed stabilization, etc. are examples of common neglect that ultimately cost the taxpayer much more in later repairs (e.g. washouts, etc.) We propose

that activities such as this be referred to the agencies having expertise in such fields (i.e. Soil Conservation Service, Department of Environmental Conservation). The local planning boards could refer transportation construction companies or agencies performing such large scale activities to these agencies.

Highways and rail are presently the prime transportation movers for the individual and industry/commerce of Yates County. However, as we enter a changing economic and environmental period in the nation, we foresee public transit and air travel becoming more important on the local rural level.

There is room for development expansion in Yates County and it is up to local planners, transportation authorities, and the community at large to insure both efficient traffic flow and development. There is also the possibility of wasted tax dollars and more "land-take" (e.g. new road construction, possibly in unique environmental lands) if we, however, do not plan our development well. It is toward the positive goals that the Yates County Planning Board (Transportation Committee) wishes to work with transportation authorities and planners, local planners and other concerned parties.



NATURAL RESOURCES

The second general category of plan recommendations is natural resources.

The plans herein set forth will include concerns that the public has emphasized regarding use of the County's natural resources (i.e., land, air and water).

If you feel any important natural resource management concerns have been omitted from this analysis, please contact us so that we may include them.

The basic natural resources (e.g., soils, water bodies, vegetation, geology, topography, etc.) of an area set the parameters upon which development is constructed. Whereas transportation is a "shaper" of development patterns, natural resources are many times the "shapers" of transportation patterns and other man-made facilities. However, in many instances, man's improving technological abilities have allowed him to surpass natural resources once believed unconquerable (e.g., deep mines, steep mountain roads, etc.). But in his rush to advance, man has many times overlooked the total environmental and ecological ramifications of his activities (e.g., strip mining, road washouts, polluted drinking water, etc.). Now, with the United States and other countries of the world realizing more clearly that our natural resources are finite, measures are being taken to plan their most expeditious future use.

As proven over recent years, depleting natural resources are directly related to higher costs for an end product reaching the consumer. For even though our society may demand a product, we have found that if the natural resources to manufacture it are not present, or scarce, such a demand is futile. It is thus apparent that the natural environment sets certain guideposts for man's economic development.

Historically planning has dealt with management of our development prospects (e.g., housing, commercial areas, etc.) in relation to the existing natural resources of an area. Planning has since expanded into various social and cultural fields. However, planners have retained a strong identity with the best planned use for the natural and man made environment. They have sought to deliver the best possible of both "worlds" in benefiting the entire community. One reason many believe the primary emphasis of planning has remained on the quality of the natural environment is that many social/cultural and economic factors of our daily lives are a result of the way we (the community) have managed our natural resources (e.g., quality of housing, health situations, job opportunities, etc.). It is interrelationships, such as these between human resources and the natural environment, that have led us to the understanding that one facet of the community cannot be planned without ultimately affecting another facet. To deal with this we are developing the Comprehensive Plan, an attempt to coordinate our goals so that the community may develop efficiently and in a single movement. If this does not happen, our development progresses in different directions and at different rates of speed, many times causing great problems and inefficiencies that are more difficult to correct at a later date. For example, an increase in job opportunities could produce a housing shortage or overcrowding in a community (thereby also affecting schools, medical facilities, etc.) ill equipped to handle such a situation.

The Natural Resources Plan hopefully coordinates with other Plan recommendation sections. As noted earlier, natural resources are a guidepost for development and therefore when planning for their future use we are somewhat indicating other planned functions of the community.

When analyzing the following Plan, it should be remembered that the highest dollar value derived from a natural resource is not necessarily in the best long range economic and environmental interest of the community at large. For example, farm land is many times also prime development land.

The natural resources of the Finger Lakes and Yates County in particular are more unique in value to local residents, the region and others than what one might believe. We are blessed with a diversity of resources that do not abound elsewhere such as extensive open space, higher elevations, high viability farmland (grapes, vegetables, etc.), forests, pure water, numerous wildlife types, etc. Individuals from inside and outside our County are constantly speculating on the use of our natural resources. The Yates County Planning Board feels that the future of the County's natural resources should be determined by its residents. There is room for both protection and preservation of natural environmental features as well as developmental expansion in Yates County. However, the key to such wise use of our total natural environment is found if we remember that the future generations of the community as a whole should benefit from our planning today. Following are plans to attain set goals in keeping with the comprehensive development of the County in the next twenty to twenty-five years. Tools to implement the plan are noted.

1. AGRICULTURAL LANDS and produce play an important role as a healthy industry and one that embraces considerable acreage in the County. Unique resources produce a viable agricultural climate, especially for grapes, vegetables and other fruits.
 - A. Grapes and scattered orchards are generally found along slopes of the three Finger Lakes bordering Yates County.

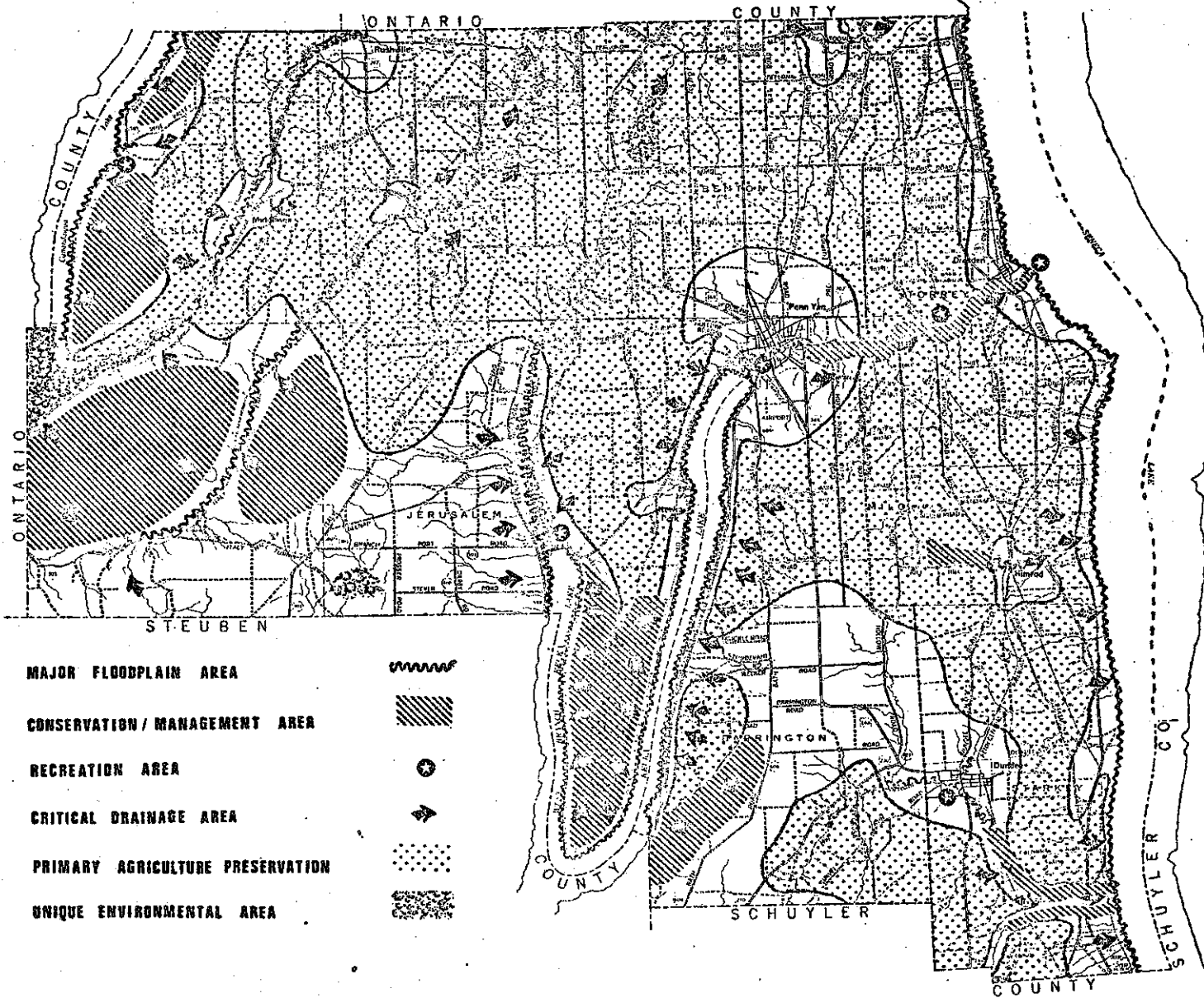
They grow well here because of moderate temperatures, wind currents, and adequate soils. However, lakeside development, even though not on the shore itself, also prospers here. This is many times not due to the excellent on-site sewage disposal, water intake, or drainage facilities of the land. It is our recommendation that the County or local municipalities having existing or potential grapelands or orchards work with the local landowners in devising various sanctions to preserve those areas (See Map 3). Some tools to implement this process are the formation of agricultural districts and enactment of provisions within subdivision and zoning regulations. We propose that the Grape Specialist from the Cooperative Extension Service, local landowners, special grape-owners interest groups, the County's Agricultural Districting Advisory Committee, the Yates County Planning Board, the local planning boards, the Soil Conservation Service and other interested parties meet to discuss further means of preserving and enhancing the local fruit industry.

- B. Vegetable lands of prime importance are found in the towns of Benton, Milo, Potter, Middlesex, and Starkey. Many cash crops are produced that are shipped to processors and canners. Vegetables raised and sold include beets, onions, cabbage, pumpkins, etc. The Potter mucklands are extremely rich soils that are valued for such vegetable production. It is our recommendation that all these lands should also be preserved and enhanced much the same as the fruit lands. Agencies (as mentioned in the previous section), individuals, and interest groups could likewise meet in an effort to discuss means whereby their livelihood would

YATES COUNTY

FIGURE 3

NATURAL RESOURCE PLAN PROPOSALS



- MAJOR FLOODPLAIN AREA
- CONSERVATION / MANAGEMENT AREA
- RECREATION AREA
- CRITICAL DRAINAGE AREA
- PRIMARY AGRICULTURE PRESERVATION
- UNIQUE ENVIRONMENTAL AREA



The preparation of this map for the New York State Office of Planning Coordination was financially aided through a Federal Grant from the U.S. Department of Housing and Urban Development and in part by the State of New York under the Urban Planning Assistance Program authorized by Section 706 of the Housing Act of 1954, as amended.

be safeguarded (e.g., zoning, agricultural districts, etc.). Watershed improvement projects should be investigated to fully understand the upland benefits they might provide also.

2. STATE AND COUNTY LANDS AND UNIQUE AREAS

A. State and County lands are mostly found in the Towns of Italy and Jerusalem. They include parcels of considerable acreage in reforestation and game management areas. The High Tor Game Management Area is located at the southern tip of Canandaigua Lake and includes upland and wetland areas. The State policy regarding these lands is to open them for their intended use (recreation, etc.) to the public. As these are areas where vegetation, wildlife and certain types of outdoor recreation coexist and are managed together it would probably be in a local municipality's best interest to consider a buffer zone of similar permitted uses around them. This will possibly alleviate conflicting and damaging uses that could arise (e.g., surface pollution, wildlife disruption, heavy traffic, etc.). The resources and permitted uses the State and County allows on their lands could be thoroughly reviewed in developing a compatible buffer zone. Local land use ordinances may implement this process. It is also our strong recommendation that the State be petitioned to reassess the tax structure assigned these lands. Whereas considerable acreage is involved many times the municipality is fiscally limited by the State's low tax payments. Local and County planning boards, legislative bodies, and assessors should meet to propose a factual taxation appeal. A final

recommendation, one considered quite important to many local residents, is that the State should allow expanded local use (e.g., reduced payments, etc.) of these facilities. It is our contention that as the locality supports these facilities in numerous ways and because public outdoor recreation along these lines is greatly limited in Yates County local residents should receive these benefits. County and local agencies, boards and individuals should make this concerted local appeal for change.

B. Unique areas, for the purpose of this report, are classified as those locations comprised of prime wetlands, unique plant or wildlife, etc. Such areas are approximately designated on map. As many such areas are irreplaceable and in the public interest it is the Board's proposal that these sites, and others locally identified, be incorporated into a County and local inventory and and plan for preservation and/or management. Such may be implemented by instituting such devices as easements, transfer of development rights, site purchases (by government and various non-profit groups), zoning, etc. This inventory and plan should be designed by scientific personnel from area educational institutions, the County Planning Board, local planning boards, the Cooperative Extension Service, Soil Conservation District, Department of Environmental Conservation, local environmental groups and other interested parties. As a part of the plan for management of certain sites an outdoor environmental classroom could be instituted with various schools and local environmental personnel able to instruct here. The New York State Department of Environmental Conservation presently has funds to purchase such unique areas. The entity managing the area should develop a working relationship with the Conservation Education Association also.

3. FLOOD PLAINS, CONSERVATION/MANAGEMENT AREAS AND DRAINAGE

A. Floodplains are those areas which periodically (and sometimes seasonally) overflow their normal banks. Historically and before zoning regulations were instituted in many communities, development was constructed in floodplains that were not outside all high water areas. Such development pattern evolved by aligning themselves with: ready transportation routes (along the waterways), suitable topographic and soil conditions, ready power sources etc. They did not realize such areas were conducive to periodic disastrous flooding, etc. We have since learned that no amount of structural facilities (e.g. dikes, levees, etc.) are completely protective and many times have an altering affect upon downstream areas. Thus planners in looking forward to future development, are trying to save the individual and community unnecessary expenses and heartbreaking losses. Under the Federal Flood Insurance Act of 1968 (1973 ammendments) every town and village has been notified that it is flood prone (see map). To meet the requirements of this Act communities must enact a local land use ordinance regulating construction within the floodplains in order to sell flood insurance to their residents. It is the desire of this Board that land use controls remain locally adopted and toward this end we offer technical advice on how to qualify. This is the first step in identifying flood prone levels and the detailed extent of flood plains. The Yates County Planning Board will work with the Department of Environmental Conservation, Soil Conservation District, the Federal Flood Insurance Administration and local planning boards in tailoring flood plain districts and regulations to local land use legislation needs. These floodplain limits should be reexamined from time to time.

- B. Conservation/Management Areas and open space are those parcels apart from development sectors that are designated by the community as having a specific purpose, even though that may be dormant. Examples of such are nature and hiking trails, unusual topographical sites, roadside rests and scenic vistas, timber lots, historic sites, etc. Such areas need not just be preserved but may also be used by the public. Locations could be inventoried, plotted on maps, designed for use and plan implemented by local planning boards, environmental groups, the County Planning Board, Soil Conservation District, historical societies interested individuals, the Department of Environmental Conservation and others. The areas may also be acquired for use by means suggested in the above section, Unique Areas. Funds for such uses may be available from the U.S. Department of the Interior, Parks and Recreation Department, Department of Environmental Conservation, private foundations or trusts, etc.
- C. Drainage areas are of concern to the planner and the community because if not properly managed they may cause extensive damages to development and natural resources. Yates County has critical drainageways, both man-made and natural, that fall into this plan arena. Many of the natural corridors are found along slopes immediately rising from the three Finger Lakes, while the man-made are usually found in or near more developed zones (e.g. roads, subdivisions, villages, etc.). Proper drainage is necessary if we are to alleviate costly damages to development (e.g. road washouts, household losses, landscaping needs). It is also a must in retaining a clean natural environment (no water pollution, loss of vegetation etc.). The type of soils, vegetation, development and topography are the basic

elements affecting the rate of water runoff or drainage. In anticipation of development increases, especially around the Lakes, this is a critical concern to the quality of natural and human environment in Yates County. We therefore propose that a County Run-off Plan be formulated for specific areas. Such a plan could anticipate the effect of a certain amount of rainfall on this area, thereby allowing local municipalities and individuals to draw assumptions and plan for various means of drainage protection (e.g. leave in natural vegetation cover, increase culvert size, seed roadbanks, etc.). Drainage districts and subdivision regulations should possibly be instituted or altered to reflect these plan conclusions. Map 3 reflects those areas of possible drainage concern for the future. The Yates County Planning Board, local planning boards, highway departments, Soil Conservation District and the Department of Environmental Conservation should be consulted to discuss the realities of implementing this plan.

4. SHORELINE AND SLOPE DEVELOPMENT

The attractive open space, the scenic views and waterbased recreation activities are some of the incentives to live along the shoreline or slopes overlooking the three Finger Lakes of Yates County. However it is this type of development, now increasing, that may also be the major contribution to Lake and stream pollution and/or eutrophication in the future. It is up to those locally concerned residents to implement a plan for action that will monitor water quality and institute measures that will preclude this degrading action from happening. The Board recommends that basic limnological (study of water, its quality and organisms) tests and studies be instituted on the Three Finger Lakes.

This analysis should include a direct correlation to watershed land uses and graphs of progressing and critical levels of water pollution. Such might enable local municipalities to project an understanding of measures (e.g. drainage regulations, zoning, subdivision, permitted agricultural uses, health codes, etc.) that must be taken to stabilize or reverse polluting trends. The Keuka Lake Association is presently sponsoring such an initial survey. Institution of this process could be backed by and information received from lake organizations, local governments, planning boards, local environmental groups, Department of Environmental Conservation, Soil Conservation District and others. The entire survey could be contracted to scientific staffs of educational institutions or consultants having such expertise.

5. SOILS

The soils of Yates County are varied, mainly as a result of glaciation. This formed many topography differences in the County that have produced a spectrum of thin soils close to bedrock, (and bedrock outcroppings) to the deeper, more fertile soils. Development problems now exist and more are anticipated for the future as a result of soil limitations in the County. A basic understanding of soil types and their limitations is needed if a local planning board, highway department, developer, individual, etc. is to understand what effect his alteration (e.g. building, construction, sewage disposal, drainage-ways, well drilling, etc.) of the landscape will produce. If individuals or agencies performing construction or planning for such were aware of these soil limitations and realized the various ways to circumvent potential environmental hazards many costly situations could be avoided (e.g. road washouts, new septic system needed, etc.). As

private foundations, the U.S. Department of Housing and Urban Development, Farmers Home Administration, Resource Conservation and Development, etc.

NATURAL RESOURCES SUMMARY

Yates County is truly unique by having so many, such a diversity and such rich natural resources at its doorstep. But from agricultural lands to water it is up to us to retain its existing good qualities. Increase of growth and development is subtle over a period of years but gradually isolated pollution of the natural environment begins to surface if not properly planned for. Many times these situations could have been arrested earlier and at less financial and environmental cost had planning procedures been implemented. What we consider to be important plans for the next twenty to twenty-five years have been outlined in the previous narratives.

Natural resources are definitely one set of parameters for the physical as well as the social development of a community. By managing them properly we better our complete lives. However this management process needs to be a willingness by the whole community, not just government agencies and bodies. It is to everyones advantage for natural resource management plans to ultimately bring a higher return to the individual and community through improved aesthetics, more efficient natural environment systems and increased monetary values of property.

It is up to you, the County resident, to determine the future of your natural resources and the quality of life to come.



PUBLIC UTILITIES

Public utilities of Yates County, for the purposes of this report include telephone; electric and gas, fuel oil; automotive and vehicular fuels; public water systems; public sewerage systems; and refuse disposal systems. The type of developmental planning (land use, transportation, human services, social/cultural, etc.) we implement will affect and be greatly affected by the availability and provision of utilities. The utilities, about which we will comment and relate to the following plans, are owned and/or operated by either private corporations or government. In some cases the unit of government provides the utility under a franchise agreement.

Planning for the economic and environmental betterment of the future community is directly related to the provision of public utilities. Technical advancement in utilities has greatly increased the number of benefits and leisurely accommodations which we enjoy today. In fact, over the last several decades, most (rural and urban) areas of the nation have consumed utilities (e.g. electric, telephone, gasoline, etc.) at a reasonable cost. However today, natural resources that produce energy are becoming more limited and therefore more costly. This, in turn, raises the cost of utilities provision.

There are several ways to relieve and minimize these increased costs. For the purposes of this Report we will concentrate mainly on alternatives and plans for land use development that the community or individual may effectuate to bring this about. Of course it must be understood that the community's or individual's life style plays a most important role in the amount of utility consumed and the resulting cost that must be borne.

As utility provision becomes a necessary and valued commodity certain federal or state governmental controls may be enacted to insure their equitable distribution to the public at just costs. An example of such was the creation

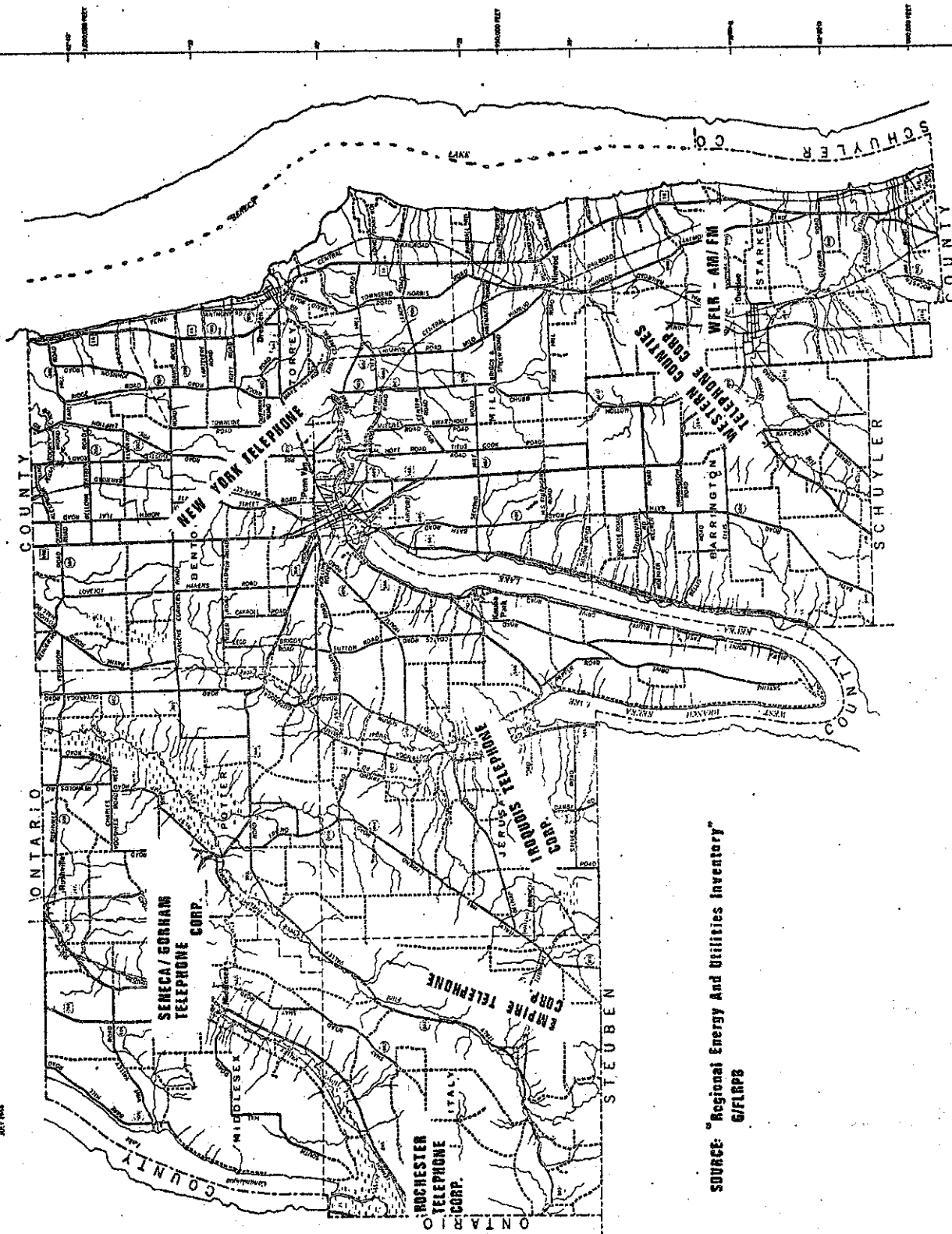
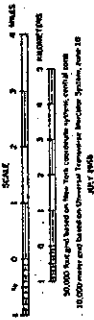
of the New York State Public Service Commission and the controls they have maintained over pricing of gas, electric and telephone services. It is our recommendation that such regulations be extended only when absolutely necessary and then only in the public interests of equitable distribution, just costs, etc.

1. ELECTRONIC COMMUNICATIONS are some of the most commonly used message mediums today. Instead of face to face discourse many important decisions and casual conversations may be carried on "over the phone" or "on the air". They have all greatly improved our efficiency at business and home activities. Of prime importance is the telephone and Yates County is served well by this communicative device. However we have two area codes within our boundaries (315 and 607) and a third very nearby (716) as well as several telephone service companies. In a County as small as Yates this means that calls within the County and to areas immediately outside are more frequent and more expensive. Many services are obtained outside the County and this aggravates the situation. As the County's population increases the necessity to change this situation will increase. We understand that there must be a dividing line somewhere but because of the County's size, the projected increased calling between area codes and service areas; and the necessity for communicating to areas outside the County we recommend that the telephone companies involved review and discuss the possibilities of increasing the local calling distances and reduce tolls to nearby communities. We concur that buried telephone lines are aesthetically and practically advantageous in areas where this is possible. Concentrated development patterns will reduce the overall cost of providing telephone service in comparison to scattered rural development. Subdivision regulations may be enacted to facilitate the burying of lines and insure the availability of a corridor to repair them.

YATES COUNTY

FIGURE 4

EXISTING TELEPHONE AND RADIO SYSTEMS

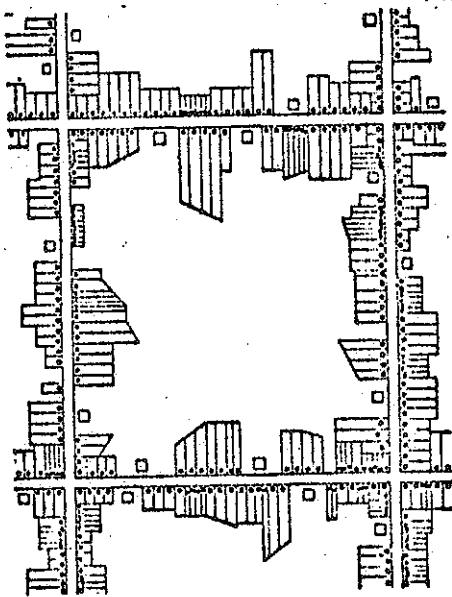


SOURCE: "Regional Energy And Utilities Inventory"
G/FLRPB

The information on this map was obtained from the State Office of Planning and Research. Coordinates were computed using the State Office of Planning and Research's Geographic Information System (GIS). The State Office of Planning and Research is a Federal Office of the U.S. Department of Energy and Environmental Protection. The State Office of Planning and Research is located at 1200 Albany Avenue, Albany, New York 12242.

The short wave radio and communication center (fire control, ambulance, civil defense, etc.) at the County Building in Penn Yan is of considerable service to much of the County now. The identification and numbering system for all homes in the County, as being implemented by this center, will increase the efficiency of providing emergency services. It may also be helpful in identifying other needs in the County. We strongly recommend its continuance with expanded services and service area considered a possibility.

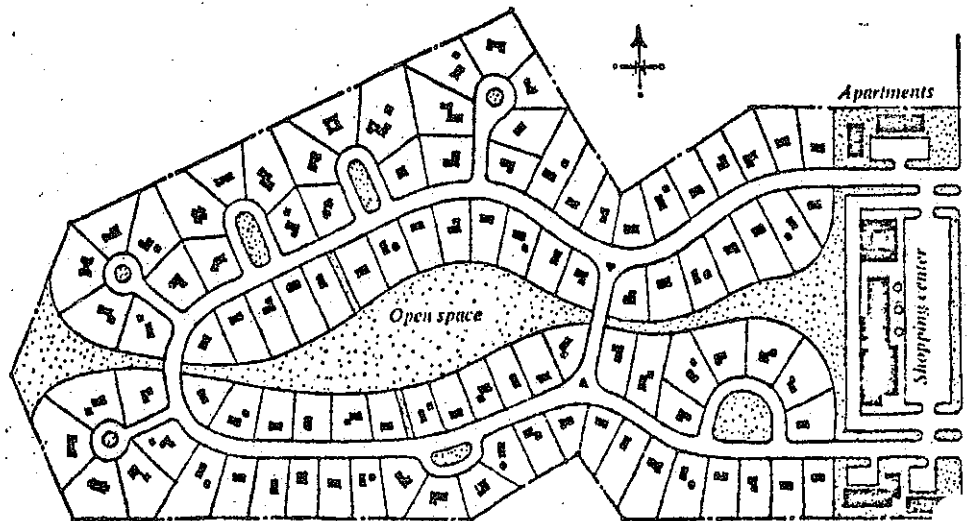
2. ELECTRIC, GAS, FUEL OIL AND ENERGY POLICY are critical in their provision to home, business and other uses. It should be realized that provision of these utilities to scattered development or strip development (see diagram I) is more costly, not only to the individual, but sometimes the whole community because of its expansive transmission areas.



strip development destroys full utilization of block interiors, requires greater service costs.

DIAGRAM I

DIAGRAM II



—A functional and pleasant residential environment can be created adjacent to apartments and a shopping center by use of proper design.

Apartment.

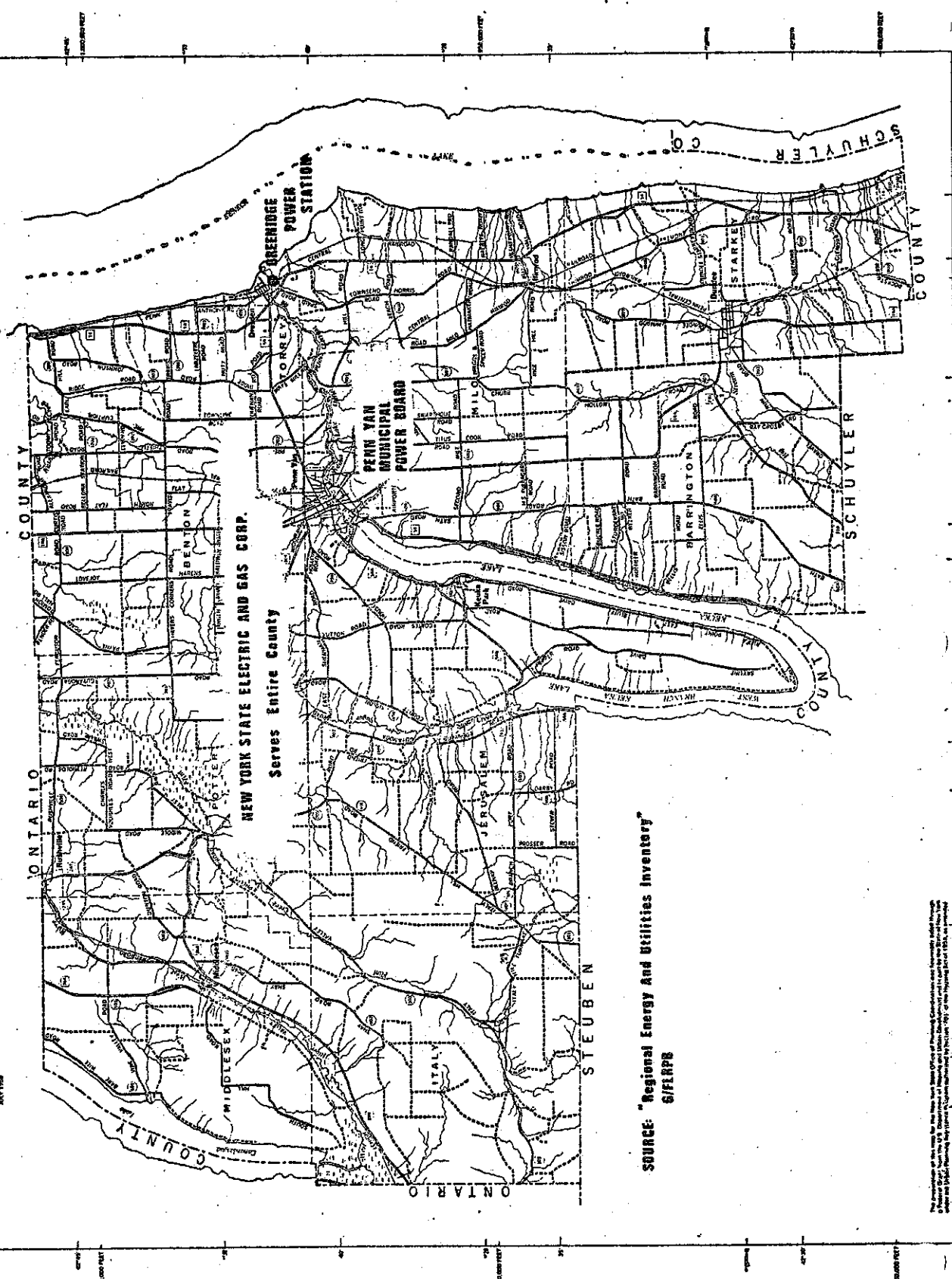
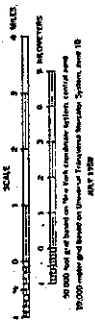
This is in contrast to the more efficient utility use found in cluster development (see diagram II). If a community decides to change their future developmental patterns they may implement various land use regulations (zoning, subdivision) and offer various incentives towards these ends.

- A. Electricity seems to be in adequate supply for the future although at higher costs. Petroleum and coal are the primary local producers of this power at present with nuclear plants being constructed in various nearby areas. The Greenidge Power Station at Dresden is a major producer close to home. The costs that the individual or community will bear as a result of rural scattered or strip development must be considered if the present economics of electric power provision continue. However technical advancements (e.g. solar power, etc.) are foreseen in the not too distant future and these may alter the economics of provision costs. We support the burying of electric lines in residential areas and where necessary and practical. Subdivision regulations may accomplish this and provide a repair corridor for increased efficiency. Any large transmission lines or power plants should be reviewed for their environmental effects on the community and its inhabitants. The local planning boards could be the referral source here.
- B. Gas is divided into the two categories of natural gas and propane. Even though there are natural gas fields nearby the fuel is limited in future supply and considerable expansion does not appear likely. Industrial hookups have no better immediate outlook. Because natural gas is delivered by transmission lines scattered rural development and strip development are detrimental to cost efficiency here as well. Subdivision regulations will set aside a utilities corridor in a

YATES COUNTY

FIGURE 5

EXISTING ELECTRIC FRANCHISES, SUPPLY



SOURCE: "Regional Energy And Utilities Inventory"
6/18/78

This map was prepared by the New York State Office of Planning and Research, Albany, New York, in cooperation with the New York State Office of Environmental Conservation, Albany, New York, and the New York State Office of General Services, Albany, New York. The map is a reproduction of a map prepared by the New York State Office of Planning and Research, Albany, New York, in cooperation with the New York State Office of Environmental Conservation, Albany, New York, and the New York State Office of General Services, Albany, New York. The map is a reproduction of a map prepared by the New York State Office of Planning and Research, Albany, New York, in cooperation with the New York State Office of Environmental Conservation, Albany, New York, and the New York State Office of General Services, Albany, New York.

subdivision so as to make line alterations and repairs more efficient. Any substantial transmission lines, holding fields or pumping stations which are constructed should be analyzed for their environmental affects on the community and its inhabitants. The planning boards should review these activities.

Propane is a synthetic gas which services considerable homes and businesses throughout Yates County. It is clean, efficient and usually a bottled fuel not depending upon serviceable transmission lines. Thus costs for its provision in scattered or strip development will not rise dramatically except because of increased driving distances from the gas outlet to the consumer. Placement of bottles and plants manufacturing the gas should be given careful consideration.

C. Fuel oil and energy policies . Fuel oil services many rural, and some urban, homes and businesses. Several industrial plants in the County use it exclusively for their operations. Fuel oil outlets should be carefully reviewed for their location (e.g. not in center of close residential areas etc.) by local planning boards. Also the placement of fuel oil tanks (above or below ground, distances, etc.) and its means of delivery into the building could be reviewed by the community so as to safeguard local residents. Land use regulations and building/construction codes may be implemented to accomplish these precautions.

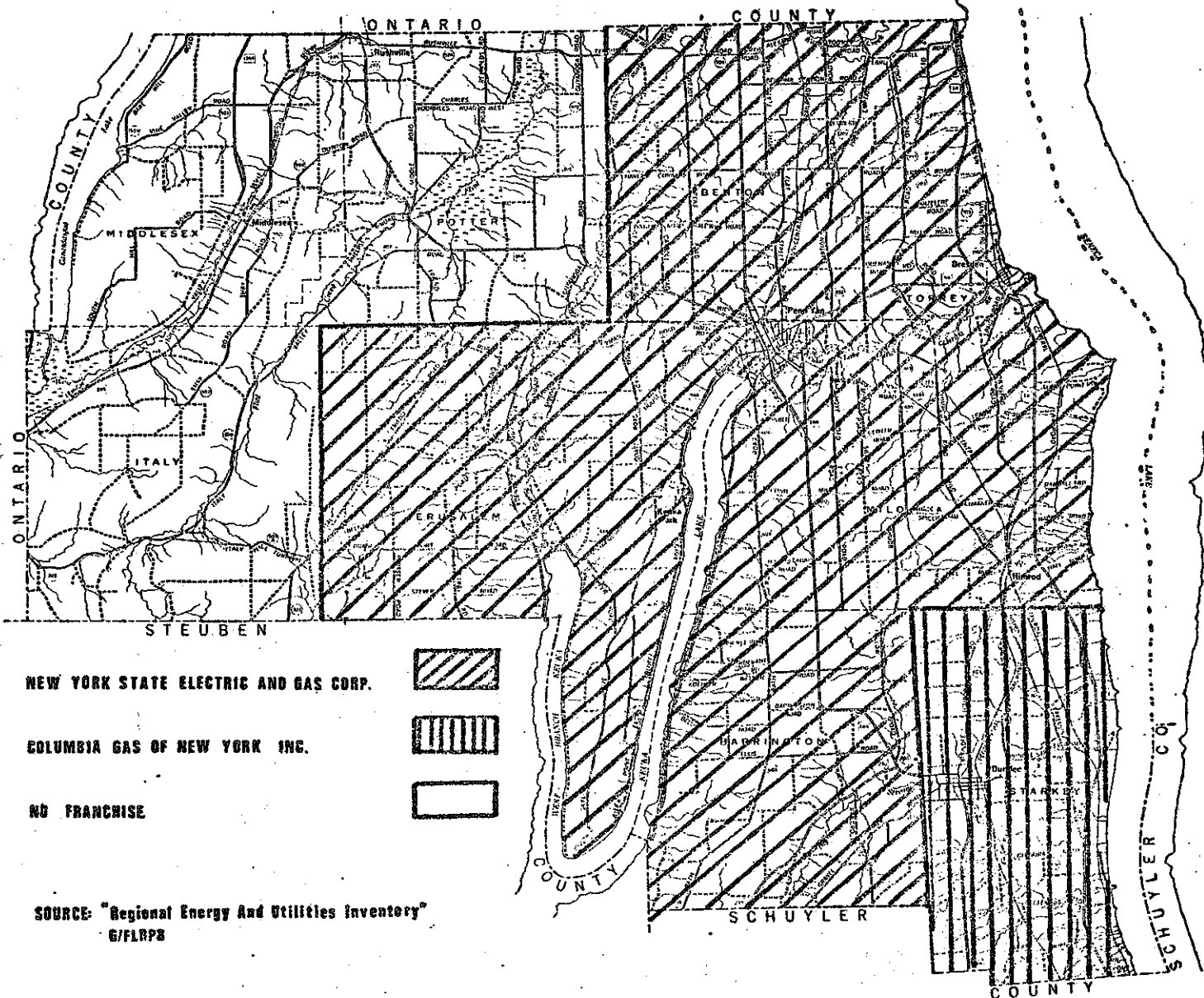
If or when petroleum products are controlled on a federal, state or local level we believe that the manufacturing of fuel oil, natural gas, propane, etc. for homes and businesses should take top priority. Supplies of gasoline, diesel fuels, etc. should not be neglected

YATES COUNTY

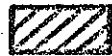
FIGURE 6

EXISTING GAS FRANCHISES

SCALE
0 1 2 3 4 MILES
0 1 2 3 4 5 MILES
30,000 feet grid based on New York coordinate system, Central Zone
30,000 meter grid based on Universal Transverse Mercator System, zone 18
JULY 1982



NEW YORK STATE ELECTRIC AND GAS CORP.



COLUMBIA GAS OF NEW YORK INC.



NO FRANCHISE



SOURCE: "Regional Energy And Utilities Inventory"
G/FLRPS

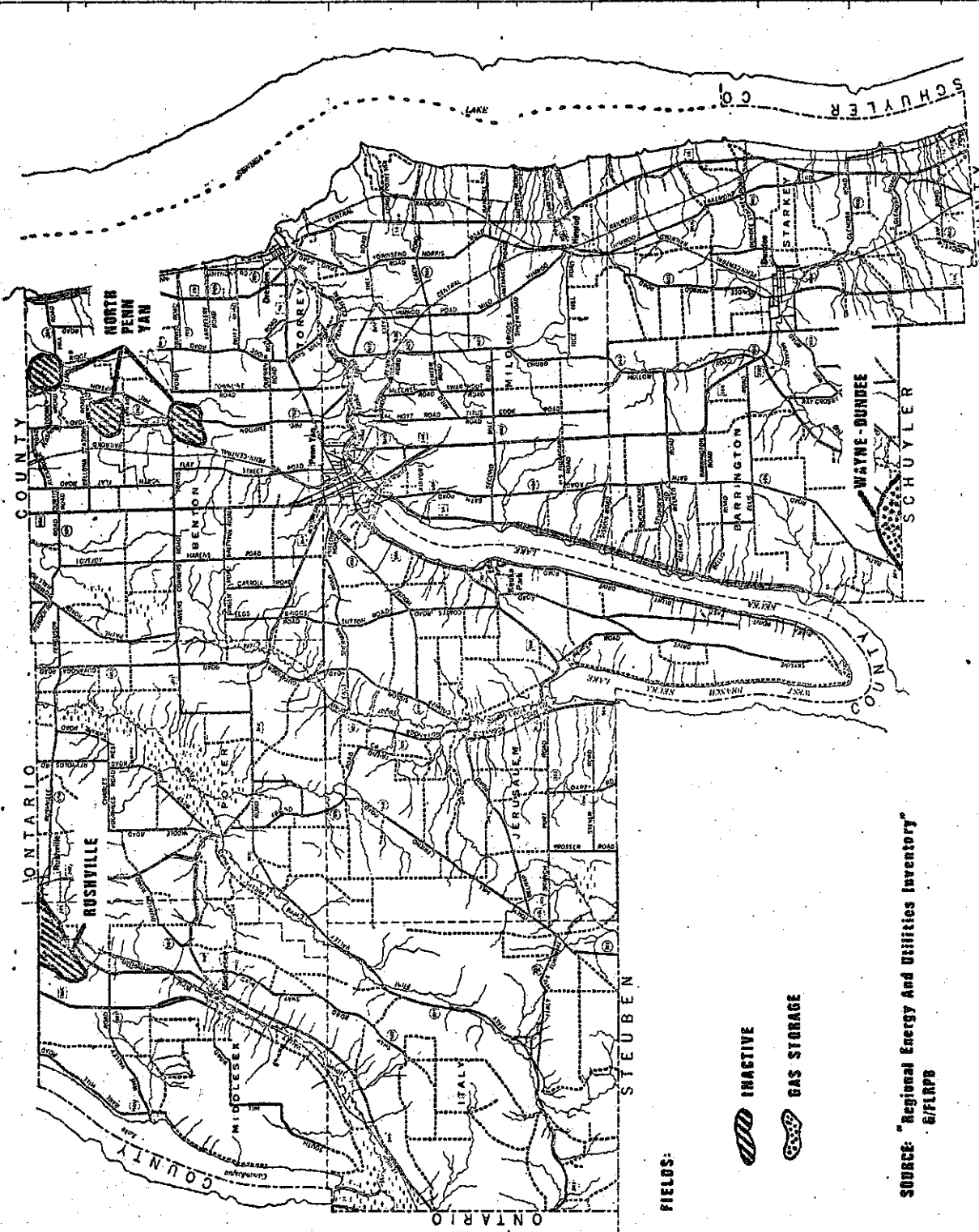
This preparation of this map for the New York State Office of Planning Coordination was generously aided through a Federal Grant from the U.S. Dept. of Housing and Urban Development and in part by the State of New York under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended.

YATES COUNTY

FIGURE 7

GAS FIELDS AND STORAGE AREAS

SCALE
 0 1 2 3 4 5
 KILOMETERS
 0 1 2 3 4 5
 MILES
 10,000 feet grid based on New York Coordinate System, Central Zone
 100,000 meter grid based on Universal Transverse Mercator System, Zone 18
 JULY 1988



FIELDS:



INACTIVE



GAS STORAGE

SOURCE: "Regional Energy And Utilities Inventory"
 E/FLRPB

The information on this map for the New York State Office of Planning, Coordination and Research was derived from the Regional Energy and Utilities Inventory (REUI) of the New York State Office of Planning, Coordination and Research, Albany, New York, 1988. The information on this map is for informational purposes only and does not constitute a warranty of any kind.

but rather allocated to a priority of uses also - e.g. farming, public transportation, etc. The local energy coordinator can convey the County's feelings to higher levels of government, insure our "fair share" and make necessary local apportionments of fuels. For the immediate future rural areas find individual vehicular travel necessary. However in long range terms of fuel savings and recognizing the necessity to provide an alternative travel means for a wide range of persons, we support expanded economical public transit. This may be altered by new energy and vehicular travel technology in the foreseeable future. Community land use policies and developmental patterns should be so designed as to save utility and fuel useage.

3. PUBLIC WATER AND SEWERAGE SYSTEMS are essential to maintaining the quality of one of Yates County's most important natural resources - water. Their effective and efficient operation is also critical for the health of many local residents. Over 11,000 persons in the County are presently served by some type of water system. This is in contrast to approximately 9,000 who are served by public sewerage systems.

A. Public water systems. The following table anticipates these main County water systems as being able to meet the projected immediate demands.

It should be realized however that when certain population levels (see population and building construction projection charts in Part III) are reached in a community this should signify the time to begin planning for future expansion of their system. If a community's plans foresee attracting industrial or business development that will use considerable quantities of public water this should also be accommodated for in the expansion plans. The existing water systems may need to anticipate alterations, such as those suggested below, when realizing future growth expectations of this plan. (Such analysis has been derived from local officials, studies and growth projections.)

Table 4 - Public Water Supply Systems
System Recommendation

1. Dresden (part of Penn Yan)	may need to increase: line size from Penn Yan to storage tank, size of storage tank and expand transmission lines.
2. Dundee (part of Penn Yan)	upgrading of purification process and possible expansion of plant capacity and lines.
3. Himrod	need for expansion of lines and plant capacity, improved purification, industrial users to manage their own water system.
4. Keuka Park	Need for expansion of lines foreseen, new holding system and possible takeover of system by municipality or users
5. Middlesex	need for plant and line expansion foreseen, upgraded purification process.
6. Penn Yan	resevoir upgrading and expansion, expanded service area, new transmission lines.
7. Rushville	upgrading of purification process and possible expansion of plant capacity and lines.
8. Branchport	expansion of intake and treatment facilities and transmission line area

General repair and purification standards will need to be maintained and, in some areas, improved as use of these systems increases.

Some consider water systems more necessary to public health than sewerage systems. They reason that on-site water supply can become polluted for a number of reasons, sewage infiltration being only one. They also see a water system as being less costly to operate. Whatever the reason it is recognized by this report that where concentrated development increases without either system and various natural resource constraints (tight soils, small lot sizes, etc.) exist the endangerment of public health and the costs of maintaining individual on-site systems may become too burdensome. The following hamlets or settlement areas may at least need a public water system to avoid such conditions, as a result of population expansions.

<u>Hamlet</u>	<u>Town</u>
1. Bellona	Benton
2. Benton Center	Benton
3. Branchport (and adjacent areas)	Jerusalem
4. Himrod	Milo
5. Italy	Italy
6. Potter	Potter
7. Seneca Lake sites	Benton, Torrey, Starkey
8. Vine Valley	Middlesex
9. Crosby	Milo, Barrington

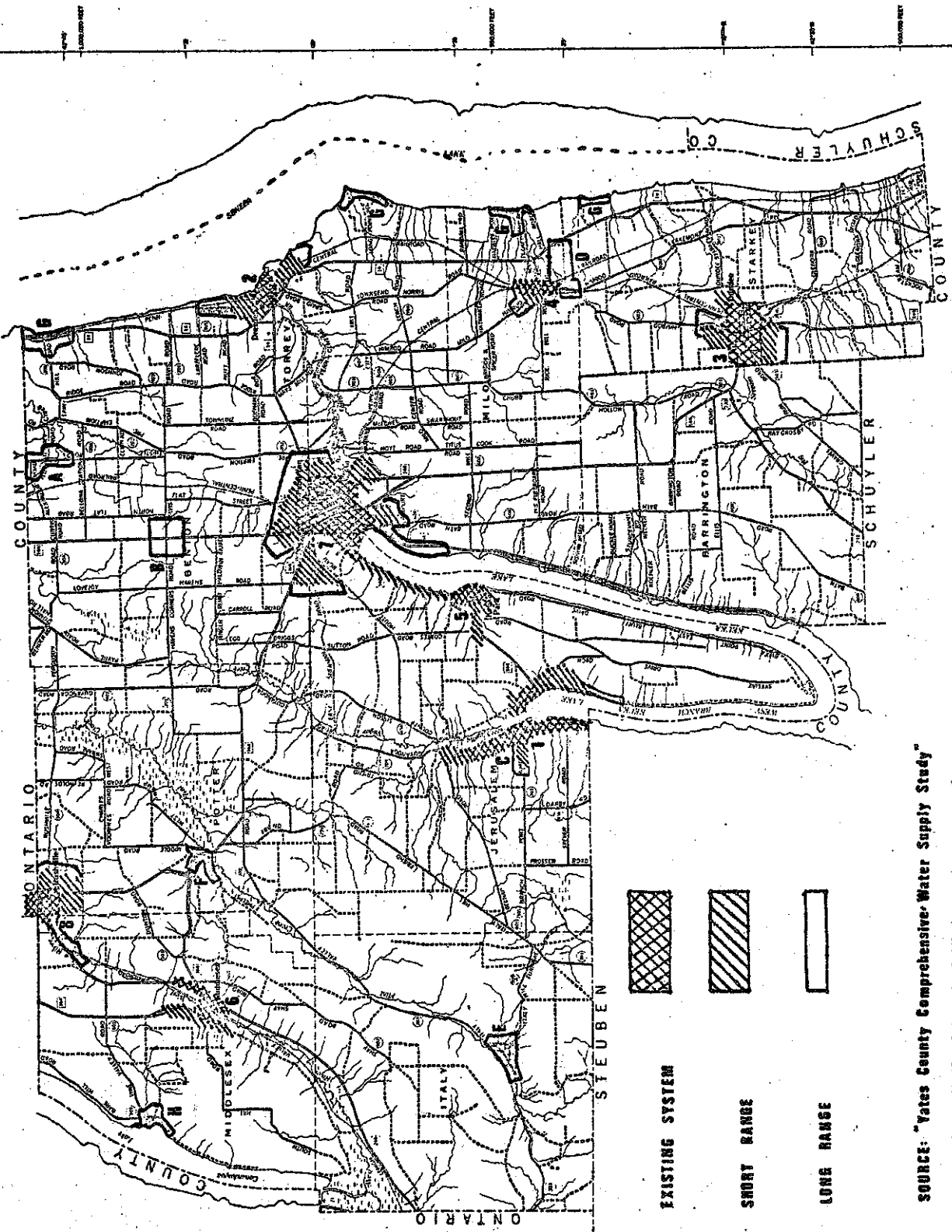
Water systems are often brought into being by drastic needs and at

YATES COUNTY

0 1 2 3 4 5
 FEET
 0 1 2 3 4 5
 INCHES
 50,000 feet grid based on New York Coordinate System, Central Zone
 18,000 feet grid based on Universal Transverse Mercator System, Zone 18
 MAY 1986

LONG AND SHORT RANGE WATER SYSTEM NEEDS

FIGURE 8



SOURCE: "Yates County Comprehensive Water Supply Study"

The preparation of this study for the Yates County Office of Planning Coordination was financed through a Federal grant from the U.S. Environmental Protection Agency under the authority of the National Sanitation Foundation Grant # 143-81-0001, Project of Planning and Design, Inc., Albany, New York. The project was completed in May 1986.

increased costs. It is the purpose of this report to ease this situation by recommending that local planning be recognized and used when anticipating construction of new water systems or expansion of old. The County Planning Board will assist the local planning boards in this process by analyzing local needs, investigating grants, aids and loans to implement the system; as well as study advantageous land use patterns that will minimize future increased costs and environmental damages.

B. Public Sewerage Systems. There are presently two municipal sewage treatment plants in Yates County - Dundee and Penn Yan. The Penn Yan plant accepts sewage in a direct line from the Keuka Park area as well. In both Dundee and Penn Yan we foresee the need for plant expansion.

TABLE 5

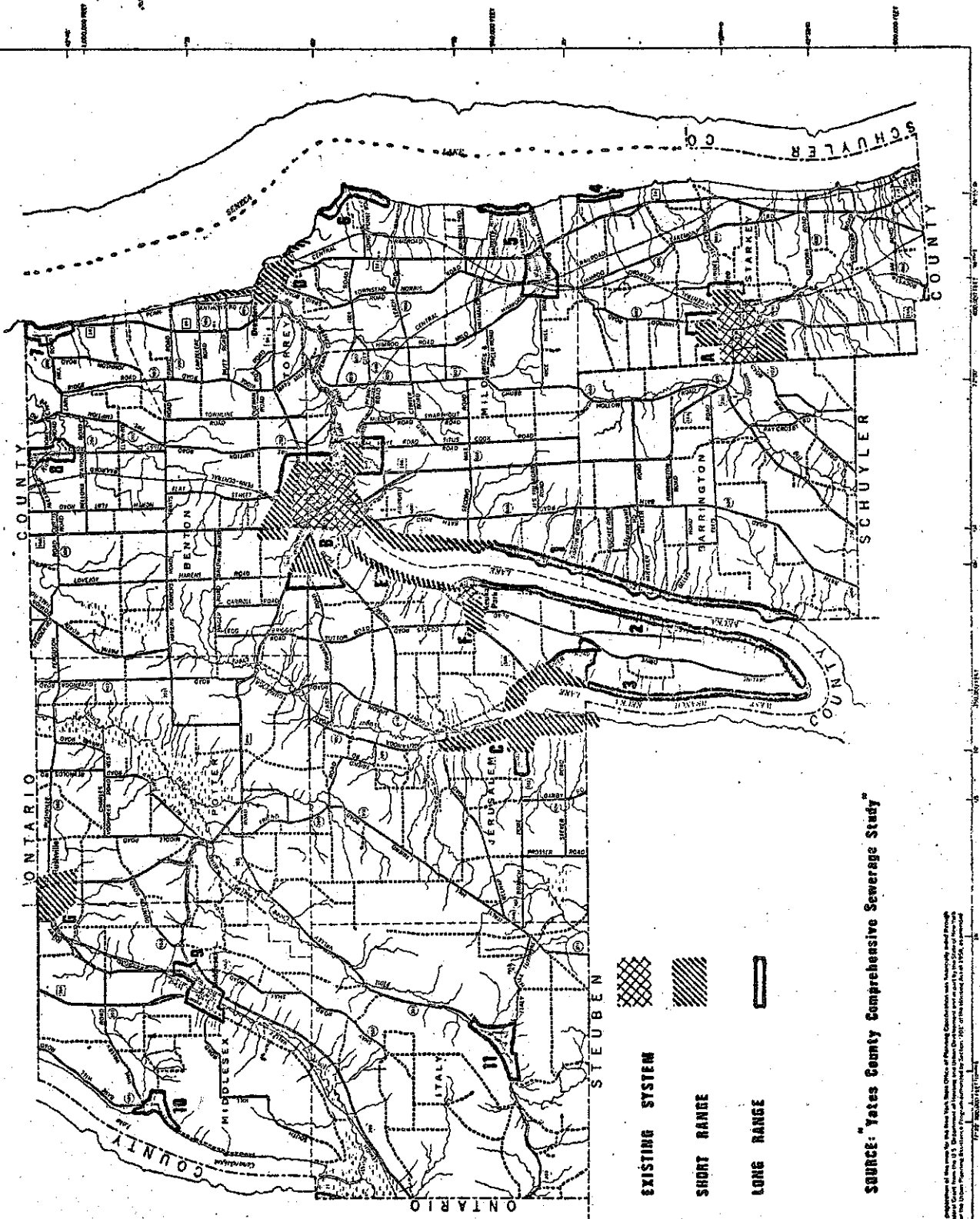
EXISTING SEWAGE TREATMENT SYSTEMS




	Current flow (m.g.d. 1967)	Capacity (m.g.d.)	STP Treatment	m.g.d. 1990	Receiving waters
Dundee	.25	.27	Tertiary	.33	Big Stream
Penn Yan	1.10	1.50	Secondary	2.0-2.2	Keuka Outlet

YATES COUNTY

FIGURE 9

LONG AND SHORT RANGE SEWERAGE SYSTEM NEEDS



-  EXISTING SYSTEM
-  SHORT RANGE
-  LONG RANGE

SOURCE: "Yates County Comprehensive Sewerage Study"

The publication of this map by the New York State Office of Planning, Construction and Research, dated 1958, is a result of the State's participation in the U.S. Department of Housing and Urban Development's Urban Sewerage Survey Program. The map is based on the State Plane Coordinate System, Zone 18, and is a reproduction of the original map prepared by the New York State Office of Planning, Construction and Research, dated 1958.

By 1977 Penn Yan should improve its facilities to tertiary treatment. The Penn Yan system could be expanded at this time to accommodate future developmental growth that may want to connect to the system. Infiltration problems should be searched out and corrected to produce a more efficient system. Dundee will also need to expand its plant in anticipation of future growth. Line repairs should be made before this is accomplished however. In both cases developmental plans should be scrutinized as to the industries or large businesses that will use these facilities. Service areas should only be expanded where land use plans permit.

As mentioned earlier clean water is one of Yates County's more valued natural resources. It is for this reason that we find development near our lakes and streams. However if the proper precautions are not taken we may pollute the very resource we have come to admire. This may cause health hazards and unnecessary costs in attempts to repair a degraded environment. By instituting constructive land use policies and health regulations we may avoid these situations on a broad basis. However when some villages, hamlets and more densely settled areas reach a certain growth stage (see population and building construction projection chart in Part II) it should signify to them that planning for sewage treatment facilities should begin. They may be confronted by small lot sizes, tight soils, restricting topography, etc. that will aggravate the situation. Following are a list of communities and areas that might fall into this category at some point in this plans future.

TABLE 6

AREAS OF POTENTIAL SEWER NEED

<u>Area</u>	<u>Town</u>
1. Branchport (and adjacent areas)	Jerusalem
2. Dresden/North Dresden	Torrey
3. Himrod	Milo
4. Keuka Park to Indian Pines	Jerusalem
5. Keuka Park West	Jerusalem
6. Middlesex	Middlesex
7. Rushville	Potter/Middlesex
8. East Lake Road	Milo

Areas adjacent to the villages of Penn Yan and Dundee that anticipate future growth will probably connect to the village systems if necessary. Any industrial or business expansion that will need considerable sewage treatment in an area without such should investigate package treatment for their own facilities.

To implement actions relating to plant expansion or new facilities we recommend that a community review: the Yates County Comprehensive Sewerage Study, its developmental projections and plans, the existing and projected environmental conditions, funding techniques, etc. The Yates County Planning Board will work toward these ends with local planning boards, municipalities, other agencies and individuals.

4. REFUSE DISPOSAL SYSTEM. A coordinated solid waste refuse disposal system is presently in operation for all of Yates County. The County Highway Department operates two landfills where both individuals and collectors bring refuse to be sanitarilly disposed.

The operation seems to be quite effective and we highly recommend its continuance. Following are several means to possibly improve its efficiency:

1. Transfer or holding stations be established at various locations away from the landfills so as to reduce hauling costs.
2. New landfill sites be fully engineered for useable space, groundwater, trench design, screening, adequate cover, holding areas, ultimate use, etc.
3. Local and County Planning Boards review placement of new landfills in regard to land use and developmental planning.
4. Outlets for recyclable materials be thoroughly researched and contacted and utilized to relieve the landfills of some refuse, provide any economic benefits possible, and reuse our natural resources.
5. Insure proper compaction.
6. Initiate a public information campaign (e.g. schools, etc.) to promote an understanding of the most environmentally and economically sound means of refuse disposal in Yates County.

SUMMARY. Public utilities are critical to our life style today. However in the last few years we have seen the natural resources (water, petroleum, etc.) that are a part of these productive systems become more restricted in quantity and purity. The result is increased costs of utility provision and a continued environmental

disturbance. This trend could increase over the next ten to twenty years providing that life styles, the economic standards and other parameters that determine our development patterns remain relatively stable. However we foresee some technical changes in utilities provision, economic alterations, etc. happening quite rapidly during this period. Regardless, it is up to local planning to insure maximum utility provision on the most environmentally and financially sound basis.



HUMAN RESOURCES. Human resources are generally defined as those facilities and programs that man has designed to enhance his quality of living. They may be operated by private concerns, government, non-profit groups, etc. The purpose of this Plan is to concentrate on those areas we anticipate will necessarily undergo change because of increased pressures in the future (e.g. influx of population, shifts in service distribution etc.). These changes are many times related to the manner in which we develop our physical environment. However, it should not be forgotten that the ultimate goal in human resources planning is to improve the social climate of the community at large.

1. INDUSTRY, COMMERCE AND ECONOMIC DEVELOPMENT. As exemplified in earlier sections of this Plan, Yates County is concerned with preservation of the unique and beautiful natural environment while also providing a successful economic climate. It is a fact of our society that one must have some monetary means before he derives the more technical luxuries of today's world (washers, television, automobile, etc.)

While the Yates County median family income is only \$9,068 it should be recognized that the unemployment rate had remained relatively stable, over recent years, at 5.7 percent. However approximately 20 percent of the County's employed population out-commutes to work at their jobs. It is thus apparent that more and better paying jobs could be substantiated in the County.

The County's main employers are manufacturing, agriculture, government and education. All have made modest increases in employment over the past ten years or so with the exception of agriculture.

It is foreseen that the County may aid its own economic opportunities by implementing a County Industrial Development Agency and assist localities in their economic development planning. Local and County planning boards should be directly involved with the financial and community leaders when instituting this program, for it is these boards who also keep watch over the character of other facets of community development (i.e., natural environment, housing, etc.). Local development districts, economic development grants/loans and chambers of commerce activities are other means to improve the manufacturing picture. Before extensive developmental planning only modest increases in employing capacity should be sought. That is, enough to assist local industries in prospering. Any large or sudden increase in employment could potentially cause social and environmental dislocations for a particular community. Such instances should be thoroughly planned for before they are allowed to happen. Towards these ends an overall economic development program and plan should be prepared for the County.

Agriculture could likewise be assisted through various grants, aids and private capital. Farmer's cooperatives, along certain specialty production lines (e.g. milk, vegetables, grapes, etc.), may enhance their operations through coordinated planning efforts on a local and regional level.

The major employers previously mentioned might benefit their positions by communicating with County and local governments in cooperative efforts on such programs as land use regulations, governmental assistance, analysis of developmental projections and plans, manpower planning, etc.

Small business, retail sales operations, accessory facilities (e.g.

restuarants, bank, etc.) and public utilities make up the bulk of remaining employment opportunities. These services are primarily found in more settled areas of the County - Penn Yan, Dundee and Rushville. It is understood that there is a need for expansion of new ones. Although the law of supply and demand usually prevails here, inducements for action are sometimes needed or welcomed. Government may cooperate in providing technical assistance on governmental funding sources, community renewal plans, etc. Chambers of commerce, local development agencies and other private financing institutions may be the real backbone for such activities. However local planning boards may have much to offer in terms of land use planning objectives and regulations, transportation circulation pattern, public utilities provision, projected use levels, community activity plans, etc. Map 10 designates those anticipated industrial and commercial growth areas in the County. These appear to be the sites most likely to increase in size or character because certain conditions are present (e.g. adequate transportaion, sufficient utilities, land use regulations, monetary incentives, markets, manpower, housing, etc.). For the most part these areas are consistent with local land use and development plans. They are free of extensive uncompartable land use, natural resource, transportation, and utility constraints. They enhance existing employment centers. Tourism is probably one of Yates County's larger economic concerns. Although it does not produce substantially more employment in the summer months it does encourage multiplying revenues for area businesses (because of the population nearly doubling). It is at a relatively high level now compared to available services, and for this reason we would propose only gradual increases in the number of seasonal tourists residing in the County.

With the economic picture appearing tight for the immediate future this is the proper time for government to take the initiative in planning. By

doing so we prepare for the most efficient use of our environment and monetary expenditures.

2. HISTORIC PRESERVATION. Possibly because of the County's innate beauty and unique agricultural climate, society developed some very interesting roots here. For instance Jerimah Wilkinson, the Guyanoga Indians and various literary personalities all had ties with local history. Architecture of some existing buildings is also characteristic of an era gone by - e.g. the Arcade, the Friend House, the Court House, etc. Several Indian mounds also exist in the County. There is however no formal identification and preservation of these sites. In light of continuing development and our desire to remember and preserve history we recommend that these sites be thoroughly investigated for their historical pertinence and, if valuable, preserved by some means (e.g. on National History Registry, conservation zoning, etc.). A publication could also be developed to detail and record the general or specific histories of Yates County. Historical societies and other interested groups could initiate the activities.

3. INTERGOVERNMENTAL COOPERATION. Intergovernmental cooperation is loosely defined, for the purpose of this Plan, as those administrative matters whereby governments or quasi-public units may cooperate to provide more effective services for the public. Such are usually implemented across municipal boundaries. This does not necessarily infer combination of existing agencies, departments, bureaus, etc. Following are possible areas of concern that will be discussed:

Highways

Emergency Services

Police

Fire

Ambulance

Manpower
Programs
Youth
Senior Citizens

Courts

Human Services Organization

Education

They are being discussed and planned for not because they are ineffective or inefficient but rather that they hold a unique "interboundary quality" and will undoubtedly undergo numerous changes in their scope or level of provided services over the next ten to twenty years. This will be brought about mainly by the increases and/or shifts in population for certain areas. Changing economics and social structures will also dictate certain alterations. We do not propose easy answers to these developing situations but rather suggest that by using this document (see population and building construction projections on Part III) also communicating with local legislative bodies, planning boards and other pertinent resources there will be more thorough understanding of what the future holds for these services.

A. Highways, on both the town and County level, consume a major portion of appropriated budgets. As discussed earlier, wise land use planning and construction programs will benefit the best long term use of roads. As indicated by a recent study conducted by a special County Legislative Committee, the economics of combining highway departments (town and County) would not be advantageous at this time. We do however concur with the recommendation that certain pieces of large or specialized equipment may be shared or appropriated on a manpower/equipment cost basis with the towns and villages. This will derive an efficient use from such equipment. The scheduling

and details of this program could be drawn up through the services of the County Highway Department, Planning Department and local highway departments. Local highway departments might also receive benefits from technical County assistance on such matters as new and used equipment, funding techniques, conservation measures, engineering expertise and land use planning areas. Such information might be dispersed through periodic memorandums or regular meetings.

B. Emergency Services - Police, Ambulance, Fire. Police consolidation studies; involving the County Sheriffs Department, Village police and local constables; have been initiated for Yates County. No firm conclusions on levels of protection, funding mechanisms, and structural arrangements have developed yet. It is our recommendation that this analysis should continue and the proposals for implementation (including operations, funding, manpower, etc.) be presented to pertinent local legislative boards. Regardless of whether or not this system is implemented this analysis will provide a basis for needed future protection levels for various areas. The proposed new County jail and associated public safety offices should provide a more comprehensive approach to dealing with public protection (fire, ambulance, police, probation, etc.). This will minimize costs and improve efficiencies in a number of ways, as well as satisfy State requirements. Alternative methods of funding this facility and needed equipment should be suggested at future dates. The County Planning Board may assist the Legislature in these endeavors.

Ambulance and fire companies perform efficient and much needed services to Yates County residents. As population levels increase in certain districts it should also be realized that the level of protection must increase. This, of course, will have direct bearing on the

cost of providing these services. Local fire or ambulance districts may work with the County and local planning boards to project their future service and economic stature. The County Planning Board will attempt to provide information on funding sources for equipment or buildings. Coordination of services might be further investigated between certain fire/ambulance districts.

Scattered development makes all of the emergency services cited herein more difficult to provide. That is by both monetary terms and the amount of time it takes to cover a more expansive area.

C. Manpower - Programs, Senior Citizens, Youth - There are presently several manpower training and employment opportunity programs operative in the County. Yates County has special needs in this area, as a high percentage of our total population is over the age of 65 and under 22.

Programs: Yates County receives federal manpower revenue sharing funds from the New York State Department of Labor under the "balance of state" auspices (Comprehensive Employment and Training Act). Some of the existing programs under this act include Neighborhood Youth Corps, On the Job Training, various public service jobs, etc. It is anticipated that funding of this type will continue and may increase. As many of these programs have been geared towards hiring minority groups, low income individuals, and other need slots we recommend that some of the future additional monies be allocated towards newly designed criteria - e.g. summer positions, private industrial and commercial firms, etc. Funding for senior citizens programs should likewise be increased. This type of hiring would be new to Yates County's manpower scene. It is also recommended that an office be instituted locally to coordinate State, Federal and private job opportunities

for Yates County residents. Such an office would be aware of the progressing local economic picture (in working with private industry chambers of commerce, planning boards, etc.). It could also investigate new funding means to compliment the local industrial and business economy. And most importantly it would serve as a counselor for those wishing employment in the County.

Youth and Senior Citizens. Because the bulk of the Yates County population falls within these two groups we believe that special social and manpower considerations are due here. Retired senior citizens are and should continue to be valuable members of local society. They have wisdom, skills and abilities beyond many of those yet working. Thus it is only right that a share of monies for constructive manpower programs (giving them the opportunity to teach, work, etc.) be apportioned here. Locally devised programs; through public service, educational institutions, churches, etc.; that reveal the senior citizens latent abilities are also recommended as quite constructive. Senior Citizens have assessed their priority needs in a recent County Planning Board Survey (housing-rent control and maintenance, public transportation, recreation, reduced prices, etc.). It is recommended that these needs be fully tabulated and the local Senior Citizen organizations work with recommended agencies and groups to remedy them.

Constructive youth programs are also seen as a need in Yates County. This might sometimes reduce the delinquency rate and provide a sound basis for a progressive life. Manpower funds should continue to Neighborhood Youth Corps programs and, if possible, be expanded to serve a broader range of the youth populus. Public service, education,

private industry and business may have supplementary training that will aid these efforts. Programs (where no money is needed to pay those involved) that thrive on idealistic and physical merits are sometimes attractive to youth. Examples of such might be a river channel clean-up, a walkathon, etc. It is recommended that a youth board or committee be instituted to inventory these needs and insure implementation of means to meet them. The County and localities are available for youth program funds from various sources, of which the primary is the New York State Division for Youth.

- D. Courts dealing primarily with family, juvenile settlements are of concern here. If during the course of adjudication a judge, justice or court feels that an individual(s) needs specialized counseling or attention (because of personal, family or societal problems) he should be able to make instant referrals to professional services (e.g. mental health). However sometimes an individual's problems are related to more obscure reasons and the initial referral source may not be able to remedy the situation completely (e.g. alcoholic parent). The case should not be terminated here but the referral quickly and gracefully transferred to an individual or professional aid that will work with the person in an effort to overcome or cope with his problem. Many personal problems are a result of numerous inward or outward emotional stresses. Because of this a number of professional services (e.g. mental health, minister, probation) may need to be consulted and coordinate their recommendations and solutions to bring the person's problems to a point where he may realistically deal with them. Many times sensitive individuals or organizations (e.g. senior citizens, Big Brothers, YMCA, etc.) may supplement the professional services by getting to know the person and relating on a more one to one level. All these

proposals and others should be designed to get to the root of the problem and cope with it in the most effective means possible. The goal is not just to prevent a future crime from happening but, more importantly, to allow the development of a prosperous life. We will work with the local judicial systems, professional services, individuals and local activities to provide the mechanics of a referral system and effective local counseling programs.

E. Human Services Organization. Organization of County-wide human services under one "umbrella" is the objective here. This does not mean that departments or agencies would structurally combine but rather that they would understand and compliment each other's scope of performance and activities. This in turn, would provide a more effective human services delivery to the public. It also might reduce unnecessary costs to local government or agencies providing duplicatory services. It is our recommendation that each County-wide agency providing some type of direct social service to the public be periodically inventoried as to: their duties and responsibilities, relevant legislation, fiscal resources and needs. When this is complete we may find social needs not being met, duplicatory services being provided, funding allocations untapped. This may then lead to formation of a general committee that will benefit County legislative action and local recipient use of these services.

F. EDUCATION. Certain educational services might be coordinated between schools and school districts so as to offer courses that might be otherwise omitted (e.g. outdoor conservation classrooms, etc.) Co-ordinated busing routes might also reduce costs to the district. Public schools should remain in touch with local planning boards so as to evaluate the stature of incoming population and the effect it

will have upon provision of educational services, physical space needs and continuing programs.

Keuka College is Yates County's only post graduate learning center. It should be supported in its efforts to provide a quality learning experience. We thus recommend that the County may work with the College in providing quality education courses, continued good enrollment, technical assistance on governmental financial aids and enhancement of community/college benefit activities.

4. MEDICAL SERVICES are a critical concern to Yates County residents.

Hospital facilities in Penn Yan and a clinic in Rushville represent the structures devoted to medical practice. This is not bad in itself but the limited number of medical personnel is of concern. With substantial increases in population expected over the next twenty to twenty-five years, and many of the present physicians soon to retire, it is very important that effective recruitment of medical personnel soon begin. A hospital staff committee has recognized this need and to remedy the situation they have: encouraged paramedics to practice here, designed plans for construction of a new medical arts building (sites for doctor's practice), etc. Doctors practices are also needed in Dundee. We wholeheartedly support these efforts through a continuing program of Comprehensive Health Planning and whatever grant researching that may be of assistance.

The Home Health Agency is dedicated to serving the public at home and as outpatients. Nurses provide clinics and certain types of medical attention to families and individuals. It is recognized that this agency provides an ongoing care for those that might otherwise be neglected. We recommend that because of the increasing numbers of elderly in Yates County, and more program involvements the staff size of this agency will have to

increase at some time in the immediate future.

Again, because of the high number of elderly chronic and ambulatory care expansions, home treatments will probably necessarily increase. These and other medical services needs should be thoroughly studied by the Comprehensive Health Planning Committee. Plans for funding and implementation may also be generated by this body.

5. CULTURAL ARTS PROGRAMS. Yates County has various groups and many individuals who are interested in furthering the cause of arts (e.g. sculpture, music, painting, crafts, etc.) Fine arts classes at Keuka College, local art shows, the Yates County Performing Arts Series, MUSART, the Glenora Music Festival are all examples of this active community interest. There is a mix of professionals, teachers, learners and audiences in the County whose interests support these events. It is activities such as these which compliment life and we propose that they continue and prosper. There are various funding sources to aid such activities, the primary one being the New York State Council on the Arts. Before receiving grants and aids an inventory and plan should be performed for the County. An existing arts group or formation of a new one could be utilized to serve as an agent in channeling funds, representing broad County art interests and perform administrative matters relating to programs. We highly recommend this activity as beneficial for Yates County and its residents.

6. HOUSING is an element of existing and projected concern to many individuals. Yates County residents occupy a high percentage of the year round homes and of those dwellings approximately 25 percent are categorized as sub-standard (seasonal and migrant homes are not included in this analysis). By 1995 we are projecting that over 2000 more units will be necessary.

Population is projected to increase in certain low income levels and among the elderly. For this reason the County has specific housing needs that

must be met. The County Housing Plan, should be referred to for details on recommendations to remedy these situations.

For example it proposes:

- an increase in the number on available rental units
- new units be located near public services
- new units to have adequate transportation access
- that communities enact land use and building code legislation to protect property values and the natural environment (e.g. water, sewer, etc.)
- an increase in subsidized housing units
- rent controls be established
- construction of elderly housing (e.g. town houses, etc.)

In addition the plan details the necessity to improve existing housing stock (e.g. maintenance programs, housing counseling, etc.). Government funding is also briefly explained.

It is our contention that to meet future housing needs government (through local planning boards) and private concerns (e.g. developers, realtors, bankers, etc.) coordinate their actions through a County-wide authority or Board. This body may develop the most expeditious and effecient means to improve the housing opportunities for County residents. Projected housing areas are detailed on map 10 and should be coordinated with local needs as cited in the Population and Building Construction charts in Part III.

7. TAXATION AND FISCAL RESOURCES. There are several means whereby County government raises revenues in order to provide public services. They

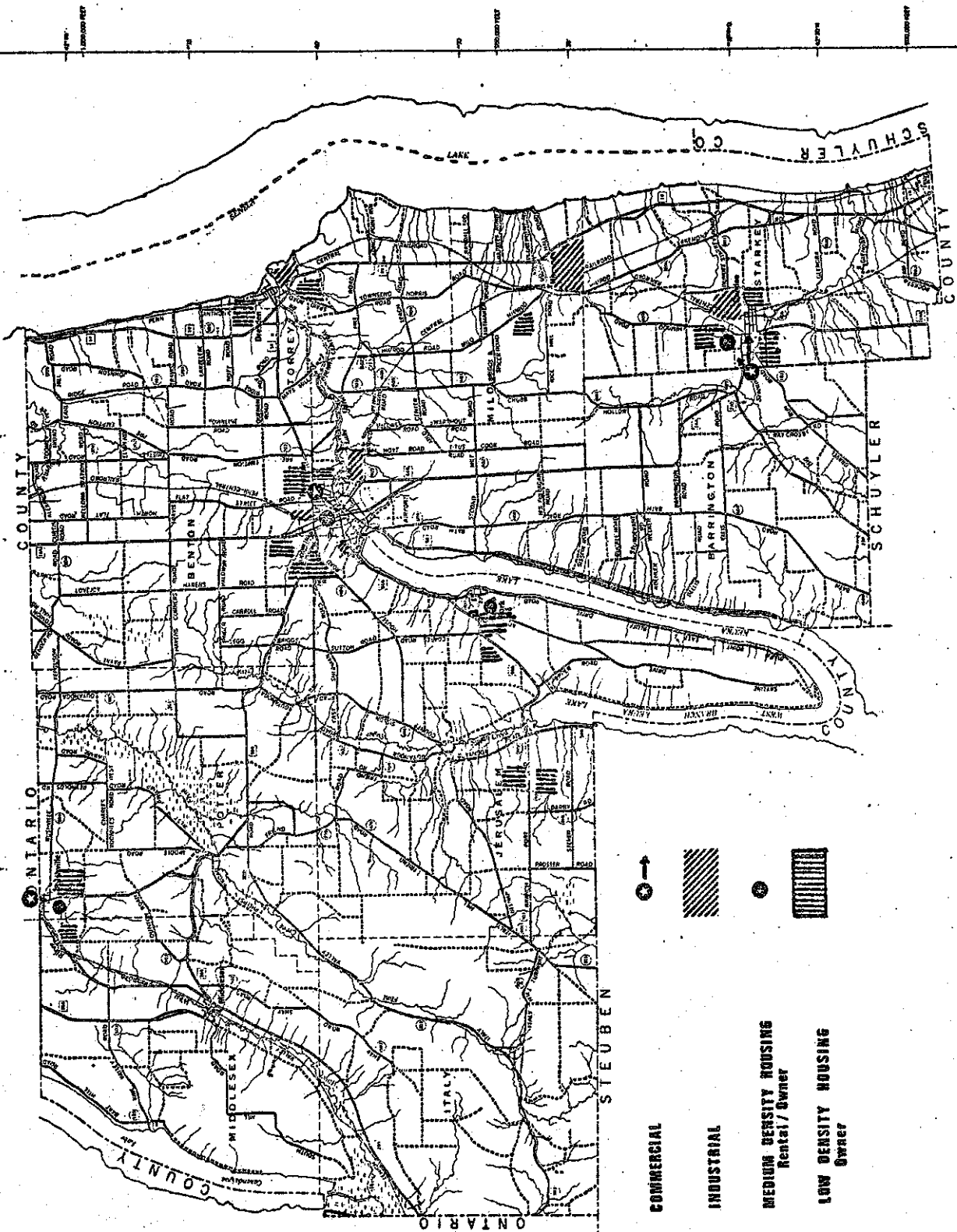
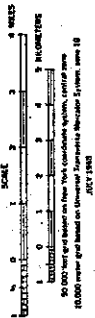
are:

- real property tax
- sales tax
- State Aid
- federal aid

YATES COUNTY

FIGURE 10

HOUSING AND COMMERCIAL/INDUSTRIAL PLAN PROPOSALS



- COMMERCIAL
- INDUSTRIAL
- MEDIUM DENSITY HOUSING
Rental/Owner
- LOW DENSITY HOUSING
Owner

The information on this map was derived from the 1964 Census of Population and Housing, Census of the United States, Series C-1, prepared by the U.S. Census Bureau. The information on this map was derived from the 1964 Census of Population and Housing, Census of the United States, Series C-1, prepared by the U.S. Census Bureau. The information on this map was derived from the 1964 Census of Population and Housing, Census of the United States, Series C-1, prepared by the U.S. Census Bureau.

other revenues (e.g. licenses, fines, etc.)

It is recognized that the real property tax is playing a less important role in helping to finance the total County budget. However this is an area where local disparities in assessing practices exist. For this reason we recommend continuation of the County's tax mapping and monumentation program. This will lead toward more accuracy and equitable taxation policies. It is generally agreed however that some type of County-wide assessment would further reduce competition among jurisdictions for revenues and equalize assessments to a greater degree. Sales tax accounts for most incoming revenues and because of this it would benefit the entire County to encourage planned local business and developmental prospects. State and federal aid have remained proportionally the same in regards to recent budget years. However assistance on capital and other projects has the potential for increasing here. Because public services are becoming more costly to operate, and in order to increase long range fiscal efficiency, we recommend that an ongoing program of expenditure projections be designed for and reviewed by the County Legislature. Such projections should be in line with continuing costs of public services as realized through this Comprehensive Plan and other knowledge if such projections are not realized and planned for we may be spending money this year and in future years that is neither to the short or long term advantage of the County. Conversely we may not spend money this year that may cause us to spend more or reduce services in the future. Many times, both cases need not arise and if capital projects are systematically scheduled and planned for many such fiscal inefficiencies may be avoided. Adoption of a capital improvement program under the auspices of Section 99g of the General Municipal Law, would implement this process for a six year period. Advantages and details of

this program are explained in "Yates County Fiscal Resources".

8. COMMUNITY FACILITIES are those services and facilities that compliment and benefit the lives of the residents. Some have been previously mentioned in this Human Resources Section (e.g. emergency services) so it is the purpose of this paragraph to comment on those that have not - e.g. libraries, historical societies, service organizations, civic centers, churches, cultural facilities, etc. We believe that such are necessary and conducive to the social harmony of individuals and the community at large. Local supportive activity is encouraged. As population increases or shifts in various localities there will undoubtedly be pressure to institute new or revive and expand old community facilities. We highly recommend that these focal points for cultural activity be located in the "neighborhood" where most users reside. This will reduce travel time, energy expended, etc. However in doing so adequate land use planning precautions should be taken. We do not foresee any substantial increase in the number of new community facilities but most certainly in the expansion and revitalization of the old, that is, in the centers of Penn Yan, Dundee, Rushville/Middlesex.

SUMMARY. Human resources are those economic, social, cultural and residential (etc.) facilities that man has instituted to better his life and daily living environment. It is to the entire community's advantage if they prosper. This man-made environment in which we are active many times seems more important than the general physical environment in which we live. However it is our belief that they are interrelated in numerous ways (only a few of which are explained in the foregoing text) and thus, to deal effectively with either, we must deal with the impact of both. Our ultimate concern is to improve man's total life and it is this interrelationship which produces his social character, life style and quality of existence.

LAND USE PLAN. The land use plan is basically a culmination of the foregoing sections of Transportation, Natural Resources, Public Utilities and Human Resources. This Plan is generally based upon the background materials and knowledge of the existing community. It then projects likelihoods for the future twenty to twenty-five year development situations and the means whereby fiscal and environmental (social and physical) efficiencies may be realized. This is all brought together in one general design or land use drawing (see Map 11).

A land use map cannot "speak" and it is for this reason that policies were identified and projected in the previous Sections. Although it appears to be just a plan for the physical environment this is not the case. Human and social resources have been considered and their impact on the physical and natural environment projected. For example placement of housing or commercial developments have been thoughtfully correlated with highway maintenance/construction programs, public utilities provision, use of energy to reach home and business, etc. It is this type of factual information, in coordination with local desires, that have resulted in these land use projections.

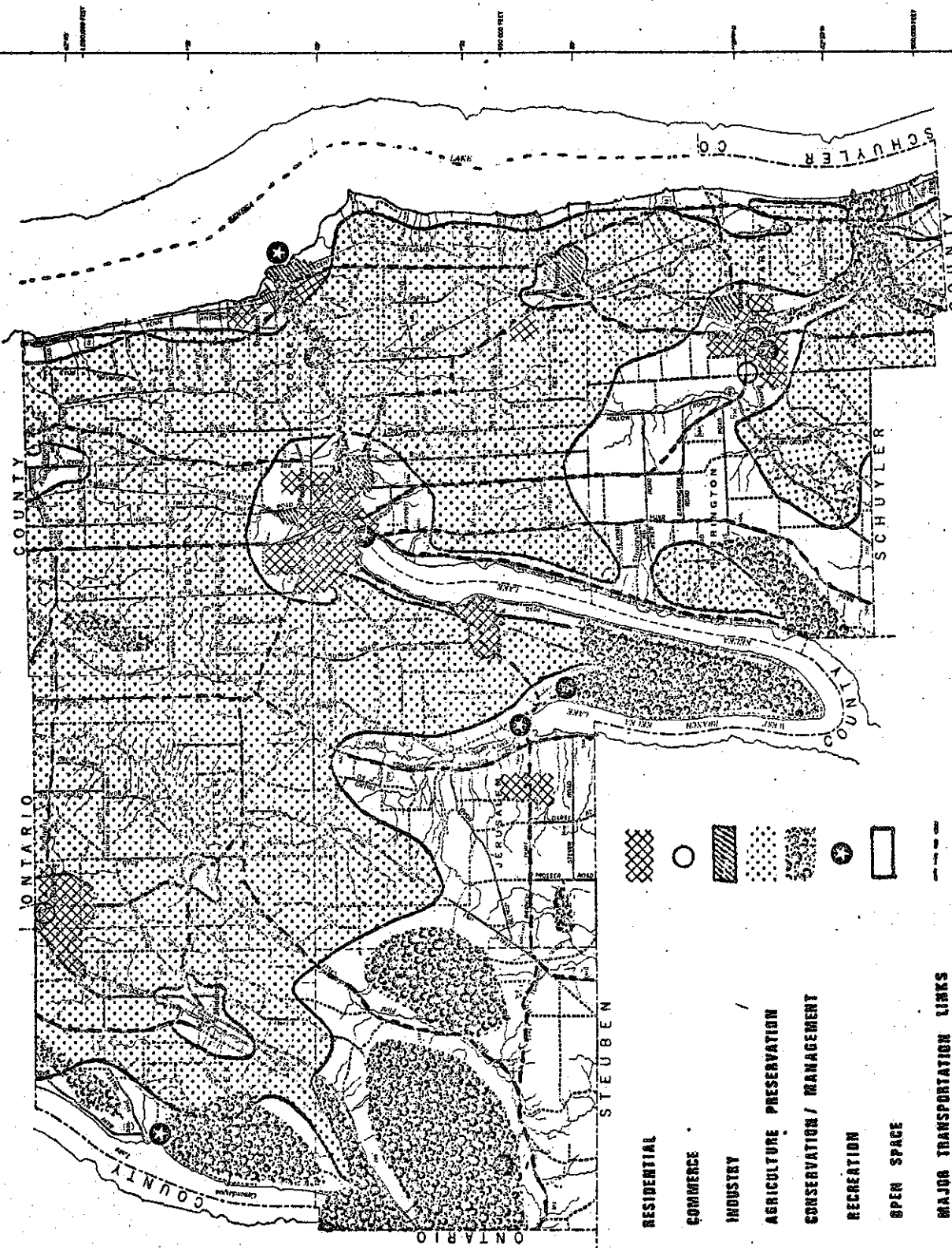
It is not the purpose of this Plan to mandate where development should or should not be placed. However it does identify pitfalls and attractive development situations that the local community might wish to prepare for. It provides an overview of County-wide developmental situations now and for the future. It is anticipated that this analysis will not only aid County government in making its developmental decisions but provide an intermunicipal coordination that local governments and residents may relate to.









Sound land use planning increases fiscal, environmental and social inefficiencies. It not only benefits and protects the community but also the individual. For instance it alerts him to: potential water or sewerage constraints, priority transportation routes, available human services, unique natural areas, etc. With

YATES COUNTY

FIGURE 11

PRELIMINARY LAND USE PLAN



-  RESIDENTIAL
-  COMMERCE
-  INDUSTRY
-  AGRICULTURE PRESERVATION
-  CONSERVATION / MANAGEMENT
-  RECREATION
-  OPEN SPACE
-  MAJOR TRANSPORTATION LINKS

This plan was prepared for the State of New York by the State University of New York at Albany, School of Planning and Urban Development and is part of the State of New York's Comprehensive Land Use Planning Program. It is not intended to be used for any other purpose without the written consent of the State University of New York at Albany, School of Planning and Urban Development.

individuals and the entire community realizing sanctions such as these we may anticipate future conditions and thereby improve the general living environment and reduce the cost of providing services. These are things that are not commonly recognized unless we draw the comparison between well planned and poorly planned communities.

Local government may provide such land use advantages to the public by initiating:

- 1) benefit districts (e.g. sewerage, water, light)
 - 2) health regulations
 - 3) housing information groups
 - 4) state and federal funding measures
 - 5) informative reports (e.g. soils, water tables, etc.)
 - 6) land use regulations
 - easements
 - agricultural districts
 - zoning
 - subdivision
 - official map
 - 7) urban facilities improvement projects
 - 8) historic and open space preservation
 - 9) utilities regulation
- etc.

Separately and in coordination with each other these measures should be implemented so as to anticipate developing situations. However we must first realize that our community's character is constantly changing in numerous ways. With this awareness prevalent the community may identify their specific means (e.g. health regulations) to anticipate future development and thereby benefit the local residents. County and local governments have varying responsibilities in performing these functions. The County Planning Board is available to disseminate technical advice on them.

1. CIVIC DESIGN is intended to maintain the aesthetic and functional awareness that is characteristic of the natural and developmental

environment of Yates County. This section brings some of the visually important details to our attention and should rightfully be considered a vital part of land use planning.

Yates County does have an extremely attractive living environment. It is complimented with pure natural resources (e.g. lakes, streams, field, forest, etc.) and, generally speaking, architectually pleasing development. To retain this quality and guide future developmental consideration of such we propose that local residents be given the right to determine a pleasing aesthetic appearance for their community.

A. Landscaping and vegetative cover is probably one of the more important aspects of visual attractiveness. When properly dealt with it may not only improve the appearance of individual and community properties but increase; real values, privacy and functioning ecological systems. To accomplish these ends, and in keeping with the character of existing natural resources/development, we propose that:

1. trees, shrubs and grass be retained, when possible, on property to be developed.
2. properties without shrubs, trees and grass give consideration to planting of some type to fit into the specific character of the development (e.g. commercial or residential lots, highway berms and medians, etc.)
3. lakeside development and development on hillsides overlooking the lakes retain as much vegetative cover as possible (especially trees).
4. consideration be given to establishment of malls, medians or isolated plantings of vegetative cover in commercial, business and industrial zones.

5. contours of the natural landscape be adhered to as closely as possible when developing a particular site. Flood plains be restricted from future development and left in vegetation when possible.
6. parks and neighborhood playgrounds in urban areas include a variety of vegetative types intermingled with recreational facilities. Such areas be located within easy access of the public.
7. buffer zones or transition areas of sufficient space and to consist of vegetative plantings (trees, shrubs, etc.) adequate to reduce visual pollution, noise etc. Such areas might be found between residential and commercial uses, highway and residential areas, etc.
8. ecologically unique areas, wildlife sites, reforestation parcels, etc. be left in single tracts and at a distance from developed areas.

B. Signs are often synonymous with visual pollution. However we realize they are an effective means for identification, direction, advertising, etc. It is also our understanding that they may produce traffic hazards reduce aesthetic appeal, etc. It is thus our contention that signs are necessary, and to safeguard the interests of sign placement and the general public, regulations should be designed regarding:

1. density of signs - so as not to be so close to obstruct distant vision and cause confusion.
2. size of signs - so as not to be too large thereby causing obscured and conflicting settings.

3. type of sign - so as not to disrupt the character of area in which it is placed or produce traffic hazards (e.g. flashing signs, neon signs, etc.).
4. placement of signs - so as not to conflict with the natural or developmental setting. Reduce traffic hazards.

A sign that is artistically designed and is not garish in appearance usually has more appeal and is more readily noticed.

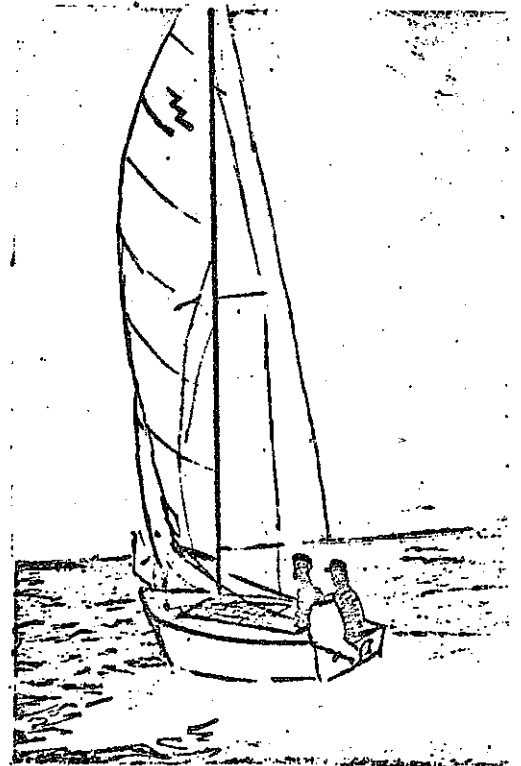
C. Architectural design of buildings and structures is important in developing interest and compatibility with the community's character. This allows us to reside and enjoy a pleasing type of development. In keeping with the Yates County environment of abundant water resources the following architectural standards might be considered for:

1. commercial/business areas - well-kept and attractive store fronts. Development of a community "motif" or design principle whereby local businesses might all cooperate. Attractive walkways in commercial areas.
2. industrial - located near business population centers. Adequate setback from roads and sufficient parking space for future expansions.
3. residential - insure adequate setback from other lots, highways, drainageways, etc. Located near to open space areas. Encourage different styles and densities of housing.
4. roadside rests and parks - should preserve scenic areas of the County. They should be open to the public and contain some special interest factor (picnic grounds, historic site, civic center, etc.).

Each community or area might wish to adopt a motif which would be

consistant in building designs between commercial business or even residential areas (e.g. "waterfront", "European grape country", etc.).

Low structures not over several stories, should predominate.



The possibilities for increased activity in civic design are numerous and excite one's creative imagination. To accomplish them, community pride and understanding of functional advantages must be accepted by the general public. Architects, developers, businessmen and homeowners may cooperatively or individually strive toward their stated goals.

2. SUMMARY - THE FUNCTIONING SYSTEM. The entire County and its daily functions (e.g. travel to work, etc.) are the "system" that we are concerned with. We want to integrate future social and physical development with the existing natural resources, development and social structure as efficiently as possible. At the same time we want to insure that this future development will not be confronted with land use and human conflicts. If we successfully anticipate these situations by planning we will create a more efficiently operative (fiscally and environmentally) system that makes our community and daily lives more attractive.

Previous sections of this Plan have identified several growth modes in the County. Employment centers in business and industry should be encouraged to concentrate near Penn Yan, Dundee, Himrod, Dresden and Rushville/Middlesex. This will allow advantages to both the employer (e.g. available public utilities, good transportation access, etc.) and employee (e.g. may locate near job). Residential growth areas should be primarily located near Penn Yan, Dundee and Rushville/Middlesex as these areas will be able to support basic facilities/services (e.g. public water and sewerage, commercial sectors, etc.) desired and needed by the public. There is sufficient space within these villages and hamlets to allow for some increased industrial, commercial and residential uses at quality standards. Other residential areas such as Keuka Park,

Dresden, Italy, Branchport, Himrod, Bellona, etc. should consider limiting their growth capacity. If this is not done certain basic facilities might be overextended in these locations. Scattered and linear location of homes distant from all of these centers will probably cause higher costs to the individual and the community (e.g. utilities and transportation provision).

Complimenting these more intense development patterns we have considered open space and prime agricultural areas. Agricultural lands have been termed productive by analyzing soil capabilities, climate, topography, management, etc. We find such lands (exclusive of villages, development around settled areas and shoreline) embodying much land in the Towns of Starkey, Milo, Torrey, Benton, Jerusalem, Potter and Middlesex. It is recognized that many of these areas are also good for development. But as agricultural areas are becoming more important to our long-range welfare we recommend that they be separate from subdivisions which piecemeal and price them out of existence. Thus a more concentrated residential development, near centers mentioned above, is again supported. It is realized that productive farming will continue and be started outside the proposed agricultural zones (see land use map) and it is to a municipality's advantage to culture and protect this activity. There are many parcels within the agricultural area and larger tracts outside it that might be termed open space. These areas are many times very good for outdoor recreation, wildlife cover, etc. They are generally located in the Towns of Barrington, Jerusalem, Italy and Middlesex. We propose that they be retained and protected for these purposes. In this fashion they will compliment the lives of their residents and those settled in the prime residential areas near Penn Yan, Dundee and Rushville/Middlesex.

Recreational activities are the leisure time enjoyment of man. For this reason we place high importance on all segments of our society in having access to their use. In forecasting the need for more concentrated growth near the primary centers of Penn Yan, Dundee and Rushville/Middlesex we also must make more provisions for recreational development. When possible, they should be located throughout various neighborhoods and accessible to the entire public. They should be of adequate size and capability to handle expected users. Some recreational uses that are now desirable and will be needed more in the future are indoor athletic facilities (e.g. tennis, swimming, basketball, etc.), hiking trails, historic sites, cultural activities, swimming, boat launch sites, bicycle paths, etc.

All of the land uses mentioned above and their related human resource activities are interconnected by some form of transportation link. Highways are the dominant element affecting most of our daily lives in Yates County; with railroad, walkways, etc. assuming less important stature. We recommend that priority to maintenance and upgrading of the roads noted on the land use and transportation maps will facilitate ease of travel between the projected residential, commercial, industrial and recreational areas. It should be realized however that access to these primary routes should be limited so as to reduce congestion, traffic hazards, etc. Transportation within residential areas should consider eliminating through streets, allowing for pedestrian flow etc. in order to provide safety for the residents. Also transportation facilities serving commercial and industrial sites should be constantly reevaluated when the business is contemplating expansion, relocation, etc.

All of these land use elements and their associated functions (e.g. public utilities, etc.) can work together in an efficient manner. It is for this purpose that we recommend this land use plan.

IMPLEMENTATION AND CONCLUSION. This Comprehensive Development Plan is being devised to give coordination, integration and efficiency to the future development patterns in Yates County. Our projections extend to a twenty - twenty-five year period. However it is understood that with each successive projection year from today, we increase our potential for error in developmental judgements. It is for this reason that a comprehensive plan must be periodically evaluated in light of existing trends.

It is necessary that we develop such a plan if our community is to affect future development. And development will benefit both the individual, corporate groups and the entire community if all their decisions consider and are responsive to the comprehensive plan. The Plan was formulated upon factual information that will allow a coordinated County growth. It is thus apparent that all segments of our society (e.g. industry, developers, government, etc.) should use the Plan to increase the long-term efficiency of their programs and projects and the community at large.

If we do not project our future stature and develop objectives and goals, haphazard scattered and inefficient development is sure to arise. This will gradually draw the strength (fiscal, natural environment, social, etc.) from our private business, industry, human resources and government. Thus our implementative decisions affecting the immediate future (up to five years hence) are of primary concern here; for it is these that dictate the character of our entire community in twenty years.

Realizing that today's developmental implementation affects tomorrow's community,

we may use certain tools to assist us in accomplishing our desired goals. A public understanding of the objectives that these tools accomplish is first necessary. When this is reaffirmed by the citizenry they will also be able to then orient their developmental decisions toward these stated ends. However government, as it represents the welfare of the general public, has the overwhelming opportunity to assist and guide development by enacting certain legislative tools and producing certain helpful advisory reports and programs. Some of these means are briefly discussed in the following reports on land use regulations, public investment and municipal finance. A more detailed assessment of them is available in other sections of this Plan and from the Yates County Planning Board.

1. LAND USE REGULATIONS are probably one of the most commonly recognized means of implementing various provisions of the comprehensive plan.

Most authority over land use development is vested in local government (i.e. towns and villages). For instance zoning may be enacted to deal with the effective coordination of different land use types; subdivision for the placement of transportation, utilities and drainage corridors; official maps for the reservation of open space; etc. Such regulations must be adopted in conformance with stated developmental objectives in a local master plan. To be effective the County Comprehensive Plan must be accepted policy and used in land use regulations by local government. The County Planning Board will use the final Comprehensive Plan to guide its local planning assistance programs.

The County Comprehensive Plan does not anticipate all local planning issues. Rather it may only provide a general overview for local planning. For this reason local input and problem analyzation is most important.

Certain County, State and Regional agencies have authority over land

use development. For example the County Planning Board reviews zoning changes, and land use development variances within 500 feet of municipal boundaries, State and County roads, parks and lands with public buildings thereon. The County Planning Board may also, if given the authority by the legislative body, review subdivision plats. Other County Planning functions are available for implementation. State agencies having control over land use development include the New York State Department of Health (regulating sewage disposal and water treatment, etc.); New York State Department of Environmental Conservation (regulating development along waterways and wetlands, landfills, etc.); and the New York State Department of Transportation (regulating signs, points of access, new construction areas, etc.). A regional agency having authority over land use development might be the Watershed Inspectors. All of these agencies may be positively affected to encourage proper land development.

Land use regulations in New York State are gradually becoming more elastic to meet today's developmental conditions and planning necessities. For example planned unit development districts have been established to allow an integration of land use types for the betterment of the whole community. Cluster zoning, utilities restriction zones, transfer of development rights and transportation easements are all means to improve the character of local land development. Environmental impact statement procedures have been enacted by certain municipalities to anticipate the ramifications a development will produce, if constructed upon the natural and cultural environment of the area.

All of these tools should be thoroughly studied, before their implementation, to determine their ultimate effect upon the desired character of the community.

2. PUBLIC INVESTMENT. Government at all levels and especially the County have the authority to invest in various public facilities - e.g. highways, utilities, schools, parks, human services, etc. These have a great effect upon land development and our lives and should be considered an important tool.

Upon adoption of this Plan the County Legislature could indicate to only invest in those facilities that are in conformance with this Plan. This, in turn, could lead into a capital improvement program that would recognize the importance of looking at the County budget over a period of years, thereby reducing mounting costs.

A second tool which the County government may utilize to its advantage is the "A-95 review process". Under the auspices of this program any projects using federal funds are referred to the Genesee/Finger Lakes Regional Planning Board for evaluation and recommendation. The Regional Board then refers them to the Yates County Planning Board for advisory comments. These comments do not dictate strict approval or denial of the project but simply relate to the federal funding agencies any possible local planning conflicts or ways in which the project might be improved.

County government also has the land or land rights that will benefit the general public. For instance easements may be bought that would preclude development in a specific area. Also a parcel of land might be purchased outright for parkland, swimming areas, conservation education classroom, etc.

The means of public investment are varied and should be thoroughly analyzed in light of conformance to long range County development policies as put forth in the Comprehensive Plan. Local government investment

could review the County Plan/investment policies and voluntarily cooperate with their own investments.

3. MUNICIPAL FINANCE is another effective tool that County government can use in determining a more coordinated and efficient comprehensive development.

Many of the taxation policies used by local government, school districts, etc. could be more equitably distributed among the citizenry. The County's monumentation and tax mapping program will advance this effort. However to ultimately reduce competition in attracting commercial, industrial and residential development we recommend that a County-wide tax assessment program be implemented. This will disperse the economic wealth and reduce the need for "fiscal competition".

There are many ways to further the objectives of the Comprehensive Plan through equitable taxation policies. They should be thoroughly investigated before their implementation, as they have important effects on many people.

Yates County government, by virtue of its fiscal resources, size and provided services, has the best opportunity for implementing many of the publicly beneficial programs noted in this Comprehensive Development Plan. To do this however the Plan needs public support. As such activity will affect the lives of all County residents it is hoped that the public will constructively comment on the way in which to improve the Plan content. By doing this the County Legislature may understand your wishes. Also the Plan may then be freely used by local government, individuals, etc. when making their development decisions.

The implementation process will be ongoing and many times difficult. It will take many organizations, individuals and activities to co-

operatively arrive at a stated Plan objective. The discussions in this Plan will not be inclusive of all activities necessary to attain the established goals. However they provide a written policy whereby the County Legislature, the public and other County agencies may assess their own stature and responsibilities on comprehensive development.

ALTERNATE COMPREHENSIVE DEVELOPMENT PLANS. - the methodology

Several alternate comprehensive development plan concepts were considered by both the Yates County Planning Department and the Yates County Planning Board before the Comprehensive Development Plan was conceived. We recognize that there will need to be further revisions and alterations of this preliminary development plan by the public, the County Legislature and various groups before it is adopted as County policy. We welcome such constructive comments.

It is believed that a good base and cross-section of public response was solicited to arrive at County goals, needs and policies. Town, Village and County Legislators; Planning Boards; citizen groups; individuals; state agencies; etc. were all inventoried to determine what they considered to be long-range development objectives. These results were then analyzed in light of their local and County impact. Sanctions of the communities' cultural and physical environment (e.g. capacity of human services, public utilities availability, etc.) were applied to these recommendations and numerous County-wide concerns were formulated. Examples might be the need for: natural environment preservation of steep slopes around the Finger Lakes; more intergovernmental cooperation; agricultural preservation, etc. These concerns were then analyzed and recommended for implementation along policy lines agreed upon by planning bodies. It is recognized that some of these recommendations might be slightly different or varied from local planning action. However it is the contention of the County Planning Board that they will benefit overall County concerns by transcending local political boundaries.

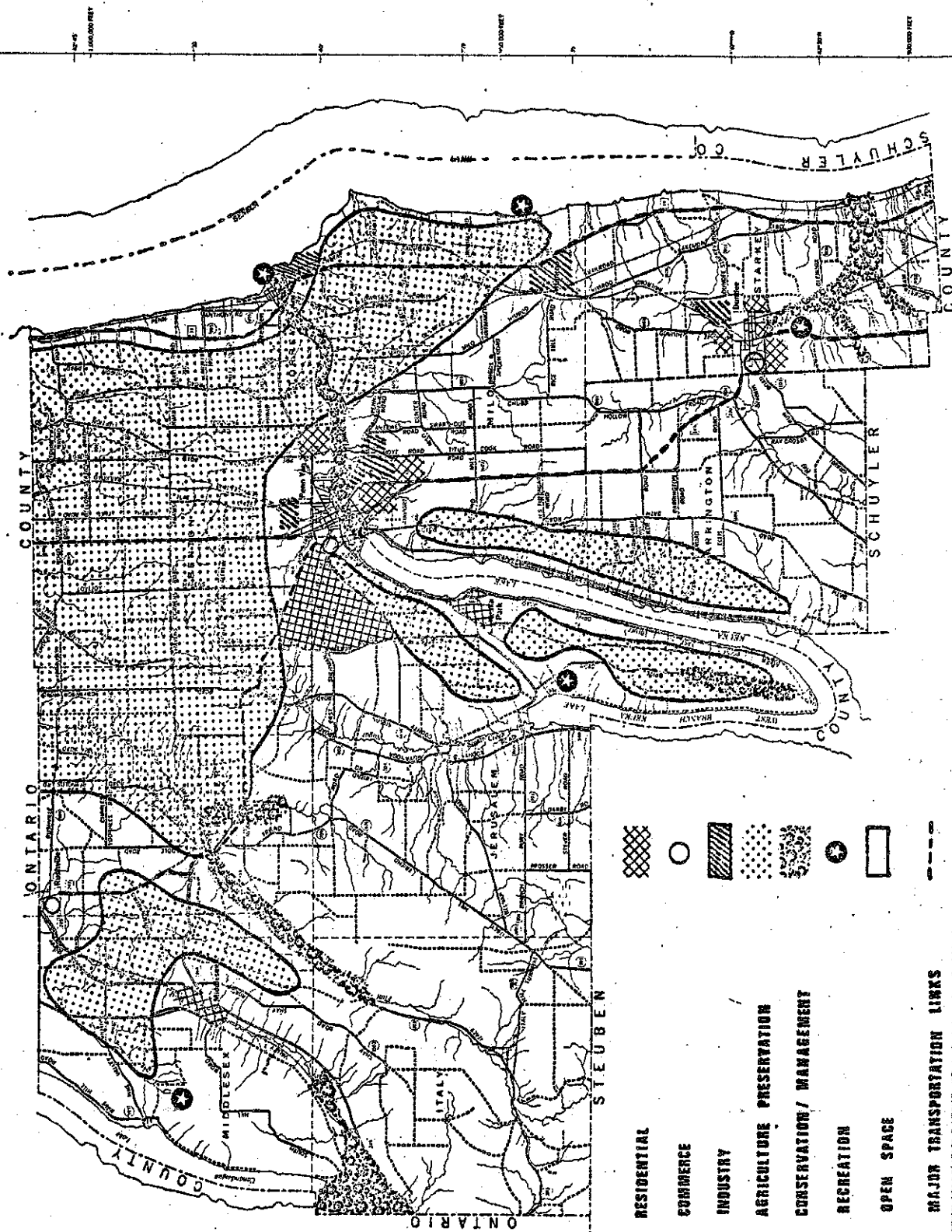
The following maps represent the physical development alternatives that were reviewed. The human/cultural resource recommendations are consolidated in the text of the appropriate section(s) in the Preliminary Comprehensive Development Plan.



YATES COUNTY

FIGURE 12

LAND USE PLAN ALTERNATE NO. 1

SCALE
 0 1 2 3 4 5
 METERS
 0 1 2 3 4 5
 KILOMETERS
 This plan is based on the 1:50,000 scale topographic map of Yates County, New York, published by the U.S. Geological Survey, 1958. The U.S. Department of the Interior, Bureau of Land Management, is the author of the map.



-  RESIDENTIAL
-  COMMERCE
-  INDUSTRY
-  AGRICULTURE PRESERVATION
-  CONSERVATION/ MANAGEMENT
-  RECREATION
-  OPEN SPACE
-  MAJOR TRANSPORTATION LINKS

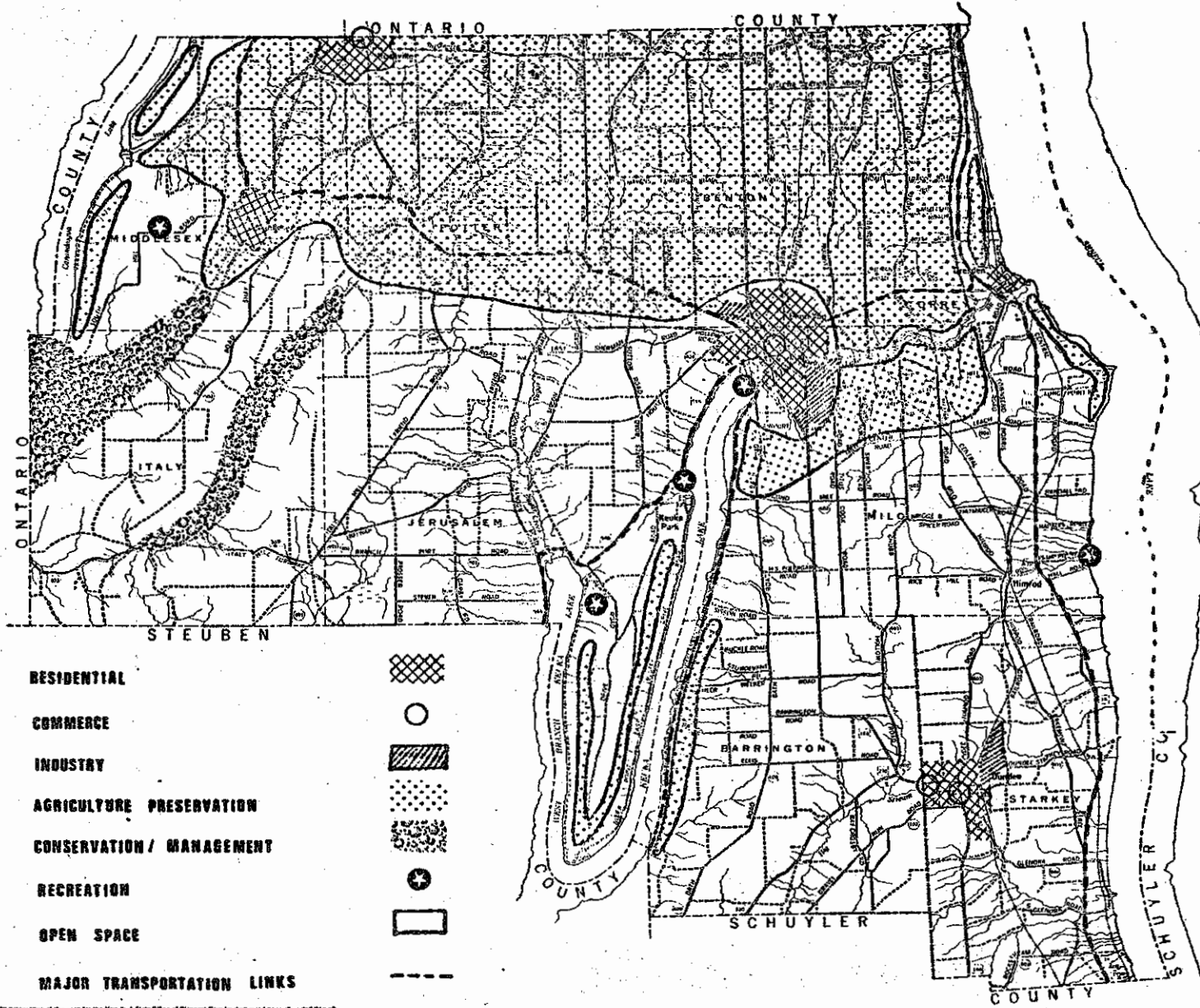
The Department of the Interior, Bureau of Land Management, is the author of the map. This map is based on the 1:50,000 scale topographic map of Yates County, New York, published by the U.S. Geological Survey, 1958. The U.S. Department of the Interior, Bureau of Land Management, is the author of the map.

YATES COUNTY

FIGURE 13

LAND USE PLAN ALTERNATE NO. 2

SCALE
 0 1 2 3 4 5 MILES
 0 1 2 3 4 5 KILOMETERS
 50,000 feet grid based on New York coordinate system, central zone
 10,000 meter grid based on Universal Transverse Mercator System, zone 18
 JULY 1968



- RESIDENTIAL
- COMMERCE
- INDUSTRY
- AGRICULTURE PRESERVATION
- CONSERVATION / MANAGEMENT
- RECREATION
- OPEN SPACE
- MAJOR TRANSPORTATION LINKS

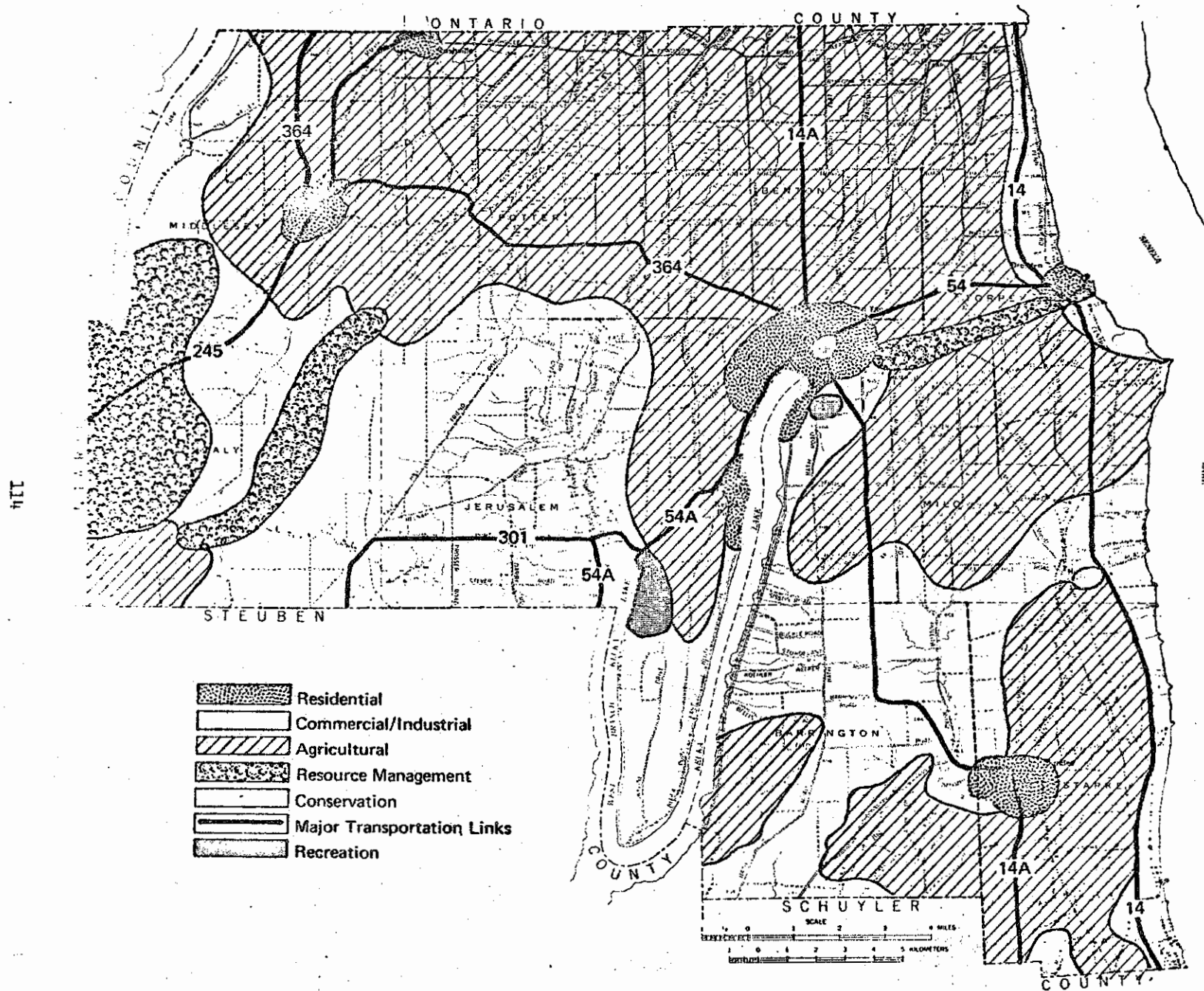


This preparation of this map for the New York State Office of Planning Coordination was financially aided through a Federal Grant from the U.S. Department of Housing and Urban Development and in part by the State of New York under the Urban Planning Assistance Program authorized by Section 1711 of the Planning Act of 1954, as amended.

113

FIGURE 14

LAND USE PLAN ALTERNATE NO. 3



PLAN REVIEW PROCEDURE

The Comprehensive Development Plan is intended to embody the Board of Legislators' recommendations of physical as well as cultural development proposals for Yates County. The Legislators are the representatives of the public and as such were elected to implement various developmental actions. In doing this they will many times have a profound effect upon the stature of the future community and the actions necessary at that time (e.g. highway maintenance, etc.).

The Plan, once it is finalized and adopted by the Legislature, will serve as a guide for legislative decisions along physical and cultural developmental lines. The County requested that it be prepared for this reason.

It is recognized however that some of the recommendations included in the Plan do not fall under the County Legislature's direct jurisdiction. They have been included because: (1) it was felt that they were important enough that a general policy statement regarding their status was in the best interest (2) those agencies, organizations, local governments and individuals having direct jurisdiction many times wish to know County policy on a certain issue; thereby affecting their own developmental decisions.

Affecting a broad range of developmental decisions as it will, it is presumed that one would understand the necessity to keep the Plan current. That is, to represent current legislative policy and new developmental projections. For instance as new legislators are elected policy on certain issues may change. Also, after the Plan has been in effect for a while, the goals and objectives previously stated may have been attained or changed as a result of new economic conditions, recent population increases or decreases, etc. For reasons such as these, and to insure that the Plan will be used and not "shelved", we propose the following review

and amendment procedure be incorporated into the resolution that adopts the Plan. We believe this will keep Plan issues and projections current and make it a viable part of the yearly capital budgeting process.

Annual Review

Once a year legislators should reexamine the Plan and consider possible amendments. This will not only keep Plan issues and projections current but will keep the policies fresh in legislator's minds and the legislative thinking.

1. Review of the Yates County Comprehensive Development Plan will be held each year at the September legislative meeting; prior to budget hearings and, as such, will also reexamine the need for specific capital improvements over the coming years.
2. The review will be a work session for the County Board and other County agencies.
3. Amendments, policy changes and new projections may be made at this time.
4. The County Planning Board should be available to make the formal presentation and offer certain amendments for legislative consideration.

Five Year Reconstruction

Five years from the day the Plan was adopted there should be a general overhaul of the entire document; including new surveys, updated forecasts and the results of major alternatives. It is

recognized that some of the proposals and policy issues will remain current, however annual review alone cannot change the general attitude of the Plan, and such change may be necessary. Gradual changes are many times almost imperceptible and must be compared to several years back.

1. Such a review should be prepared by the Planning staff on behalf of the Board of Legislators.
2. The same general procedures that went into constructing the original Plan should be initiated. e.g.:
 - A. identification of County goals, objectives and policies
 - B. gathering of current information
 - C. public informational meetings and debate
 - D. document construction
 - E. presentation and adoption by Legislature
3. A new Plan document should be published and the old one retired.

Amendment at any time

Annual review and five year reconstruction are not the only times when the Plan may be ammended. While using the Plan to make developmental decisions legislators may find sections to be unwieldy or even undesirable. Or very possibly some new community happening may alter the relevancy of Plan elements. If these things occur, the Plan should be ammended immediately to keep it current with the legislative body's thinking and new conditions in the County.

1. The Planning office or Board of Legislator's office may accumulate ammendment recommendations from the Legislators, planning board, general citizenry, etc.
2. The ammendments should be described and proposed for debate and action at upcoming Board of Legislator's and Planning Board meetings.

INTRODUCTION

Previous discussions in the county's planning work program have outlined the various elements of the comprehensive plan and their preparation. It has also been pointed out in another study that there are a number of tools which are available to the community to help implement its plans. Agreement has been reached that the purpose and value of plans are in their use as guides to help shape the community.

As the planning process has proceeded, the information gained has helped to provide a better understanding of the nature of the community. The interdependence between the physical, economic, and human/social aspects of the community are being increasingly recognized and discussed. These discussions point up the fact that plans must become accepted and used as an integral part of the decision making process. That is, planning is an activity to be carried on continuously as a series of related actions and decisions based on factual information; organized around and in furtherance of established community objectives.

EXISTING SITUATION

The Yates County Planning Board has been created by the county legislature under the provisions of Article 12.B of New York General Municipal Law. Provisions of the state enabling legislation are generally permissive, giving the county legislature the authority to undertake planning on an optional basis. Once the county planning board is created it remains primarily an advisory body. It has the authority to undertake planning programs and make recommendations to the Legislature. There is little incentive in the current legislation for plans once prepared to be adopted or followed.

It is becoming better recognized that society is dynamic. Change is continually occurring and the county and its municipalities tend to become more complex. The planning enabling legislation under which the county operates, has generally been in existence for some time and does not always recognize the changes ongoing in the community. There is little built into the fabric of the law to point up the need for a continuous process as a prerequisite for effective planning.

The Yates County governmental structure includes the County itself, the governments of the nine Towns and four Villages, 4 school districts and 25 special purpose districts. There is some delineation and separation of functions by government. Some functions such as the police power of the various land use controls is primarily a responsibility of local government. Other functions are shared by local and county governments and/or the county has review powers over local government actions. Table 7 indicates special districts.

It has been noted elsewhere that a variety of implementation tools exist -- each tailored to give direction to a community's programs. Thus, it is necessary for a community to make use of a variety of tools to best execute an effective community development program. Under the current legislative framework however, most of the implementive tools are adopted at community option. Table 8 following indicates the status of planning and land use controls in the county. It will be seen that there has been relatively little action on the part of Yates County's communities to make use of the tools available to them. These land use controls are primarily a function of Town and Village government, but the county does have some role to play. Under the provision of sections 239m and 239n of New York's General Municipal Law, the

Table 7
Special Districts
Yates County, New York

<u>Type</u>	<u>Community</u>
Water	Rushville Keuka Park Middlesex
Sewer	Dundee Keuka Park Penn Yan
Watershed	Keuka Lake Canandaigua Lake Seneca Lake
Ambulance Service	Benton Dundee Middlesex Penn Yan (includes balance of county)
Fire District	Bellona Benton Branchport Dresden Dundee Himrod Keuka Park Middlesex Penn Yan Potter Rushville
Lighting District	Dundee

Table 3

Status of Planning and Land Use Controls

Yates County, New York

	Planning Board	Plan prepared	Zoning ord.	Sub-division Regs.	Official Map	Bldg. Const. code	Housing code
Yates County	yes	Prep.	n/a	n/a	no	n/a	n/a
<u>Towns</u>							
Barrington	yes	✓ no	no	no	no	no	no
Benton	yes	✓ no	1970	no	no	no	no
Italy	yes	no	Prep.	no	no	no	no
Jerusalem	yes	1973	1974	no	no	no	no
Middlesex	no	✓ Prep.	1974	no	no	no	no
Milo	yes	1971	1974	no	no	no	no
Potter	no	no	no	no	no	no	no
Starkey	yes	1968	1970	1969	no	1969	no
Torrey	yes	✓ no	no	no	no	no	no
<u>Villages</u>							
Dresden	no	✓ no	no	no	no	no	no
Dundee	yes	1970	1970	1969	no	1971	no
Penn Yan	yes	yes	1962	yes	no	1965	yes
Rushville	yes	yes	1968	yes	yes	no	no

Notes:

n/a -- not applicable
 Prep. -- under preparation

county planning board must be given an opportunity to review and comment on certain zoning and subdivision proposals as specified in the law. The county planning board also has a special responsibility within the areawide review process established by Circular A-95 of the U.S. Office of Management and Budget. Circular A-95 implements legislation requiring review of applications for federal assistance. Applications for many categorical grant programs and the newer community development block grant programs must be submitted for comment to a state and a regional clearinghouse. The Genesee/Finger Lakes Regional Planning Board is the areawide clearinghouse for the area including Yates County. Any application which it receives affecting Yates County is referred to the county planning board as the entity in the best position to evaluate a project for consistency with county and local plans, or conflict or duplication with other projects or programs in the area.

IMPROVING PLANNING COORDINATION

The governmental structure within Yates County has been examined above and in other portions of the planning program. This structure has changed very little over time. Towns and Villages historically came into being to serve the needs of people at a time when mobility was very limited. Communities of small size had to exist relatively independently when people were limited to travel within the capabilities of foot or animal power. The many changes in technology over the past century have resulted in rapid changes in numbers and types of occupations and amount of mobility. There is now a greatly increased flow of people, goods, money, events, and problems across the boundaries of political jurisdictions. Governmental structure has remained

relatively unchanged while the society has undergone great evolution. These changes are bringing recognition that there is an increased need for coordination to provide for better development of the larger Yates County Community.

Improving Coordination Within the Existing Framework. -- It has been pointed out that existing legislation places the county planning agency largely within advisory and coordination roles. There are specific provisions providing for county review of certain actions by municipalities. Within these advisory roles there are many actions which the county may take to improve coordination.

Preparation of the comprehensive plan has resulted in collection and analysis of considerable information. Considerable study and discussion has been generated within the planning board, a necessary prerequisite to gaining an understanding of the community and arriving at recommendations for proposed courses of action. Citizen participation has been solicited through planning workshops and coverage by the press. Actions accomplished during the preparation process must now be re-oriented and utilized to improve coordination. Following are specific actions or programs which may be considered:

1. Education and information programs for planning boards, legislators, and citizens should continue. A periodic reassessment of accomplishments is needed. Understanding should be developed that the purpose of plan preparation -- including all of the information collection -- is to help develop recommendations which may be implemented.

2. Planning should be conceived of as a process -- utilized regularly for rational decision making. This implies a continuing

activity because change will always be occurring, and updating of information is necessary to assure that decisions are always made from a current basis.

3. A continuing program of citizen participation needs to be developed to assure coordination of all viewpoints. Some possibilities are:

- a. Expand opportunities to serve on committee and study groups. Consider expanding the committee structure of the county planning board on a functional basis. Invite persons from outside the planning board to serve on committees where there is a particular area of interest or expertise. The people who have been organized on the Yates County Community Agencies Steering Committee are an excellent example of interest in the human-social services area.
- b. Elicit interest and comment on planning proposals and issues through wider dissemination of information and alternatives via the newspapers, radio, and special printed distributions. Utilize the techniques discussed at the communications seminar held in 1973.
- c. Make presentations directly to local governing and planning bodies.

4. Information -- current and factual -- is always being needed by public and private agencies and developers to be used as background for decision making. The county's planning department is the logical repository and source for much of this information. To be effective, such information must be available and in a form usable by the recipient. Presentation of plan proposals and trend information correlated together is most useful to help a developer reach decisions consistent with the community's development plan. The best use of the information will be obtained if it is always readily available, current, and reasonably displayed. The county planning department is also in a

position to coordinate consistent development with neighboring counties and the larger region by discussions with those counties and the Genesee/Finger Lakes Regional Planning Board. Information from the files of the G/FL Urban Regional Information System can be requested, to assist in complex decisions.

5. Other departments of county government, local governments, and several public and private agencies have differing but interdependent roles to play in community development. Effort should be made to identify and include all of those entities in planning decisions as much as possible.

6. The planning board is given the opportunity to review and comment on all projects affecting Yates County submitted under the provisions of U.S. OMB Circular A-95. County review procedures should assure that maximum opportunity is provided for input of all local opinion to assure balanced presentation of the county interest.

7. Publicizing of plans, goals, and recommendations needs continuing attention. There needs to be a systematic ongoing program to make plans widely known and kept before the public. Ongoing activities must be related to plans. Availability of the planning agency for information and services must be advertised, and information must be made available as requested. Be specific in helping the public understand that implementation of plan proposals is designed to help attain individual goals.

8. A large number of governmental decisions affecting people are made at the local level. It follows that decisions should be better if based on better information. It has been indicated previously that there is wide variation in the amount of guidance in use by local government. A lack of effective guidance there will weaken

programs at the county and regional level because effective action depends on coordination. It is recommended, therefore, that a systematic program be adopted that will undertake educational and assistance programs to strengthen local programs consistent with county programs. In the rural portions of the region especially, there is a need for education to help people understand changes occurring and help to condition themselves to change. Community leaders need to become more future oriented and understand that their community is part of a larger whole. There may need to be new relationships with governmental structures and more extensive use of professional assistance.

Actions to Strengthen Coordination. -- Planning legislation in New York, as noted, places planning largely in an optional role. Much of the authority to implement plans remains at the local level where ability to react and cope with present day problems is the least. It has also been noted that basic concepts relating to the undertaking of planning programs need to be revised if planning is to become more effective.

1. Current planning enabling legislation in New York State has existed for many years. Many of the existing provisions thus reflect the concepts of governmental structures, relationships and problems of an earlier time when there was less community interdependence. Most land use decision making powers are vested in local units of government -- the level least able to cope adequately with problems spilling over community boundaries. Recognition of these problems of change caused the state legislature to create a Joint Legislative Committee on Metropolitan and Regional Areas Study. It was concluded

by the committee that some new approaches were needed and between 1968-71 a series of recommendations were formulated, information meetings held, and legislative proposals prepared. The recommendations were designed to modify existing law and create a coordinated system of powers and responsibilities among all levels of government in the state. The intended structure would put decision making at the most appropriate level for each type of action, provide for an upward shift of authority where a small unit of government was unable or unwilling to act; and provide for a coordinated system of review by county, region, and/or state where extra-community interest existed.

2. Other of the committee recommendations were specifically designed to introduce planning into governmental decision making as a continuous process.

3. Studies accomplished by the Regional Planning Board have identified land use controls as a factor hampering provision of adequate housing. The Board noted that there is a fragmented and uncoordinated set of controls existing among the region's local governments. Some communities have not seen fit to adopt controls, as noted above in Table 7, and among adopted controls there is great variability. The result can vary from increased costs at the least to outright exclusion of certain types of development, such as low income housing.

4. An analysis of the financial cost of supplying identified community needs, and a long range capital budgeting program as a part of the community plan is the missing element in current planning practice. One of the Joint Legislative Committee's recommendations

would require that every community prepare a six-year capital improvements program as a part of its budgeting process. Each year the six-year program would be updated, projected forward a year, and the first year of the program adopted as the capital budget. This process would force consideration of the financial impact of decisions. At the same time, adoption of the concept of review of local decisions would allow better opportunity for comment and determination of consistency with plans.

5. A corollary to budgeting is the manner of raising money. The property tax is presently the prime source of local revenue and is deeply embedded in the American local governmental framework. Some new developments are beginning to appear, however. Sales taxes and local income taxes are being more widely accepted, and Federal income taxes are being returned to communities in the form of revenue sharing and block grants. These shared revenues can be used to replace and thus take some pressure from the property tax. There are two negative impacts resulting from reliance upon the property tax as the primary revenue source. First, since the property tax falls primarily upon the householder it tends to restrict quality of housing. Second, since local officials are acutely conscious of the amount of money which must be raised through the property tax to finance government and education, there is a tendency to make decisions based only on fiscal impact -- how much revenue or cost will a project produce regardless of conflict with plan objectives.

CHECKLIST OUTLINE FOR IMPROVING PLANNING COORDINATION

The previous sections have outlined the existing situation and suggested a number of actions which may be taken to improve coordination within the county. Some of these may be accomplished within existing authorities and some may have to await modernization of state enabling legislation. It is recommended that each of these possible actions be considered in detail and that the county in its planning action program consciously utilize these precepts to improve implementation and coordination of its plans.

It would be desirable to support those proposals in the state legislature which would improve the planning enabling legislation. In the interim it is entirely possible to adopt some of the ideas and procedures which are proposed in the legislative revisions. Procedures such as extended period capital budgeting are suggested under current law.

The comprehensive planning program which is underway for the county has produced a significant amount of background and inventory information and recommendations for action. This material is available as a basis for decision making and should be regularly consulted, referred to and adopted as goals or policies where appropriate.

Coordination of planning, decision making, and development requires continuing contact between communities, agencies, and people -- locally, county-wide, and in the larger regional and state community. It is necessary for localities to become aware of larger area plans, and for the county to keep apprized of local problems, plans, and proposals. Effective action usually requires coordination and support from several decision makers. Following is an outline

which may be used and further developed as needed to help evaluate the existing status of planning and serve as a basis for taking actions to improve implementation and coordination.

Checklist Outline

Evaluation of local planning activity:

- How many communities have planning boards?
- Do planning boards meet regularly?
- Do local communities have ongoing planning programs?
- Are planning and other meetings advertised and open to the public?
- Is professional advice available and used where needed?

Evaluation of community plans:

- Do plans contain an inventory of the existing situation?
- Do plans contain projections of trends and need, and recommendations for development?
- Has the community enunciated its goals, and adopted policies and programs in support of its goals?

Evaluation of citizen participation:

- Has there been citizen input during plan preparation and goals identification?
- What are public attitudes toward community planning and development and government in general?
- Are citizen participation mechanisms effective?
- What is the framework of decision making in the community?

Evaluation of community development controls:

- To what extent have communities adopted the controls available to help them implement their plans and programs?

- What is the quality of controls which have been adopted?
- Do the provisions of adopted controls correlate with the plan proposals which they are supposed to help implement?
- Are adopted controls being administered effectively?

Evaluation of the legislative enabling framework for planning:

- Would the ability of communities to effectuate plans be enhanced by changes in state enabling legislation?
- What changes are recommended?
- Do communities understand powers available under existing legislation?

Evaluation of fiscal and budget aspects:

- What sources of revenue are available to help communities meet their needs?
- Do tax revenue jurisdictions generally agree with benefit areas?
- To what extent is an extended-period capital budgeting system used by communities?
- Is the capital budget prepared in agreement with and furtherance of proposals of community plans?
- Is annual review and updating of the budget program accomplished, with the first year of the program adopted as a part of the community's budget for the forthcoming year?

SOURCES FOR FURTHER STUDY

The ideas expressed in this report have resulted from study of a number of sources. The concepts expressed have been developed over the past several years by nationally recognized authorities, by federal and state agencies, and by studies of the regional planning board. Anyone wishing to study specific aspects of community development coordination in more detail is invited to peruse the references cited following in Table 9.

Table 9

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of
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YATES COUNTY FISCAL RESOURCES

Goals and Policies

Yates County has traditionally been a rural agricultural community with a slow rate of growth. In recent years the county has experienced a movement away from agriculture as the major force in the economy. Small to moderate size industries have been established and manufacturing has become the major influence in the economy. As a result of this history, Yates County has not experienced urbanizing pressures and the demand for public services has not been significant.

Despite the low level of demand for public services the cost of providing services and the scope of services demanded are increasing. Further, public services and facilities required to meet emerging needs frequently necessitate a large expenditure and may be countywide in nature. Hence, it is incumbent on Yates County to develop fiscal resource goals and policies which result in the provision of public services and government administration in the most economic and efficient manner possible. While fiscal resources are many times thought of as independent of land use decisions, good planning requires that the two be considered together as parts of one entity. Linked in this fashion they are complementary. Further, a land use decision which uses land most efficiently usually expends fiscal resources in an equally efficient manner and vice-versa. While this correlation exists, it must also be remembered that all fiscal resources decisions are not based on land use. Other factors affecting fiscal resources include the distribution of services among governmental levels, the magnitude of demand for human services and the financial condition of the county generally.

Yates County presently stands at a crossroads - either fiscal resource analysis, planning and implementation can be significantly refined or decision making can take place in a generally makeshift, haphazard environment. It is hoped that this report will assist in choosing the former path.

Goal: To provide basic public services to residents and industries at the least possible cost while maintaining a high level of service.

- Policies:
- 1) To encourage growth around existing population centers thereby reducing the cost of constructing and operating public services.
 - 2) Objectively study the operation of government units to identify duplication of services and eliminate such duplication through interjurisdictional contracts or consolidations. Further, to determine the level of government most capable of providing services efficiently and economically.
 - 3) To assign to the county the responsibility for overseeing the expansion of major public services so that these may be undertaken in line with overall county goals, policies and plans.

Goal: To adopt section 99g of the General Municipal Law declaring the County's intent to develop a capital programming system.

- Policies:
- 1) To educate the population to the need for planning capital projects in a coordinated manner.
 - 2) To develop a six year capital program which must be adhered to by the County Board of Supervisors.

Goal: To develop a countywide taxing and assessment program which reduces the competition among jurisdictions for tax revenue.

- Policies:
- 1) Examine the potential for countywide assessment and recommend changes which if implemented would be equitable for all.
 - 2) Study alternative taxing programs which permit the most efficient land use decisions without jeopardizing the tax base of any one jurisdiction.
 - 3) Continually examine existing revenue sources and potential new revenue sources to assure equitable and economic payment of government costs.

Yates County Revenues

Sources of revenue to finance Yates County Government include the real property tax, sales tax, state and Federal aid and miscellaneous revenues. Unlike most government units Yates County government has relied more heavily on the sales tax than the property tax to finance services. In fact, in 1970 and 1971, the county did not levy a real property tax for county purposes. However, other real property tax items - collection of delinquent taxes, sale of tax acquired property and school taxes returned to the county for collection - were a minor source of revenue. Miscellaneous revenues include interest and penalties on taxes, permits, licenses, fines, forfeits, etc.

Since 1960 the revenues required to finance Yates County Government have increased steadily. Table I compares total revenue required for selected years since 1960 and identifies the amount accruing from each source.

Table 10: Yates County Revenue by Source

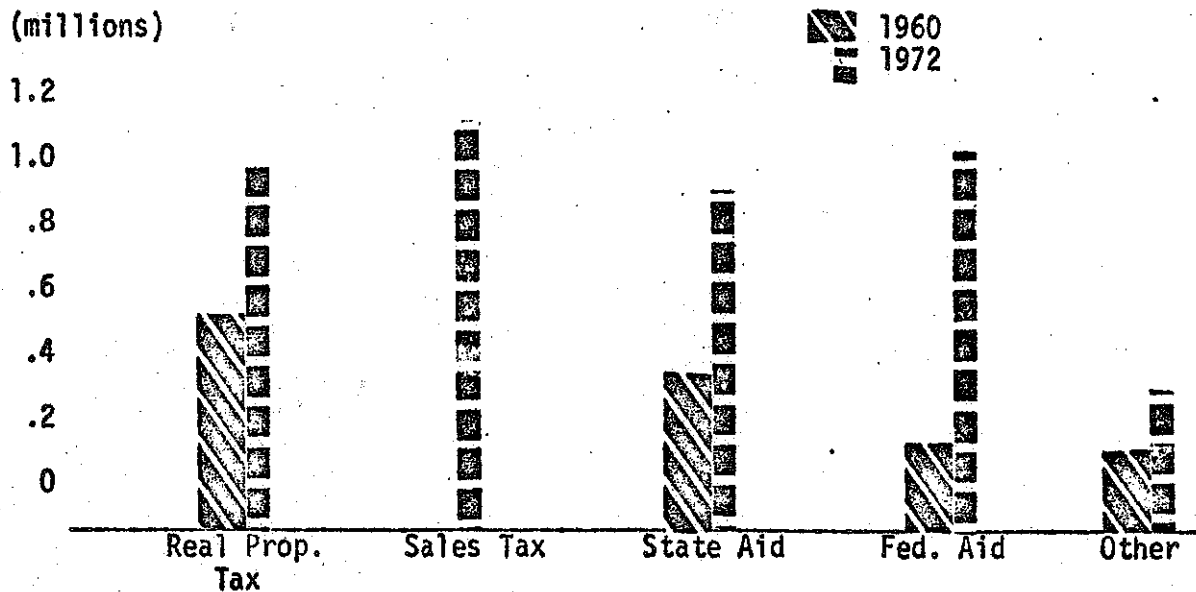
	1960	1965	1970	1971	1972
Real Property Tax*	451,769	531,238	162,853	196,699	967,623
Sales Tax	--	--	1,096,118	1,051,510	1,138,336
State Aid	381,645	487,675	866,162	941,717	912,603
Federal Aid	158,095	180,752	513,582	823,350	978,602
Other Revenues	159,571	211,761	308,181	305,114	308,653
Total	1,151,083	1,411,426	2,946,895	3,324,450	4,305,817

Source: New York State Comptroller's Report

* Includes other property tax items

As is apparent from Table 10, the revenue required to finance Yates County Government has quadrupled since 1960. Additionally, the amount contributed by various sources has shifted significantly as seen in Figure 15.

Figure 15 - Revenue Contribution Comparison



Source: Derived from Table 10

The Real Property Tax.--Despite the fact that no real property tax was levied in 1970 and 1971 to finance county government, it remains a significant, though declining source of revenue. In 1960 the real property tax accounted for nearly 40% of total revenues. By 1972 this source accounted for only about 22% of total revenue. While state and particularly Federal aid has increased significantly, the major factor in the property tax reduction was advent of the sales tax.

Although the property tax has declined as a source of revenue, the tax rate per thousand assessed value has increased only slightly. The fairly constant rate, except for 1970 and 1971 can be attributed to a gradual increase in the tax base. Table 11 compares the total assessed value, tax rate, revenue generated and constitutional tax limit for selected years since 1960.

Table 11: Taxation Revenue Comparison

	Total Assessed Value	Tax Rate/1,000 Av	Revenue	Constitutional Tax Limit
1960	33,168,419	13.59	451,769	1,128,788
1965	38,589,009	13.76	531,238	1,517,336
1970	47,824,355	-0-	-0-	1,793,462
1971	49,663,762	-0-	-0-	1,827,761
1972	51,935,707	14.92	775,695	1,898,211

Source: New York State Comptroller's Report

The Constitutional tax limit is an important consideration since the county is prohibited from levying a tax in excess of this amount. The Constitutional tax limit for operating purposes is basically 1.5% of the five year full value of property taxable for county purposes. As seen from Table 11 Yates County is now employing about 40% of the limit, about the same percentage as

in 1960. Therefore, it is concluded that Yates County does not need to be concerned about reaching this limit.

Sales Tax.--The sales tax has become the most significant local revenue source for the county accounting for 27% of total revenues in 1972 and since 1970, replacing the property tax as the major revenue source. Yates County levied a 3% sales tax, the maximum permitted under State Law.

State and Federal Aid.--State and Federal aid are essential for the operation of Yates County government. Taken together State and Federal Aid account for nearly 45% of total revenue. While the amount of aid has increased, its proportion to total revenues has remained relatively constant.

Aid is generally tied to specific programs funded in past by the Federal and State governments. Many of these programs are mandated. Further, the amount of aid received is variable depending on legislative appropriation changes at the higher government levels. In addition, increased revenue generally is attributable to program expansion requiring a corresponding increase in expenditures for personnel, equipment and services.

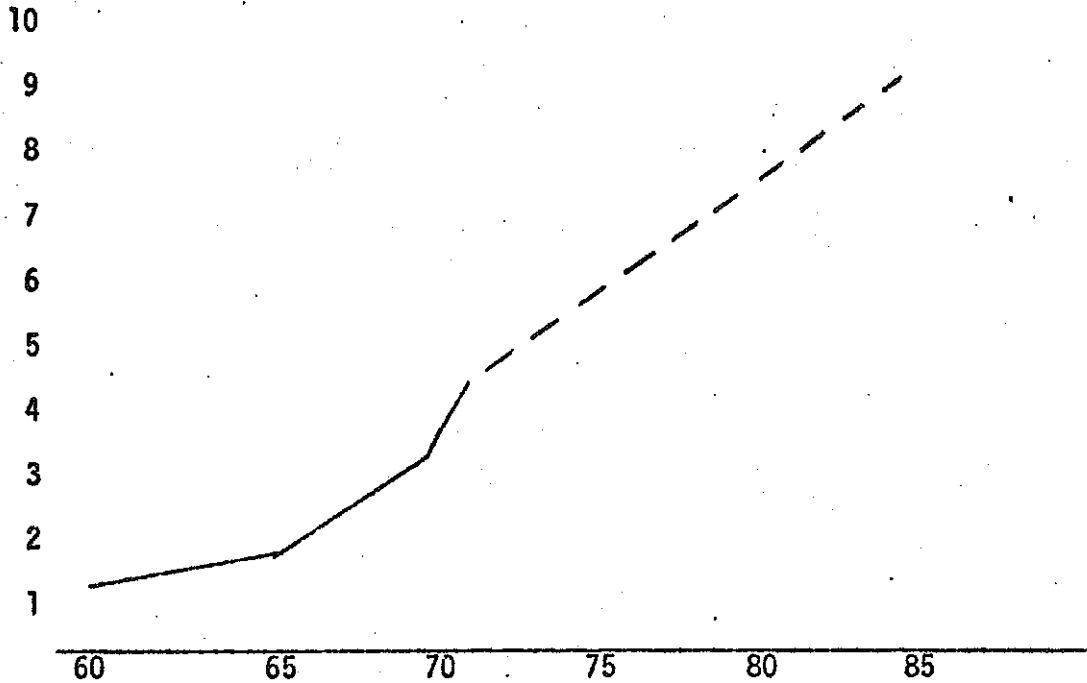
Other Revenue.--Other revenue accounts for only about 9.9% of total revenues. The revenue generated from this source has remained constant since 1970.

Revenue Projections.--In order for Yates County to effectively plan for future expenditures as well as to maintain its present level of services, it is essential that revenue projections be made. Accurate projections are difficult, if not impossible, due to the vagaries of established State and Federal programs, the addition of new programs and possible fluctuations in sales tax revenue. Despite these unknowns, projections, however tenuous,

can serve as a guide in assessing the amount of money that may be available for county purposes. The following graph is based on a straight line projection and projects revenues through 1982.

Figure 16 - Yates County Revenue Projections 1972-1982

(millions)



Source: Regional Planning Board

Yates County Expenditures

The cost of operating Yates County government has increased nearly fourfold since 1960. This increased cost is attributable to the following major factors:

1. General inflationary trends permeating the nation's economy.
2. The increased demand for services by residents of the county.
3. The increased number and scope of Federally mandated programs.

Table 12 compares the level of expenditure in major categories for selected years since 1960.

Table 12-Yates County Expenditures

	1960	1965	1970	1971	1972
Current Operations	1,003,297	1,326,242	2,808,484	3,729,559	3,721,534
Capital Outlay	65,453	22,852	483,483	275,266	157,852
Debt Service	-0-	-0-	86,250	83,750	81,250
Principal	-0-	-0-	50,000	50,000	50,000
Interest	-0-	-0-	36,250	33,750	31,250
Total	1,068,751	1,349,094	3,378,217	4,088,875	3,960,636

Source: New York State Comptroller's Report

From this table it is apparent that current operations account for the bulk of Yates County expenditures. Current operations amounted to an average of 92% of all expenditures for the selected years. In 1972, these expenditures accounted for 94% of total expenditures. Capital outlays averaged 7% of total expenditures and ranged from 2% to 14% in the years selected. These expenditures have fluctuated greatly from year to year. Debt service, all of which represents debt not subject to the New York State Constitutional Limit, has been declining as bonds are retired. Debt service since 1970 has accounted for about 2% of total expenditures.

Since current operations represent so great a portion of County Expenditures, Table 13 has been developed to show in which areas this money is appropriated.

Table 13 Yates County Appropriations by Function

	1972	1974
Legislative	51,770	58,800
Judicial	111,596	138,872
Finance	111,715	64,555
Staff	103,195	124,627
Shared Services	62,498	107,000
Special Items	305,497	374,960
Education	150,000	116,500
Public Safety	287,012	346,799
Health	124,365	150,545
Economic Assistance and Opportunity	1,636,297	1,629,030
Culture-Recreation	52,200	60,062
Home and Community Services	173,585	158,328
Employee Benefits	162,000	213,500
Highways	1,037,239	1,024,000
Inter-fund Transfer	408,043	228,450
Total	4,777,012	4,996,028

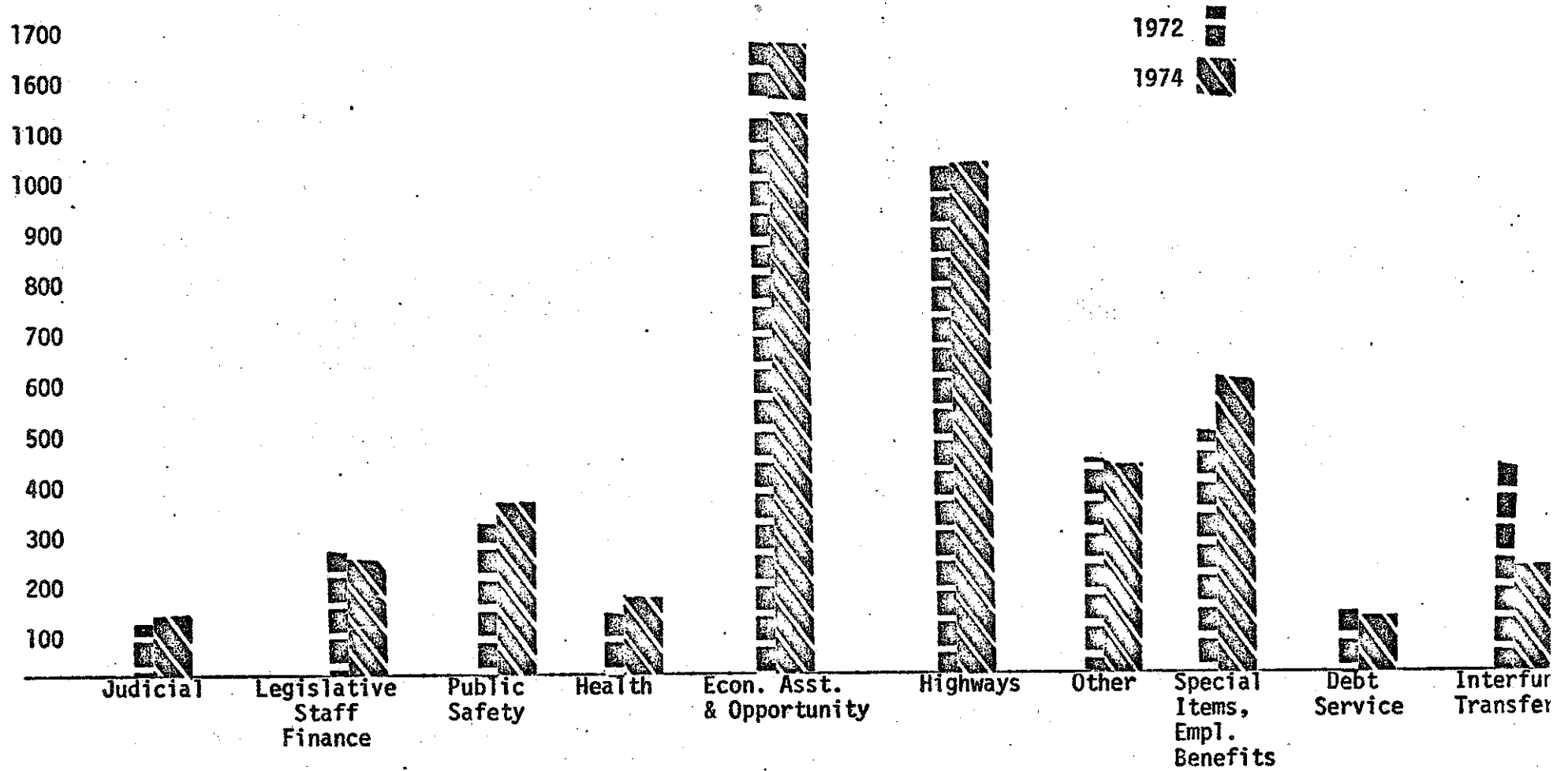
Source: Yates County Annual Budgets

Figure 17 has been developed to illustrate graphically the relationships statistically represented in Table 13. As is immediately apparent Yates County has been holding the line on expenditures and was able to reduce appropriations in some areas.

Since debt cannot exceed the New York State Constitutional Debt Limit, the debt limit for Yates County is noted. The New York State Constitutional Debt Limit equals seven percent of the average full valuation of real property taxable for county purposes for the preceeding five years. In Yates County the limit amounted to \$8,941,621 in 1972. However, the \$600,000 outstanding debt of the County in 1972 was not subject to this limit.

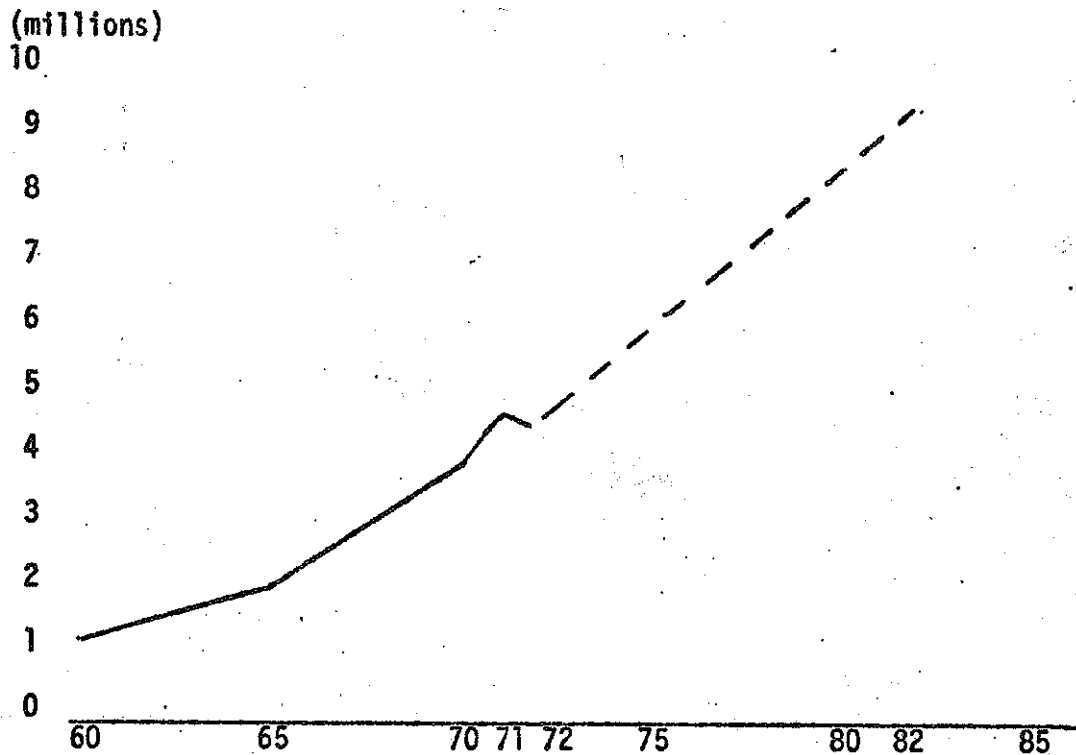
Expenditure projections are useful to governments in planning for the provision of additional services and maintenance of existing services. Such projections, however, are difficult to determine accurately since expenditure levels are dependent on many variable factors including the ability to raise revenue, the amount of inflation and changes in State and Federal programs among others. Figure 18, through a straight line projection, indicates the anticipated trend in expenditure levels through 1982 for Yates County.

Figure 17: Yates County Appropriations



Source: Derived from Table 13

Figure 18: Yates County Expenditure Projection 1973-1982



Source: Regional Planning Board

Capital Programming Process

Capital Programming is a process designed to achieve coordinated, comprehensive, physical and fiscal planning for capital improvements. A capital program is generally designed for a six year period and includes the projects to be undertaken in each year and the projected cost and method of financing each improvement. The first year of a Capital Improvement Program is usually called the Capital Budget since it is that portion of the program to be financed during the year. The remaining five year program is a plan for future expenditures. A Capital Program is adopted by the Local Legislative body and is updated annually as projects are implemented and the sixth year added.

Capital Programming, if practiced properly, demands foresight and planning, critical components for orderly development and economic growth. The major advantages of Capital Improvement Programming are:

1. It permits the undertaking of capital projects in priority order thereby eliminating emergency projects.
2. It provides for scheduling of payments over a period of years thereby permitting stabilization of tax rates.
3. It provides for careful scheduling and coordination of projects to avoid conflicting projects and insuring the maximum utilization of fiscal resources.
4. It provides other jurisdictions and private enterprises with guidelines indicating when and where improvements will be undertaken thereby enabling coordination of efforts and encouraging private investment.
5. It permits the determination of the impact of projects on the annual operating budget and the scheduling of the tax impact generated by capital improvements.

Under New York State Law, a capital project is defined as "any physical betterment or improvement including furnishings, machinery, apparatus, or equipment for such physical betterment or improvement when first constructed or acquired, or any preliminary studies and surveys relating to any physical betterment or improvement or land or rights in land or any combination of the above." Generally, a capital improvement program should not include items costing less than \$2,500 or having an expected life span of less than five years. Further, a capital project is any project for which Section 11 of the Local Finance Law provides authority for borrowing (although borrowing is not a prerequisite) and specifies a period of probable usefulness.

Within New York State, municipalities--including counties--not having home rule charters may adopt a capital programming system pursuant to section 99g of the General Municipal Law. To operate under provisions of section 99g a local governing body must pass a resolution or ordinance declaring its intent. The major provisions of this section are:

1. The capital program must cover a six year period.
2. The capital program must include the estimated cost and method of financing the proposed improvements.
3. The budget officer must cause the program to be prepared annually.
4. The capital program must include an estimate of the project's effect on operating costs for three years after completion.
5. The six year capital program must be submitted to the governing body with the tentative budget. The tentative budget must provide for the financing of the first year projects from direct appropriations.
6. The governing body must adopt the capital program annually.
7. The capital program may be amended by a two-thirds majority vote of the governing body.

Having once adopted section 99g, a local government may not undertake any capital projects unless they are a part of the Capital Improvement Program. The amending procedure, however, permits additions and deletions to a program during the year through a two-thirds vote of the legislative body.

The preparation of the Capital Improvement Program under section 99g is ultimately the responsibility of the budget officer. He may delegate the responsibility as he deems appropriate. Therefore, several methods for capital program development have evolved to meet the needs of individual governments. In any system which is evolved the planning board should be delegated a major role. The planning board is in a unique position to coordinate the program's development since it has information relative to ongoing long range comprehensive development plans and can evaluate needs, financial resources and priorities proposed by functional departments and agencies. The budget officer should also be deeply involved. To the extent appropriate input should be solicited from citizen groups and development interests.

Capital Programming Procedure

From the foregoing discussion, it is apparent that a Capital Program can be one of the most effective tools available to chart the future course of a County's progress. With proper procedures for review and updating the program, the County can plan for the most efficient and economic allocation of fiscal resources. Further, land use decisions can be guided to ensure environmentally sound development.

For a capital programming process to be successful, a strong commitment not only to the capital program but to planning in general is mandatory. This commitment must emanate from the governing body and extend to the staff and established Boards and Commissions.

While it is not essential that section 99g be adopted, the section does provide parameters within which capital programming can take place. Further, adoption indicates the commitment of the governing body to capital programming. Therefore, it is strongly recommended that a serious effort be made to adopt Section 99g.

A procedure for capital programming must be developed in a framework that considers the three essential components of the process. These are: a comprehensive development plan, a six year program and an annual program.

In Yates County the Comprehensive Development Plan is in process. It is advanced enough to serve as the basis for planning of the capital improvement Program. These planning documents should be constantly referred to by developers of the capital improvement program.

Having decided that a Capital Improvement Program is to be undertaken, the procedure for developing the long term program and the annual budget can be determined. The following steps are recommended for Yates County:

1. Resolution by County Legislature: To demonstrate its commitment to capital programming the Legislature should adopt a resolution indicating its intent to establish a capital improvement program as a County policy. This statement of intent would not imply acceptance of section 99g. This resolution should include the context within which a capital program is to be developed.
2. Inventory of Potential Projects: The Planning Department in conjunction with responsible departments should compile an inventory containing pertinent data about all pending projects including those whose execution has begun. This inventory should also

include those projects completed during the past several years. Pertinent data includes location, size, cost, method of financing, scheduling justification and priority.

3. Capital Improvement Committee: A committee should be formed at the direction of the Legislature. This Committee should include the planning director, the budget office, a representative of the Legislature and possibly citizen representatives (Planning Board Member). The Committee should be charged with the review of projects and determination of the preliminary program.
4. Project Review: Each year, according to a prescribed timetable, department heads will submit potential projects to be undertaken during the six year program period to the Capital Improvement Committee. The information provided should include pertinent data as indicated on the proposed Capital Project Request Form. (See figure 19 following.) The committee will review each project for consistency with development plans and fiscal feasibility. From this review, county priorities will be assigned, the method of financing determined, and the project scheduled. The preliminary six year program will be developed. The annual capital budget, the first year of the capital program will be established from the six year program. The budget should become a part of the annual county budget.
5. Preliminary Capital Improvement Program: The preliminary program will be submitted to the Legislature for review and comment. In addition to this review, the preliminary program should be presented to the public to solicit their comments.
6. Capital Improvement Program: Incorporating the suggestions of the Legislature and citizens where feasible, the capital improvement

program will be revised and re-submitted to the Legislature. Upon adoption by the County Legislature the six year program will become county policy. The first year of the program should be incorporated into the annual county budget and approved with that document.

7. **Timetable:** The Capital Improvement Program process should generally be accomplished parallel to the annual budget process. County department heads should be given 45 days to submit their requests, the Committee should be given another 45 days to develop the preliminary program. Review of the preliminary program allowing for citizen input should be given 30 days. Revisions should take ten days with adoption following as soon as possible. To permit adoption at the same time as the annual budget, this process should begin about five months prior to the anticipated adoption date of the annual County Budget.

Figure 19
Capital Project Request Form 19

Number _____

Department _____
Submitted By _____ Phone _____

Project Title _____

Project Description (include size of project, facilities required, area to be served, land to be acquired, proposed work necessary, attach map (if applicable) etc.)

Project Location _____

Justification (include benefit to county, emergency, deterioration, maintenance, relationship to other projects, etc.)

Type of Project	<input type="checkbox"/> New	Current Status	<input type="checkbox"/> Preliminary
	<input type="checkbox"/> Replacement		<input type="checkbox"/> Planning
	<input type="checkbox"/> Expansion		<input type="checkbox"/> Approved Plan
Scheduling	<input type="checkbox"/> Begin		<input type="checkbox"/> Design
	<input type="checkbox"/> End		<input type="checkbox"/> Funds Committed
			<input type="checkbox"/> Construction
			<input type="checkbox"/> % _____

Department Priority Top High Middle Low

Estimated Project Cost	Planning and Design	\$ _____
	Land Acquisition	_____
	Site Improvements	_____
	Equipment	_____
	Construction	_____
	Other (Specify)	_____
	Total	\$ _____

Basis for Estimate _____

Method of Financing	Local funding	_____ %	\$ _____	Source _____
	State Aid	_____ %	\$ _____	Source _____
	Federal Aid	_____ %	\$ _____	
	Cash Capital	_____ %	\$ _____	
	Revenue Bonds	_____ %	\$ _____	
	General Obligation Bonds	_____ %	\$ _____	

Estimated Annual Revenue \$ _____ Source: _____

Impact on Operating Budget

19__

19__

19__

Personnel
Equipment
Total

\$ _____
\$ _____
\$ _____

\$ _____
\$ _____
\$ _____

\$ _____
\$ _____
\$ _____

Alternatives to Project _____

Other Comments _____

DO NOT WRITE BELOW THIS LINE

Date Received _____

Priority _____

Fiscal Feasibility _____

Disposition _____ Approved 1st
year
_____ Disapproved
_____ Deferred
year _____

Consistency with Plans _____

Comments _____

Reviewed By _____

Date _____

Reviewed By Committee _____

Date _____

YATES COUNTY GOVERNMENTAL STRUCTURE

County governmental structure is a prime factor in reflecting the character of an area. It is at the same time an influence on the pattern of life and a respondent to the pattern of life. Government structure is the result of organizing a framework from which the perceptions, desires and needs of the residents regarding the public sector can be reflected through a decision-making process. This structure is not free to operate solely in response to local needs. At the County level it must function within the parameters set forth by both the State and Federal governments. The manner in which a county meets the mandates of the higher levels, however, is determined to some extent by the priority its residents set on the mandates.

Due to its significant position within the community, it is essential that an analysis of the county governmental structure be included in any county comprehensive development plan. Its inclusion can accomplish two distinct goals. First, an analysis of government structure can be used as a basis for recommendations leading to increased efficiency, economy and effectiveness of government. Second, if the planning process is to be a factor in decision-making, the relationship of this process to the total county government must be understood. Therefore, it is the purpose of this section to examine these two issues in Yates County.

I. Organization

A. Yates County Legislative Board

On January 1, 1972 the Yates County Legislative Board became the governing body of the county superseding the Yates County Board of Supervisors. This action was taken in accordance with the Yates County Reapportionment Plan (Resolution No. 23-71) adopted by the Board of Supervisors on February 8, 1971. The Yates County

Legislative Board is a continuation of the Board of Supervisors having the same powers, duties and obligations. As such it operates under County Law, General Municipal Law, Local Finance Law, Town Law and other statutory laws of the State of New York relating to Boards of Supervisors. The difference between the Legislative Board and the Board of Supervisors lies in its composition.

The Legislative Board consists of thirteen (13) members elected from five (5) election districts for two year terms. Each County Legislator has one vote on all matters brought before the Legislature. A Town Supervisor may be elected to the County Legislative Board but he must be elected to both offices separately.

The five (5) election districts are designated as follows:

- District No. 1: Towns of Italy and Middlesex - one member
- District No. 2: Towns of Benton, Potter, and Torrey - three members
- District No. 3: Town of Jerusalem - two members
- District No. 4: Town of Milo Election Districts 1 through 6 - four members
- District No. 5: Town of Milo Election District 7, Towns of Barrington and Starkey - three members

Each district represents approximately 1,460 persons, according to the 1970 census.

The Yates County Legislative Board is headed by the Chairman of the Legislature who is elected by the members. There is also a Vice Chairman. The Legislative Board operates through twenty-four Standing Committees averaging three members but ranging in size from one member to five members. The Standing Committees and their membership are indicated in the following table number 14.

Name	Members	Name	Members
Buildings and Grounds	3	Mental Health and Narcotic	
Charities	3	Control	3
Civil Defense	3	Mutual Aids	3
Corrections	3	Planning	3
County Clerk and Judiciary	3	Public Health	3
County Treasurer's Accounts	3	Purchasing	3
Elections and Primary		Recreation	3
Elections	3	Reforestation	3
Erroneous Assessments and		Rules and Legislator's	
Refunded Taxes	3	Accounts	3
Equalization	5	Salary	3
Extension Service Represen-		Sanitation	3
tative	1	Soil and Water Conservation	2
Finance and Appropriation	3	Workmen's Compensation	3
Highways	3		

The Chairman of the Legislative Board and the Standing Committees serve a dual role within County Government. Since Yates County has no appointed or elected administrator, the Chairman, the Standing Committees and the Legislative Board fulfill both the legislative or policy-making function and the administrative or operating function.

To conduct its business the Legislative Board meets on the second Monday of each month. Standing Committees meet as required with the most significant ones meeting monthly. Committees may meet in joint session should business so require.

The relationship of the Legislative Board and Standing Committees to County Departments is discussed under sub-part C below--County Departments.

B. Other Elected Officials

Within the County Government several key officials are elected directly by the people. In order to provide continuity within the government structure, these officers report to Standing Committees and through them to the County Legislative Board. Except for their election, these officers function within the County Government structure in the manner as appointed Department Heads.

The elected Officials and their responsibilities are as follows:

1. County Clerk - The County Clerk is elected to a three year term as required under New York State Law. The County Clerk is the registrar of the County and the Clerk of County and Supreme Court. In addition, the County Clerk acts as the agent for the State in issuing hunting and fishing licenses, motor vehicle licenses and registrations, pistol registration, and alien naturalization applications. The Motor Vehicle Bureau component of the County Clerk's office is operated as a separate Bureau.
2. County Treasurer - The County Treasurer is elected to a three year term under New York State Law. The Treasurer is responsible for the collection of property taxes and the receipt of all County revenues, the disbursement of County funds, cash flow, the investment and availability of monies to meet commitments and the issuance of notes and bonds, when required. Within the Yates County organization, the Public Administrator of Federal Funds is a sub-unit of the Treasurer's Office, as the responsibility for Community College residence certifications and expenditures.
3. County Sheriff - Elected for a three year term, the County Sheriff has both Civil and Criminal responsibilities. The Civil responsibilities include serving papers and processes of the court, enforcement of

court orders and provision for court attendants. The Criminal Division includes the operation of the County Sheriff Road Patrol and the operation of the County Jail. The Dog Warden of Yates County is directly responsible to the Sheriff.

4. District Attorney - The District Attorney, serving a three year elected term, is the prosecutor in all cases originating in the County which are triable in Trial or Appellate Courts. The District Attorney presents all cases of felonies and indictable misdemeanors before the Grand Jury for evaluation. The District Attorney works closely with County Law Enforcement Officers.
5. County Coroners - Yates County elects four coroners for two year terms under optional provisions of New York State Law. Coroners are responsible for investigation into any suspicious or questionable deaths within the County.
6. County Judge and Surrogate - Yates County elects one Judge and Surrogate to serve a ten year term as Judge of County, Family and Surrogate Courts. Thus, he is responsible for presiding in cases in County Court, the primary felony courts, Family Court, dealing with children and family relationships and Surrogate Court, relating to the affairs of deceased persons.

The Judge is assisted by a Family Court Clerk and a Surrogate Court Clerk.

In addition to the above responsibilities the Judge oversees the activities of the Jury Commissioner and the Probation Department.

Within Yates County government there are approximately twenty (20) operating departments responsible directly to the County Legislative Board. Together with the departments of Elected Officials, discussed above, these departments implement the policies of the County Legislative Board and carry out the day-to-day activities of the County.

The Head or Director of each Department is appointed by the Legislative Board. Each department communicates to the Board through one of the Standing Committees. As stated earlier, a Standing Committee meets monthly or as needed depending on its function. It is the responsibility of the Department Head to keep his Committee informed of the activities of the Department to assure consistency of County policy. The Committee is responsible for approving major activities of the Department, authorizing expenditures, hiring personnel and representing the department in business before the Legislative Board. The Legislative Board has ultimate responsibility for approving actions of County government. Except for special purpose resolutions, approval is gained through standard resolutions or reports covering all involved departments, eg. auditing report, and transfer of funds resolutions.

Since the functions of many departments are self-explanatory, it does not seem necessary in this report to include a description of each one. The following, then, is a summary of responsibilities for major activities:

1. Social Services - Social Services includes the major expense items of Medical Assistance and Aid to Dependent Children. Minor expense items include Aid to the Aged, Blind and Disabled, Foster Home Care, Home Relief, Burials and Juvenile Delinquent Care. Social Services accounts for slightly more than one-third of the total County Budget. State and Federal Aid are received to cover about 75% of the cost of these programs.

2. Highway - The Highway Department is responsible for maintenance of the County Highway system. In addition to normal maintenance, maintenance activities include reconstruction, snow and ice control, posting signs, bridge and culvert repair and mowing. The Highway Department works closely with the Town Highway Departments. The Highway Department accounts for about 25% of the County Budget. Of the appropriated amount about 70% is received from revenues.

In addition to the Highway Department, the Highway Superintendent is responsible for the operation of the two County landfills, one in Torrey and the other in Potter.

3. Public Health - The Public Health Department provides for the Public Health Nursing Programs. Special Programs include rabies control in dogs, physically handicapped children programs and Tuberculosis Care and Treatment. In addition to the Public Health Service, the County operates two health related departments - Mental Health and Addiction Control.
4. Other Departments - Other Departments are Tax Director (Property Taxes), Board of Elections, Civil Service, Veterans Service, Buildings and Grounds (Maintenance of County property), Planning and Development, Historian, County Sealer (Weights and Measures inspection), Civil Defense, Fire Control and Recreation.

Most of the above departments are linked to State government mandates and receive some State Aid and Federal Aid to offset expenditures.

D. Legislative Staff

In addition to the County Departments, both elected and appointed, Yates County government includes three officials who serve as staff to the Legislative Board. These officials are:

1. Clerk of the Board - The Clerk of the Board is responsible for routine day to day administrative functions of the Legislative Board. As part of these duties, the Clerk serves as secretary to the Board.
2. County Attorney - The County Attorney serves as the legal advisor to the Legislative Board and indirectly to all County Departments.
3. Budget Officer - The Budget Officer directs the preparation and implementation of the annual county budget.

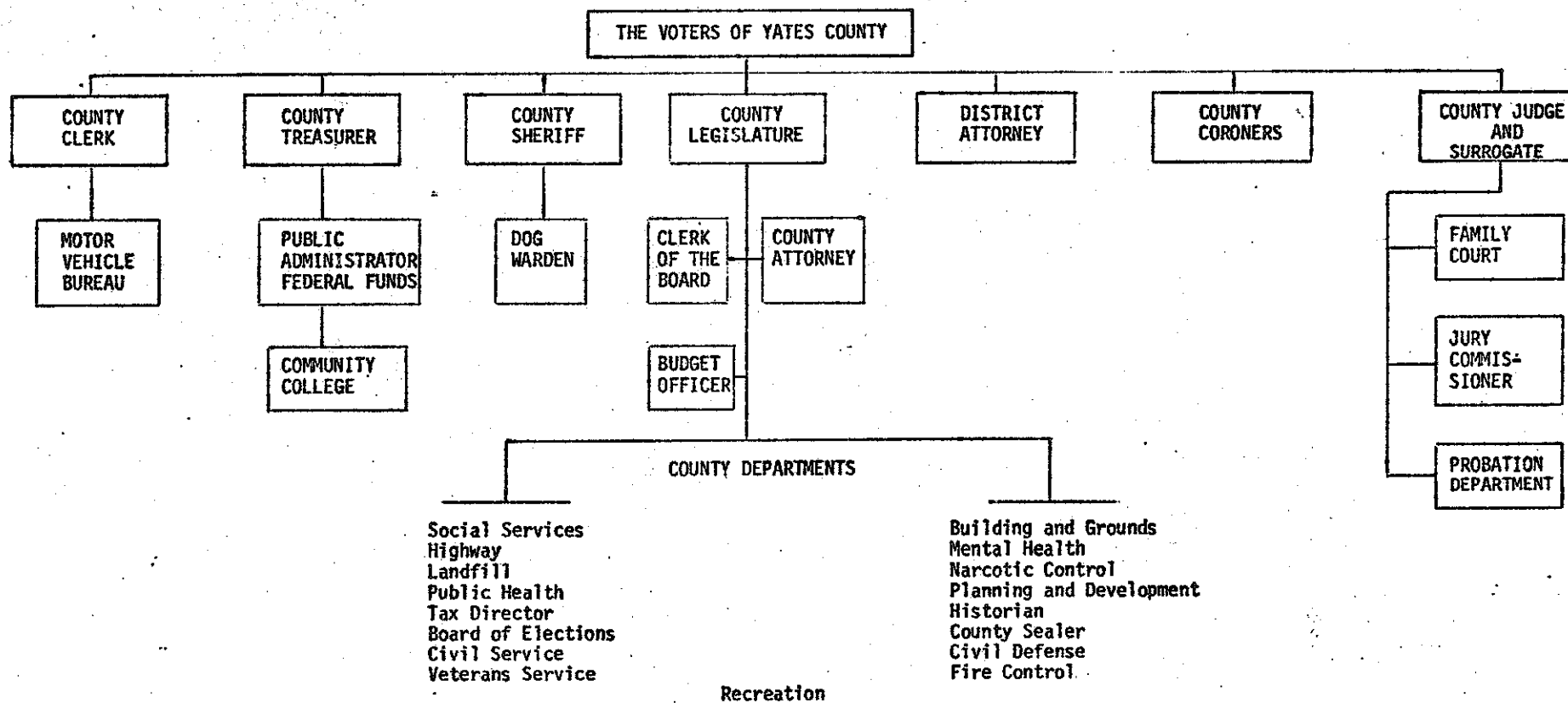
Together these four groups, - the Legislative Board, the Legislative Staff, the Elected Officials and the County Departments - form the physical organizational structure of Yates County. An organization chart summarizing the relationships is found on the following page as Figure 20.

II. County Operating Procedures

As with all large organizations, Yates County Government must rely on uniform procedures adhered to by all its components. These procedures include Purchasing, Payment Contracts, Transfer of funds, Personnel, and Budget.

1. Purchasing - Within Yates County the major responsibility for purchasing rests with the Department Head. The Department Head is free to purchase from any vendor in amounts up to \$250. After the item is ordered, the vendor submits a bill on a County Voucher for payment. The vouchers are audited by the Clerk of the Legislative Board. Each month an auditing report is presented to the Legislative Board by the Finance and Appropriation Committee and approved for payment. In addition, each department has a petty cash account of \$50. This is used for minor expenses and is maintained at the \$50 level. A report of its status is submitted monthly. For items costing in excess of \$250, but less than \$1,500, the Department Head seeks the advice and consent of its liaison committee. The procedure then continues as above.

Figure 20
 Government Organization
 Yates County, New York



Items amounting to over \$1,500 must be bid by contract. In this case the request, after approval of the Department designated Standing Committee, is reviewed by the Purchasing Committee. After approval by the Purchasing Committee, the request is approved by the Legislative Board. The Legislative Board authorizes bidding and, after following mandated procedures, awards the contract. This process generally takes about 60 days.

Within the Purchasing system, the department head must be aware of the status of its accounts. A notification of account status is given only after an account has been overdrawn.

On a countywide level, Yates County encourages purchase of standardized office equipment such as typewriters, has maintenance contracts for office equipment, and provides support services such as xeroxing and postage. The County tried centralized purchase of office supplies, but volume was not great enough to generate savings. Therefore, purchase of office supplies is now departmentalized. Yates County does not purchase any items under State Contract although some vendors have voluntarily used State Contract prices.

2. Payment - Except for minor items which are paid out of departmental petty cash, payments for purchases are made through the Voucher System. To receive payment a vendor submits a County Voucher to the department purchasing the item. The department head executes the voucher and forwards it, with any supplemental documentation, to the Clerk of the Legislative Board. The Clerk audits the voucher, performs appropriate accounting procedures, and prepares a monthly report for the Board. After approval by the Board the County Treasurer issues payment.

3. Transfer of Funds - When an account is overdrawn within a department budget, the department head is notified and a fund transfer is initiated. A fund transfer involves reducing the appropriation of one account and increasing that of the deficient account within the same departmental budget. Fund transfers require the approval of the Legislative Board and are a monthly agenda item. A transfer may be requested prior to a purchase if it is known that insufficient funds are available for purchasing a necessary item.

In rare instances a transfer may be made between departments. This type of transfer would generally be required as a result of a change in program responsibilities.

4. Budget - The Budget Officer (Director) is responsible for the County Budget which is prepared according to the Uniform System of Accounts for Counties. The budget preparation period lasts about 6 weeks and the review period about 3 weeks and leads to approval of a tentative budget.

The budget process begins in late summer when the budget director instructs each Committee Chairman to meet with the appropriate department head(s). After discussion with the Committee, the department head prepares a proposed budget for the coming fiscal year. The proposed budget is reviewed by the Committee. After Committee approval, the budget is forwarded to the Budget Director for review. Departmental revenue estimates are requested during budget preparation and reviewed along with the proposed budget. There is no requirement for written justification of budget requests although it is expected that any significant changes will be substantiated. Departmental requests for capital expenditures are included in the operating budget request.

After receipt of the Departmental budgets, the Budget Director reviews the requests from a countywide perspective. In 1974, a budget workshop was instituted to give each Committee Chairman an opportunity to defend his proposed budget(s). Prior to that time, review meetings between the Budget Director and Committee Chairman were completely informal.

In addition to supervision of departmental budgets preparation, the Budget Officer in consultation with the County Treasurer determines appropriation requests for total Countywide items and appropriations by the County to other agencies.

Upon completion of the tentative budget, the document is reviewed by the Finance Committee. The full Legislative Board then approves the tentative budget as forwarded by the Finance Committee. A Public Hearing is held according to law. The final budget is then approved by the County Legislative Board and becomes an operating document on January 1.

5. Personnel - Day to day personnel functions are performed by the Civil Service Office. The Civil Service Office operates according to the Civil Service Law of New York State. It is principally responsible for Civil Service examinations, appointments and day to day personnel administration. Personnel hiring is carried out by Department heads through their Committee and other appropriate committees and require the approval of the Board. A table of organization is adopted each year and includes a listing of positions authorized for each department and the salary level for each position.

Salaries are determined on a negotiated basis. Higher level and non-union employer salaries are negotiated individually each year. Salaries

for the majority of employees are determined through contract negotiations between the County and two employee unions - CSEA and the Deputy Sheriff's Union.

The Yates County personnel rules are contained in the Union Contracts.

III. Observations

Yates County Government reflects the small rural character of the area. It provides the basic services required of its approximately 20,000 citizens. The services are primarily of a traditional nature with little emphasis on human or social service programs of a developmental nature which may be provided beyond the basic welfare function. But; these are the services being demanded by residents. It is noted that an Advisory Committee supervises activities of the Home Health Agency and makes recommendations to the Legislature. Also the Rushville Clinic is authorized by the County Legislature as an official clinic. The Yates County Comprehensive Health Planning Committee is appointed by the County Legislature and is recognized informally as part of community planning activities.

In the area of traditional services, Yates County has been generally progressive. The County has an established county-wide landfill program. Consolidation of law enforcement agencies has been discussed and the proposed Yates County Public Safety Building is designed to accommodate a consolidated agency. The County Highway Department is a well-maintained, self-contained operation, whose capacity and importance is reflected in the generally excellent condition of the County road system.

With regard to Social Services the County has not yet begun to seriously avail itself of existing programs. The Social Services Department pro-

vides public assistance as necessary. The Public Employment Program, Recreation Programs and the like receive a bare minimum of funding. The County has no Office of the Aging, Community Action Program or environmental programs. While these programs may not now be demanded by residents, they may become more important in the future if present trends continue. The County should be commended for its efforts in the areas of Mental Health and Narcotic Addiction Control.

Yates County procedures are generally informal with few controls that are capable of being instituted until after the fact. For instance, Department Heads are not notified of appropriation levels until an account (sub-object code) is overdrawn. Further, appropriations are made on an annual basis with little thought given to future demands. The procedures, however, serve the basic needs of County Government and function well. After all, a county the size of Yates does not need complex, sophisticated systems required of a larger, more urbanized county.

Part of the success - and it is successful - of Yates County Government may lie not in its structure or procedures, but in its politics and society. The County has been overwhelmingly Republican for years and probably will continue to be. Even more important than its politics is the society of the County. The people of Yates County are homogeneous. For the most part, they are conservative with aspirations generally associated with rural America. The homogeneity permits the government to operate in an atmosphere of commonness rather than one of diversity and conflict. While conflict may erupt, the basic philosophy linking the people does not permit unyielding conflict to develop.

IV. Recommendations

1. The structure of Yates County Government is generally well-suited to the needs of the County. The only organizational recommendation is to consolidate some of the Standing Committees of the Legislative Board. At the present time, the Committee structure requires 71 members or about 5.46 committee assignments per Legislator. By consolidating some committees, the number of assignments per Legislator would decline. Further, fewer Committees would permit a broader area of responsibility and broader expertise. It is recommended that each consolidated Committee meet once a month, giving all areas of government a chance to be heard on a regular basis. The suggested Committees are:

1. Ways and Means - composed of Finance and Appropriations, County Treasurer's Accounts, Purchasing and Rules and Legislator's Accounts Committees.
2. Taxes - Erroneous Assessments and Refunded taxes and Equalization Committees
3. Public Works - Highways, Sanitation, Buildings and Grounds
4. Public Safety - Civil Defense, Mutual Aid, Corrections
5. Health - Public Health, Mental Health and Narcotic Control
6. Social Services - Charities
7. County Clerk and Judiciary - remains the same
8. Personnel - Salary, Workmen's Compensation
9. Environment - Soil and Water Conservation, Reforestation
10. Planning - remains the same
11. Elections and Primary Elections
12. Recreation
13. Extension Service Representative

The exact composition of consolidated committees would of course be dependent on the desires of the Legislature and possible mandates legally requiring committees.

2. Several procedural recommendations are made to insure tighter control of government operations.
 - a) The County should make it a policy to use State contract prices for purchasing items that are included in State Contracts. This will result in savings to the County.
 - b) The Departments should be notified of balances on a monthly basis so that overdrafts become less likely. Further, transfers could be initiated earlier to avoid delay in purchase or payment.
 - c) The Department Heads should be required to submit a quarterly allotment schedule to the Budget Officer after the budget is approved. Through this system a department would be assured of having adequate funds at the end of the year. In this system, any balance of the preceding quarter would be applied to the next quarter but no money could be expended from a subsequent quarter without a Legislative transfer.
 - d) While the budget preparation and review has been tightened in 1974, the system should be further tightened to require written justification of all non-recurring expenses. This would permit better comparison during budget review in subsequent years.
 - e) The County should consider contracting with another government or develop its own data processing function. Data Processing would be an invaluable tool for payroll, accounting, social services accounts, taxes etc. Further, it could be used to develop Public Works inventory and Maintenance schedules, etc.

3. The Highway Department and the Landfill operation should be separated to indicate the actual expense of each.
4. Yates County should begin developing a capital Budgeting System. Such a system would help assure that no large, unanticipated expense would arise. Large expenditures could be programmed and, thus, anticipated in advance. Such a system has become more important with the implementation of Federal Revenue Sharing programs.

V. Planning Implementation

Until 1974, Yates County did not have a Planning Department. Since the Department is only a few months old, Yates County is in a good position to decide what its role will be in County Government. The possibilities range from nearly totally ignoring the Department to allowing it to have an extensive input into the decision making process. It is predicted that its role will emerge somewhere between these extremes.

The Planning Department, if it is to be effective, must complete reports - that provide useful data to County officials. For this to occur, the Planning Department must fully understand the policies of the County so that its recommendations are made within the context of the overall government direction. This requires interaction between the Planning Department, other Departments, the Legislative Board and its Committees and the Planning Board as well as with citizens. Without this interaction, recommendations of the Planning Department might never be accepted or adopted.

Second, the Planning Board should assist other County Departments in their planning endeavors. For instance, the Highway Department and the Planning Department have much to offer each other. Park, recreation, sewer, water, agriculture districting, economic development, etc. all should have an interest

in well planned facilities and the Planning Department should be actively involved. Cross representation of persons involved in these areas with the Planning Board and other commissions can assist in providing needed input to all areas.

Third, the Planning Department should be of assistance not only to the County Government but also to Town and Village governments as well. For only in this way can the planning objectives of each level interact with other levels to yield a comprehensive whole. Financing of special services may be borne by the county or reimbursed depending on manpower availability.

To assure good planning, the Planning Department must educate the rest of County Government to understand its advantages. Good planning can result in a more pleasant community and the efficient expenditure of funds to achieve community goals.

At a minimum, it is recommended that the Planning Department seek:

- 1) To develop and have adopted a countywide comprehensive Development Plan
- 2) To be involved on committees established to discuss changes in County functions
- 3) To be involved in the Capital Budgeting process when developed.
- 4) To encourage the Planning Committee to meet monthly and in joint meetings with other functioning committees.
- 5) To undertake an educational program to disseminate information about the benefits of planning for Yates County.